EDUCATION WITHIN PUBLIC MANAGEMENT IN SOUTH AFRICA: A FOCUS ON EXTERNAL WHOLE-SCHOOL EVALUATION PROCESS' CONTRIBUTION IN MPUMALANGA PROVINCE

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Abstract

The study focused on the role played by public sector management in South Africa towards the country's total development and improvement. This article also analyses how through the Whole School Evaluation (WSE) process, the education system in South Africa seeks to ensure that the schooling is effective. This paper examines public management, public administration as well as new public management (NPM). The aim is to illustrate a view of how education fits in the broader public management and how the WSE process assists schooling in South Africa and Mpumalanga in particular. This is to ensure that the schooling is effective and contribute towards service delivery and the country's overall development and improvement. Furthermore, WSE as a process, is viewed through five of NPM undisputable and debatable characteristics of accountability for performance; performance measurement; performance auditing; policy analysis and evaluation; and strategic planning and management. Public management functions and public management principles are discussed from a point of how the WSE process strives to ensure that it complies with these function and principles, and how this compliance benefit school improvement. This paper came to a number of conclusions regarding education within public management from a WSE perspective. Firstly, education through the external WSE process conforms to this principle of New Public Management in that evaluation is aimed at improving the quality of education. Also, the external WSE, as a process, and education in general, through the NPM principles can be performed within public management. Furthermore, external WSE conforms to public management principles as well as Batho Pele principles.

Keywords: Public Management, Public Administration, New Public Management, Public Management Functions, Public Management Principles, Batho Pele Principles, External Whole School Evaluation

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Introduction

The role played by public sector management in South Africa is immeasurable for the country's total development and improvement. Education, being one of the sectors of public management, plays a great role in influencing and contributing to the economic development of the country. Therefore, it needs to be regularly monitored and evaluated to ensure that it is able to improve and account for its performance.

Through the Whole School Evaluation (WSE) process, the education system in South Africa seeks to ensure that the schooling is effective. Khosa (2010: 2) argues that the purpose of different evaluation systems include: establishing the value of the investment made in education (accountability); identifying areas that can be improved; benchmarking improvement; and

establishing how the system works (research) and how it can be changed. If schooling in South Africa is effective, it will contribute to a literate and educated workforce and citizenry that will impact positively on the general public sector management and service delivery.

Therefore, in line with the Government-wide monitoring and evaluation (GWM&E) system, the education evaluation function in South Africa is regulated in terms of Section 4 of the Education Act of 1996 which provides for the national minister to determine national policy for, inter alia, monitoring and evaluation of the well-being of the education system (Khosa 2010: 6).

This paper examines public management, public administration as well as new public management. The aim is to illustrate a view of how education fits in

the broader public management and how the WSE process assists schooling in South Africa and Mpumalanga in particular, to contribute positively to public management and service delivery.

Public management functions and public management principles, such as organisational development; open-systems approach; value-oriented public management; responsiveness; public participation in decision making; free-choice of public services; responsibility for programme effectiveness; social equity; corporate management; economy, efficiency and effectiveness; flexibility and change management; sustainability and consistency; accountability, responsibility and transparency; and Batho Pele principles, (in this paper) will be discussed within the content of WSE within schools in Mpumalanga Province.

Furthermore, education in South Africa will be discussed by focusing on educational changes prior- and post- 1994 and their impact on schooling in South Africa. The guidelines for quality education will also be discussed.

Public management

Public management is part of the broader academic field of public policy and administration. According to Denhardt and Denhardt (2008: 4), it addresses the kinds of doctrinal issues such as what should public managers do and what should be the design of a programmatic organization. It also focuses on how government operations should be led, and what public management policies, such as financial management, human resource management and procurement, should be chosen. It is a small but very important part of public administration (Fox, Schwella and Wissink 1991: 3; Fox and Meyer 1995: 106). It is, therefore, clear that public management exists within public administration as a field on its own.

Public administration and management

Public administration exerts a constant influence on people and, therefore, it is difficult to define. (Fox, Schwella and Wissink 1991: 2) defines public administration as that system of structures and processes, operating within particular society and environment, with the objective of facilitating the formulation of appropriate governmental policy, and the efficient execution of the formulated policy.

Furthermore, Fox and Meyer (1995: 105) define public administration as the executive branch of government; civil service; bureaucracy charged with formulation (facilitation), implementation, evaluation and modification of government policy. On the other hand, Fox and Meyer (1995: 106) view public sector management as referring to the macro-management of delivery of national goods and services, while at micro-level of management public management refers to the operations of individual managers at the middle and supervisory levels.

Flynn (2007: 4) argues that management in the public sector means different things and that there is a distinction between administration and management. He argues that administration involves itself with the orderly arrangement of resources to follow previously defined procedures and rules. On the other side, he is of the opinion that management is involved with the discretion in the management of resources to achieve a set of objectives.

In practice, both these processes of public administration and management occur in the public sector. Therefore, there is little distinction as most managers are engaged with both. Cameron and Stone (1995: 2) maintain that many public administration departments in South Africa have revised their courses to include the word 'management' which they argue derives from two sources. Firstly, as they cite Midwinter (1990), management is regarded as more efficient and effective than a rather narrow focused public administration approach. Secondly, that public administration in South Africa has a negative image due to the fact that the public bureaucracy has traditionally been associated with implementation of apartheid policies and that there is an agreement amongst authors that traditional public administration is not appropriate for the developmental needs facing this country (Cameron and Stone 1995: 2). Scholars view public administration and public management differently and others use these terms interchangeably.

Table 1 illustrates the difference in administration and public management functions, although as said previously, other functions overlap. Hence scholars speak of the two concepts interchangeably.

Table 1. The public administration and management functions

Administrative functions	Public management functions
Policy-making	Planning
Personnel provision	Organising
Organising	Leading
Control	Control
Work methods and procedures	Coordination
Financing	

Source: Adapted from Van der Walt and Du Toit (2002)

Table 1 shows administration functions are more concerned with macro-management while public management functions manifest themselves with micro-management across all levels of the organisation.

New public management

The development of public administration thoughts started as early as the 1920s from classical public administration, through neoclassical public administration, to public choice and modern institutional economics. According to Tolofari (2005: 1), public administration underwent reforms in the 1970s and 1980s which led to a revolutionary change not only in the social service delivery and accountability for government expenditures, but also in the form of governance structures in countries who were members of the Organisation for Economic Co-operation and Development (OECD). These changes, according to Tolofari (2005: 1), were towards marketization, or the application of business management theories and practices in public service administration and this professional parlance was referred to as the New Public Management (NPM).

Most writers view that the NPM has its origins in the United States of America (USA), Britain (Tolofari 2005: 2) (Gruening 2001: 2) and the governments of New Zealand and Australia followed suit (Gruening 2001: 2). The OECD (1995), as quoted by Gruening (2001: 2), notes that the successes of these countries put NPM administrative reforms on the agenda of most OECD countries and other nations as well. Denhardt and Denhardt (2000) cited by Hope (2002: 2), argue that rather than focusing on controlling bureaucracies and delivering services, public managers are now responding to the desires of ordinary citizens and politicians to be "the entrepreneurs of a new, leaner, and increasingly privatized government". Hence, most of the management practices in the South African and educational context are premised on the NPM. Furthermore, the term 'new public management' has come to identify a series of themes aimed at reforming the organisation and procedures of the public sector in order to make it more competitive and efficient in resource use and service delivery (Falconer 1999: 2). These are represented in Table 2.

Table 2. Doctrinal components of the New Public Management

DOCTRINE	MEANING	JUSTIFICATION
Hands-on professional management of public organisation.	Visible managers at the top of the organisation, free to manage by use of discretionary power.	Accountability requires clear assignment of responsibility, not diffusion of power. WSE uses team leaders who are accountable to the head of the section.
Explicit standards and measures of performance.	Goals and targets defined and measurable as indicators of success e.g., Criteria-based evaluation by WSE.	Accountability means clearly stated aims; efficiency requires a 'hard look' at objectives.
Greater emphasis on output controls.	Resource allocation and rewards are linked to performance.	Need to stress results rather than procedures. WSE operates with a strict plan and the head of sections emphasizes on the reports produced, edited and delivered to be evaluated.
Shift to disaggregation of units in the public sector.	Disaggregate public sector into corporatised units of activity, organised by products, with devolved budgets. Units dealing at arm's length with each other.	Make units manageable; split provision and production, use contracts or franchises inside as well as outside the public sector.
Shift to greater competition in the public sector.	Move to term contracts and public tendering procedures; introduction of market disciplines in public sector.	Rivalry via competition as the key to lower costs and better standards.
Stress on private-sector styles of management practice.	Move away from traditional public service ethic to more flexible pay, hiring, rules, etc.	Need to apply 'proven' private sector management tools in the public sector.
Stress on greater discipline and economy in public sector resource use.	Cutting direct costs, raising labour discipline, limiting compliance costs to business. WSE is currently reducing days spent in one school in order to reduce cost while not compromising on quality of product.	Need to check resource demands of the public sector, and do more with less.

Source: Adapted from Falconer (1999)

Gruening (2001: 1) argues that the NPM has its origins in public choice theory and managerialism. According to Kolthoff, Huberts and Van den Heuvel (2006: 2), there are two principles of NPM as distinguished by Pollitt (1993) and Walsh (1995). These principles of NPM are managerialism and primacy of market-based coordination.

Managerialism, the first principle of NPM, is defined by Pollitt (1993), in Kolthoff *et al.* (2006: 2), as involving continuous increases in efficiency, the use of ever-more-sophisticated technologies, a labour force disciplined to productivity, clear implementation of the professional management role, and managers being given the right to manage. The first Taylor's principle is based on the adoption of industrial production engineering techniques within the public sector (Kolthoff *et al.* 2006: 4). Education, as such, in South Africa is constantly seeking ways to be efficient. The external WSE process is currently modifying its evaluation instruments in order to be more efficient. This is done through a computerised shorter and specific version of evaluation instruments. Therefore, this is indicative that the WSE process within education is in line with NPM approaches as per managerialism principle distinguished by Pollitt (1993) and Walsh (1995).

The second principle, primacy of market-based coordination, according to Kolthoff *et al.* (2006: 4), is based upon indirect control rather than upon direct authority, and the strategic centre attaining its objectives through creating processes of management that involve appropriate incentives and value commitments. Kolthoff *et al* (2006: 4) identify the characteristics of the second principle of NPM as: continual improvements in quality; emphasis upon devolution and delegation; appropriate information systems; emphasis upon contract and markets; measurement of performance; increased emphasis on audits and inspection.

Although the NPM started in the 1970s, it was later that academics identified common characteristics of the reforms in public administration and they organised them under the label of New Public Management (Gruening 2001: 2). The characteristics of NPM are divided into two by various academic observers and are referred to as the undisputable and debatable. However, for the purpose of this paper, all the characteristics will be presented in a tabular form and only those that fit in this study will receive attention in relevant sections as all have been adopted by the South African government and the DBE through its national, provincial and district offices.

Table 3. Characteristics of the New Public Management

Undisputed characteristics (identified by most observers)	Debatable attributes (identified by some, but not all, observers)
Budget cuts	Legal, budget, and spending constraints
Vouchers	Rationalization of jurisdictions
Accountability for performance	Policy analysis and evaluation
Performance auditing	Improved regulation
Privatization	Rationalization or streamlining of administrative structures
Customers (one-stop shops, case management)	Democratization and citizen participation
Decentralization	
Strategic planning and management	
Separation of provision and production	
Competition	
Performance measurement	
Changed management style	
Contracting out	
Freedom to manage (flexibility)	
Performance measurement	
Personnel management (incentives)	
User charges	
Separation of politics and administration	
Improved financial management	
More use of information technology	

Source: Adapted from Gruening (2001)

From Table 3, although there are undisputable and debatable characteristics, for the South African context, the entire aforementioned are employed on a daily basis or as required. However, for the purpose of this article the following characteristics are central:

– Accountability for performance;
– Performance measurement;
– Performance auditing;
– Policy analysis and evaluation; and
– Strategic planning and management.

External WSE, as a policy, allows the system to, firstly, be able to measure its performance on a

continuous basis. Secondly, through external WSE, performance can be audited. Thirdly, through external WSE, the education system can account for its performance through school-based policy analysis and through external WSE and internal WSE (or school self-evaluation (SSE), as it is referred to). Finally, through WSE process, strategic planning of processes leading to teaching, learning and teacher development is accurately done and the management thereof is maximally adhered to. This is in line with WSE which outlines its aims as follows (Biyela 2009: 12-13):

−　To make schools have quality education through the WSE;
−　To develop schools to have the capacity to manage itself, that is, to be self-reliant;
−　To develop schools as learning organisations;
−　To strengthen the support given to schools by district professional support services;
−　To identify aspects of excellence within the system which will serve as models of good practise; and
−　To identify the aspects of effective schools and improve the general understanding of what factors create effective schools.

The external WSE, as a process, and education in general, through the NPM principles can be performed within public management: in performance measurement; performance audit; and performance accountability.

Public management functions

There are various functions which are to be performed within public sector management, of which some have been mentioned in Table 1 above. These include, but are not limited to, policy-making, planning, implementation, monitoring, evaluation and accounting. The education field within public management is not immune to these functions. Therefore, the DBE, through the external WSE process, is able to evaluate each of these functions at school level.

According to Jones (1977), as cited by Fox, Schwella and Wissink (1991: 27), policy making is defined as specified means to achieve goals, authorised means to achieve goals, specified actions taken to implement programmes, and the measurable outcome of programmes. Ranney (1986), in Fox, Schwella and Wissink (1991: 27), simply puts it as a declaration and implementation of intent. The WSE process evaluates if schools develop policies to assist them in managing their activities.

Planning in the public context, according to Cloete (1978), in Fox, Schwella and Wissink (1991: 47), has to follow after policy-making, where policy constitutes a statement of intention to satisfy a societal need. Therefore, Fox, Schwella and Wissink (1991: 47) see planning as a set of processes which must be carried out to find the best course of action which has

been identified and described with the policy statement. The external WSE process, in line with education management within the public sector, evaluates whether schools carry out this important function of public management.

Implementation, monitoring, evaluation and accounting will only be successful if proper policy-making and sound implementation is followed. The external WSE evaluates whether the planned curriculum activities in schools are implemented as per implementation plan, monitored in line with monitoring plans and whether there are any accounting systems in place in the form of weekly, monthly, quarterly or annual reporting.

Public management principles

Gildenhuys and Knipe (2000: 124), posit that the basic principle of government in a true democracy such as South Africa is optimum service delivery at optimum cost in order to realise the ultimate goal of creating a good quality of life for every citizen. Unlike business, government, therefore, is not concerned with profit making but improving the quality life of its people. Furthermore, Denhardt (2008:53-54), citing Willoughby (1927), states that there are fundamental principles that must be observed if the end in administration, efficiency in operations, is to be achieved. He argues that this could be achieved through observing public management principles. Some of these principles include organisational development; open-systems approach; value-oriented public management; responsiveness; public participation in decision making; free choice of public services; responsibility for programme effectiveness; social equity; corporate management; economy, efficiency and effectiveness; flexibility and change management; sustainability and consistency; accountability, responsibility and transparency.

From the WSE policy perspective, as represented in Fig 1, the interaction of schools with external WSE processes leads to schools which understand and operate within public management principles. For instance, through area for evaluation (AFE) AFE9 (parents and the community), schools become aware of the importance of public/community participation with school. This is realized with programmes of adopting a cop, nurse, social worker and sustained partnerships with business to assist in development of the school. Furthermore, through AFE9, there is a realization by the school to involve the local communities in environmental programmes such as community cleaning campaigns and recycling projects. After interacting with external WSE schools become economic in terms of AFE3 (governance and relationships), as they are able to budget in line with school improvement plans (SIPs), and they focus mainly on curriculum delivery issues (AFE4). Through operating within these principles, they become high performing schools.

Figure 1. A developmental model of whole-school evaluation interaction with schools
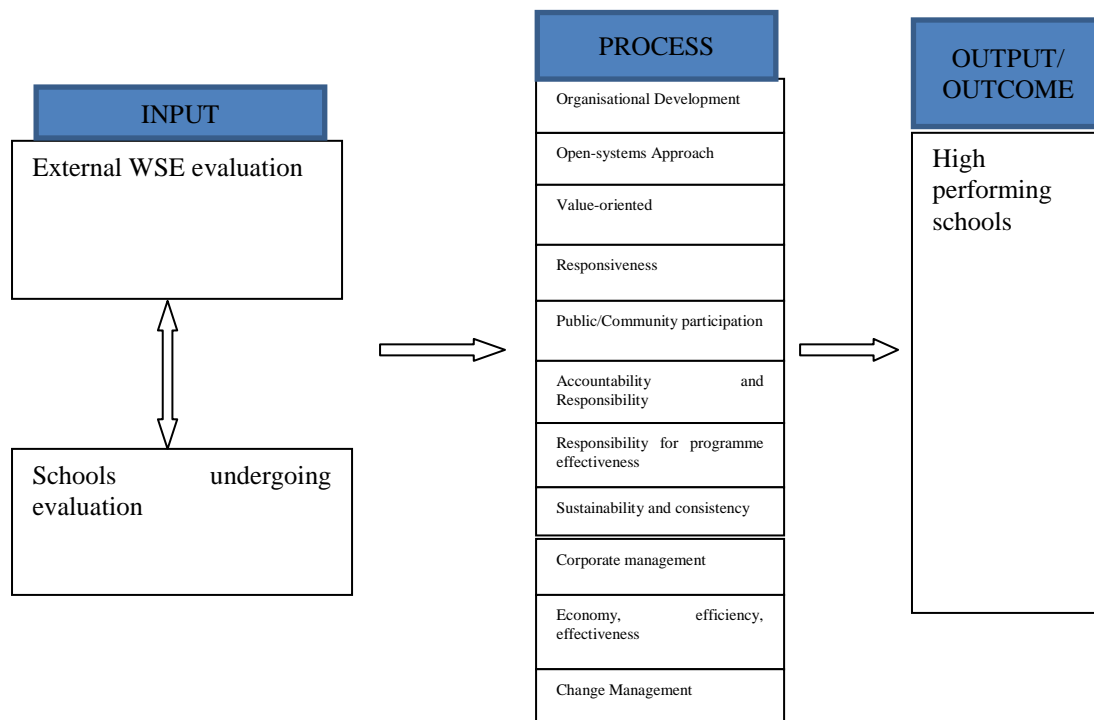
Source: Adapted from Gildenhuys and Knipe (2000)

Organisational development

For any organisation to be profitable or deliver excellent service to its customers, it has to, from time to time, undergo organisational development. This ensures that government institutions minimise negative and dysfunctional consequences of their actions for the benefit of customers, which in this case, is the public (Gildenhuys and Knipe 2000: 124). Organisational development is concerned with improving performance of bureaucracy through planned actions in order to improve the structures and functioning of the public sector, and to bring growth and change (Denhardt 2008:98). Organisational development focuses more on bringing about cultural change, which is the basis of change in strategy, structure and technology (Starling 2008:378).

As the WSE policy prescribes that the evaluation of schools in South Africa should assist schools develop and change their organisational culture, it is clear that this policy is within the framework of this public management principle. It is in line with the quality assurance nature of the WSE process in ensuring that the performance of the system is improved to eliminate dysfunctionality or underperformance.

Open-systems approach

According to Van der Waldt, Helmbold and Schwella (1995: 15; Denhardt 2008:83) an open systems approach makes it possible to understand the interaction between the system and the environment,

the process within the system and the process through which sections of the environment interact with one another. For any organisation to develop its structures, it should realise that it does not operate in a closed system. Education, as part of the broader public management discipline, needs to understand that the recipients of its service is the public. The WSE process takes cognisance of the fact that it operates within an open-systems approach. As a result, AFE9 (parents and the community) focuses closely at the external environment. Therefore, in improving its organisational efficiency and effectiveness, any public institution or department should look at improving internally and externally. If the organisation does not operate within the prescripts of an open-systems approach, it becomes a closed system which is subjected to entropy and will tend to level out and die (Van der Waldt, Helmbold and Schwella 1995: 16). Therefore, external WSE, as a process to evaluate performance and inform the education system, cannot afford to operate as a closed system; as it would subject itself to entropy and die.

Value-oriented public management

Gildenhuys and Knipe (2000: 125), posit that the corollary of an open-systems approach is a value-oriented public management. This value-oriented approach is premised on that: it must respond to public needs and problems; public participation in decision making; free choice of public services by the individual; responsibility for programme effectiveness; and social equity (Starling 2008:155).

In other words, this principle is based on the fact that the organisation does not exist in isolation. It must respond to the customers' needs and problems, for example, education has to respond to the societal and business needs. Furthermore, organisations must allow for public participation in decision making, democratic procedures, as this public is the recipient of the service delivery, and should ensure that the public has options to choose from (Denhardt 2008:195). This will ensure that administrators of programmes strive for effectiveness and issues of social equity are addressed.

The external WSE process is based on the belief that the process itself allows for those being evaluated to participate fully and openly in their evaluation process. It allows them to change the way they operate. As a result, the organisational culture, as basis for change, is influenced because it is influenced by attitudes and behaviour (Shafritz and Russell 2005:74). In this way, the participants learn in the process and become responsible for the effectiveness of the teaching, learning and teacher development (which is AFE4) in their schools, which is a core and key component of WSE.

Responsiveness

This principle of management is concerned with how an organisation increases and secures the response to the needs, problems and values of individuals, groups or society, in general. There are various ways in which responsiveness can be increased. Gildenhuys and Knipe (2000: 125), argue that this can include regular interaction between the public and public officials. Government, nowadays, is involved in the policy process alongside many others such as business, associations, non-profit organisations and citizens at large (Denhardt 2008:124). The WSE policy, through AFEs and AFE9, in particular, emphasises that evaluation be done on the regularity with which a school communicates with parents as well as the school's immediate community. This is done to ensure that the school can always be responsive to its immediate societal needs. An example here can be made of a school offering its physical structures to churches, societal organisation, and political groups as a direct response to the shortage of a community hall and other physical structures, like voting stations. Responsiveness also demands that public officials contribute substantially to the formulation of government policies, and they should be alert and responsive to the needs, problems, wishes and values of the individual citizen (Gildenhuys and Knipe 2000: 125), groups and immediate societies they work with on a daily basis.

Through AFE3 (governance and relationships), the WSE process gives parents and community the opportunity to participate in policy formulation of a school. This ensures that the WSE and school self-evaluation (SSE) processes are inclusive and responsive.

Public participation in decision making

Botes *et al* (1996: 23) argue that the voice of the people, in a democratic dispensation, is critical for all public administration and, therefore, the public administrative actions are undertaken to implement the will and wishes of the public. To achieve this, therefore, one has to acknowledge the critical role of public participation in decision making. This can be achieved through participation in political decision making by members of the public (individuals and groups) through directly or indirectly elected political representatives. Stillman (2010:88) argues that, from the perspective of collaboration, encouraging citizen participation in the public management process is a positive-sum game.

However, other participation avenues are through each and every citizen of a country participating in public decision making in all those areas that influence his or her life, including all government activities. The WSE policy encourages the evaluation of School Governing Bodies (SGBs) (AFE3) and the school management (AFE2) role in ensuring that parents and community (AFE9) participate in decision making in the schools in their communities. Through the WSE process (AFE3 and AFE9), larger participation is achieved in decision making.

Free choice of public services

Citizens of any country have a legal right to choose the services they are supposed to get. As a result of this, they should not be forced to use particular services against their wishes, or pay for them through taxes if they do not make use of such services (Gildenhuys and Knipe 2000: 126). The free choice of public services could be achieved through increasing the number of services. One way of increasing the choice is through privatisation of particular services such as health and education. In other words, the citizens find or develop alternative actions. As a result, they have a choice (Denhardt 2008:78).

Education, both basic and higher, in South Africa, has achieved this choice through allowing private, independent schools and institutions to operate legally. This is done through proper registration of such institutions and by ensuring that these schools operate within the prescripts of the South African Schools Act (SASA). These private schools are further subsidised by the provincial departments to ensure that they offer adequate quality education and that the communities have a choice for their children. However, some provincial departments attach conditions to the renewal of these schools subsidies.

In Mpumalanga Province, these conditions vary from whether these schools are producing good pass rates (specifically in Grade 12) or being evaluated by the WSE team in some instances, where the provincial department needs to justify the existence of such private schools. According to Gildenhuys and Knipe (2000: 126), this ensures the abolition of government and public monopolies as the public sector is allowed to compete with the private sector. This competition ensures improved service delivery and creates a wider choice for communities. As such, the WSE process assists the system for the private and public to be accountable to the citizens, while giving them options to choose from.

Responsibility for programme effectiveness

According to Van der Waldt *et al* (2002: 210), a programme is a group of projects managed in a co-ordinated way to obtain benefits not available from managing them individually and to achieve a set of business objectives (Vereecke Pandelaere, Deschoolmeester and Stevens 2003: 2). With reference to this paper, the external evaluation of schools is a programme from which arise the sub-projects of the evaluation of individual schools. The totality of the programme of evaluation of various schools in Mpumalanga Province, gives a clear picture of the situation, as compared to individual evaluation.

Programme effectiveness, in an open-systems approach, calls for the execution of a programme in order to satisfy the legitimate values and needs of individuals and the community effectively and efficiently. In this article and education, in general, this is geared towards provision of quality education in the most effective manner. Programme effectiveness demands that administration is decentralised, delegation of decision making authority established, and performance standards set. These goals could be achieved through decentralised administration. In the case of the WSE policy, this is done at the provincial level by the WSE units through teams of WSE supervisors who are delegated by the national minister and represent her in their operations.

Social equity

One of the critical public management principles is the principle of social equity, which allows government administration to be responsive to the needs of the individuals. It has its origins from the era of Henri Fayol, who listed equity as one of fourteen general principles (Frederickson 2005: 1). In the case of the schools which are the focus of this study, the fact that most of these schools are previously disadvantaged and to an extent, even up to now not much has changed in terms of their social status, makes this principle critical for their survival. Hence,

everyone in the public sector has the duty and obligation to deploy efforts on behalf of such schools (Gildenhuys and Knipe 2000: 127).

Frederickson (2005: 6) argues that it is *"time for public administrators of all kinds to relentlessly ask the so-called second question. The first question is whether an existing or proposed public program is effective or good. The second question is more important: For whom is this program effective or good?"* The external WSE in Mpumalanga Province is equipped and steeped in favour of social equity. This is seen from the sampling which is primarily biased towards quintile 1 and quintile 2 schools. Schools in South Africa are categorised according to quintiles. Quintile 1 schools are those in the poorest communities while quintile 5 schools belong to schools in the high affording communities. Secondly, the sampling also considers schools situated in areas earmarked for the Comprehensive Rural Development Programme as a means of addressing social equity. Thirdly, in Mpumalanga Province, the underperforming secondary schools form part of the evaluation sample in order to address issues of performance, especially in Grade 12. This objective is to analyse the Grade 12 results of externally evaluated underperforming secondary schools prior- and post-evaluation. This assists in analysing external WSE from a quality assurance perspective.

Corporate management

For an organisation to be effective in its core business, it has to be managed by teams of experts. In other words, the teams themselves should be self-managing with not only peculiar skills or knowledge of their specific functions in their functional activities, but every member must be a qualified manager in his or her specific area (Gildenhuys and Knipe 2000: 128). According to Claessens (2003:14), corporate governance is the actual behaviour of corporations, in terms of such measures as performance, efficiency, growth, financial structure, and treatment of shareholders (such as SGBs) and other stakeholders.

If the schools are to perform exceptionally well in their learning outcomes, as depicted in learner achievement, schools can no longer rely only on ordinary management but corporate management as well. From the external WSE process, this is evaluated by ensuring that AFE2 functions well in corporate management of AFE4. AFE2 evaluates leadership, management and communication in a school. This ensures that managers and teachers are knowledgeable about their managerial roles and responsibilities.

Economy, efficiency and effectiveness

It is argued in many studies that the amount of input (in monetary terms), in the South African education context, far exceeds output, as depicted in learner

attainment and the poor performance by South Africa in the Southern and Eastern African Consortium for Monitoring Educational Quality (SACMEQ) and other studies (Van der Berg and Louw 2006: 1). These studies show that, as a country, South Africa is not getting value for money on its investment. According to Gildenhuys and Knipe (2000: 128), value for money is concerned with three aspects, which are economy, efficiency and effectiveness. For any department to be economically viable the proposed resources, should be utilised in order to achieve and realise the pre-determined goals and objectives within a framework of certain standards of time, cost, quality, quantity and public acceptability (Gildenhuys and Knipe 2000: 128). This is designed to make that department economic, efficient and effective in its operations.

Therefore, WSE as a process is aimed at evaluating the economy, efficiency and effectiveness of the schooling system in South Africa. For this paper, the focus is on teaching, learning and teacher development. WSE can assist this principle of management in ensuring that, what the national DBE supplies, such as workbooks, are effectively used as part of resources to assist area for evaluation four (AFE4), thus improving learner achieve (AFE6).

Flexibility and change management

The public sector is an open system. It is prone to internal and external influence. Schooling in South Africa, as well, operates in an open system situation. Therefore, management in schools should be able to adapt to the changes such as dynamic factors like political representation, policy changes, new technology, ever-changing demands of the public, as well as new or amended legislation (Gildenhuys and Knipe 2000: 129). Schools, after being externally evaluated by WSE, should be able to undergo change management process. They should be able to unfreeze old habits, transit or change, and refreeze which provides them with the opportunity to make constructive modifications over time (Van der Waldt *et al.* 2002:64-65).

A good example of these changes in education is the curriculum changes pre-1994 and post-1994. The WSE process is aimed at evaluating how schools adapt to these legislative changes and policy changes from Outcomes Based Education (OBE) up to the present Curriculum and Assessment Policy Statement (CAPS). This is done with a view to determine if schools are complying and developed to ensure that the South African public get value for money on educational investment.

Sustainability and consistency

For good governance to be realised, it is crucial that there is sustainability and consistency in the implementation of government policies and activities.

This could be achieved through operationalizing the concepts of sustainability and consistency, to develop a number of sustainable development policy frameworks, management guidelines, and indicator sets for use by governments (Hilson 2000: 2). For education in South Africa, this is even more important as it becomes necessary to 'baby-sit' schools through various intervention programmes such as weekend, afternoon, and holiday classes in order to improve the results of schools, especially underperforming schools. WSE, as a process, is aimed at institutionalising annual school self-evaluation (SSE) in order for the school to constantly and consistently improve its operations and modus operandi. The WSE process is, therefore, aimed at avoiding the so called 'yoyo' effect performance. Ensuring that there is sustainability in services and activities offered by the school and consistency in policies and procedures' interpretation and implementation (Gildenhuys and Knipe 2000: 129) removes public confusion and disharmony between the department and customers (learners, teachers and local communities).

Accountability, responsibility and transparency

According to Gildenhuys and Knipe (2000: 129), the principal cornerstone of any democracy is public accountability, obligation to act responsibly and the need to act transparently by public sector officials. Any government requires a system of accountability; so that it acts in ways that are broadly approved by the community (Hughes 2003:240). This ensures accountability for responsibility and transparency. The Department of Basic Education (DBE) is not immune from this principle of good governance either. The WSE policy, on its formulation, was primarily aimed at ensuring that this principle of good governance is achieved and maintained in schools.

Through SSE, schools are supposed to account for their annual activities to their customers (learners, teachers and local communities as well as the DBE). This will ensure that they act responsibly in their daily operations towards achieving the core of their responsibilities which is achieving learning outcomes, as depicted through learner achievement. The WSE process encourages reporting of findings to stakeholders, and this is true for SSE and other activities in schools. School management teams (SMTs) are encouraged to report on a monthly basis to the circuits as well as regularly to parents on their activities through progress reports, book viewing sessions and meetings. This ensures that there is transparency, responsibility and accountability for performance (Hughes 2003:242).

Batho Pele principles

After 1994, the democratic government developed strategies to improve service delivery for its citizens.

The White Paper on Transforming Public Service Delivery (Batho Pele White Paper) was published by the Department of Public Service and Administration to provide a policy framework and a practical implementation strategy for the transformation of public service delivery. In order to improve service delivery in the South African public sector, the Batho Pele principles were identified to hold public servants accountable for service delivery (Department of Public Services and Administration (DPSA) 1997:3). According to Andersson *et al* (2004: 2), South Africans are safeguarded by the national service delivery standards, as illustrated in the Batho Pele (People First) principles, which include consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money.

Kaisara and Pather (2011: 3) argue that the introduction of Batho Pele principles in South Africa introduced a fresh approach to service delivery, an approach which places pressure on systems, procedures, attitudes and behaviour within the public service and reorients them in the customer's favour, an approach which puts the people first. The operations of the WSE process operates within the Batho Pele principles, and are also aimed at evaluating if the schools use the Batho Pele principles as a guide in their service delivery operations. The WSE approach ensures that schools put their customers (both learners and staff) as well as teaching, learning and teacher development first.

Education within new public management

There are various departments within the South Africa government. These departments are found at national, provincial and local levels. When the current president of South Africa announced his new cabinet in 2009, he split the department of education into two departments. This resulted in the formation of the Department of Higher Education and Training (DHET) and the Department of Basic Education (DBE).

The DHET is centralised to the national sphere of government, while the DBE is decentralised to all nine provincial governments under the Members of the Executive Committee (MECs) on education. This allows the administration of education to be decentralised to provinces for easier implementation and monitoring of programmes. This decentralisation of basic education makes it easy to run departments in line with the NPM and quasi-market approach, where education is run as a business. This decentralised approach has also ensured that parents can be seen as having a stronger role (Ferlie 1996: 63) and that the schools are granted the Section 21 status for self-managing purpose, conditional on the governing body having the capacity to perform such functions effectively (Karlsson 2002: 5).

Education in South Africa is guided by various legislation. Firstly, it is guided by the Constitution of the Republic of South Africa, Act 108 of 1996. The need to devolve and participate in schooling in line with other countries (Sayed 1999: 1) was realised through the passing of the South African Schools Act, Act 86 of 1996. Furthermore, other acts and policies, which ensured that education operates within a legislative framework, were passed. These include, amongst others, the National Education Policy Act (NEPA), Employment of Educators Act (EEA), Public Service Act (PSA) for support staff employed in schools, as well as a variety of policies such as the Policy on Whole School Evaluation, which is the focus of this article.

The guiding legislative framework directives aim to ensure that education, as a field, is incorporated well within the public management and NPM, in particular, for easy administration. This is also to ensure that service delivery, as the main aim of government, is optimised through a proper administered and managed education department. The external WSE process is aimed at evaluating whether schools comply in context of these educational legislations and the public management principles and policies, in general, including the Constitution of South Africa, Act 108 of 1996. The schematic diagram in Figure 2 indicates how education fits in within public management.

Education in South Africa

The role of education in South Africa is to develop South Africans to become responsible, participatory and reflective citizens who contribute to the growth and development of the country (Ramdass 2009: 1). Education in South Africa has been undergoing major changes pre-1994 and post-1994. Wet and Wolhuter (2009: 2), in National Department of Education (2001), argue that education had to undergo changes to overcome the devastation of apartheid. This was also to provide a system of education that builds democracy, human dignity, equality and social justice.

Duvenhage (2006) as cited by Wet and Wolhuter (2009: 2) summarises the following focal points of educational transformation which were necessary:

– The creation of a single, non-racial education dispensation wherein there is space for all participants;

– The entire overhaul and democratisation of education management;

– The upgrading and improvement of the education infrastructure, and

– The transformation of curricula in order to eradicate the legacy of apartheid in the system.

From the aforementioned, it is clear that there was and still is a need for continuing reforms in education to ensure that South African citizens get

value for money in the education provided. WSE, as a process, will always inform the education system of

the areas for improvement and assist the public sector in having a schooling system that this country desires.

Figure 2. Education within public management
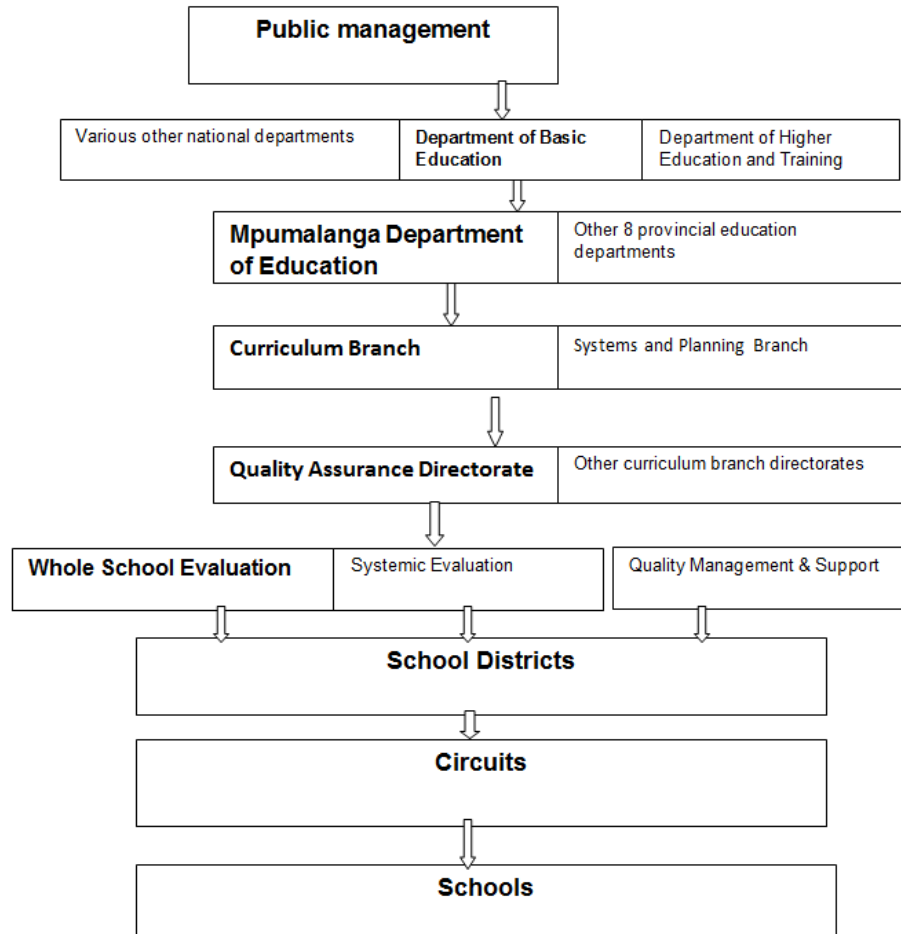
Source: Adapted from Mpumalanga Department of Education (2010)

Conclusions

Therefore, education through the external WSE process conforms to this principle of New Public Management in that evaluation is aimed at improving the quality of teaching, learning and teacher development provided. Secondly, those external WSE evaluations are delegated to provinces for effectiveness and efficiency. Thirdly, appropriate reporting (information) systems are in place. These systems disseminate information from the WSE sub-directorate to schools, circuit offices, district offices, provincial office and the national DBE office. Fourthly, the external WSE, as a process, and education in general, through the NPM principles can be performed within public management: in performance measurement; performance audit; and performance accountability for improved overall performance.

It is also clear that, external WSE conforms to public management functions in that, it encourages

schools to plan, implement, monitor and evaluate (PIME) themselves. Furthermore, it also promulgates regular reporting by schools for transparency and accountability for their operations to their clients.

Lastly, external WSE conforms to public management principles of organisational development; open-systems approach; value-oriented public management; responsiveness; public participation in decision making; free choice of public services; responsibility for programme effectiveness; social equity; corporate management; economy, efficiency and effectiveness; flexibility and change management; sustainability and consistency; accountability, responsibility and transparency, as well as Batho Pele principles.

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