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# Building Sustainable Leadership in Multicultural South African Catholic Schools

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#### Introduction

The Catholic Institute of Education (CIE) was founded by the Southern African Catholic Bishops' Conference in 1985. For over 25 years the CIE has served teachers and children in Catholic schools throughout South Africa. The Institute has a proud history of excellent service, and is recognised as an influential stakeholder in the context of South African education. The CIE provides policy support, advocacy and direction for the 355 Catholic schools in South Africa. It develops publications and materials for schools and provides support for religious education and school improvement. The CIE has focused its work largely in rural and peri-urban schools, situated in the poorer, less developed parts of southern Africa. The Institute has programs that provide financial assistance to poor families to make Catholic schools accessible (cf. CIE website <a href="https://www.cie.org.za">www.cie.org.za</a> for more details).

Catholic education in South Africa finds itself at a critical moment in history — the divide between rich and poor in the country continues to widen, increasing the challenge to ensure that schools remain accessible to all. The percentage of adults with bank accounts is higher than any other African country, but these statistics mask financial inequality between rich and poor, men and women, and rural and urban residents. With an income Gini of .70, South Africa has one of the highest recorded levels of inequality in the world (World Bank, 2013, pp. 17, 38). Pope Benedict XVI (2011) has acknowledged the contribution of Catholic schools as "a precious resource for learning from childhood how to create bonds of peace and harmony in society, since they train children in the African values that are taken up by those of the Gospel" (para. 134). Catholic schools find themselves within the broader context of South African education where many children will not be adequately educated when they leave school. The much celebrated 2010 matriculation exam pass rate of 67.8% hides the fact that only 15% achieved an average mark of 40% or more; and the Planning Commission pointed out that roughly 7% of the cohort of children born between 1990 and 1994 achieved this standard (National Planning Commission, 2012). It is not an exaggeration to say

that schooling in South Africa is in a state of deep crisis, and that this crisis also impacts on Catholic schools in South Africa.

In a market-driven society, Catholic schools are called to be a counterpoint to materialism, violence and other social challenges (Southern African Catholic Bishops' Conference [SACBC], 2009, p. 6). In addition, principals have to deal with issues such as shifting and often ill-advised curricula, failing teacher training programs, issues around HIV/AIDS, poor infrastructure and service delivery, systemic tests and falling pass-rates (National Planning Commission, 2012). Another challenge faced in South Africa is that the majority of the people leading and teaching in Catholic schools are not Catholic (Potterton & Johnstone, 2007). Therefore there is an ongoing need for formation in South African Catholic schools.

This article reflects on the efforts of the Institute to implement an innovative approach to leadership formation in South Africa. The program ensures that school leaders understand the purpose of Catholic schools which is to provide a good all-round education in the spirit of the gospel of Jesus, aspiring in particular to live out its central message and challenge (cf. SACBC, 2009, pp. 9-11). Founded on that teaching, leaders have the task to maintain a Catholic ethos — that is, a set of lived values and attitudes — which influences all aspects of the life of Catholic schools. These include activities in and beyond the classroom, relationships among staff members, parents and pupils, and disciplinary procedures (Potterton & Northmore, 2009). There are around 7,000 teachers in South African Catholic schools and less than half are from the Catholic faith. Twenty-seven percent of the pupils in Catholic schools are Catholic and 73% are from other Christian denominations and faiths.

From a practical management side of school leadership, CIE Regional Managers (RMs) have been working with principals and School Management Teams (SMTs) for many years, developing administrative and management skills as part of their ongoing provision of wide-ranging support to rural and impoverished areas in their regions. In 2007 and 2008, an assessment of need amongst these school leaders revealed that they needed more support, and specifically with leadership. An

initial survey was carried out amongst principals in Catholic schools to establish the staff development needs among principals. A more detailed questionnaire was later developed and used as a baseline instrument at the start of the course. Principals completed this questionnaire with their mentor in their first visit. Despite management and administrative training, many of the principals still felt that they were unprepared to deal with the change they faced on a daily basis.

In response to this need, and using the extensive research on leadership conducted by Patrick Duignan (2009) as a theoretical basis, a course was devised to address the challenges of leadership in the schools. At the first seminar in this program, participants were asked to identify the major challenges they faced through a questionnaire. This baseline questionnaire revealed that teacher lateness or absenteeism, as well as a general lack of adequate facilities needed to be addressed. The majority of rural and township Catholic schools do not have proper library or laboratory facilities. Less than 10% of schools would have full access to the internet. The program does not directly address these issues, but aims at building the capacity of the participants to lead effectively, which will have a positive influence on issues such as teacher motivation.

The underpinning approach of this program is that good school leadership creates the conditions under which schools can be run better (Christie, Butler & Potterton, 2007). If school leaders transform the way that they approach challenges, then they can begin to combat them more effectively. If they can make ethical decisions, then the school will operate more clearly and in its best interests at all times. If they are more present to the school community, then the school will develop an ethos of collaborative and supportive achievement, which will ameliorate staff tensions and discipline issues (whether among the staff or the students). If school leaders practise shared or distributive leadership (Mourshed, Chijioke & Barber, 2010, p. 18), then they will not only create more efficient working environments, but will also foster the development of leadership in other members of the school community. If the participants in this program not only live the vision of their schools, but also encourage their staff to do the same, the resulting institutional coherence and drive will lead to improved and more sustainable systems built on consultation. If they drive

innovation and develop new approaches to the challenges offered by changing curricula, then not only teaching methods but also results will improve accordingly. If school leaders implement systems of reporting and monitoring and evaluating which reflect the ethos of shared responsibility for success, then the progress of their schools can be monitored in order to develop more efficient operational systems (Parker Boudett, City & Murnane, 2005; Mourshed, Chijioke & Barber, 2010).

## **Program Strategy**

The program aimed to create sustainable leadership by developing the participants' leadership capacity through stimulation (seminars), support (both peer and mentor based) and reflection (during and between seminars, through assignments and reflections), which led to changes in their practice and action as leaders in their schools. This approach in developing school leaders is unique in South Africa. Principals have been trained mainly in formal academic courses, short courses developed by provincial governments or non-governmental organisations, as well as through distance education courses. It aimed to foster leadership that builds on the tradition of excellence in Catholic schools and ensured the quality of education provided.

The Action Learning Approach was used as the theoretical framework for this program. Action Learning draws its roots from different philosophies of learning and change, which in turn, influence its design and practice. Action learning has become a popular discourse in business education (Marsick, 1999). Winkler (2001), a colleague, has influenced the approach used at the Catholic Institute of Education. She has developed approaches that blend both theoretical and practical approaches in teacher development. The program aimed to develop leaders so that they are able to:

- understand, analyse and be responsive to their contexts;
- develop self-knowledge;
- have clear purpose and be ethically driven;
- act in ways that meet the needs of the schools;
- promote the faith dimension of their schools;

- be optimistic, positive, and improvement-minded; and,
- share their leadership with other schools.

The process used to effect this development is illustrated in Figure 1.

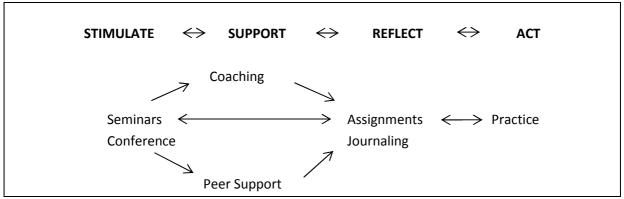


Figure 1: Process used to effect change in school.

The crucial starting point of the approach used in this program was the use of seminars as stimuli to reflection and action. These seminars were carefully constructed to be part of a connected and graded course of learning, rather than discrete occasions without follow-up (which is a major critique of the seminar approach in general). Day and Sachs (2004) examine debates and issues around the theory, policy and practice of Continuing Professional Development (CPD). They explore two discourses which shape CPD provision and practice. The first, 'managerial professionalism', is seen as the more dominant. In opposition to this is the discourse of 'democratic professionalism' which emphasizes "collaborative, co-operative action between teachers and other educational stakeholders" (p.7). Participants were firstly introduced to the idea of being a 'transformed leader', which opened them up to engage in the second seminar, the International Conference on Sustainable School Leadership. The Conference took place in Johannesburg on September 2010. Just over 400 school leaders participated in this event. Participants on the sustainable leadership course had to complete a reflective assignment based on the conference. From there, participants moved to discussions of ethical decision-making, where the theories of the first two seminars were put into place. Then they engaged in the issue of 'authentic presence' (Duignan, 2006), looking at how they could be present to the people in their daily lives as leaders.

This seminar was followed by one-on-shared leadership, where participants were shown how to hand over control to others and stop working in isolation (cf. Senge, 1990), and then a seminar entitled 'Living the Vision' was run in collaboration with South African National Parks, where they were invited to learn from the successes of an organisation in a completely different field. These six seminars took place in 2010 and 2011, with the remaining three taking place in 2012 — on 'Leading the Curriculum' through fostering quality teaching and learning, 'Leading the Reporting', and finally 'Celebrating the Leadership Journey'.

At these seminars, which took place regionally (in provinces) participants had the opportunity to network with other principals from the same region who often faced similar challenges. The personal connections forged at these meetings continued after the seminars, through meetings and regular communication, which acted as peer support mechanisms. In addition to peer support, each of the RMs engaged in personal coaching with the participants in his or her region. The course assignments were action-based, applying the theory discussed and developed in each seminar and led to changes in practice in the lives of the participants, who then brought the lessons that they had learnt to the next seminar.

#### **Discussion**

Initially, most of the outcomes were human relational skills such as improved interpersonal relationships, increases in staff morale and general running of the school. This program was not aimed at providing management training, but rather at changing practice through changing attitudes. This being said, the program did result in measurable outcomes such as improved attendance of teachers at school, time on task, and improved pass rates. These outcomes were measured by Ethos Evaluation and Whole School Evaluation (WSE) approaches, in addition to being independently monitored and evaluated. The proprietors of Catholic schools have developed two self-evaluation instruments, *Signs of God's Presence* and *Fully Alive* which have been designed for schools to reflect on their ethos and their overall climate and how that impacts on teaching and learning.

As planned, the seminars and one international conference formed the backbone of this program. More than 80 school leaders, from 60 schools in Mpumalanga, the North West, KwaZulu-Natal, Free State and Limpopo provinces, attended these seminars. There are nine provinces in South Africa. However, because of financial constraints this program was only offered in the economically less developed provinces where the development needs were greatest. In addition to the seminars, participants have also submitted assignments relating to each seminar, involving reflection on what they had learnt and how they had transformed their learning into action. The assignments required participants to reflect on their practice and to write on their own experience. The course was not accredited by any university, a shortcoming that must be addressed in the future. Regional Managers, as part of their role in the region, continually supported schools by assisting them to measure themselves against the main indicators outlined below. The indicators are based on the book Fully Alive. These indicators were designed to provide benchmarks against which a school could evaluate its own performance. This was ongoing, throughout the year, and was distinct from the four personal coaching visits that each participant normally received as part of this program. At the seminars, and as part of the RMs visits to the participants' schools, both formal and informal evaluations of the program were conducted which assessed the progress of the participants relative to the main indicators:

#### **Ethos and Organisational Climate**

- The dignity of each person is recognised;
- There are high expectations of everyone at the school;
- The school environment is well-ordered, managed, and calm; and,
- There is commitment to continuous improvement.

# Management and Planning

- The governing body contributes to the smooth functioning of the school;
- Sound policies are developed and implemented;
- Strategic planning and communication takes place;

- Resources are strategically developed and managed; and,
- Procedures are in place to manage and control finances.

Initially, the seminars were planned to take place on one day. Feedback after the first seminar suggested that the participants would appreciate more time for reflection on what they were learning, and that this time could be better accomplished by shifting the seminar so that it was run on two days. This change meant that the evening and morning in between the seminar sessions would enable more time for critical reflection. This was changed accordingly.

One challenge relating to the seminars was that principals sometimes sent Heads of
Department (HODs) or teachers to attend in their place. While initially this practice led to frustration
(both from the seminar organisers and the HODs), it was realised that this could become an
opportunity for developing future leaders in the school. In addition to this learning, some of the
HODs also pointed out that being at the seminars had helped them to gain sufficient critical distance
from their context, and thus to recognise the issues present in their schools.

Sustained in-depth mentoring and support cannot be undervalued (cf. Mourshed, Chijioke & Barber, 2010, p. 87). Without the support offered by the Regional Managers to the schools in their areas, many of the participants might not have continued to develop their learning in their daily lives. It is important that this process be preceded by careful training of the regional managers, to enable them to be effective coaches. The regional managers were also vital in supporting those participants who, for one reason or another, could not attend the seminars. A challenge here is one of personal incompatibility, in that a single regional manager might not be an appropriate match for each leader's coaching needs.

In the regions chosen for this program, the distances to be travelled proved prohibitive to the development of peer support groups. In most of the less developed provinces the schools are located quite a distance from each other (one to three hour drive by car) which makes it difficult for principals to visit each other regularly. This aspect of the program was thus incorporated into the seminars themselves, which resulted in the formation of professional relationships between the

participants. These relationships have, in some cases, resulted in regular telephone conversations between the participants in a given region, which has, in turn, led to a different kind of peer support network. The CIE have established networks across the country, which is animated through regular principals' meetings, newsletters and occasional conferences. These networks have been personalised via this course through the development of deeper relationships and more regular communication.

Participants highlighted a major challenge that they encountered in implementing what they have learnt in their own schools — the ambivalence of the School Management Teams (SMTs). The School Management Team normally consists of the school principal, the deputy principal and the Heads of Department. It was explained that, even though decisions may be taken in the SMT meetings, members would then collude with teachers outside of the SMT, resulting in the decisions being undermined. This practice has been an unforeseen issue, which has been dealt with by implementing some of the techniques taught in the seminars. This information is reported (self-reported) in the narrative sections of the evaluations that were carried out.

A vital part of effecting the change, identified by almost all of the participants in their evaluations of the course, was the opportunity for reflection. Many participants noted in their evaluations of the course that developing a more reflective approach had been the single most important aspect for them — the encouragement to journal each day and to think before acting, considering each vantage point before making a decision. Any program hoping to have this effect should incorporate time for reflection into its schedule.

A stumbling-block in the program, combining issues around valuable time being spent on seminars with the constant demands on principals to be all things to all people, was that of accreditation. In other words, the participants felt that the course ought to have been formally accredited in order for them to gain recognition for the effort they were putting into the course.

One of the most important lessons learnt was related to the sixth seminar — Living the Vision. This seminar sought to address the embedded views of the participants, by exposing them to

the way in which an organisation from a completely different field managed and lived its organisational vision. The value of South African National Parks input in this program has been crucial, in that it provided the participants with the critical distance from which to view their own school's systems and attitudes. The National Parks encounter showed how a national organisation located across a country was able to have a national vision that was successfully implemented with enthusiasm in very different contexts.

#### **Impact**

In 2012, as part of a summative evaluation, the CIE Regional Managers completed an evaluation of the program in the final seminar. The evaluation focussed specifically on 'Major Shifts' that they had observed, and the 'Achievements' that could be attributed to the program, as well as the observed improvement in school performance. Their evaluations are summarised in Table 1.

Table 1: Major shifts and achievements in the program

# Major Shifts The course assisted principals or Head of Departments with personal and professional growth.

- The level of responsibility and accountability has improved dramatically.
- Principals now believe in themselves, and know how to change their limiting beliefs into liberating beliefs.
- Relationships have improved in schools.
   There are fewer conflicts than we had in the past. The focus has changed, from petty issues to a bigger picture of development, thus improving performance and nurturing the talents and gifts of others.
- Communications lines are open, and have improved the functionality of school management, committees and staff meetings.

# Achievements

- 'Living the Vision' (Seminar 3 of 2010) was a good idea, and principals learned that all institutions are guided by the vision and mission. National Parks portrayed a good example of a vision statement: "the joy and pride of all South Africans". All stakeholders and employees lived this vision. This enabled school leaders to ensure that the vision and mission of the school is meaningful to everybody. Another advantage was exposure to private sectors.
- The theme of 'Presence' sent the message of respecting the dignity and worth of all people, assisted leaders to transform. The emphasis on being present to oneself and to others had a tremendous impact — simple gestures such as greeting educators and pupils around school grounds, as well as motivating and affirming both pupils and educators, improved the atmosphere in the classrooms and offices.

- The skills of reflecting and self-examination have turned around situations in schools.
   'Quick fixing' decisions have been eliminated.
- The leadership conference inspired our leaders. The two terms "leading" and "managing" were clearly defined. They were inspired and moved by all speakers. They were highly motivated and influenced by all speakers. Their "batteries" were recharged.

The RMs observed that in the coaching sessions, principals no longer complained about their work, and were more tuned in to carrying out their plans. They had dreams for their schools. During the coaching sessions principals were more open to share their work and personal challenges, and this change was different to what happened in the past.

Sharing sessions at the seminars appeared to remove the spirit of competition, and replaced this with a positive spirit of working and improving together. It became visible that leaders had learned to delegate with trust. When the project started, the common challenge was lack of parental involvement in the school based on the narrative reports submitted by principals at the close of the course. The situation has turned around in 99% of schools. Principals talk of parental contact sessions, grade meetings with parents, meetings with parents whose pupils are not performing, and parents attending meetings to motivate their children.

Each of the Regional Managers was asked to carry out a case study of one of the school leaders in his or her region who had participated in the program. Extracts from two case studies have been included here to illustrate the personal development experienced by the participants. Each Regional Manager provided a detailed case study of a participant who, in his/her view, had embraced the course and implemented changes at his/her own school.

Table 2: Two case studies illustrating personal development and growth

## KwaZulu-Natal / Eastern Cape Province - Ms A from St Mary's School\*

I have become a lot more present to others as a result of the leadership course. The course has helped me to be more confident and has allowed me to increase my influence in the school. I have taken extra effort to build more authentic relationships with my staff members as well as with the pupils and with parents. It is these relationships that have helped me to increase my influence and improve my leadership.

Over the three years I have become more aware that I don't know everything. This knowledge has allowed me to adopt a model of the shared leadership where I work with others, and don't do it all myself.

I have also seen the value of involving parents in the life of the school and have benefited from their involvement. My 'open-door' policy has provided me with more opportunities to welcome their views and opinions. Parents are beginning to feel that they too are part of the school's success.

# Limpopo Province - Mr B from Charity College\*

At the beginning of the program I observed that some teachers had negative attitudes towards Catholic ethos of the school. I also noted that some pupils were problematic and that discipline was a challenge. I also felt that some of the promoted staff were not capable. The first seminar about "changing limiting beliefs into liberating beliefs" was an eye opener for me which helped me to change this mind-set. The reflection skills I gained helped me to develop strategies to turn around the situation at my school. This changed perspective enabled me to see that when pupils given responsibility they were able to rise to the occasion. I was able to identify that the lack of induction had disempowered promoted staff, and that this was a shortcoming that needed to be addressed.

The problem of parents not attending meetings and the School Governing Body [SGB] not taking the lead was a reality. Teachers did not want to attend weekend training in their own time without remuneration, and pupils were not keen to participate in weekend and holiday enrichment classes. I learned from the first seminar that it was my role to influence everyone around me. I set out to positively influence the SGB to bring about a sense of ownership in the school, as well as to better understand the school's distinctive religious character. As a result, the SGB was better able to influence the parents. Meeting attendance improved significantly and they now have a better understanding of the vision of the school. I influenced teachers and they, in turn, influenced pupils. At the moment pupils participate actively during evening lessons, weekend lessons and holiday enrichment classes.

In the past my office was only open when I was around. Other members of staff had no access to my office, and I had to solve all problems related to discipline. My office is now accessible to all School Management Team (SMT) members. They know where to get important school documents, and are familiar with the filing system in the office. The SMT members have their own school stamps, and are able to authorize appropriate documents.

When the Annual National Assessment test was written for example, staff members in the General Education and Training band shared the workload. Invigilation, marking and the compiling of analysis of results were done in a team. The Further Education and Training band teachers did the same thing with the trial exams. Every teacher is involved with discipline, and only serious cases are brought to my attention.

<sup>\*</sup> Pseudonyms

What is apparent from these two case studies is the palpable effect that the program has had on these school leaders. In each case, the improvement has affected not only the way that they see themselves but also their (and their school's) relationship with pupils, parents, teachers and other stakeholders. In each instance, what is clear is that the main objectives of the program have been realised — each leader appears to be leading more authentically, more collaboratively and with a greater degree of self-reflection than they previously did.

It is clear that that this program has had a profoundly positive effect on the participants. In almost every area, they have changed the way that they lead their schools. They had become more ethical, accountable and reflective in their leadership. In terms of leadership style, the change that could be observed is that in 2012 the participants were more conscious about and reflective on their own personal beliefs and values, and on the way that they were leading in their schools.

Looking at personal development, the difference here is again quite clear — the participants in 2012 seem far more aware of their role as inspirational leaders in their schools, rather than simply listing courses or diplomas that they have accrued. The 2012 responses focused more on relational or interpersonal development, while also emphasising the key aspects of the program — sharing leadership, communicating and building something that will last — which if nothing else shows that the messages of the program may have filtered through into the participants' daily practice.

One aspect that showed the most change (and which is echoed in the RM's evaluations and the case studies) is the way that the participants deal with the challenges that they face. At the core of any discussion on 'sustainability' is the ability of the person or organisation in question to adapt to or deal with challenges that they are likely to face. Marshall and Simpson (2014) demonstrate that learning networks offer a context and methodology for business managers to learn from each other's experience. However, they note that the extent to which these networks can facilitate and support wise action remains an open question. They seem to adopt a 'Buddhist' perspective on wise action as a counterpoint to Western notions of wisdom as accumulated knowledge. They demonstrate that the Buddhist focus on interdependent origination and impermanence suggests

specific ways of working together that can enhance the practice of wisdom. The changes in the responses from 2010 to 2012 showed a greater degree of divergent or adaptive thinking, or possibly improved confidence of one's own knowledge, which may have been absent in the first sample. The first sample's set of solutions focuses almost entirely on what the principal has to do, by him or herself, without much recourse to participation or delegation from other stakeholders (except as yet another item on his/her to-do list). The 2012 responses spoke of leaders who were now able not only to recognise problems but also to delegate and co-opt other people — they were leaders who know their strengths and weaknesses, as well as those of other members of the school community.

There was also a clearly observable change in the participants' self-definition as leaders.

One of the most striking differences between the baseline and the end-term surveys was what might be termed 'coalescence' i.e., the merging of different ideas into a union — the leaders who participated in the program had gathered and sifted what their ideas of leadership were, and distilled a few clear points. The first survey's answers were generic, in contrast with the overall clarity and contextual sensitivity of those in the second one.

Another important aspect to note here was that the course seems also to have affirmed and strengthened whatever the innate style of the leaders was to begin with. The clarity of the ideas appeared to extend to certainty about their identities as leaders, about the way that they worked with their staff and parents, and about where they needed to improve themselves. In the 2010 surveys, some of the participants had already identified some of those issues. In the 2012 surveys almost all of them had done so, and many had already faced some of their challenges.

The changes in Reflection and Reflective Practice are some of the most enlightening and pervasive ones in this evaluation. The responses of the 2012 study not only showed a greater idea of what reflection is and how it could be used, but also made a clear distinction between personal (continuous, self-developing) reflection and organisational (horizontal, participative) reflection. The attitudinal change that can possibly deduced from this is that participants have begun to see themselves as developing individuals with a vision, working within an interpersonal network of

support and advice and sharing, where before they may have generally seen themselves as a worker ticking boxes made up by someone else.

In the 2010 survey, in most instances, the participants did not answer this question in the questionnaire, or simply paraphrased it. However, the discourses of their responses showed a leaning towards the same autocratic or dictatorial approach to leadership. In particular, the participants' word choices showed a leaning towards the 'we need to make them feel like they've been consulted' approach to leadership. Whereas the responses in 2012 offered a vastly different picture, in these statements the pronoun "I" does not appear, represents another eloquent expression of the cognitive change that can be observed. In this second sample, it is clear that the colleagues (and parents, SGB and service-providers) were being consulted more deeply, and that the attitude of the school leaders towards that consultative or collaborative process had changed. This corroborates the overall findings of this evaluation — that the school leaders may have become more consultative and collaborative, comfortable with sharing the load of leadership.

#### Conclusion

One of the most notable results of this leadership development approach has been that principals have a stronger belief in themselves to lead the schools. Seminars have targeted the relational aspects of leadership and it is interesting to see in reports what a critical part relationships play in the smooth, effective running of the schools. There are strong indications that staff were cooperating better with principals. Translating a vision into practice involves beliefs, values and aspirations and offers the 'glue' for binding the community together to advance its mission. Making this a reality in schools is an on-going leadership task. The reflexive dimensions of the program have assisted principals who are not Catholic to deepen their own understanding of the Catholic faith.

There are a number of lessons to be learnt from this program that may be valuable to others in similar situations around the world. Programs need to be responsive to the contexts and real-life needs of participants; and in the busy world of school leadership provide some time for reflection.

An element of flexibility is also required to deal with unforeseen issues in the educational process as

they appear. Mentoring and peer coaching also need to be incorporated into the program design to enhance the impact of the program. Linking programs with organisations outside of the education field (e.g. South African National Parks) is likely to allow participants to think differently about their own processes at school level. Finally, allowance for distance travel and other time issues needs to be made to allow for optimum use of time.

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