CHAPTER 2
LITERATURE REVIEW

2.1 INTRODUCTION

Undoubtedly there is still a large proportion of committed women teachers who are not interested in climbing the promotion ladder. For these women the question of whether women enjoy equal opportunities in terms of promotion rarely arises. Gradually this group is dwelling to be replaced by a new generation of women teachers who believe that all women who wish to seek advancement should be offered the opportunity to do so in line with their male colleagues.

This chapter will highlight the literature that shows how women have been marginalized not only in South Africa but all around the world. Different topics will be covered in support of the research under study.

2.2 CAUSES OF THE ABSENCE OF WOMEN MANAGERS IN THE EDUCATION DEPARTMENT

Ozga (1993:3) observed that women are absent from educational management. Their absence is caused by structural, societal obstacles to their advancement, yet some women display a great determination, imagination and developed satisfactory careers.

Despite many changes, which have taken place in education in recent years, women in management positions are still in the minority. Black women in these positions therefore find themselves as a small group within that female minority. Because women in these positions are so few, certain specific pressures can be identified as having an effect on their performance. These pressures include feeling of isolation, the strain of coping with sex stereotyping, discrimination
from colleagues and the whole experience of pressure from institutional cultures. All these can lead to great levels of stress.

If women are as good or better than men, why aren’t there more of them in school administration? Studies that examine the barriers that keep women from becoming school administrators document a number of reasons which have prevented women from moving into formal leadership positions in schools Ouston (1993:49). Pigford and Tonnsen (1993:14) urges that to control who gets in and who gets promoted, organizations devise their own formal and informal screening systems.

Included in the formal systems are requirements for experience and credentials such as degrees and certification. While the requirements for degrees and certificates used to be barriers for women, the number of women admitted to programs in educational administration has been increasing steadily. A second excuse for the under-representation of women in school administration usually involves experience.

Ozga (1993:16) continues to say women in management positions are subjected to pressures and experiences, which are not experienced by males. On the other hand, it can be argued that they share some of the same work-related pressures as their male counterparts. In a similar way, she argues, black women in management, while sharing some of the same experiences as other managers, are subjected to other experiences, which are unique to themselves.

2.2.1 Devaluation of women

Ouston (1993:46-50) explains that the factor that explains the most about the resistance to women in positions of power in schools is the devaluation of women.
Women are seen as less than and different from men. This assignment of less value to women takes the form of attitudes that favours males over females for administrative positions.

Most of the reasons why women do not become school administrators can be explained by understanding that women are not valued as much as men. This bias results in negative attitudes and practice towards women aspiring to be school administrators.

Pressure to internalize societal bias as well as lack of understanding about what sex discrimination looks like, means that even women themselves don’t recognize what has happened to them. Discrimination practices that have been documented include, but not limited to the following:

- Word of mouth recruiting with only males.
- Not allowing outside candidates to apply.
- Asking bias interview questions of women, particularly questions about family responsibility.
- Offering women lower salaries than men and refusing to negotiate salaries with women.
- Having only men as interviewers.
- Separating applications by sex and interviewing men by quota and not qualification.
• Interviewing men who don’t have the minimum educational and job requirements, but requiring women to hold all the qualifications before they be considered for an interview.

Nevertheless, the overwhelming evidence identifies sex discrimination as the number one barrier to women in school administration.

2.2.2 Support systems

A second explanation of why women do not become school administrators according to Ouston (1993:50) is that they lack support system to help them find and secure jobs. Women are much less likely than men to have formal or informal network that let them know about jobs and help them get interviewed. Further, in most families, women are still responsible for the majority of childcare and homemaking. Although there is no documentation that such responsibilities inhibit the ability of women to perform their jobs, there is a believe by many who hire them that such responsibilities make women undesirable candidates for managerial positions. At the same time, women sometimes say that family responsibilities keep them from applying for and assuming managerial positions not because these women don’t think they can do anything, but because they believe the costs would be too high for their families and themselves.

2.2.3 Self esteem / Self confidence

Ouston (1993:51) maintains that lack of self esteem also helps to explain why females internalize failure and male externalize it. Thus, when a male doesn’t get a job, he most likely blames an outside factor. Females, on the other hand, are much more likely to believe that the reason they weren’t hired was because they weren’t good enough. Instead of considering that one possible and probable
reason for their rejection is sex bias, females are more likely to code their rejection as personal failure and decide that they weren’t cut out for school administration in the first place.

**Wisker (1996:90)** adds that perhaps it can be argued that women are not cut out for managerial responsibilities and management roles, or that they do not seek such appointments and promotions. Certainly many who interview and recruit would insist that women do not come forward for such jobs in the first place. Few who do get in these posts often have to deal with negative responses from others. Women who have made it near the top have had to adopt what they interpret as male manager modes of behaviour.

According to **Pigford and Tonnsen (1993:11)** they state that unwilling to risk negative reactions from both men and women, women who aspire these positions of leadership often keep their aspirations a secret. Fearing that they will be perceived as “pushy” if they take initiative to apply for a position, women usually wait to be asked to do so.

Men tend to be more visible in school life than women. Men are likely to be asked to chair committees or to represent the school than women. This visibility gives men an edge over women when it comes to hiring, since these men will already have been seen in leadership positions. To further complicate matters, women have been taught that womanly virtue is modesty, thus, women are more likely to give others credit for the work they have done (**Ouston 1993:52**).

Furthermore, other researchers, comment on women’s lack of confidence in their management roles, which seems to be due to the lack of a common perception of how women in a management role should behave **Ouston (1993:9)**.
Bush et al (1994:182) argues that self-confidence is a necessary pre-requisite for successful job application, and it has been suggested that women are more likely to be lacking in self-confidence than their male colleagues, tending, unlike males to apply only for posts which they are fully qualified. An increase in confidence is one of the major outcomes reported by those offering training in educational management to female teachers.

2.2.4 In the shadow of men

Administration and policy-making in education have been, and still is the “province” of men, although women make up a large proportion of educational workers. Educational theory and administrative practice have been dominated by men, who have acted as “gatekeepers” in setting the standards, producing the social knowledge and decreeing what is significant, relevant and important in the light of their own experience. Blackmore and Kenway (1993:27) explain that historically, the consolidation of male hegemony in administration is also connected to the coincidence of the expansion of bureaucratic organization in education, the feminization of the occupation, and the emergence of teaching as a semi-profession. Gender, therefore, cannot be separated from the ways in which children are taught, schools have been organized, and curricula have been shaped.

Spencer and Podmore cited in Ouston (1994:4) in their interesting collection of essays on women in male-dominated professions identified ‘ten’ factors—which contribute to the professional marginalization of women, some of which are closely interlinked. The ten points are:

- Stereotypes about women that they are unstable, emotional, not decisive enough;
• Stereotypes about the nature of professions and professionals, that women are unsuited to the demands of the job;

• The sponsorship system, the lack of older women to support younger women;

• The lack of role models and peers;

• Women being excluded from informal relationships and networks;

• The concept of professional commitment, and the assumption that women will not be committed enough;

• The unplanned nature of many women’s careers;

• The assumption made about what is ‘women’s work’;

• Client’s expectation – that women are unacceptable in certain roles;

• Fear of competition, that women will reduce the prestige of the profession.

2.2.5 Gender differences in leadership

To understand gender differences, as Ouston (1993:52) puts it, it is important to make some distinctions between sex and gender. Sex is a biological description, one that divides most of humankind into two types of people females and males. Gender is a cultural term. It is socially constructed and describes the characteristics that we ascribe to people because of their sex, the ways we believe
they behave or the characteristics we believe they have based upon our cultural expectations of what is male and what is female.

Interestingly, gender has somehow become identified, and in some cases become synonymous, with women. That’s unfortunate, since it has led to some confusion both about the direction and the importance of research that examines the influence of gender on organizational dynamics. Research on men is still seen as mainstream and central.

**Blackmore and Kenway (1993:18)** argue that to some extent this has been seen as just an unfortunate by product of assumptions about women’s social role and outdated male attitudes. These are thought to lead to forms of discrimination, such as towards women seeking promotion.

### 2.3 EXPERIENCES OF BLACK WOMEN

According to **Ozga (1993:19)** most head-teachers depends to a great extent on the support and loyalty of staff. Black women felt that they often experienced more difficulty in being accepted in this way. Part of the problem might be understood if one recognizes that loyalty often comes out of shared values and/or cultural links. Consequently the “hidden” values of the institution do not apply in the same way for black women in management.

Black women are largely perceived by the wider society in a number of stereotyped ways, and this was put forward as a reason for some of the responses they received from staff and the wider community. Many education authorities identify themselves as equal-opportunities employers. Some even have well-developed policy statement on this. When asked about the impact of these
policies on their careers, the interviewees’ responses were mixed. One woman felt that equal opportunities policies had only a marginal effect Ozga (1993:22).

Pigford and Tonnsen (1993:16) conclude that black women aspiring to administrative positions face the dual barriers of race and gender. As such, many find themselves in situations where they are confronted with both racism and sexism. Although black and white women face some of the same barriers in their advancement to positions of leadership, their experiences differ.

Black women must overcome internal barriers. However, given the fact that society socializes them to be a second-class citizen, because of both race and gender, overcoming some of the internal barriers presents a more formidable challenge.

Because black women are so used to functioning as a minority, they seem to have developed skills that enable them to concentrate on the task. In addition to overcoming barriers already identified, black women often struggle with a multitude of other issues as well.

Those who identify with the gender struggle often fear being perceived as having lost their racial identity or having misplaced it. If they compete with black males for administrative positions, they may fear being accused of contributing to society’s denigration of black men.

The impact that being a school administrator can have on personal relationships may also be different for black women. Given the fact that few black men have gained the status of white men in society, black women who advance to administrative positions may stand to lose more in their personal relationships than white women. While there is no question that women in administration carry
a heavy load, black women in administration sometimes struggle with what seems to be an impossible one. Because of the sometimes-daily encounters with racist and sexist attitudes, it became important that these women developed their own ways of handling such situations Ozga (1993:23).

According to Adler, Laney and Packer (1993:52) several women recognized that the increase of men into senior posts relates to an attempt to drive women back into the home, and demonstrate a return to highly traditional ideas of male and female roles. Many women noted the limited choices available to them, and the convenience of teaching as a career combined with children, as we noted earlier. Women have to make compromises, using male techniques to gain recognition or as means of self-defense.

2.4 WOMEN REPRESENTATION IN THE EDUCATION SECTOR IN SOUTH AFRICA

The teaching profession in South Africa has long been characterized by the unequal treatment of women educators. However, non-sexism is one of the principles embodied in the 1996 Constitution-which should also guide the development of a new educational dispensation (De Klerk 1996:100).

Although women constitute 64% of all teachers on South Africa the majority of women teachers are under-qualified. Moreover, women are gravely under-represented at senior levels throughout the educational system, that is, in schools, institutions of higher education and education departments.

The poor representation of women at senior levels in the system of education and training has been addressed by several recent policy documents: the white paper no 1: Education and Training (1995), the National Teacher Education Audit and

The documents call for capacity building programmes aimed at the advancement of women into management positions in the education system. The implication of the under-representation of women is that the educational system has not benefited from the joint input of men and women at all levels.

According to Pretorius and Lemmer (1998:168) the structure and staffing of schools provide women with less role models of feminine leadership. The paucity of women in education management posts reinforces the stereotype among the newly qualified teachers that women nurture learners, but men run the schools. While marital status is rarely an issue for men aspiring to administrative positions, it continues to be a major issue for married, single and divorced women.

Many women are disqualified from competing for management positions because their professional preparation is inadequate. If screening committees are critical of a woman’s ability in general, a woman will find it difficult to overcome the stereotype of the “man in the principals’ office”.

Bush and West-Burnham (1994:179) argues that despite the fact that the Sex Discrimination Act 1995 makes direct or indirect discrimination illegal, women still rate discrimination and prejudice as the greatest deterrent to career progression.

However, more subtle forms of discrimination are still a factor in the career progression of women teachers. There may be a presumption that the male candidate is automatically more suited to senior posts.
Bush, Bell, Bolam, Glatter and Ribbins (1999:159) claims that the usual starting point for discussing gender and education management is the statistical picture. It has become part of our taken-for-granted understanding that men dominate numerically in senior positions in all phases of education management and acknowledge the disparity between women’s numbers in the teaching profession and their representation at senior levels.

Career and gender can be experienced as problematic if the managerial responsibilities of headship are perceived as being at odds or in conflict with gender identity. Davies (1990:61) highlights that concern about gender disparities within education have in fact been longstanding in many parts of the world.

Whenever the above series of apparently gloomy statistics are trotted out, they are immediately countered by the production of favorite explanations. Women do not apply for senior positions. Women are socialized into passive and supporting roles. Women lack confidence. It is called the, we-would-love-to-have-appointed-a-woman-but-they-didn’t-come-forward syndrome.

2.5 STRATEGIES TO COMBAT INEQUALITY

Opportunities for training and development are part of any leadership framework for both women and men as they seek to take on (or are required to undertake) new responsibilities. Competent women teachers should be actively recruited by principals, heads of department, and governing bodies to apply for promotion posts.

However reviews of training gain in confidence and built support networks, leading to the conclusion that, management training, particularly if it contains a
feminist input, can be one way of increasing the number of women in school leadership (Jayne 1989:111).

Strategies for change include awareness of the need to promote equal opportunities through recruitment, professional development and appraisal. If women were promoted in proportion to their numbers in the teaching workforce and assuming they are not less capable than men, they would hold at least 60% of senior posts in schools and colleges, instead of the minority positions they hold now.

2.6 GENDER AS AN EXPLANATORY VARIABLE IN THEORIES AND PRACTICE IN SUPERVISION

Ouston (1993:53) argues that although the area of supervision abounds with theories and scripts, little has been written on the impact of gender on successful supervision. This issue seems particularly salient given the sex structuring of schools, which results in an organization in which males often supervise females.

It takes on added importance if we examine the sex stereotypic expectations of behaviour and status and imagine what the implications might be when the norm is reversed and a female supervises a male. Thus gender expectations may particularly determine how supervisors interact with those they supervise.

2.7 WOMEN’S ATTITUDE TO THEIR CAREERS

Ouston (1993:7) highlights that in the past it has been said that women are not committed to their careers, but recent surveys give no support to this view. Coe (1992) reported very few differences between men and women in their perception of their career progression.
Alban-Maetcalfe and West (1991) cited in Ouston (1993:7) compared the satisfaction that men and women report from their jobs where women rate aspects of satisfaction from the job itself more highly than men and men range the fringe benefits, earnings and security more highly than women.

2.8 THEORIES OF INEQUALITY

Bush and West Burnham (1994:180) argues that at every level of education or other organizations there appear to be barriers to the advancement of women. Some of these are:

- At a point of application for promotion
- In planning a career path
- Differential levels of opportunities within the post
- The differential expectations of others, and partially resulting from these expectations, the stereotypical roles that men and women tend to adopt in management that such organizational barriers may operate not only against women, but positively in favour of men.

At each step of administrative preparation, job seeking and selection these are organizational processes, which clearly indicate a preference for males. Schmuck identifies the following organizational processes:

- The growing number of male teachers.
- Sex bias in training that is offered by higher education.
- Males tending to mentor other males.
- The lack of females’ role models in senior management.
- More opportunities given to males to exhibit leadership.
- Male domination on selection committees, leading to discrimination.
2.9 MALE CULTURAL DOMINATION

Shakeshaft (1987:94) cited in Bush and West-Burnham (1994:187) states that: Men and women divide the labour on the basis of sex and men tasks are valued more than women ones (1987:94). This theory of male domination of society and culture is applied to all areas of life including the world of education.

Such theories of patriarchy and “androcentrism” hold that a male centered culture invests worth in male values and regards female values and experience as less significant.

2.10 THE CONTRIBUTION OF WOMEN LEADERSHIP

Alongside the recognition of the lack of opportunities for women, there is also recognition of qualities women may bring to management and leadership (Bush and Coleman 2000:33). Reflecting on women in educational management, Ozga (1995:186) concludes that, we do not suggest that women have a “natural” capacity to manage better, but we do submit the styles of communication and organization with which women are familiar as effective management styles, with particular application in education.

Shakeshaft (1989:186) concludes from her review of the empirical studies that “women’s traditional and stereotypic styles of communication are more like those of a good manager than are men stereotypic styles”. Stereotypes and theories about leadership are still predominantly male. However, there is still a growing body of research evidence that a single male model of educational leadership is inadequate. In addition, the research evidence indicates that women are able to bring strength to leadership and management, which may be particularly appropriate to effective educational leadership today.
2.11 TOWARDS WOMEN FRIENDLY SCHOOLS

According to Ouston (1993:65) changes in national policy may at best mean consolidation of traditional patterns in which women find themselves marginalized within school hierarchies and therefore from important power and influence over decision making. At worst the change educational climate may not have enhanced the position of women and girls in such schools. The study revealed that the reality for many women teachers was not necessarily building a career, but maintaining one in a climate more conducive to stagnation than growth or development in real terms.

2.12 GOVERNMENT INTERVENTION

Bush et al (1999:163) say that government-funded training programmes in particular derive from beliefs about the kind of managers and leaders schools and colleges will need in the next ten years. To what extent are these programmes that encourage confidence and control of self and others within framework of unambiguous competencies derived mainly from observation of men at work. As a result, women who actually get as far attending an MBA programme may experience it as exclusionary and disempowering. Asking similar questions of government-funded leadership and management training programmes for educators is neither popular nor seen as relevant.

Bush et al (1999:155) a cynic may ask why need yet another paper on gender and educational management when the bookshelves are heavy with them. Yet a look of the bibliography of this chapter compared with the bibliographers of other chapters in the book will demonstrate precisely why yet another paper is necessary, through not whether it will achieve anything by being written. Evetts (1994:84) said however, in teaching some women do succeed in achieving career
promotion into headship position. Such women are interesting group in terms of their coordination of career and gender identities. Ball (1977) describes the additional pressure on women who are highly visible as a result of their minority position.

Acker (1980) explains a fear of visibility, which has prompted some women to play down, hide and minimize traits or behavior that may be seen as feminine and therefore as inappropriate in a managerial role.

Evetts (1994:87) argued that the women would not have been selected for management unless they would complete the tasks and comprehend and master the managerial culture. Shakeshaft (1987: 98) also argued that to claim no difference had been a political strategy used by both supporters and opponents of the need to encourage women into senior positions. For women’s advocates the no difference argument enabled them to refute notions that women would be less effective than men as managers.

For opponents, it was politically desirable to report no differences since it was then possible to explain the small numbers of women in educational management by reference to the lack of demand from larger numbers of women in that they refuse to apply and put themselves forward for such positions.

2.13 PROMOTION INTO MANAGEMENT POSTS

Loyon and Migniuolo (1998:84-86) states that for many women with dependents, the balancing of different roles and responsibilities is a considerable organizational achievement, but also experienced as a source of pressure. A move into management then comes to be seen as compounding this problem; for some, such a move brings the likelihood of unwelcome additional stress.
In attempt to maintain a balance in their lives, women may hesitate to seek promotion into management posts, deterrent by anticipation difficulties in preserving such a balance. Promotion into management posts is perceived by some women as a move in which, there would be a gap between the teachers view of her own competence and skills, and those demanded by the job itself. This is a view, which appears to be shared by many men too, and by selectors. School leadership is often linked to stereotypically defined masculinity, male authority and school leadership is pervasive in the life of the school.

Blackmore and Kenway (1993:18) explains that to some extent this has been seen like just as unfortunate by-production assumption about women’s social role and outdated male attitudes. These are thought to lead to forms of discrimination, such as towards women seeking promotions. Liberal feminists advocacy of legislative remedies for these problems has presupposed that eventually women will be able to enter organizations, in both the state and private sector, basically on the same terms as men.

2.14 SCHOOL MANAGEMENT AND LEADERSHIP

The building up of school management and leadership as masculine is part of the history of the individual school’s life as well as of education culture as a whole, but this process has been intensified by the emergence of the concept of management itself. Masculine images of management thus overlay and strengthen existing prejudice about women in leadership position and serve to rationalize the exclusive male character of educational management, reaffirming its naturalness and appropriateness irrespective of the nature of the tasks involved.
2.15 LEGISLATION

Middlewood and Lumby (1998:63) states that recruitment and selection must be carried out within framework of the relevant legislation, which includes legislation involving discrimination. In Britain, the sex Discrimination Act, the Race-Relation Act and Disabled Person’s (Employment) Act all have adhered to at the recruitment stage and remain key issues in many areas of managing people. Some European countries have similar legislation.

2.16 GENDER EQUITY TASK TEAM REPORT

- Gender and Educational Management

The report by Wolpe, Quinlan and Martinez of the Gender Equity Task Team (1997:195-216) made the following findings that gender issues are integral to all aspects of managing the educational system. All levels and all the fields of education-departments, provincial, district, schools, colleges, technicons, universities, ABET and other centers of learning-entail administration and involve people with education management roles who require educational management skills.

There are gender dimensions to policies, the composition of staff, recruiting procedures, the orientation and mentorship of new recruits, career paths, and opportunities for promotion and whether or not flexi hours operate for those with other responsibilities.

There are also gender dimensions to the existence of on or near site child care facilities, scheduling of meetings, the provision of appropriate and gender sensitive management training, the language which operates in the working
environment, and the access to the informal networks that exist in any institution or organization.

- Gender and numerical representation

In the early phases of the Gender Equity Task team’s (GETT) work, gender concern revolves around the representation of women in management positions. However, getting women into management position is only an initial step in the process required to bring about gender equity in management from a quantities point of view. It does not deal with any of the quality issues.

Education administration in South Africa has traditionally been and remains male dominated. Furthermore, because of the conditions created by apartheid, this has often been racially skewed, with white male in the most senior decision making positions. While there have been significant changes in terms of women’s increased representation, women are positioned in the middle rather than senior positions. Transformation is a long, slow, ongoing process.

The staff of the Department of Education is currently more than 600 people on May 30, 1997, a majority of women were employed in the Department. They were however mainly positioned in the lower ranks, having increased representation at middle management levels but with the ubiquitous “glass ceiling” applying at higher levels.

- Educators

While there are a high proportion of women in the educational system as a whole, they are situated in the lower ranks of the teaching profession. Furthermore, the
large number of women in the education profession have a history of domination and exploitation based on essential notions of women-wood rather than of encouraging career development of women. By 1994, 64% of all practicing teachers were females. 76% of African teachers at the primary level were females, while at the secondary level only 44% were females (Arnott and Chabane, 1995:198).

Truscott (1994) quotes Hendrik Verwoed’s introduction to Bantu education Act in 1954, which demonstrate the sexist and racist ideology behind the historical positioning of women in the teaching profession.

“As women is by nature so much better fitted for handling young children, and as the great majority of Bantu children are to be found in lower classes of primary school, it follows that there should be far more females than male teachers. The department will therefore declare the assistant post in primary schools to be female teachers’ posts Quotas will be laid down at training schools as regards numbers of males and females candidates respectively which may be allowed to enter for the courses…this measure will, in the course of time, bring about a considerable saving of funds which can be devoted to…more children at school…:(Truscott: 22).

Thus, women teachers were made to carry the burden of the so called Bantu education as well as pay the price for the expansion of black schooling at the expense of their salaries and working conditions. Since that time the majority of teachers in both black and white schools, the major difference being that white teachers were trained in teacher training colleges or had University qualifications whereas black teachers especially women, were largely untrained.
It is only in the last 20 years that black women have trained to be teachers in large numbers. In 1970, there were only 6650 black women training to be teachers compared to 8915 white women. By 1990, there were 25318 black women training to be teachers compared to 7166 white women (Truscott 1994:22). By 1994, 64% of all practicing teachers were female. Women constituted 76% of teachers at primary level, while at secondary level, only 44% were female (Arnott and Chabane 1995:198). “White men make up 36% of all teachers in South Africa, they hold 58% of principal posts 69% of deputy principal posts, and 50% of head of department posts” (EduSource Data News 1995:18).

- Discrimination

Discrimination that kept black people and women out of certain positions was institutionalized through apartheid. There is now an overt constitutional commitment to ensure that such discriminatory practices are discontinued and overt political imperative to promote equity in general and gender equity in particular. However, the mechanism to ensure realization of the constitution’s aspiration need to be made explicit at every level of the educational system. To ensure that anti-discrimination is practiced in institutions, every actor in the education system needs to understand the nature of discrimination. Discrimination in employment occurs when a person is treated less favourably than another would be because of a characteristic that is irrelevant to this her capacity to do a job. Such characteristics include membership of a group, sex, marital status, parenthood, race, disability or sexual orientation.

- Equality and Equity

Equality is non negotiable with respect to the rights of citizen before the law. All citizens, men and women have to be treated equally. But equal treatment in all
cases, in a society scarred by discrimination, also has the potential of reinforcing inequality. Equity on the other hand is more contextually defined and can mean both equal and treatment and preferential treatment. For example women are bearers of children and have certain demands made on their time and bodies, they need preferential treatment to allow them to cope with biological demands. Maternity leave, flexi-time at work, flexible career and so forth are essential. Failure to effect these preferential treatments would perpetuate the under representation of women in the workplace particularly in the skilled profession.

Equity also concerns the need to set standards and reorganize the nature of the environment, which were previously the exclusive preserve of men, ensuring that they support the development of both men and women. One may not simply want an equal slice of the mad race in which men are currently involved, one may want to transform values underlying the notion of work, leadership and human relationships. Policies against sexual harassment and other forms of harassment, which poison the social milieu, are crucial in this regard.

Consideration of seniority-meaning years of service-as a factor in promotion is an example in of indirect discrimination. The rule may seem fair and neutral, but its implementation often disadvantages women. Women are more likely than men to have had a few years off work to rear children. Their seniority is less as a result, so they eliminated to the promotional consideration. In other words, their lower seniority rather than their ability to perform the job, determines their eligibility for promotion. Seniority, therefore, indirectly discriminates against women and as such is an inappropriate criterion for a job.
• **Affirmative action**

Given the legacy of apartheid, affirmative action has become a key strategy in trying to redress historical imbalances. However, the ways in which affirmative actions are implemented may ultimately be disempowering for women if certain preliminary steps and procedures are not in place to support the affirmative action strategy. Affirmative action for women which take place in a vacuum can result in “tokenism” with women employed, procedurally put into positions in an unsupportive environment, scrutinized and informally appraised regarding their performance with covert male criteria never explicit or discussed with the incumbents. **Ramphele (1995)** stressed the importance of the competence of candidates when applying affirmative action:

> “Affirmative action, while essential for increasing access to resources such as jobs and education opportunities, is an inappropriate tool for promotion of people simply because they are black or female. Promoting people beyond their level of competence is a disservice to those individuals, and society as a whole, the long term costs are incalculable. There are no quick fixes to the legacy of apartheid.”

**Ramphele (1995:4), Mitchell and Correa (1996:201)** recommended linking transformation in education management development in South Africa to other policies- in both the private and public sector- of affirmative action, the proposed Gender Equity will have to keep abreast of and comment on current future policy documents of departments such as Labour and Public Service and Administration.

Attaining a critical mass of women in education management must be seen as both a means and an end. Transforming leadership in schools will depend on the participation of people who themselves are prepared to invoke transformative participatory styles of leadership. However, it must also be recognized that a few outstanding females-or males-school leaders are not going to transform a whole
society without, among other things, supporting policies, resources and lobby groups in communities.

“Contained in the Constitution is the implication that all employers are to employment equity employers. This requirement is sought to be realized in the emergent Employment and Occupation Equity Stature proposal from the Department of Labour. In view of substantive equally roots of affirmative action, employment equity employers are required to remove the barriers to equality of access to employment and opportunities and create the conditions for equally outcomes” \textit{Wolpe et al (1997:3)}.

“Thus the concept of broadly representative public administration is defined as one whose: culture is based on principles of inclusiveness, diversity responsiveness and equality. Composition is broadly reflective of South African demographics according to race, gender and disability where the beneficiaries of affirmative action are blacks, women and persons with disabilities. Human resource management practices incorporate the values of inclusiveness and diversity. Services provisioning practices are premised on responsiveness, equity and effectiveness.

Gender Equity Task Team (GETT) supports the green Paper’s suggestion that a new paradigm is required in the public sector in general, and in the Department in particular, which moves away from Affirmative Action (AA) as a mere numbers driven process to corrective action in the organization this should require:

- Appropriate recruitment mechanisms for achieving broad representation.
- Effective management of diverse staffing.
- Interrogation of the culture of the organization to eradicate discrimination.
- Consciously building a new organizational culture from its roots-its hidden assumption about itself-on the principles of equity, inclusiveness, diversity, responsiveness, accountability and effectiveness.
- Changing organizational systems to support and reward the new culture.

Furthermore, GETT would suggest that the new organizational culture be monitored from a gender perspective by the proposed Gender Equity Unit.

- Advertising

GETT concurs with the green paper that, as well as using newspapers, “other techniques are required to access the disadvantaged, particular persons with disabilities, more effectively”. Open competition demands that all potential applicants have the opportunity to apply for positions.

This requires that vacancies be widely advertised in media to allow all ranges of potential eligible applicants to become aware of the vacancy. All criteria for the job need to be open transparent, and stated before the interview stage of the process.

- Recruitment Procedures

Recruitment procedures are figuratively the lifeblood of an organization. If they fail to assess adequately applicants who are best able to do jobs, they fail to maximize the opportunity for the organization to achieve its goals. Fair competition demands that each person has an opportunity to match his or her skills and ability to the real requirements of the job: the use of valid selection criteria that are an actual and real reflection of the requirements of a job. For
example, if a real requirement of a job is to travel away from home frequently, then a valid selection criterion is availability to travel. It is not fair or valid to have a criterion that relates to an applicant’s marital status or family situation. Material status or family situations are not real requirements of the job. Often, through, such criteria are used to determine an applicant’s ability to travel. Making assumptions like that about the personal lives of applicants is inappropriate.

What is needed instead is an assessment of the skills of the applicants and hence a move towards testing competencies. GETT is particularly concerned that such testing of competencies should include gender expertise. Many of the most historically disadvantage, particularly black women, have not had access to formal educational qualifications both may have a vast range of other well developed skills, all of which need to be assessed through appropriate competency tests and detailed references.

- Interviews

Interview should be part of a merit based selection process: that is, selecting the best person for the job. Interview panels should be well equipped with, and trained practiced in, recruitment and selection process and their implementation. A balanced interview panel should assist applicants to feel comfortable at interviews, and therefore able to demonstrate their real skills and abilities. Another function of a balanced committee would be to bring a range of perspectives to decision making. Panels should therefore always be sex balanced and consideration should be given to race ethnicity. Interviewing needs to be standardized so that males and females are asked the same kind of questions. Questions need to be developed and standardized for each
post being advertised so that each applicant is asked the very same set of questions regardless of their sex.

For example: both men and women should be asked career oriented questions like: “What are your career prospects”, no one should have to answer questions about when or if he she plans to start a family. Questions related to management skills based on the experience in the private sphere-for-example, running a home or business, or holding office in church and community organizations- should be equally applied to males and females.

Training could be provided for interviewers to revise their interview for gender bias. In the initial phase, personnel with gender expertise may need to be present on interviewing panels. But after a period of orientation, identifying discriminatory and unacceptable questions, the procedures of interviews and questions asked could be standardized and approved by the proposed Gender Equity Unit.

- Recognising prior learning and experience

The National Qualifications Framework (NQF) includes policies to recognize prior learning. Similarly, the department and other educational institutions need to examine their practices when recognizing prior learning of applicants to position under their jurisdiction. Requirement procedures need to be scrutinized for barriers they create for women. For example, qualifications do not take into consideration experience in the private sphere, or community managing roles, which require considerable organizational and management skills.

As mentioned, in the Public Service and Administration (PAS) Green Paper: A conceptional Framework for Affirmative Action and Management of Diversity in
the Public Sector, criticism are leveled at the PAS’s rigid adherence to formal educational requirements: “The standards are often experienced as inappropriate for the majority of the disadvantage and are poorly matched to the post requirements... Through its demand for educational qualifications the PAS effectively serves to function in favour of formally qualified personnel... it provides little guarantee that person have the necessary skills to perform the task required. What is needed instead is an assessment of the skills of applicants testing of competencies.” (1997:6).

- Promotion

Promotion is the selection of an individual to perform a job at a more senior level. The basis on which staff is selected for promotion should be merit, and as with merit-based recruitment, merit based relies on fair and open competition. This means that advertisements for promotional positions vacancies should be placed so that all potential applicants are aware of the vacancies. The concept of merit has been fluid and varied over time. Establishing and maintaining merit-based promotion requires ongoing rigorous examination of existing practices.

Caution needs to be exercised to avoid the tendency of selection panel to place high values on qualities and characteristics of applicants that members of the panel believe they themselves possess. This leads to “cloning”, or selecting for similar rather than diversity. It is more likely to occur where there is a lack of specification about the outcomes required by the job, and indeed the goals of the organization.

- Ensuring women are in promotable position
To ensure that there is equal opportunity for women, special recruitment strategies or ways of ensuring that women are in promo-table positions may be required. It needs to be recognized that there must be a cadre of qualified candidates prepared to occupy leadership posts as they become vacant. This recognition implies a need to work with women in the education system who are not already in leadership-management position.

Notions of management and leadership need to be building into regular pre-service and in-service training. One strategy for redressing imbalances in education management development is to include work with teachers and teacher unions rather than only with the people who are already in the “management pool”. Such strategy could include training around teaching career concerns, leadership and decision-making skills, assertive training and so on.

- Mentoring and networking

Furthermore when mentoring programmes are in place, their implementation needs to be regularly monitored. In a climate of transformation, where there are major changes happening simultaneously, it is easy for new personnel to get lost in the list of priorities because of other pressures to deliver. Even where there has been an “in principle” commitment to mentor women and other minority groups, too often mentors dealing with multiple tasks shift the mentoring role to the bottom of their priorities. The result is that little or no mentoring effectively takes place.

Programmes and strategies for getting more women into positions of leadership must also link into making it possible for them to affect change. The case of “solo” position is not just about being more vulnerable; it is also about being effective.
Conditions of isolation, marginality, invincibility and perceived tokenism are all likely to contribute to overall ineffectiveness and job dissatisfaction, so there is a need to take account of working conditions. Conditions that can facilitate effective leadership include the use of both formal and informal programmes on mentoring and networking that reduce isolation and marginality and contribute to a type of on-the-job training.

- Grievance procedures

Policies and procedures are based around sexual harassment and other grievances at every level in the education system. The proposed Gender Equity Unit would have a role in ensuring that gender equity was implicit in both the policies and processes involved in such situations.

- Recommendations

GETT endorses the recommendations made by Mitchell and Correa (1996) to education Management Development Team as follows:

a. Incorporation gender-in-action
   - Gender inclusivity in language and documentation
   - A review of historical discriminatory policy and emphasis on redress
   - Standardisation of interview procedures for gender
   - Development of formal and informal networks and mentoring programmes
   - Males and Females friendly organizational cultures
   - Equitable opportunities and structures for decision making and lobbying
   - Male and female gender awareness and sensitivity training
   - Monitoring change which takes place over time
b. Linking transformation concerning gender equity in education management to broader affirmative action policies. Identifying future targets and monitoring progress are emphasized.

c. Adopting affirmative action strategies that include mentoring and formal networking programmes.

d. Ensuring that more women are in promotable positions regarding qualifications and education management training.

e. Focusing on gender rather than women in education management development training.

f. Recognizing the significance of sexuality and power within education management hierarchies.

g. Attending to particular circumstances of rural women and education management development.

GETT further recommends that:

- Standardized questions be prepared for all selection procedures and all interviewers be cleared about what constitutes inappropriate racist and sexist questions.

- There are automatic exist interviews for people leaving the department and other educational institutions.
The proposed Gender Equity Unit involves itself in setting target figures and monitoring the processes involved in achieving them. Women managers pinpoint aspects of management practice, which they find dysfunctional – namely aggressive competitive behaviour, an emphasis on control rather than negotiations and collaboration, and the pursuit of competition rather than shared problem solving. There is evidence that women managers in education tend to be more democratic than men, demonstrating qualities of warmth, empathy and cooperation.

First, gender stratification in school is maintained by differential access to opportunities for advancement second, gatekeepers - those who have influence in the hiring and evaluation of school administrators are predominantly white men. Career opportunities for women particularly for women of colour are further limited by a form of occupational segregation in which desirable schools of “plum” districts are seen as the province of experienced white males. Third-researchers point to the persistence of subtle and blatant forms of sex discrimination and racial/ethnic discrimination and impediments to women’s integration into the occupation. Instances of discrimination range from relatively benign neglect of not receiving help in finding internships of being ignored during their graduate education, to blatantly sexist or racist attitudes and overt discrimination in hiring.

A forth set of explanations for continuing of under-representation of white women and women of colour as leaders in education systems centers around public policy trends and their effect on equity while emancipatory praxis is the prerogative of neither men nor women, it is more readily expected of women in power, who are assumed to have experienced the effect of gender inequality. Yet, gender is only one form of inequality and emancipatory praxis refers as much to class and race
as it does to gender. There is an expectation (often disappointment) that when women achieve positions of formal power, they will use it to steer people in the direction of greater gender equity. This question about school leaders commitment to equal opportunities is usually asked by other women working within a feminist tradition. It is rarely asked by and of men (Hall, 1996:7).

The traditional inequality between men and women may be traced throughout history, where it has been cloaked in endocentric (male centred) philosophies. This inequality is deeply embedded within societies, and often emanates from predominant religion thought in specific areas. Andocentric philosophies have contributed towards the traditional stereotyping of gender roles and also towards sex role socialization, thereby affecting the relative position of women as opposed to men both in education and society. All South Africans should ideally be able to identify with the vision of a society free of gender discrimination and all other forms of oppression (Kruger, 2003:267).

**Employment Equity Act (No 55 of 1998):** The first clause of act is: “to promote equal opportunities”. Applied to education, this mean that equal opportunities for female educators, with regard to appointments, task distribution and responsibilities, and promotion- to name but a few must be actively advanced or assisted. All educators, especially women, should be treated “fairly” which means equitable’ honestly and justly’ when applying for posts and after they have been appointed. The promotion of equal employment opportunities is, in essence, an attempt to rectify discriminatory measures that were directed at women in the past-such as unfair employment practice, barriers to promotion, sexual harassment.

The second clause deals with the establishment of affirmative action measures for transforming this negative situation. Affirmative action measures are active steps
taken by government, the department of Education, district managers and principals to “redress the disadvantages” of the past. The purpose of the Act is to promote equal opportunities by means of affirmative action measures, and it is directed at designated groups (Kruger, 2003:270).

The rationale for employment equity legislation includes, inter alia, the need to eradicate the legacy of past discrimination. During the apartheid era, discrimination led to major inequalities in society and in the labour market. Education management, and therefore promotion opportunities in education, have traditionally been- and still remain male dominated, with men managing and women teaching.

Mcnay and Ozga (1995:239) say that sexual discrimination permeates teaching. The effects of discrimination are as pervasive in the major teaching unions as they are in schools.

2.17 CONCLUSION

This discussion has focused on the need to examine the gender-ness of those in position of hierarchical power in education organization. We know enough now about why women and men are differentially represented in these positions in schools and colleges. Accounts abound from women about their experience of leading and managing in education, which do little to confirm claims that gender is no longer relevant.

We know a lot about the practices of women in education management, as a result of a feminist focus on women who manage. We know almost nothing about men in educational management and how their performance are influenced by the fact they are men. This is partly because women
interested in gender have chosen to study women rather than men. Ouston (1993:25) writing as a successful senior women educator, gives no more than a passing reference of gender as a factor in leadership of tomorrows schools. In most cases a plea for traditional research is made, but gender continues to be treated as a separate issue rather than a powerful tool for restructuring conceptualizations of school life and leadership.

The relatively small number of research reports that form the main focus of this chapter demonstrate that discussion of the implication of gender for an understanding of management in schools have increased but offer little empirical data in support of the arguments.