Exploring Educational Administration: The Relationship between Leadership and Management

Masitah Shahrill

Sultan Hassanal Bolkiah Institute of Education, Universiti Brunei Darussalam, Tungku Link Road, Gadong, BE 1410, Brunei Darussalam

Abstract

There have been many on-going debates on the agreement to the meaning of administration, leadership and management. This paper explores the distinctions between educational administration, educational leadership and educational management and what are entailed in terms of their differences and similarities in nature.

Keywords: Educational Administration, Educational Leadership, Educational Management.

Introduction

"Leaders are truly of this world and simultaneously apart. They are temporal and ephemeral beings. Their personal and professional relationships are so close, yet so far away" (Sullivan, 2004, p. 19).

"…inspiring hope is the first and last responsibility of the educational leader" (Walker, 2005, p. 29).

How does one distinguish between educational administration, educational leadership and educational management? Obviously, the response to this question will be by investigating what past researchers in these educational fields say about each of these terms. In almost all of the books or articles the author has cited there have been debates on the agreement to the meaning of administration, leadership and management. Nevertheless, Cunningham and Cordeiro (2006) stated that agreement was reached in defining administration as the broadest term related to organisational responsibility, leadership focused on organisational direction and purpose, and management, on the other hand focused on the efficient use of resources. Furthermore, leadership is about doing the right things, management is doing things right, and administration is responsible for both leadership and management. Administrators carry the biggest burden because they are expected to be effective leaders and efficient managers.

In this paper, the author will investigate firstly the definition of educational administration and the essence within this area. In the next section the author will provide past researchers' explanations on the use of each of the educational terms. The third section however, deals with the task of finding a connection or relationship by specifically focusing only on educational leadership and educational management. With regards to reporting on educational leadership effects, the fourth section will involve exploring these effects in Brunei Darussalam (hereafter, Brunei). The fifth section focuses on the heart of the paper in which answers to the following questions will hopefully be reached; how does educational leadership matter? To whom does it matter most? What means do leaders take in order to achieve successful educational leadership? Finally, an overall summary of the paper will be given in the conclusion section.

Exploring Educational Administration
This section does not intend to investigate the theoretical approaches made by Evers and Lakomski's (1996) from their second book entitled "Exploring educational administration". However, what the author intend to do here is to explore her understanding of; first and foremost, *what is educational administration* and *what does it entail?*

Sergiovanni, Burlingame, Coombs and Thurston (1980) firstly defined administration as the process of working with and through others in order to accomplish organisational goals efficiently. Furthermore, they viewed administrators as those who are responsible for accomplishing certain objectives efficiently. Subsequently, Sergiovanni *et al.* (1980) viewed administration as the art and science of getting things done efficiently.

Secondly, in terms of educational administration, in the United States, according to Sergiovanni *et al.* (1980), "The governance and administration of education is a good example of the nature and importance of administrative activity in our society" (p. 4). In addition, the educational establishment ranks among the largest of public and private enterprises. Thus, educational administrators from all levels, from superintendents to chairpersons, take their roles seriously in order to build quality education.

In Figure 1 below, Sergiovanni *et al.* (1980) provided three critical aspects entailed within the job of educational administrators.

```
                    ┌─────────────────────────────────────┐
                    │  The job of educational administrators │
                    └─────────────────────────────────────┘
```

(1) Critical administrative responsibility areas

- Goal attainment

- Maintaining the school's cultural

  pattern

(2) Critical administrative processes

- Planning

- Organising

(3) Critical administrative skills
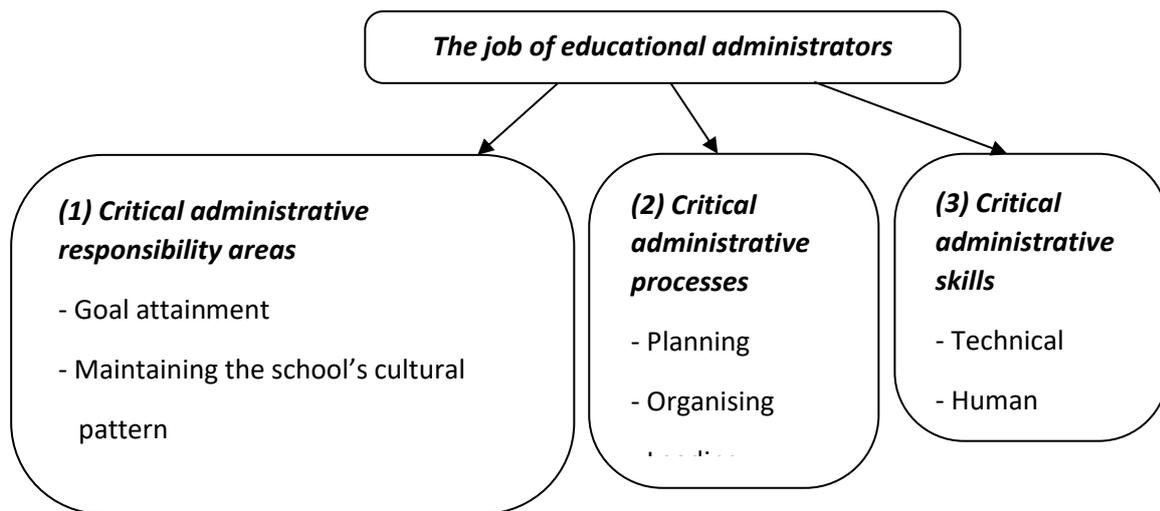
- Technical

- Human

Figure 1: The three critical aspects of educational administrators

According to Cunningham and Cordeiro (2006), the study of administration is grounded in science and philosophy and, in theories and ethics. Those who have an interest in educational administration consider it to be crucial for administrators to understand and develop belief systems and philosophies for their practice (Barnett, 1991, as cited in Cunningham & Cordeiro, 2006). Thus, a person's epistemology; that is, the way a person thinks, determines reality and the way that person approaches work, is critically important.

There are seven factors (functions, skills, ethics, structure, operational areas, context, and issues) which can be conceptualised in the synthesis of knowledge in educational administration (Cunningham & Cordeiro, 2006). Table 1 below was taken from Table 1.2 of Cunningham and Cordeiro (2006, p. 26) that represents a comprehensive model of the complexity of educational administration in the United States. Furthermore, by taking the factors into consideration, they stated:

> Even though in practice factors cannot be separated, it is probably best to focus on and integrate one factor at a time. Each leads to some truth, but none by itself affords an adequate understanding. Together they provide a more complete understanding of educational administration. (Cunningham & Cordeiro, 2006, p. 25).

In a section by Robert Donmoyer (in Cunningham and Cordeiro's book) entitled "The knowledge base in educational administration: A postmodernist perspective", he stated that during the past 100 years, the search for a scientific knowledge base for educational administration field has undergone various forms. As an example, Donmoyer cited Elwood P. Cubberly's (who often has been called the father of the educational administration field) work in 1909, "Our schools are, in a sense, factories in which the raw products (children) are to be shaped and fashioned into the products to meet the various demands of life" (Cubberly, 1909, p. 383, as cited in Cunningham & Cordeiro, 2006, p. 27).

Table 1: Key factors in effective administration, from Cunningham and Cordeiro (2006, p. 26)

Administrative Functions*	Skills	Ethical Standards	Structure and Organisation	Operational Areas	Context
• Plan • Organise • Actuate/ direct • Coordinate • Control/ evaluate	• Leadership • Problem analysis • Decision making • Implementing • Delegation • Supervising and motivating • Interpersonal sensitivity • Oral communication • Written communication • Research measurement evaluation • Legal, policy, and political applications • Public relations • Technology • Social	• Honesty • Integrity • Promise keeping • Loyalty/ fidelity • Fairness • Concern for others • Respect for others • Law-abiding/ civic duty • Pursuit of excellence • Personal accountability	• President • U.S. Department of Education • Secretary of Education • Governors • State school boards • State superintendents • State departments of education • Local school boards • Superintendents • Central administrators • Principals • Teachers • PTA	• Finance • Curriculum and instruction • Human resource development • Research and development • Business and logistics • Physical plant • Pupil personnel	• Community • Taxpayers • Special interest groups • Teachers/parents/ kids • Chamber commerce • College professors/ researchers • Media/TV • City council • Religious organisations • Private business • Professional associations • Textbook manufacturers • Industry • Government • International groups • Technologists

* Henri Fayole (1949, as cited in Cunningham & Cordeiro, 2006).

Educational Administration, Leadership and Management

It is undeniably difficult, confusing and frustrating when some researchers use several terms (for example educational administration, leadership and management) to focus on one terminology while others use terms such as educational leadership with educational management or educational leadership with educational administration interchangeably. Hence, the focus of this section is to explain how and what researchers say about each of the term above and their justification of using the terms in their books or research papers.

Sergiovanni *et al.* (1980) focused in detail the leadership aspects of educational administration and contrasting it with good management. Sergiovanni and his colleagues acknowledged the importance of educational leadership and the relationship it has to administration. They also stated that (during their decade), educational administrators were increasingly portrayed as managers. However, even though management roles were regarded as critically important, it is not central. In fact, it existed only to support and complement educational leadership roles. The following is a summary of Sergiovanni *et al.*'s (1980) explanations with regards to educational administration, leadership and management:

1. From a management perspective, educational administrators are viewed as professional managers;
2. Administration has been defined (in its management sense) as the art and science of achieving organisational objectives in a way which is cost-effective, thus, obtaining a sufficient satisfaction from the teachers and consumers in order to achieve their continued participation and support;
3. By contrast, educational leadership has a more expansive concept which included concern for the worth of objectives and their impact on school and society;
4. Professional administration suggests a utilitarian quality (i.e., what are the best means to achieve given ends);
5. Educational leadership suggests a normative quality (i.e., how adequate are the ends themselves);
6. Professional administrator is likely to view his/her role as someone who finds out what consumers want from the schools and who delivers educational services accordingly; and
7. By contrast, the educational leader is very much concerned with the issues of purpose and direction. (p. 17).

The fundamental assumption that underlies within Sergiovanni *et al.*'s (1980) book was that "managerial and political roles, no matter how important they seem to the success of educational administration, must be judged on the basis of how they serve educational leadership aspirations of administration" (Sergiovanni *et al.*, 1980, p. 21). In sum, Sergiovanni and colleagues made clear distinctions between administrative, leadership and management roles and they also regarded educational administration as an emerging profession during their time.

In Bolam's (1999) paper, he stressed the fact that the three terms (i.e., educational management, leadership and administration) are commonly used and that the differences between the terms are far from clear, in addition still less agreed. The definitions and explanations (listed below), have been given by Bolam (1999):

1. The term educational administration was used (in his paper) in a broad, generic sense in order to cover educational policy, leadership and management activities at all levels;
2. Educational leadership was seen to have at its core the responsibility for policy formulation and (where appropriate), organisational transformation;
3. Educational management was taken to refer to an executive function for carrying out agreed policy;
4. The assumption that leaders normally have some management responsibilities;
5. The assumption that both leaders and managers must take due account of their governing body and wider context; and
6. Educational administration has been regarded as a field of study that does not depend solely on one discipline; rather, it draws upon several forms of knowledge (e.g. economic, general management studies, education and training and andragogy) and a range of disciplines (mainly, but not exclusively in the social sciences, e.g. sociology, political science, philosophy, history, law and psychology). (p. 194).

Bolam (1999) raised the issue in view of the fundamental purposes of study and research in educational administration by suggesting that future research in educational administration should relate to both 'knowledge for understanding' (or basic) and 'knowledge for action' (or applied) projects. The aim of the first project is to understand the nature and processes of educational administration, through theory building and basic research. Subsequently, in order to promote the improvement surrounding educational administration, the aim of the second project therefore is to inform policy-makers and practitioners about the nature, processes and effectiveness of educational administration. Overall, Bolam (1999) has deliberately adopted a limited and restricted definition of educational leadership and management, furthermore locating it firmly as a sub-set of educational administration.

In contrast to Stein and Spillane's (2003) research paper on teaching and educational administration, they have used the terms educational administration and educational leadership interchangeably. There were no explanation or reasoning as to why they did this.

More recent researchers such as Cunningham and Cordeiro (2006), Farahbakhsh (2006) and, Giancola and Hutchison (2005) acknowledged the fact that educational leadership has been by far the most studied aspect of administrative behaviour, as well as it being closely related to school establishment.

The concept given by Giancola and Hutchison (2005) on educational leadership was that teachers, principals and board office administrators must apply this form of leadership in many ways. They further stated:

> By equating educational leadership with only administrative roles and no others (Maxcy, 1991), we severely limit our conceptions of leadership and empowerment. The ongoing professional development of teachers and principals should be directly tied to new leadership roles and responsibilities. (Giancola & Hutchison, 2005, p. 39-40).

Similarly, Farahbakhsh (2006) shared this view and noted that there used to be a traditional distinction on the dual roles principals had (i.e., as an educator and an administrator).

However, this may no longer exist as principals are nowadays classified as leaders. Since a principal holds the highest position in a school, it is expected of him/her to act as a leader in his/her school. The leadership behaviour and personality of the principal influences the quality of the school in general and consequently, may have a direct or an indirect effect to the school itself. Moreover, Farahbakhsh (2006) stated the fact that a school principal's leadership behaviour does have a subtle influence on the progress of a school.

The following is a description on educational leadership given by The National Policy Board for Educational Administration (Matthews, 1994, as cited in Cunningham & Cordeiro, 2006):
1. Giving purpose and direction for individual and group processes;
2. Shaping a school culture and values;
3. Facilitating the development of a strategic plan and vision for the school;
4. Formulating goals and planning change efforts with staff; and
5. Setting priorities for the school in the context of community and district priorities and student and staff needs. (p. 155)

At the beginning of this section, the author mentioned about the dilemma faced about the usage and understanding of the three educational terms. However, Davies (2005) has shed some light (at least, for the author) as to why do researchers use these terms interchangeably. The book (edited by Davies) consists of major leadership themes exploring the contemporary nature of school leadership. Contributors of the book were from leading authorities (experts from the USA, Canada, the UK and Australia) in the leadership field. The following comment from Davies (2005) made sense to the author:

> The authors all have a common usage of the term 'leadership' but those from the USA and Canada tend to use 'administration' whereas those from the UK and Australia use 'management' for the more functional tasks. I believe all the material in the book is applicable in each of these settings and beyond. (Davies, 2005, p. 1).

The Relationship between Educational Leadership and Educational Management
According to the website from www.answers.com regarding the definitions and the relationship between leadership and management, it stated that the idea of leadership is closely linked to the idea of management. Furthermore, the two can be regarded as synonymous. Nevertheless, a clear distinction between leadership and management may prove to be useful as it allows a reciprocal relationship between the two. For example, an effective leader should demonstrate management skills, and an effective manager should possess leadership skills.

The above statement contradicts Davies's (2005) comments in which he said leadership is often distinguished from management. Additionally, Davies (2005) stated:

> Leadership is about direction-setting and inspiring others to make the journey to a new and improved state for the school. Management is concerned with efficiently operating in the current set of circumstances and planning in the shorter term for the school. Leadership is not the provenance of one individual but a group of people, who provide leadership in the school and, by doing so, provide support and inspiration to others to achieve the best for the children in their care. Leadership is not set in isolation but is set in the context of organisations and the wider society. (Davies, 2005, p. 2).

As seen from the previous section, some researchers used the term 'educational leadership' more often compared to the use of the terms 'educational administration' and 'educational management'. To the author, it shows that some researchers regarded educational leadership highly in contrast to educational management. The way the author sees it is that school leaders sounds much better than school managers. Furthermore, nowadays, the term leadership is taking its place in almost everyone's everyday vocabulary. This does not put aside the fact that educational leadership do require good management, but good management itself is not sufficient (Sergiovanni *et al.*, 1980). Consequently, Hallinger and Heck (1999) stated, "...since 1980 leadership became a newly influential domain of educational management despite the fact that the *empirical knowledge base* was mired in a sea of ambiguity" (p. 178). Dimmock and Walker (2005) even stated that a substantial part of the theory in educational leadership and management was derived from business management, and there has been evidence of loss in transposing business management and leadership to education.

In the next section, the author will explore the development effects of educational leadership course offered at a university in Brunei Darussalam. It is worth mentioning here that the author will only report what Sullivan (2003, 2004) has written. This is because the author did not experience the reported leadership effects personally.

The Development of Educational Leadership in Brunei Darussalam

Universiti Brunei Darussalam (henceforth, called UBD) offers graduate studies in a range of educational fields including educational management and educational leadership courses at the masters and doctoral levels (Sullivan, 2003). As mentioned by Sullivan (2004), the ultimate goal of the programme is to develop an effective way of managing and leading others toward ways of caring deeply about educational outcomes.

A course in particular, entitled "PF 5407 Introduction to Leadership in Education" has shown significant benefits for the graduate students. This course was designed for headteachers committed to improving the quality of life in their communities and in the nation through effective school community engagement. This course demonstrated the implications of being a leader on the one hand and a manager on the other. Additionally, providing the opportunities for its participants to act out the character, behaviour and personality aspects of their leader image, thus, enabling them to reflect and align their understandings with the current educational context.

According to Sullivan (2004), during the course, the participants will encounter experience, simulation and reflection based on a selection of topics such as Leader variables (Trait, Behavioural, Characteristics of followers; Situational factors; Contingency theory; Leader style) and Leadership principles (Raising morale; Decision-making; Team concept) to name a few. Attendance to weekly lectures and becoming actively involved in critical discussions each week were essential. In addition, participants were also expected to take part in a 3-day reflective leader training experience. In order to ensure the involvement of the whole group in the reflective workshop and leadership challenge weekend, this practical component was made compulsory.

The reflective workshop involved more than half a day journey to the Kuala Belalong Field Studies Centre in the Temburong District in Brunei Darussalam. The centre is part of UBD and is used for biological research and retreats or reflective type workshops. It is located in the heart of a primary tropical rainforest in Borneo. The following is a summarised version of Sullivan's (2004, p. 18) description of the workshop's four aims:

1. To observe and discuss various leadership practices, called the observing theory in action;
2. To participate in specific leader training exercises to improve group dynamics by giving each participant an opportunity to take the leader position in the group, and to solve and role play management problems and scenarios;
3. To give participants peaceful reflective time away from their normal city lives; and
4. To develop a professional group bond amongst other postgraduate students in the same field.

During the workshop, participants were required to report on their reflective leader training experience by keeping a diary. The reflective diary was intended to give the participants the opportunity to reflect on their practice in terms of the ideas and theories discussed in the course, thus, enabling them to grow from their personal and group experience. The act of record keeping their personal reflections was a strategy devised by the course coordinator in order to help participants reach deeper levels of understanding as the 3 day workshop progressed. It was intended that each documented reflection could then be expanded upon with further reflections. By doing so, it will generate deeper levels of learning and more accurate reflective leadership understandings.

The reflective diary of the participants proved to be very successful as the results showed participants used their knowledge of concepts in leadership theory to explain their specific skills or practices as a leader. Furthermore, Sullivan (2004) wrote:

> For each skill or practice, they gave examples in context and evaluated their emotions at the time. They also stated their personally held values and beliefs as a leader and described how they thought others saw them as a leader throughout their three-day experience. This exercise helped them to be aware of their leader image and how their image is reflected in their leadership style and practice. (Sullivan, 2004, p. 20).

As stated by Sullivan (2004), the 3 day challenge and workshop resulted with a significant growth and observable behaviour change for each participant. Participants became more aware of this and began emulating effective leader character traits, behaviours and personalities. Additionally, for these city dwellers, the reflective leader training experience itinerary was a journey of mind of body.

Does Educational Leadership Matter?
It has been acknowledged that there has been a massive, worldwide resurgence of interest in leadership in the last two decades (Gronn, 2003). Along with the vast emergence of the leadership industry, numerous universities faculties also took part in frantically renaming their courses and subjects with 'leadership' in preference to 'management' or 'administration'. In Gronn's (2003) paper, he cited several researchers who contradicted the

relevance of leadership; however, one researcher in particular (i.e., Mintzberg, 1982, as cited in Gronn, 2003) believed that leadership does matter.

According to M. Christine DeVita, President of 'The Wallace Foundation' in Leithwood, Louis, Anderson and Wahlstrom (2004), effective education leadership makes a difference in improving learning. Moreover, leadership not only matters, it also ranked second after teaching or classroom instruction among all school-related factors in its impact on student learning. She also raised one of the most important questions, 'How do high-quality leaders achieve this impact?' The answer provided consists of three sets of practices which make up the basic core of successful leadership practices, i.e., setting directions, developing people and redesigning the organisation. The following is a direct quote from DeVita's response to the question she raised:

> By setting directions – charting a clear course that everyone understands, establishing high expectations and using data to track progress and performance.

> By developing people – providing teachers and others in the system with the necessary support and training to succeed.

> And by making the organization work – ensuring that the entire range of conditions and incentives in districts and schools fully supports rather than inhibits teaching and learning. (Leithwood *et al.*, 2004, p. 3).

What means do leaders take in order to achieve successful educational leadership? Interestingly, Walker (2005) suggested that educational leaders should be encouraged to foster the vital task of inspiring hope and confidence to students, staff, educators, and members of communities. Furthermore, hope, learning, leadership go together. Walker (2005) believed that educational leadership needed "what Martin Buber called 'an eschatology' or an unbounded view of the future realization of what we most hope for as a community" (p. 9). Finally, past researches have also indicated that hope-generating leadership generated positive images and actions towards the success of achieving personal and collective endeavours, goals, and aspirations (Walker, 2005).

Conclusion

In this paper, the author have explored educational administration, educational leadership and educational management, in terms of their differences and similarities nature. Additionally, since the books or papers the author has cited mostly have the terms leadership and management incorporated in their title, hence the author felt that it was necessary to establish the relationship between educational leadership and educational management. The author's conclusion is that these two educational fields are different in terms of context and style, but each field does carry almost the same responsibility.

The task of educational leadership courses for Brunei Darussalam context is vital in order to convince aspiring and experienced leaders that the power of one lies in the fact that they are connected with many (Sullivan, 2003). In addition, to make the best impact to the school community in Brunei, educational leaders should also follow the three practices (i.e., setting directions, developing people and redesigning the organisation) set out by Leithwood *et al.* (2004). The author is hopeful that the educational leadership programme in Brunei

Darussalam will be successful and that Bruneian educational leaders will sustain the educational system through times of change.

References

Bolam, R. (1999). Educational administration, leadership and management: Towards a research agenda. In T. Bush, L. Bell, R. Bolam, R. Glatter and P. Ribbins (Eds.), *Educational management: Redefining theory, policy and practice* (pp. 193-205). London: Paul Chapman.

Cunningham, W. G., & Cordeiro, P. A. (2006). *Educational leadership: A problem-based approach*. (3rd ed.). Boston: Allyn & Bacon.

Davies, B. (2005). The essentials of school leadership. In B. Davies (Ed.), *The essentials of school leadership* (pp. 1-9). London: Sage.

Dimmock, C., & Walker, A. (2005). *Educational leadership: Culture and diversity*. London: Sage.

Evers, C. W., & Lakomski, G. (1996). *Exploring educational administration*. Oxford: Pergamon.

Farahbakhsh, S. (2006). Leadership in Educational Administration: Concepts, theories and perspectives. *Academic Leadership: The Online Journal, 4*(1). http://www.academicleaderhip.org/

Giancola, J. M., & Hutchison, J. K. (2005). *Transforming the culture of school leadership*. Thousand Oaks, California: Sage.

Gronn, P. (2003). Without leadership? In B. Davies and J. West-Burnham (Eds.), *Handbook of educational leadership and management* (pp. 60-66). London: Pearson Education.

Hallinger, P., & Heck, R. (1999). Can leadership enhance school effectiveness? In T. Bush, L. Bell, R. Bolam, R. Glatter and P. Ribbins (Eds.), *Educational management: Redefining theory, policy and practice* (pp. 178-190). London: Paul Chapman Publishing.

Leithwood, K., Louis, K. S., Anderson, S., & Wahlstrom, K. (2004). *How leadership influences student learning*. New York: The Wallace Foundation.

Maxcy, S. J. (1991). *Educational leadership: A critical pragmatic perspective*. New York: Bergin & Garvey.

Sergiovanni, T. J., Burlingame, M., Coombs, F. D., & Thurston, P. W. (1980). *Educational governance and administration*. Englewood Cliffs, NJ: Prentice-Hall.

Stein, M. K., & Spillane, J. (2003). Research on Teaching and Research on Educational Administration: Building a Bridge. Paper presented at the Annual Meeting of the American Educational Research Association, Chicago, Illinois, April 22, 2003.

Sullivan, T. J. (2003). Knowing through doing: A practice approach to developing educational managers. *Journal of Applied Research in Education, 7*(1), 45-56.

Sullivan, T. J. (2004). The reflective way of developing leaders. *Studies in Education, 9*(1), 14-24.

Walker, K. D. (2005). *Fostering hope: A leader's first and last task*. NSW, Australia: ACEL.