Management issues for Integrated Diversity.

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Introduction
Eastern and Southern Africa have over the years developed a wealth of ways of providing education. This has been provided by a diversity of organizations and supported by many different agencies. But we are still a long way from achieving Education for All (EFA) and in fact in some areas seem to be standing still, or even regressing.

This paper examines some of the issues and implications that we have to consider if we are to attempt to integrate all of these resources and maximize the effectiveness and responsiveness of EFA.

Goals
First of all, we need to clarify our goals. In broad terms, these would probably include quality, equity and relevance. If we focus on equity, we could consider “equity of provision” but this is unlikely to take us very far, as it will not account for diversity, and instead give us more of what we have, namely standardized education. We could on the other hand try a notion such as equity of opportunity, but that is not much of an improvement, and has already been tried without resounding success. Perhaps we should move on to equity of outcomes, which means that we assure everyone that they will be able to progress through a system of well articulated options to reach the same basic goals. It might take one person longer than another, and it might be much more complicated for some, but everyone will be able to progress to similar goals, of similar value, if they persevere.

This is very different from saying that everyone will get the same services, or that everyone will get the same opportunities. It says that everyone will be able to achieve similar (not identical) goals by proceeding along different routes.

Reporting
It might be useful to look at an analysis of the key elements of a management system, and then try to put them together to give us some idea of what it would mean to manage integrated diversity of provision.

In broad terms, we would have to ask ourselves:

☐ What are the target groups that we want to serve?
☐ What modes of provision do we want to employ?
☐ How will elements of the system articulate with each other?
☐ How could we manage the resources at our disposal to achieve this?

We could then put the target groups across the top of a matrix, the modes of provision down the side of the matrix, and then fill in which modes of provision we wanted to use for which target groups.

Having done this, we could decide how we would like to link and relate these different activities, (in educational terms) and how we would like to allocate resources to achieve them (in management terms). We could use this to determine the extent to which the different target groups were being served, at what costs, and the we could plan the extent to which integration, diversification, &/or coordination of these activities might help us achieve EFA.

In other words, this could form an overall planning and reporting framework, to review these issues and our performance on an annual basis, and to communicate to the public on our targets for our performance. This would allow us to assess and revise our strategy for EFA on a regular basis.
Managing change
A few years ago, in the midst of yet another meeting on consultation and transformation of education in South Africa, one particularly frustrated person said: When are we going to get back to normal?” – to which the answer was: “Never, normal’s finished”.

I think that’s true, but what does it actually mean? In response to Frank Youngman’s paper, what it means is that in the late 1960’s education was 15 years ahead of its time, and now in the late 1990’s education is 15 years behind the times. We can try to understand this strange state of affairs if we take a look around us at what is happening in the rest of the economy.

In general terms we have experienced major changes in the way in which the state and private sectors are defined, and relate to each other, particularly since the dramatic demise of the command economies, particularly in the late 1980’s. Managing now means managing change – not for particular periods, but on a pretty much permanent basis.

In general terms this is the kind of change that has occurred in the state and private sectors, leading to an increasing overlap between the two, which often makes them nearly indistinguishable. As you will see from the way the columns are filled in, in the "then" column the state and public sectors are quite clearly different. In the "now" column the two sectors are increasingly overlapping, and the distinction between the state and public sectors is blurred. And the remaining "state" and "public sector" functions are substantially changed.
## Changes in the State and Private Sectors

<table>
<thead>
<tr>
<th>Sector</th>
<th>Then</th>
<th>Now</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>State</strong></td>
<td>Supply-led provision of basic services</td>
<td>Some supply of services, with more balance with demand.</td>
</tr>
<tr>
<td></td>
<td>Controlled and standardised</td>
<td>Diversified services and goods</td>
</tr>
<tr>
<td></td>
<td>No risk</td>
<td>Medium risk</td>
</tr>
<tr>
<td></td>
<td>Bureaucratically administered</td>
<td>State regulated, locally managed</td>
</tr>
<tr>
<td></td>
<td>Stable: services, careers, structures, institutions</td>
<td>Shifting services, careers, institutions.</td>
</tr>
<tr>
<td></td>
<td>Independent, different, competing states and state systems</td>
<td>Interdependent states with global safety nets.</td>
</tr>
<tr>
<td><strong>Overlapping</strong></td>
<td>Many services outsourced</td>
<td>More balance between supply and demand, with unprecedented levels of responsiveness.</td>
</tr>
<tr>
<td><strong>Sectors</strong></td>
<td>Diversified and overlapping providers of goods and services, across states.</td>
<td>Diversified services and goods</td>
</tr>
<tr>
<td></td>
<td>Medium risk</td>
<td>Medium risk</td>
</tr>
<tr>
<td></td>
<td>State regulated, locally managed</td>
<td>State regulated, locally managed</td>
</tr>
<tr>
<td></td>
<td>Shifting products and services, careers, institutions.</td>
<td>Shifting products and services, careers, institutions.</td>
</tr>
<tr>
<td></td>
<td>Interdependent states with global safety nets.</td>
<td>Interdependent states with global safety nets.</td>
</tr>
<tr>
<td></td>
<td>Transnational corporations and superstates (IGO’s).</td>
<td></td>
</tr>
<tr>
<td><strong>Private</strong></td>
<td>Demand led, but with massive (State) intervention by force</td>
<td>Demand : within “Free” Trade Agreements</td>
</tr>
<tr>
<td></td>
<td>Uncontrolled, but standardised for mass production on long production lines.</td>
<td>Diversified services and goods, and customised production.</td>
</tr>
<tr>
<td></td>
<td>Very high risk</td>
<td>Medium to high risk</td>
</tr>
<tr>
<td></td>
<td>Entrepreneur/executive management</td>
<td>Systems and team management</td>
</tr>
<tr>
<td></td>
<td>Unstable (bubble economies, depression, stock market crashes)</td>
<td>More global interdependence and safety nets.</td>
</tr>
</tbody>
</table>

What does this mean for education? It means that many if not most of the services provided in a particular way by the state have changed dramatically, in most of the ways indicated above. Education has moved last and slowest, if at all. In many countries few of the changes have been applied to state education, resulting in inflexible, cumbersome, unresponsive, uncompetitive, and sometimes irrelevant provision in what remains the most supply led sector of all time. The state education sector has in many places attempted to remain normal in a world in which “normal is finished”.

The challenge for education is not to throw out the formats and achievements of the past, but to carefully assess which aspects of past provision are worth keeping, and which need to learn from, and adapt with, the multitude of changes affecting everything else in the economy.

### AIDS

On of the consequences of an interconnected world, with personal mobility, both geographically and within relationships, is AIDS. Right at the bottom of page two of yesterday’s newspaper (The Star, Johannesburg) was a very small and insignificant report: *Aids scourge hits Zimbabwe mortuaries*. This report says that the mortuary is now forced to stay open 24 hours a day to cope with the increase in the death toll from AIDS. More than 60% of the people are dying from AIDS related diseases.

In one mining area in South Africa about 50% of the 25 year-old women are HIV positive, and the life expectancy in KwaZulu Natal is approaching 30 years.
Education must respond, and must manage changes brought about by AIDS. Twelve years of schooling are not of much use to someone who might only graduate from school at 25, and who might die 2-5 years later. A curriculum which teaches people how to look after their teeth, instead of how to cope with opportunistic diseases, and what good hospice care is, is unlikely to hold anyone’s attention. A system which expects everyone (at least in the cities) to attend school for 5 or 6 hours each day at fixed times is likely to be untenable for at least 15% of the pupils. The projected figures of half a million AIDS orphans per SADC country in the next few years means that education for institutionalized children will have to be a substantial part of the education system very soon. All these issues were tabled at the Inter-ministerial SADC Conference on AIDS in 1996. There has been little response.

**Integrated Management of Education**

If the provision of education must become executive management of change, instead of bureaucratic administration of stability, what is required, and what examples can we learn from, particularly in the non-formal sector, to contribute to an integrated open learning system?

In overall terms, the best non-formal education provides working models for education which:

- Is context sensitive
- Is flexible and responsive
- Balances short-term and long-term needs of learners
- Is responsive to micro-economic needs and issues, and feeds into macro-economic development
- Deals with immediate problems and needs, but relates them to general issues, knowledge and problem solving
- Includes some elements of assisting the learner to become an independent learner.
- Is largely demand driven, which is to say, is driven by internal motivation.

Some examples:
The DoE in the UK recently decided to introduce a civic education programme for schools, to teach children about civic life – i.e. how political systems work. But they first asked the children what they thought should be prioritized in the new programme. Practical life skills came in the top five places, and politics came close to bottom of the list.

In many traditional education systems the structure of the assessment, the curriculum and the learning programmes make it impossible to build in flexibility and responsiveness, and lock all learners in to standardised programmes. Outcomes based programmes are complex, but they can fulfil all these ideals.

There is no need to assume that because a knowledge-based skill is useful, and crucial, that everyone has to acquire it in a standardised format:

- Tax competence is essential, but most people outsource it to experts, and few people have any desire to become even moderately competent at it.
- In Kenya a project on Tsetse control provided the Masai community with the competence to manage the Tsetse fly problem themselves, using sophisticated epidemiological statistics on a laptop computer. Only a few people on the ranch acquired the competence, and everyone else was quite happy with that.

**Competition is essential**
The integrated management of education means that competing modes of provision and competing programmes must be regulated, and they must be given the space to compete fairly. In South Africa the ASECA programme was seen as such a threat to existing programmes, careers, and text-book and published royalties that the level five (grade 12) programme has been banned from use in schools, despite the fact that in the historically African schools (ex-DET) 50% of pupils are 21 years old, and 25% if them are 25 years old. Clearly they should be allowed to choose an Adult education programme if they so wished.
Shifts in Institutional Culture

Changes in the institutional culture in education are essential if education is to catch up with changes in the economy. Firstly, education must use the strengths of its own sector, non-formal education, to respond to a rapidly changing world. Second, education must learn from the changes in other sectors of the economy, many of which have already responded to changes in the world.

Many of the new ways of managing the economy are much closer to the way non-formal education is managed than the way formal education is administered. It is an historical irony that the largely marginalised non-formal education has much more to teach people who will have to drive educational change than its high profile counterpart, formal education.