Principals in NSW and school-centred education: principals’ perceptions of their changed role and its personal impact during a time of system imposed reform

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PRINCIPALS IN NSW AND "SCHOOL-CENTRED EDUCATION"

Principals’ perceptions of their changed role and its personal impact during a time of system imposed reform.

A thesis submitted in fulfilment of the requirements for the award of the degree

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MARIE LYALL, B.A; M Mgt.

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DECLARATION

I certify that the substance of this thesis has not already been submitted for any degree and is not currently being submitted for any other degree.

I certify that any help received in preparing this thesis and all sources have been acknowledged.

Marie Lyall
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The NSW Secondary and Primary Principals and their Councils for their co-operation in the completion and collection of the questionnaires which provided a statewide perspective.

The Principals and Directors of the two education clusters most closely involved in the detailed questionnaires and interviews of the study.

The Australian Council of Educational Administration for the opportunity to participate in postgraduate research seminars which provided a basis for shared understandings in this area of research.
The purpose of this study was to examine the role of the Principal in NSW government schools. This included consideration of selected aspects of the required management skills of school Principals and the relationship of these competencies to the effectiveness and welfare of the individual Principal. The study also considers the effects of the increased devolution of responsibility to NSW government schools. In a devolved, school-centred system of education, Principals have been pivotal to the implementation and success of programs and system management. The original goal of this research project was to examine the effect of management skills of school executives on the learning climate of the school. However, in preliminary observation and discussion with school executives it became clear that it was the perception held by the Principal of the significantly changed role and the acquisition of essential management skills or competencies which were central to the process of change in the now NSW Department of Education and training (NSW DET). This system-wide change began as a result of the implementation in 1990 of the recommendations in School-Centred Education, the report of the review team led by Dr Brian Scott.

Since mid 1989 change has been virtually continuous in the administrative areas of the NSW education system. Whilst the major focus periods were 1992 and 1996 this study encompassed the implications of system change for Principals and the way in which they managed their schools over the period 1990 to 1996.

There has been continuing debate in the literature relating to the Principalship regarding the primary task of the Principal. The discussion focused mainly on whether the role primarily was that of instructional leader or of corporate manager. This study investigated the necessity and compatibility of both of these aspects of the Principal's role now perceived as requisite in NSW to implement the
devolution of management tasks to schools. In the approach developed for this study Principals themselves described the specific skills required, and the effects of the changed role on themselves and the school.

An extensive literature search in the areas of: management, leadership, change, effective schools, and educational administration provided the basis for the development of this study. The literature search also assisted the development of the questionnaire and interview processes used to investigate: the Principal's role; the skills Principals require; the support Principals have in managing a school from their formal training, and from the education system; the impact on the Principal of the task of managing a school during system wide structural change; and the effect of the change, as perceived by the Principal, on the school.

The sample for the study included primary, secondary and recently retired school Principals. Extensive questionnaires and interviews with Principals from diverse education regions were supplemented by questionnaires completed by Principals at NSW Principals' Conferences.

The results of this study indicated that the role of the Principal had changed significantly since the implementation of the recommendations in School-Centred Education. The data collected in this study demonstrated that primary and secondary Principals now have similar roles as a result of the devolution of responsibility to schools. The results indicated that newly appointed Principals were more likely to have accepted the restructured system and to have moved quickly through promotion levels. These Principals also reported dissatisfaction with their future length of time as a school Principal. Stress and its effects were described by respondents as a negative result of the role of the Principal during the time of rapid change. The final stage of this study revealed a significant level of concern by Principals for the lack of support from and consistency in practice by the NSW DET personnel in districts and directorates.
The responses to this study described the dysfunctional effect of rapid system change on the Principal's capacity to develop and enhance whole-school educational programs. The respondents did not observe any difference to the quality of the teaching and learning in the classroom as result of the implementation of the recommendations in School-Centred Education, nor as a result of policy changes made by a new government in 1995. Principals were concerned that they must spend the majority of their time on administrative tasks rather than on educational leadership. The results of the study indicated that in order to maintain a sense of control Principals were increasingly filtering demands made of the school by the system.

The study found that the Principals' need for training in management skills both increased and changed emphasis between the initial implementation of the system restructuring recommendations of School Centred-Education and the re-centralisation of the Carr Government. Initially the training need cited was for managing whole-school and curriculum planning. Later training in financial management was the reported priority, then industrial relations, and in the final stage of the study training in legal matters was raised as a priority.

The readings for this study provided a view of the interrelationship between the theory of business management and that of educational administration. The findings of the study indicated that the skills of business management are considered essential by Principals for their altered role since restructuring. The study has provided an analysis of the role of Principals in the NSW DET during a time of significant change. It has also described the Principals' reactions to the change and their recommendations for Principals for the future.
CHAPTER 1 INTRODUCTION

1.1 PURPOSE OF THE STUDY

The purpose of this study was to examine selected aspects of the required management skills of Principals in NSW government schools, in particular:

(i) the complexity of the role of the Principal; a role which requires that the Principal be an expert practitioner in a diverse range of skills;

(ii) the skills required to successfully complete both the traditional task of the Principal as educational leader and manager, and also to implement change such as that recommended by the committee of review directed by Dr Brian Scott and published in *School-Centred Education* (1990);

(iii) the effect of the task of leading and managing a school on the individual Principal in terms of:

- the beliefs of the Principal about his/her role;

- the satisfaction and/or stress experienced;

and

(iv) the Principal's perception of the effects of devolution in his/her school.

When this study was proposed in 1989 the researcher could not find any recorded studies about the role of NSW government Principals in relation to management skills in a time of rapid change. One of the factors highlighted by Principals in the preliminary discussions conducted at the start of the study was the lack of role definition for the Principalship. The impact of new policies of both merit selection, and school-based management in constantly expanding areas of financial responsibility had such an obvious impact on the NSW Principals during the course of this study that the implications of rapid change related to these aspects gained importance as an influential factor in the research. The preparation of the Principal for a new role became significant as skills which more traditionally were thought of as belonging to the field of corporate management were required to accomplish the tasks of devolution.
Following the implementation by the NSW Department of School Education (NSW DET) of the recommendations of *School-Centred Education* there was an immediate impact on the role of the school Principal. Thus an element of this study became to consider the 'goodness of fit' of the management techniques of the world of business with the required skills of Principals who had chosen their profession because of an initial desire to teach.

1.2 BACKGROUND TO THE STUDY

The impetus for this study was the completion of a degree of Master of Management, and the researcher's in-depth knowledge of educational administration gained through long experience as an educator and administrator in the NSW Department of Education and Training (NSW DET). The theoretical knowledge of management practices, which the researcher was able to utilise in the course of school duties, made evident the lack of awareness of management skills by many of the educational administrators with whom there was regular contact.

NSW has one of the largest education systems in the western world. Within the NSW Department of Education and Training and Board of Studies' policies, it is possible to sustain different approaches to schooling relative to the particular environment of the school. A significant factor in the way in which a school chooses to function is the management style and skills of the Principal.

Following the initial implementation of recommendations in *School-Centred Education*, and at the time this study was in the preliminary stage (1992), there appeared to be a lack of research material
relating to NSW government school Principals and their role as school managers and instructional leaders. It seemed that it would be useful, perhaps as a guide for future Principal behaviour, to have investigated some of the effects of devolution in the NSW education system. The identification of the training needs expressed by Principals who were working to run effective schools during this time of considerable change was also identified as an area of concern to NSW school executive.

Historically, in NSW, as in many other education systems, the essential criteria for appointment to the role of Principal have been success as a teacher and subsequent demonstration of organisational and leadership skills within a school. Whilst teacher training in a tertiary institution is a requirement for employment as a teacher there has been no requirement of tertiary qualifications in management or educational administration for appointment as a school Principal. There has also been no systematic approach to the inservice training of Principals. For example in NSW Principals have received an orientation program if appointed at the 'right' time of the year in a region that provided a program, the duration of which might be from a half of one day to two days. The content of these orientation programs has been mainly focussed on satisfying the needs of the system in terms of the employer and the region concerned. Subsequent inservice for Principals has been of a voluntary nature and provided apparently at the whim and skills of regional personnel. As this study will show most Principals have trained themselves in management.

NSW DET has had a clearly defined chain of responsibility for matters of finance and policy. Through policy and procedure directives, mandatory curricula, audits and statistical returns, Head Office (based in Sydney) has maintained control over most aspects of the State's school education. Funds have been allocated on a per capita basis with additional funds designated for special programs given emphasis as a result of political priorities or recognition of a special need.
In 1948 the then NSW Department of Education established an area office at Wagga Wagga to service the needs of schools at great distance from Head Office in Sydney. During the 1950's and 1960's ten education regions were established to provide more direct contact with schools. Control of curriculum, staffing and resource finance was maintained in the centre. Regional staff assisted schools with day to day problems, held responsibility for maintenance of school property and coordinated much of the inservice conducted through consultants.

The National Report on Schooling (1991) stated that NSW had almost one-third of all schools in Australia. NSW had 2176 schools and 55,643 full time teachers in 1991. Since then the number of schools has increased to 2226 (including special purpose schools) with some school closures whilst others have been opened. There has been significant change in the number of full time teachers. In the 1996 NSW DET Annual Report the number of full time teachers was given as 49,697, yet the total number of permanent teachers was almost 68,000. The change has been due to the increase in permanent part-time teaching.

In April 1988, the NSW Minister for Education and Youth Affairs announced the establishment of a review of management practices in the education portfolio. This review was led by Dr Brian Scott who had a management consultancy rather than an educational administration background. The review investigated and made recommendations for school education with regard to:

- the efficiency and effectiveness of operational structures in achieving purposes and goals;
- administrative arrangements including relationships at regional level;
- relationships at the central level between the Department of Education and the Ministry of Education and Youth Affairs; and
relationships between the Education portfolio and training functions in the Department of Industrial Relations and Employment.

(Scott, 1990:3)

The review was completed in 1989 and in June, 1989 Schools Renewal (Scott, 1989) was published. Action on some of the recommendations was commenced immediately. The full report of the review entitled School-Centred Education was published in March 1990. The Department of Education continued to implement the recommendations contained in the report with key aspects such as the establishment of education "clusters" completed soon after the publication of the report.

With the implementation of the recommendations in School-Centred Education many of the functional areas previously controlled by the centre were devolved to regions and schools. Schools had greater control of and accountability for issues such as:- funds allocated for resources, implementing curriculum according to needs, casual staffing, staff selection, maintenance and property development. The centre still allocates finance twice yearly on the basis of a formula, acts as paymaster on information provided by regions and interacts with the Board of Studies to define curriculum requirements for the Higher School Certificate and the School Certificate. During the major part of this study schools interacted with the system through their then Cluster Director, a line manager who in most cases was a school inspector before the system restructuring in 1990. The cluster director was responsible to the region concerned for a group of two or three secondary schools and the primary schools in the same locality.

Figure 1 illustrates the organisational structure of the NSW Department of School Education (previously entitled NSW Department of Education) before and after the restructuring commenced in 1989 and after the removal of regions in October 1995.
Figure 1  Structure of the then NSW Department Education

(i) 1988 - before the implementation of the recommendations in *School-Centred Education* (1990:18)

Please see print copy for images
(ii) December 1989 - after the commencement of the implementation of the recommendations in *School-Centred Education*:

Please see print copy for images

Harman, Beare & Berkeley (1991:144)
(iii) August 1995 before the Carr Government changes:

Please see print copy for images
(iv) 1996 - after the Carr Government 'destructure':

Schools were not included in this organisational chart and have not been in other Annual Report organisational charts presented since.
The NSW education system has undergone considerable change in the past but nothing so fast and wide ranging as the constant structural and policy changes of the period 1990 to 1995. Change in the past has mostly been related to the schooling process and has moved slowly. The restructuring of the Department of School Education which commenced in late 1989 was similar to that which had occurred in other government departments and overseas. This study takes particular note of educational change in the United Kingdom, the United States of America, New Zealand, and in Victoria.

To understand the current role of the Principal in NSW government schools it was necessary for this study to consider:-

(i) the reasons for changes in the structure of education in NSW in the context of social, economic and political pressures which were local reflections of a worldwide trend;

(ii) the historical development of the role of the Principal in NSW schools;

(iii) the rapid changes in educational administration theory, and

(iv) the adoption of corporate management practices by governments and their educational instruments.

1.3 THE RESEARCH PROBLEM

When first planned in 1988 the intention of this study was to examine the management skills of executives in NSW government high schools and their effect on the capacity of the school to cope with rapid change and its maintenance of a productive teaching and learning climate. In late 1989 the response by the then Minister for Education and Youth Affairs to the recommendations of the review committee, directed by Doctor Brian Scott, was the immediate implementation of large scale change.
The numbers of personnel employed in Head Office were immediately reduced, School Inspectors discontinued and Cluster Directors appointed. Schools were to have increased responsibility and accountability for management of resources and the learning program. It quickly became evident that the successful implementation of change relied heavily on the commitment and competencies of school Principals. In response then the research had to include in its focus the congruence of the educational beliefs of the Principal with the requirements of the change that was to be implemented.

The preliminary investigation indicated that the confidence to lead the change appeared to be founded in the management skills available to the Principal. This preliminary investigation involved discussions with the executive of two schools. These discussions highlighted the fact that the level of confidence to attack issues such as financial management, merit selection and whole school change varied with the past experience and training of the Principal.

As a result of preliminary interviews and discussions, it was considered that processes which NSW Principals utilised to manage their response to the demands of restructuring was central to the definition of their new role. The effect on Principals of increased financial and personnel responsibility and accountability was seen as particularly significant. The impact of the change in the Principal's role on the effective functioning of their school was seen as a matter for concern by those interviewed in the preliminary interviews to this study. Thus the revised problem focussed upon was:

Management skills of Principals in NSW government schools: The impact of rapid and significant system change on the role of the Principal measured by Principals' perceptions of the effects of the change on both themselves and the school.

The way in which Principals managed the processes impacting on schools as a result of the 'restructuring' was crucial to the implementation of the desired changes. The success of the establishment of the new policies and procedures relied heavily upon the leadership and
management skills of Principals. With devolution of responsibility to schools, both the language and processes of business management became part of the role of Principals.

In the experience of the researcher prior to the implementation of the recommendations of School-Centred Education Principals had previously focussed more on the instructional program in schools than on the broader spectrum of total management. At the time of the review of NSW education by Dr Brian Scott other countries and other Australian states had already undertaken restructuring in their education systems. This will be discussed in Chapter 2 of this study. The result of this worldwide focus on restructuring in schools through variations of a devolved model was an increase in the discussion of educational administration issues and a blending of theories from business management with those of educational administration.

1.4 RESEARCH QUESTIONS INVESTIGATED

Principals are integral to schools and their education system. Schools are complex institutions which interact with a broad section of the social structure, and consequently are organisations which are required to behave in both a reactive and proactive manner, and to fulfil the expectations of a wide constituency with multiple needs and values. To address the issues stated in the purpose of the study the following questions were investigated through the literature and the perceptions of NSW Government school Principals:-

(i) What relationships are there between the skills of educational administration and those of business management?

(ii) What is different in the role of the Principal in NSW since the implementation of the report:– School- Centred Education ?
(iii) What skills are now required to be an effective Principal in a NSW government school?

(iv) What has been the effect on Principals of devolution of responsibility to schools?

(v) What is the Principal's perception of the effects in his/her school as a result of changes to the role of the Principal since the implementation of the recommendations in School-Centred Education?

1.5 LIMITATIONS OF THE STUDY

Schools respond to a wide-ranging constituency; the role of the Principal is as broad as that which arrives on the desk, walks through the door, or is accepted by the Principal as something that is of value to the students and that the school can or should provide. The wide scope of the Principalship has therefore made it difficult to set boundaries to this study.

As a result of extensive reading by the researcher in the fields of educational administration and corporate management some key focus areas were identified as follows:- to understand the current role of the Principal in NSW government schools it was necessary to address issues of corporate management; educational administration; external influences; rapid change; leadership; and the sense of control over events by the Principal in the school.

This study was limited by:-

(i) the perception of Principals in NSW government secondary and primary schools.

(ii) data collected by questionnaire and interview.

(iii) the administration of the questionnaires and interviews over a period of six months.
(iv) the format of the research which did not consider personality factors of individual respondents which could have affected the response to items in the questionnaires.

This study and its findings were limited to:-

(i) the role of NSW government secondary and primary school Principals since the implementation of the recommendations in *School-Centred Education* (1990).

(ii) perceptions held by NSW government Principals of their role, competencies, and the effects of devolution on the individual Principal and the teaching and learning climate of their school.

### 1.6 Assumptions Made in This Study

The bibliography of this study indicates the extensive background research conducted to explore existing studies in educational leadership. This led to the requirement that the instruments used in this study had to be constructed to suit the intended cohort. As a result of a long term, close working association with Principals, it became evident that there was a need to ensure that questions asked were seen as relevant by the respondent so that they were considered carefully and thus the data collected would be valid and meaningful. The questionnaires were constructed in a way which met the Principals at an appropriate language and cognitive level. This approach ensured that the Principals felt in control of their responses. It also provided the means for additional comments to be made by Principals. The data gathering will be further discussed in Chapter 3.
It was assumed that respondents to the questionnaires had sufficient knowledge to understand the items and answer the questions. Through the preliminary discussions with school executive it was evident that items in the questionnaire and questions for interview provided appropriate data for role clarification, understanding of competencies and perceptions of effect on the individual Principal and their school.

Integral to this study was the researcher’s knowledge of education in NSW as a result of personal experience as a teacher for over thirty years and as an educational administrator for over twenty years.

1.7 STATEMENT OF METHOD AND SAMPLE

The NSW Department of School Education states in the 1996 Annual Report that it is the largest education system in Australia in its number of employees. The population related to each school is often culturally diverse and volatile. The varied expectations of the school created by communities based in rural areas, large country towns, the inner city, and outer metropolitan areas required both a broad-based curriculum and an organisation sufficiently flexible to adapt to particular needs.

To capture an understanding of the broad perspective of Principals in NSW a pilot study based on a questionnaire was conducted at the 1992 conferences of both the Primary and Secondary Principals' Councils. To provide more detailed information two clusters of schools were selected for the diversity of their composition and a more extensive questionnaire and follow-up interview with the Principals and cluster directors were conducted.
1.8 QUALITATIVE TERMS RELATING TO THE STUDY

It was found to be difficult to discuss many aspects of education in schools in quantitative terminology. There has been a great deal written about many of the qualitative terms used in relation to the administration of schools. Some of the qualitative terms are intermingled when meanings are considered. For example ‘culture’ and ‘values’ hold an inter-relationship such that to discuss one entails discussing the other. Whilst further reference will be made to these terms in Chapter 2 of this study, an outline of some of the considerations of these terms in relation to this study follows:-

‘CLIMATE’

"Despite decades of substantial empirical investigation, the meaning of educational climate remains elusive...(climate) is conceptually complex and vague" (Hoy, Tarter & Bliss, 1990:260)

The use of the term in this study was influenced by explanations of ‘climate’ within organisations by the following writers:-

(i) (climate is) a blend of two dimensions of interpersonal interaction - the Principal's leadership and the teachers' interactions (Halpin & Croft:1963)

(ii) (climate is) an intangible psychosocial phenomenon which develops over time, so the history of the institution is important (Maxwell & Thomas:1991)

(iii) (climate is) members' shared perceptions of the work environment of the organisation(Hoy & Miskel:1987)

(v) (climate is) an enduring set of internal characteristics that distinguish one organisation from another and influence the behaviour of members( Tagiuri & Litwin:1968 )

(vi) (climate is) collective current impressions, expectations and feelings of the members of local work units. These in turn affect members’ relations with one another and with other units (Burke:1992)
For the purpose of this study ‘climate’ was taken as a term which explained the way in which members of a school’s community: interact; demonstrate commitment to common goals; display enthusiasm for the school and its programs; are actively involved in the life of the school and its community; and are willing to accommodate appropriate change. A healthy ‘climate’ takes time and work to develop and is based on values established through interaction within the internal environment as well as with the external environment.

‘CULTURE’

“The notion of culture brings with it conceptual complexity and confusion. No intact definition for culture from anthropology exists...there are many definitions of organisational culture”

(Hoy & Miskel: 1987)

The use of the term in this study was influenced by explanations of ‘culture’ within organisations by the following writers:-

(i) (culture is) the symbols, ceremonies, and myths that communicate the underlying values and beliefs of that organisation to its employees (Ouchi: 1981)

(ii) (culture is) a shared orientation that holds the unit together and gives it a distinctive identity (Hoy & Miskel: 1987)

(iii) (culture) relates to the deeper level of basic assumptions and beliefs that are shared by members of the organisation, that operate unconsciously and that define...an organisation’s view of itself and its environment...These assumptions and beliefs are learned responses to a group's problem of survival in its external environment and its problems of internal integration... determines climate, values and corporate philosophy... (Schein: 1985)
(iv) (culture is) 'the way we do things around here' ... a collection of overt and covert rules, values and principles that guide organisational behaviour and that have been strongly influenced by history, custom, and practice. (Burke: 1992)

For the purposes of this study 'culture' was taken to be a shared set of beliefs and values developed through interaction over time. These beliefs and values tell members of the school how they should behave within that organisation. This behaviour then establishes the 'climate' of the school.

'VALUES'

For the purposes of this study the following was accepted as a way of discussing 'values':

Values are shared conceptions of what is desirable...(they are) reflections of the underlying assumptions of culture...(values) often define what members should do to be successful in the organisation (Hoy & Miskel: 1987)

'LEADERSHIP'

Watkins (1986) stated that there were several schools of thought on leadership...the "great man" approach which looks at personal traits; the approach which examines response to various group situations and demands; and that which looks at attributes of position.
The use of the term in this study was influenced by explanations of 'leadership' within organisations by the following writers:-

(i) the leader brings to their work extra qualities of vision, intensity and creativity...The leader engages in organisational activities with great energy (Hoy & Miskel:1987)

(ii) (Leadership is) the process of influencing the activities of an individual or a group in efforts toward goal achievement in a given situation (Hersey & Blanchard:1977)

(iii) (Leadership is) the process whereby leaders and followers relate to one another to achieve a purpose (Rost:1991)

(iv) (Leadership is) executive behaviour that provides direction and encourages others to take needed action. (Burke:1992)

For the purposes of this study 'leadership' was taken to imply the qualities a Principal may have or consciously develop and utilise which will enhance the 'climate' and achievements of the school.

'INSTRUCTIONAL LEADERSHIP'
Sergiovanni, Burlingame, Coombs & Thurston in 1987 described 'Instructional leadership' as having the vision, based on understanding of multiple constituent needs, to enthuse and gain the commitment and energy of others and thus implement and manage a successful instructional program. They further stated that management roles existed only to support and complement educational leadership roles.
Other writers, for example Hargreaves (1995) see instructional leadership as focussing only on structural management in the organisation. This study recognised instructional leadership as a part only of the leadership role required of Principals in schools today.

‘EDUCATIONAL ADMINISTRATION’

Sergiovanni, Burlingame, Coombs & Thurston (1987:57-58) stated that administration was generally defined “as the process of working with and through others to accomplish organizational goals efficiently”. They further stated that as resources were always limited there were always decisions as how best to allocate resources and that therefore efficiency was and additional quality. They concluded that administration was “the art and science of getting things done efficiently” and that the job of the Principal was to co-ordinate, direct, and support the work of others by: defining objectives, evaluating performance, providing organisational resources, building a supportive psychological climate, running interference with parents, planning, scheduling, bookkeeping, resolving teacher conflicts, defusing student insurrections, placating central office, and “otherwise helping to make things go”.

For the purposes of this study ‘educational administration’ was taken to incorporate all the tasks of the Principal as listed by Sergiovanni, Burlingame, Coombs and Thurston.
‘MANAGEMENT SKILLS’

Scarborough (1992:133) stated that there were three basic management skills:- technical (understanding the use of techniques, methods, equipment and procedures); human (getting the work done through other people, communication, motivation, leadership); and conceptual (seeing the organisation as a whole and how it relates to its environment).

Bower (1991:9) listed six key tasks of general managers:- shaping the work environment; developing managers; setting strategy; building the organisation; allocating resources; and overseeing operations.

Everard (1986:127) stated that “Although there are no widely accepted definitions, nor clear dividing lines between manager, executive, administrator and leader, an industrialist would expect a manager to:

. know what he wants to happen and cause to happen;

. exercise responsible stewardship over resources and turn them to purposeful account;

. promote effectiveness in work done, and a search for continual improvement;

. be accountable for the performance of the unit he is managing, of which he is part;

. set a climate or tone conducive to enabling people to give of their best.

For the purposes of this study ‘management skills’ were taken to be those skills required to maintain the organisation productively and efficiently.
1.9 ORGANISATION OF THE THESIS

This study relied on a thorough exploration of the literature available in educational administration, leadership, and managing change in educational settings. It examined the NSW education system as it related to the school Principal. To better understand the changes in NSW which have been the result of the implementation of the recommendations in *School-Centred Education*, and to locate them in the widest context, the study drew on material from other Australian states and from overseas, in particular Victoria; the United States; the United Kingdom; and New Zealand. The discussion of these matters has been included in Chapter 2 which is divided into three parts:

- Part II: Educational Administration and Management.
- Part III: The Role of the Principal.

Chapters 3 and 4 discuss the research method and the findings. The methods of investigation selected were based on questionnaires and interviews. Although based on published research approaches which will be referred to in Chapter 3 of this study, the research instruments were developed specifically for this study. This was because after a review of available approaches, it was considered that the models available, which might have allowed an investigation of the role of the Principal based on leadership theories would not have provided an adequate insight into the current role of the Principal in NSW government schools. This methodological aspect is justified in Chapter 3 of the thesis.

The summaries and conclusions presented in Chapter 5 include a profile of the role of a Principal in a NSW government school at the time of this study. There is a concise description developed from
the responses of the Principals involved in the study, which provides an indication of what the recent changes in education in NSW have meant in terms of improved relationships with the external school community, loss of rapport with the internal school community, changed career paths, and adverse affects on personal health. The thesis concludes with recommendations from the respondents which were used to develop a guide to future training needs particularly in financial management, industrial relations and legal matters; and coping mechanisms for the future, such as the introduction of bursars.

Figure 2 illustrates the process of this study:
Figure 2 The Process of the Study

- Literature study
- Proposal to University
- University approval
- Proposal to NSW DET
- NSW DET approval
- 1992 research
- Presentation ACEA Conference
- Draft
- 1996 research
- Draft
- Reading
- Writing
CHAPTER 2. REVIEW OF RELATED RESEARCH LITERATURE.

PART I. THE SOCIAL, EDUCATIONAL, AND POLITICAL CONTEXT OF THE STUDY.

Introduction

There is an ongoing need to examine the total educational environment in order to understand schools and the Principal's role.

The education systems which contain similarities to and parallels with that of New South Wales are those of the United Kingdom and the United States of America. Much of the published research and academic discussion of leadership in schools has been conducted in the United States of America.

In recent years a number of efforts have been made to identify specific behaviours in school leadership. The work done has usually been within the context of competency-based education which considered behavioural outcomes for a variety of programs. Duke (1987:19) stated that lists of competencies have in general been based on the judgements of experts more than on systematic observations of school leaders. In 1993 the Australian Government Department of Employment, Education and Training, in consultation with the Australian Principals' Councils, published a document Leaders and Their Learning. This provided a list of knowledge and associated skills and was in fact a list of competencies desired by practising Principals.
The knowledge and skills indicated by the Principals were identified within the following areas:

- educational leadership;
- organisational leadership;
- educational management;
- organisational management;
- cultural leadership;
- political leadership; and
- reflective leadership.

In the 1990's the educational world has been at a period of discontinuity. Governments with a focus on economic management have established new structures for managing school education. Society requires the education of its children to provide a means for those children to lead productive lives. Educational theorists have been responding to these economic and social needs by developing approaches to schooling which, from the experience of the researcher, incorporate practices from the corporate world. The approaches to schooling of past years which were based on providing for change over extended time, which only focussed on instructional processes, and which relied on hierarchical structures, were not sufficient for the task of today's school leaders.

The skills necessary for the successful Principal today are from fields not recognised by Principals in the past. For example, entrepreneurial management is seen, in the experience of the researcher, to be part of the agenda for NSW schools today, however many of the skills associated with this concept are alien to school leaders. Schools, and Principals in particular, are in the firing line of new pressures and challenges with an accompanying crisis of professional identity and conflicting messages about how they should approach their work. (Istance & Lowe in Chapman, 1991:27)
It was only a decade ago that Rebore (1985:1) stated that Principals had developed in a system in which the culture said:

1. managing the educational enterprise is a privilege and a critically important function because of its impact on learning and the instructional process,

2. which in turn will influence the destiny of the local community, the nation, and, indeed, the world'.

This had been the case in NSW government schools. However it seems that only a decade after Rebore's statement, the task of the NSW Principal today has changed in such a manner that the child focus has been significantly reduced by the need to respond to external administrative demands.

The school Principal works in a societal context which is never in cultural isolation, there are many stakeholders within and without the school. Jenkins (1991:29) stated that there was a need for school leaders of the 1990's to manage a way through the conflicting demands of consumers, the internal and external environment, and the needs of school staff. Bredeson (1988:303) stated that the traditional notion of the school as a reflective image of society, and as a means for society's needs to be met was accurate. Bredeson also indicated that there was more to the role of the school than that of responding to society's expressed needs. Today's society expects the school to be proactive in recognising what will be required and providing children with the skills and knowledge for a successful entry into the world of work. In NSW schools must not just be reflective of societal change, but must initiate desirable change. Schools are increasingly expected to act to 'cure' society's ills through the educative process in areas such as AIDS, drugs, child protection and most recently alternatives to employment.

Duke (1987:1) stated that one of the most important commitments of a school leader was the continuous improvement of education. This had to be done within the social context and with an
emphasis on society's requirements. Duke also stated that processes needed to be in place to allow for this continuous improvement of education to happen. One of the current attempts to come to terms with this has been the Total Quality Management (TQM) approach to school co-ordination. Duignan (1989:134) stated that within the context of TQM the Principal could play a central role in helping to ensure that a system of negotiated and agreed upon values became part of the social fibre of the school. A NSW government school Principal, John Paine has co-authored a handbook for schools, *Total Quality in Education* (Paine, Turner & Pryke, 1992), based on TQM practices of managing continuous improvement. Paine, Turner and Pryke (1992:14) apply TQM practices to schools on the premise that "even though schools are not selling products, they are providing a service to their customers".

The response of governments to meeting today's demands has been many forms of restructuring of the various educational systems. Holdaway (1990:4) stated that in many parts of the world greater control over day-to-day operations and development of long-range plans had been shifted to schools and their governing bodies. The heads of schools in Western Europe emphasised the fragmented and discontinuous nature of their jobs. (Buckley, 1985:8)

Harman, Beare and Berkeley (1991:23) indicated that the economic imperative provided a new rationale for education and schooling. In competing for students and providing formal reporting on outcomes schools were compelled to compete in the manner of a free market. The implications for equity programs remains an ongoing dilemma. Harman, Beare and Berkeley (1991:22-24) further stated that:- the restructuring was driven by political rather than educational considerations; the reforms did not originate with educators, or with the schools, or with the systems to which those schools were attached; educators had lost control of the agenda and were not trusted, an indication of this being that of the ten departments of education in Australia and New Zealand in 1991 only one was headed by an educator who had come up through the system in the conventional
way. In 1992 that Director General removed to another position. Harman, Beare and Berkeley (1991:24) also stated that education was usually worse off after restructuring than before.

In Australia restructuring has been a part of the government agenda for education departments for some years. In NSW significant restructuring was commenced as a result of the report, School-Centred Education, presented by Dr Brian Scott following the Management Review of the NSW Education Portfolio and published in March 1990. Information on the impact of devolution of responsibility has been available from studies of Principals in English speaking countries for some years. The results of studies on the effects of decentralisation in the United Kingdom, United States, and Western Australia match in that the task of the Principal was seen to become more difficult. Buckley (1985:1) reporting to the Council of Europe stated, that from the start of restructuring in education systems, for Principals:- there had been an increase in pace and volume of work load; there was a shift of emphasis from pedagogical matters to problems concerning management; and that actions were characterised by brevity and fragmentation with priority going to tasks requiring immediate attention and which could be dealt with quickly.

Leithwood (1994:3-4) stated that school restructuring was fundamentally different from the change agenda of the 1970’s and early 1980’s which was primary based. Leithwood (1994:3-4) also stated that much of the earlier agenda was driven by the effective schools movement, or related to implementing new texts or curricula. Leithwood (1993:4) further stated that there was nothing clear about the purpose of school restructuring. It was aimed mostly at secondary schools, was economics based and not related to higher order thinking or creating schools more responsive to the Twenty First Century.

At the time of this research (1995) in all states of Australia it appeared that educators were not in
control of the educational agenda. Mulford (1994:20) stated that

"given the importance of education for the quality and productivity of the workforce
in a world of international economic competitiveness, governments, especially at
the national level, will remain interested in its content organisation and delivery."

The changes in NSW in 1995 and 1996 as a result of a change of government would seem to point
to the government desire to control educational outcomes through the NSW Board of Studies and
the NSW Department of School Education structure.

It seems clear that political factors have now become a significant factor in the selection and
appointment of senior educational administrators. Principals also must demonstrate political
behaviour in that they must read their constituency and respond appropriately. Change is not a new
phenomenon in education, however it seems that the current change is not driven by the needs of
students or their long term educational future. Bates (1993:1) stated that the current change
appeared to be driven by a greater emphasis on politics and economics than previous educational
change. This shift in influence has implications for educational philosophy. It seems that when the
tensions of economic rationalism are combined with those of political motivations then there is a
major change in the driving force for future educational change in schools. Mulford (1994:20)
predicted that the tensions between central policy setting and monitoring and school operational
autonomy would grow. This study will demonstrate a growing tendency for Principals to filter
Department of School Education directives, particularly as they relate to staff workload.

The role of the Principal in the future will not be the same as in the past, the role of the Principal in
time of change is now unpredictable in the same way as is the role of the manager of any
organisation. New styles of relationships between Principal and system and Principal and staff will
develop with the need to involve staff and parents in decision making roles to share the
responsibility and tap into a wide range of skills. The principal will also have the knowledge and
skills to lead “the school into the global future while retaining meaningful links to the past” (Hough & Paine, 1997:173).

As Principals try to satisfy the needs of all stakeholders their role is becoming more ambiguous. One of the major national concerns that schools have had to respond to in terms of curriculum offering and school organisation has been vocational education. In response to concerns about the effects of high unemployment in Australia the Federal Government sought analyses and advice. The resultant economically driven educational recommendations of the Finn Review (1991), the Mayer Committee (1992), and the Carmichael Report (1992) represented a significant shift in educational values and what the purpose of education is about.

The Finn Review (1991) encouraged competency based education. The Finn Review (1991: 57) stated that competency “not only incorporates the ability to perform specified tasks, but also the possession of knowledge and understanding, and the ability to transfer skills and knowledge to new situations”.

The Karpin Report (1995:8) described three factors which influenced change in Australia’s economic structure:- deregulation of the pace of change; globalisation; and the importance of Asia. The recommendations of the Karpin Report will impact on schools as education systems today are sensitive and responsive to the external environment. In the experience of the researcher in NSW the new government had already signalled technological change in communication, management control and professional development similar to that discussed in the Karpin Report.
2.1.1 HISTORICAL OVERVIEW of the SOCIAL, EDUCATIONAL and POLITICAL CONTEXT

When considering educational change from an historical viewpoint it is essential to include the societal factors current both at that time and in the years leading up to the period under consideration. In the past it would appear partly due to bureaucratic function that the NSW education system has historically been slow to implement major changes. In the experience of the researcher change was often in response to concerns that had been a factor of society's considerations for some time, and usually was curriculum based.

Principals have to provide the drive for the programs of the school. The vision held usually has been based on system goals and the private philosophy and value system of the individual Principal. The private philosophy and value system of each Principal has been founded in the experience of the individual based on an education agenda driven by long term educationists. The purpose of schooling is being reshaped to emphasise an economically driven agenda. Dimmock (1991:2) stated that whilst maintaining schools as effective places for students to learn, the implication was that the learning was going to be of direct benefit as far as employment for both the student and the community. In the shift to an information society, which has a technology base, and where knowledge bases are rapidly expanding and changing as are the skills required to manage the technology, increasingly the message has become that lifelong learning will be essential.

In general the Commonwealth Schools Commission has reported on aspects of education. One report still impacting on Equity funding for schools is the Report *In the National Interest* released in 1987. This report considered secondary education and many of the controversial issues associated with it over the last decade. Economic demands, international context and youth priorities were amongst the broad concerns considered, together with equality of outcomes and the commitment of national policy to achieving this objective. A major theme was the contribution of schools to
achieving democracy and social justice. Wilson (1990:5) stated that the concept of equality of outcomes emphasised the idea of distributing success more equally in schools through allocation of resources.

Hoy and Miskel (1987 in Evers & Lakomski, 1991:65) defined schools as:

"... social systems that take resources such as labour, students, and community direction, from the environment; subject these inputs to an educational transformation process to produce literate and educated students and graduates."

It was recognised that there were four major trends in public education, creating demands on an updated approach to educational administration, to deal with the tensions of an increasingly volatile and pluralistic society which focussed on individuality, the redefinition of family, and the development of networks:-

(i) economic - a world wide problem with economic downturn, high costs of services combined with loss of taxation revenue due to ageing populations in the western world.

(ii) technology - increasing sophistication of technology causing redundancy in methods of teaching, work and organisational structures.

(iii) personnel - in the western world declining enrolments, reduction in the teaching workforce and affirmative action programs for the disadvantaged.

(iv) social - schools are more and more being expected to address social issues such as racial problems, pupil self discipline in and out of the school, family breakdown, drug and alcohol abuse and better preparation for an adult life through job futures.

(Rebore, 1985:xiii) (OECD, 1989:9)

Caldwell (in Chapman (ed)., 1990:15) stated that society today was characterised by ready access to information, multiple options, reduction in common interest, continual change in the nature of
industrial life and international interdependence. Mulford (1994:5) stated that nothing is restricted geographically any longer. "A global community is being constructed electronically, and the availability of rapid and inexpensive transportation is reinforcing this condition." There would appear to be significant implications for the future of education in these aspects of society, for instance the influence of access to the internet has been significant.

The Australian then federal minister for Education, Employment and Training, John Dawkins (in Chapman & Dunstan, 1990:140) stated in 1988 that schools were responsible for:

- preparing young people for fulfilling personal lives and active membership of the community;
- preparing all students to take their place in a skilled and adaptable workforce in which further education and training throughout their working lives will become the norm; and
- playing their part in overcoming disadvantage and achieving fairness in our society.

The challenge for schools in a climate of economic contraction it would appear is to help students cope with changes in their way of life through:-

- developing competence through a constantly changing curriculum;
- preparing students for effective use of an increasing amount of leisure time;
- developing high levels of talent amongst all students; and
- meeting manpower requirements and developing social competencies.

Caldwell (in Chapman, 1990:15) stated that the significant dilemmas faced by educational planners are conservation versus change and equity versus excellence. Hoy, Tarter & Bliss (1990:263) added the dimension of dealing with the problems of creating and preserving a distinctive value system.
Change in the past has been slow, curriculum driven, and influenced by traditional workplace tasks.

In making a case for restructuring and devolving authority to schools the Western Australian Ministry of Education, in *Better Schools in Western Australia: A Programme for Improvement*, stated

"...whereas once it was believed that a good system creates good schools, it is now recognised that good schools make a good system. Accordingly, the efficiency and effectiveness of the system can be improved only if schools have sufficient control over the quality of education they provide."

(Deer in Chapman & Dunstan, 1990:156)

Chubb and Moe (1990), through a large scale study, demonstrated that academic performance in schools would not be improved through the school reform movement or system restructuring but through local school autonomy of Principals and teachers, freed from the bureaucratic regulation of government and large school systems.

A powerful and growing ideology has been the belief in consumer control as the key to improved performance and the way forward to increased accountability. This has been exemplified in the introduction into NSW schools of the free market conditions of choice and competition. The organising principles of this process value individual rights and choices, and that by these means society gains by giving individuals the right to promote their self-interest. Jenkins (1991:10) noted that whilst Australian State governments had been re-organising education systems on these school focussed principles there had been a contradictory national trend to increase the central government control with national testing, curriculum content decisions and key competencies for students and teaching personnel.
Hargreaves (1995) stated that it was necessary to revisit and reinvent educational change in response to social change. There will be fewer and fewer jobs and future employment will be high 'tech', high skill, and require better educated students. Hargreaves (1995) further stated that schools had to be reinvented to take account of:-

- changing family structures ... e.g. single parent, blended, commuter;
- changing community ... e.g. culture and composition;
- economic life and economic prospects which are in turmoil and transition; and
- technological innovation which is challenging the spatial boundaries of schools.

The current education agenda in Australia reflects a worldwide trend. In future years an influence on educational process in Australia might be that recognised in the United States in the latter part of the 1980s. Boaz (in Boyd & Kirchner, 1987:3) stated that the maturation of the 'baby-boomer' generation had much to do with the dramatic reconfiguration of American politics. Boaz stated that the 'baby-boomer' generation grew up with a sense that big government caused problems, they desired excellence and choice in schooling, and were sceptical of the ability of bureaucratised government schools to deliver these qualities. The sequel to this pattern may be that as the population ages then people without children in school will have less interest in education.

Harman, Beare and Berkeley (1991:18) stated that Australian businessmen had suggested that the 'Confucian economies', with their emphasis on such virtues as:- hard work, loyalty, and courage, provided a better model to copy than the Protestant work ethic. The implications of this for the conduct of schooling are significant. For example, in NSW the competitiveness of the Higher School Certificate and competitiveness between schools has been fostered since the implementation of the recommendations in School-Centred Education.
2.1.2 INTERNATIONAL PERSPECTIVE

In response to advances in communications and transport combined with the economic advantages of multinational bodies, the world appears to be increasingly seen as a global village. It is the ease with which information is now the shared, and the interchange of personnel who share ideas that impact most on the global nature of many current educational practices. Crittenden (1988:288) stated that significant to educational planning was that the information society was having difficulty shedding the doctrines inherent in an industrial society. These doctrines included:

- the higher the level of education in a society generally the richer the society is likely to be;
- the better educated an individual is the better his or her income is likely to be;
- as more people attain higher levels of formal education the economy generates an adequate number of appropriate jobs;
- as the general level of formal education in society rises inequality in the range of income tends to be reduced.

Bowles and Gintis (in Bates, 1986:18) argued that the culture of the 'current' school reflected the culture of industrial capitalism.

Beare (1989:3) indicated that in current perspectives of education there were three aspects of a worldwide shift in the educational frame of reference. These were the changing nature of educational managers, changes to the organisations they are managing, and the changing way in which the process of education was conceived. In response to the mostly economically driven recent changes in the structures of education systems, the role of the Principals as managers of their educational institutions has changed. This does not mean that classroom practices had altered
as a result of structural change to the education system. March (in Gronn, 1983:14) stated that:

"Any effort to improve American education by changing its organisation or administration must begin with scepticism. Changing education by changing educational administration is like changing the course of the Mississippi by spitting into the Alleghany"

It can be averred that to change education the classroom practices of teachers must change not just the structure of teaching profession.

Goodlad (1984:7-9) observed that there had been changed social conditions surrounding the conduct of schooling. Goodlad noted that more mothers of school aged children were working; there were increasing numbers of single parent families; for large numbers of children there was no parent at home at the end of the school day; the decline in the ratio of single family homes to apartments meant children often knew none or few of the families of their classmates; more and more the people making the decisions were not educators. Goodlad also indicated that young people were getting 'education' from sources other than home, school or church. Goodlad identified television as the most significant of these sources. Goodlad further stated that much of what was learned came with no mediation, interpretation or even discussion by the traditional configuration of educating agencies. Goodlad reflected that there had been little rethinking of the school's role in the new configuration.

Michael (1990:23) stated that the changes in most systems had an economic basis. They were attempts to reduce government spending on education, to increase competition among educational institutions, to decentralise educational decision making and to make curriculum development more responsive to identifiable needs in society rather than education for education's sake. This drive to
provide improved and more relevant education has been called by Apple (1988) 'the industrialisation of the school'. This apparent paradox in terms reflects the change in the perceived purpose of schools from a broad based educational agenda, to a vocationally driven outcomes based approach to general schooling.

Jenkins (1991:9) stated that the crises of poor economic performance in industrial countries, such as Australia, the UK and the USA, have seen a radical transformation in the purpose of schools. Jenkins also stated that schools were no longer seen as part of some well-meaning social alliance working for the common good but were blamed for their ‘mediocrity’ and their failure to meet the needs of the economy. Blame both for the decline of the economy and the break-up in traditional values and standards in the family was shifted from economic and business policies to schools. Jenkins (1991:9) indicated that an implication from this ‘blame’ had been the pressure for accountability placed on the Principals of schools.

Mackay (1993:90) stated that structural unemployment was potentially as destabilising for Australian society as the redefinition of gender roles. The traditional source of identity, dignity, structure and purpose for many people’s lives has been removed. Mackay (1993:90) further stated that in addition to the growing emphasis on vocational education, a parallel emphasis should be placed on education for a life of unemployment, part-time employment or occasional employment.

Bates (1993) stated that one of the fundamental public justifications for the construction of educational markets was that the existing educational systems had failed to produce the right mix or standard of skills required by a dramatically changing labour force. As the existing education system could then be deemed responsible for the unemployability of youth, the solution according to Bates (1993) would be to create an educational market which would adjust itself to the requirements of the labour market.
Hattie (1993:16) indicated that there was forty five percent youth unemployment in Australia. Hattie further stated that youth unemployment was even higher in the industrial parts of the country. There has also been a significant increase in the amount of part time work. This is also reflected in the number of teachers employed for permanent part-time work in NSW.

Social pressures on schools in Australia are reflected in the literature from overseas. Carlson (1996) stated that "American education is suffering from a crisis of perception. Each day ... we are confronted with a litany of articles and news reports suggesting that something is wrong with our schools". Government schools in NSW are regularly criticised in the media for a perceived lack of skills in school leavers. In the experience of the researcher it has been demonstrated that with high youth unemployment there have been associated community social problems. Schools in NSW are expected to provide programs which address the difficult issues of society including:- drugs, anti-social behaviour, sexually transmitted disease, drink - driving, child abuse, and youth suicide. Carlson (1996:4) stated that we depend on our social context for meaning. Australian schools confront the same "twin challenges of complexity and uncertainty (which) ... require ... a greater capacity to understand and act" that were recognised by Carlson (1996:3).

NEW ZEALAND

Nadebaum (1991:10) stated that there had been many examples of educational re-organisation in response to economic and social pressures. Nadebaum (1991:10) further stated that there had been more common themes than differences, for example, in New Zealand there had been total devolution with schools becoming autonomous units. The changes in the Principal's role as a result
were in the management of the school where in accordance with legal requirements of the Ministry of education Principals ' will ':-

. record all the authorities delegated to him/her and all the authorities which he/she delegates;

. be the professional leader of the school who manages the educational, personnel, administrative and report to the Board of Trustees on a regular basis;

. be an educational leader who establishes educational objectives in consultation with the Board, staff, parents, students, school community and communicate objectives to all;

. appraise teachers and make recommendations on appointment of staff to Board of Trustees;

. initiate staff development; and

. adhere to the 'code of conduct' laid down in the Charter framework.

(NZ Ministry of Education, 1990:5-6)

Rae (1993:4) stated that with devolution of responsibilities to schools implemented from the recommendations in the Picot Report (1988) key controls remained held by centre administration. National goals were set for schools and decisions on the amount of finance available to a school were made by central staff not associated with the school. Rae further stated (1993:30) that devolution was marked by increasing accountabilities placed on school managers by a Centre which found co-ordination structurally difficult to achieve. Rae also indicated that there was considerable Principal stress due to change and that lead-up training was needed ... "not as Picot said assumption of individual competencies".

An indication that Principals were not enjoying their position in the restructured system has been the number leaving the education system. The 1995 New Zealand Secondary Principals' Report to the International Conference in Sydney stated that "many" Principals had moved on to business.
In the United States political issues abounded in the measures taken to reform schools. In recent years reforms have been influenced by the school effectiveness literature which valued strong administrative leadership, high expectations of instructional quality, steady monitoring of student performance and enforcement of an orderly and secure school environment. Hannaway & Crowson (1989:4) stated that as a result of these processes a heavy 'top-down' emphasis developed in order to supervise teachers more closely, to standardise the curriculum, to measure student outcomes regularly and to hold personnel publicly accountable for performance against statewide norms. Principals were ordered by state law to spend more time directly evaluating the classroom performance of teachers. The reaction to these reforms within the profession was to strengthen associations, with teaching personnel reaching for more control. (This is reflected in the results of this study which will demonstrate that Principals are seeking to form stronger union bonds and to gain control of the education agenda).

Research results from the US (Moore in Hannaway & Crowson, 1989:98) indicated that the reasons held for entering teaching included, 'because they were inspired by their own teachers, liked children, cared about their subject, enjoyed teaching, and believed they could change society through their work'. For Principals who were promoted because they were good teachers, the administrative tasks which resulted from high levels of monitoring and supervision of procedures and personnel interfered with their need to influence the learning program.

There were three interrelated recurring educational issues in the United States which in essence need treatment at the same time, that is excellence, equity, and efficiency. Greenfield (1987:7) stated that "It seems that American education has been the victim of a quest for one best school system". As change, which was always a constant, became increasingly rapid and chaotic the quest
for the 'best' education process also imposed rapid and seemingly chaotic change on schools. Greenfield further stated that education already had a constantly changing environment. So when complex issues were enforced from outside the direct education environment pressures for coherent management created tension.

Goodlad (1984:2) stated that a significant external pressure on education in the United States was finance. It had been found that there was a direct relationship between the population demographic and the amount of taxes supplied to schools. Goodlad stated that there were not enough people with children in school to care about education.

In 1989 Beyer and Smyth stated that in the United States as in other western countries there had been a move to harness schools to the economy by ensuring that what went on in schools was directly responsive to economic needs. This was achievable through such as:- standardised tests, vocational education, and competencies.

Codding (1993:23) stated that many people in the United States had come to recognise that 1980's efforts with reform of public education had not been sufficiently successful. The impetus for that period was primarily economic. Codding further stated that there was a growing consensus across the United States that the principles of a new educational system should include: -

- all children can learn;
- aim for mastery;
- focus on results;
- provide top-down support for bottom-up reform; and
- involve the whole 'village'.

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THE UNITED KINGDOM

The United Kingdom had decentralised as a result of the Education Reform Act of 1988. The issues of accountability, responsibility, choice of schools, market-based schooling and schools as a business were part of what Jenkins (1991:11-31) called the neo-Taylorist model of education. Taylor's model stated that the greater need to control costs and output would in turn lead to tighter supervision of the professional workforce, whilst pleasing the consumer would have high priority. Jenkins further stated that processes would be more important than people and that as financial control was delegated to schools, school leaders would want to personally control activities in fear of the budget being overspent and targets not being met. Wolpe & Donald (in Watt, 1989:28) stated that critics had recognised the ideological meaning of the currents of change in the United Kingdom as serving class interests "in the moves towards the 'privatisation' of education: parents with money can now ensure a better deal for their children".

Jenkins and Evans (1993) stated that 'specialism' in schools would take the United Kingdom back to selection or technical / non-technical divisions which would lead to greater differences in esteem and a widening inequality between schools.

Ribbons (1993:22) stated that in the United Kingdom assessment "is used to control rather than support". That the purposes of assessment as it related to the national curriculum were to "control the content of education, monitor teachers, and facilitate selection". This was instead of subordinating it to the support of learning and the partnership between school, family and student. Ribbins (1993) also stated that reforms were dependent for implementation on the response of head teachers.
Bell (1993:6) stated that

"the current (British) government's educational policies have established
a pattern of organisational control and management within schools which
parallels that in the business world ... As a result there has been an
increase in work load for head teachers and a change in the nature of
that work".

As has been the case in New South Wales, head teachers in Britain have been traditionally appointed from teaching positions on the basis of their educational / curriculum expertise rather than on their administrative and managerial skills. Bell (1993) stated that devolution of responsibility to schools in England had produced emphasis on administration at the expense of educational programs. Thus head teachers were required to carry out two often conflicting functions, those relating to their professional duties and those of a chief executive or manager.

In both the United States and the United Kingdom the changes in education systems have meant an increased and more complex administrative workload for the site based school manager. This site based manager in some instances was designated head teacher, otherwise as headmaster / headmistress, or Principal. In recent years there has been intensified debate on international education issues by the OECD. Within the OECD countries there have been a variety of interpretations of quality and considerable debate over what education should encompass. In the discussion values positions became more complex and confusing, there were contrasts between left versus right, progressive versus traditionalist, egalitarian versus elitist. The factors behind this were the greater politicisation of schools and sharper competition concomitant with the cutbacks in the growth of educational expenditure (OECD, 1989:35). School leaders in these countries have had to respond to the traditional demands for a quality academic education for students and as well develop a curriculum which provided students qualities which would gain students entry into the
work force. The pressures of decreased funding and increased monitoring of results, added to the already overcrowded curriculum, have compounded the tensions in schools.

Murphy (1995:30) stated that a heightened responsibility to manage reform often came at the expense of the Principal’s educational / instructional role. This has been demonstrated in studies by:-

. McConnell and Jeffries (1991) in New Zealand;
. Early and Baker (1989) in the United Kingdom; and
. three studies in Chicago in 1992 conducted by:- Ford; McPherson and Crowson; and Bennett, Bryk, Easton, Kerbow, Luppescu, and Sebring.

NSW Principals in this study described tensions between the educational and administrative aspects of their role.

2.1.3 AUSTRALIAN PERSPECTIVE

Silver (1983:250) stated that it had long been recognised that the cultural setting had direct impact on the school. Silver further stated that there was a growing economically driven global culture. Pressures being felt in Australia matched the international trends and the typical government response has been the same in Australia as overseas. Wilson (1988) stated that the similarity appeared to be that the view points of those who supported the economics of education, and
education as a solver of social problems had prevailed. Along with this has been the devolution of
responsibility accompanied by moves for greater accountability...

"School achievement in Australia is closely linked to the pattern of social and economic
inequalities in the broader society"

(Connell and White, 1988 in Wilson, 1990:1)

It would seem reasonable to concur with Watt (1989:25) that in many ways Australia is less
egalitarian now than it was in the 1950s and 1960s. Class gaps have widened. There is a
substantial group of long-term unemployed, the real value of ordinary wages has been declining for
several years, and at the other extreme is a stratum of entrepreneurs wealthy and powerful to a
degree which is new to this country...

"On many occasions in our history schools have been called upon to undertake new
or additional tasks. In times of stress or difficulty the schools of Australia have
necessarily shared the burden of adjustment or reaction." (Dawkins, 1988:1)

Schools are used to change from within the educational system for reasons such as expected
educational advancement. A difficulty with current changes being implemented has been that it
appears to teachers that educational reasons for making the change were lacking. Wilson (1990:1)
stated that pressure for fiscal restraint has impacted on the education system and schools with
accompanying pressure on Principals to manage to continue to improve educational standards
whilst managing a restrictive budget allocation.

Beare (1989:12-19) recognised a paradigm shift from educational administration to efficient
management with an emphasis on cost management, cost effectiveness, efficient allocation and use
of resources, and a close observance of government policies as they altered with changes of
government. He quoted Gerding and Serenhuijseur (1987:127)

"The new manager...will not be a classical, hierarchically oriented bureaucrat but a customised version of Indiana Jones: proactive, entrepreneurial, communicating in various languages, able to inspire, motivate and persuade subordinates, superiors, colleagues and outside constituents."

Harman, Beare, Berkeley (1991:67) stated that the power of the Directors - General had been declining whilst the more direct involvement of Ministers of Education had similarly increased. That this movement had been destabilising in educational programs as policy changes occurred with changes in government. Principals in this study echoed this concern when discussing both their school and its staff.

Mulford (1990:1) stated that declining enrolments had made it politically feasible to reduce real resources to education. In addition to being asked to do more with less, educational organisations were also being asked to do better. They were increasingly being held accountable for outcomes. Mulford also stated that the persons who felt the squeeze most were those in leadership roles and in particular school Principals.

Hattie (1993:3) stated that the 1990's was the decade of increased centralisation. That school development plans would become "more uniform, audited, and accredited as part of the move back to the centralised system" and that national curriculum, national assessment, and competency based systems were "the means to give primacy to centralised political control".
The Political Agenda in Australia

In a number of OECD countries education has become politicised to such an extent that there is no longer a clear consensus about goals. (OECD, 1989:24) Over ten years ago it was noted by Willis (in Simpkins, Thomas and Thomas, 1982:70) that there was a widening circle of those who sought to regulate the performance and objective setting of schools and who would increasingly demand more visible assessment of productivity of schools. Willis further stated that these pressures from the external environment represented a higher degree of uncertainty for Principals.

In general the evaluation of the effect of restructuring has relied on assessment of performance in relation to stated objectives. It appeared from the research undertaken in this study that only in the literature from 1992 onwards (e.g. Crowther, 1992; Mulford, 1994; Duignan, 1995) had there been movement from purely quantitative measures of the effective management of education in schools to the consideration of values and ethical standards as well.

Nadebaum (1991:9) stated that in Australia during the 1980s most government school systems were subject to a review, out of these reviews came a re-oriented system typically characterised by devolution, flatter management structures, and more rigorous accountability mechanisms. Duignan and Macpherson (1991:3) stated that during the 1980s each state established its own Senior Executive Service. The members of these executive services were interchangeable across departments. Duignan and Macpherson further stated that these executives were selected for their abilities in financial management, personnel management and policy development. Also that they were deployed across portfolio and state boundaries on a project basis and were selected by ministers who acted as the managing directors of their portfolios.
Wilson, (1990:6) raised the question, that the exercise of power was perhaps the perpetuation of a particular set of values and competitive procedures which rewarded those who conformed and penalised those who did not. In a field such as education particular groups were able to establish their preferred ways of working as the normal expectation while other, less powerful groups then had to deal with what was culturally foreign territory. (Principals in government schools in NSW interviewed in this study indicated their alienation from the values and goals of the current education system in NSW.)

Duignan, (1989:3-5) stated that in recent times education had been re-defined in instrumental terms to better serve the labour market. Educational authorities were giving greater weight to the vocational and technical than to subjects such as literature, art, history, music and the social sciences. Duignan further stated that many demands placed on schools were unrealistic and conflicting. These demands came from the competing areas of technology, business and industry, family and population change, and a society steadily becoming more financially divided and which contained an ever growing ethnic mix.

Dawkins (1988:1) stated that complex social values and rising expectations increasingly impacted on schools. Now more than ever before parents and the community expected schools to provide all the knowledge and skills students would need in life. Dawkins also stated that pressures were being placed on schools to change the traditional curriculum to accommodate post-compulsory education for students who did not wish to pursue results through the established examination system. This was causing great stress on personnel and resources for whom the Principal was responsible.

Whilst there appeared to be no Australian study available, Crittendon (1988:301-302), discussed American research which showed that there was relatively long experience of high retention rates in
schools with no accompanying increase in income through employment opportunities. Crittendon stated that critics had argued that the practice of retention at school into post compulsory years exaggerated the separateness of adolescents and hindered their transition from childhood dependence to the exercise of adult responsibility.

Pluralistic societies have difficulty in supplying common purposes and expectations which might enable school communities to work for the levels of cohesion and co-operation that were needed. Hill (in Chapman and Dunstan, 1990:52) claimed that the energies of the teaching profession in Australia (including Principals) were being diverted into rearguard industrial resistance. The Principals, because they were pressed on one side by frustrated teaching staff and on the other by their superiors for being publicly answerable for what goes on in their schools. Hill further stated that given this scenario, Principals would band together for mutual protection.

Finn (1991:99), in the Report *Young People's Participation in Post-Compulsory Education and Training*, stated that education should be concerned with providing students with skills that assisted lifelong learning. The report stated that on leaving school students would need skills / competencies that would assist them to develop employment flexibility. The Report recommended the implementation of nationally agreed learning outcomes and criteria for assessment of post-compulsory education.

The Mayer Committee (1992) investigated the concept of key employment related competencies and identified strands within each competency area described by the Finn Report. The Mayer Committee also considered assessment and the timing of assessment. The Australian Government recognised the need to reconsider the relationship between education and workplaces that had participative management styles, multi-skilled workers and flat management structures (Mayer, 1992:2).
EXAMPLES OF STATE CHANGE IN AUSTRALIA

Victoria

Allen (in Sarros & Beare, 1988:10-11) stated that Victoria had led Australia in restructuring within education. The Chief General Manager of the Schools Division of the Ministry of Education in Victoria worked through a Corporate Management Group which comprised the general managers of branches and regions. This group sought improvement through democratic, school-based management, with extensive community and staff involvement that necessitated a revised management role for Principals. The Education Act in Victoria was amended to provide that "the school Council shall determine the general education policy of the school within guidelines issued by the Minister". Chapman (in Griffiths, Stout & Forsyth, 1988:429-431) stated that this provision in the Act placed a new emphasis on shared decision making and the role of the Principal. Chapman indicated that Principals in Victoria had experienced significant change in their management task in the school and the associated relationship to their school council.

Smyth (1992) stated that the Victorian strategy ‘Schools of the Future’ claimed to be about more democratic community involvement, more parental participation, and that schools would be more effective. Smyth (1994:4) stated that the implementation of ‘Schools of the Future’ was not about excellence or quality but rather about cost cutting.

Lakomski (1993) agreed with Smyth that the education cuts of the April 1993 Victorian budget and the implementation of ‘Schools of the Future’ "made the intention of the government clear ...saving money". Lakomski (1993) stated that school Principals would have to: oversee and manage their school’s finances; oversee the hiring and possibly firing of their staff; and be accountable to their community for the educational performance of their school. All within a context of delivering quality
education for all. Lakomski indicated that these responsibilities required extensive knowledge, particularly in social, ethical and philosophical matters.

The 1993 Victorian report to the Australian Secondary Principals' Association Conference (attended by the researcher) stated that massive budgetary cutbacks overshadowed other developments. There was significant dysfunction because schools had faced cuts of over twenty percent of staff in less than two years.

The 1996 Victorian report presented to the Australian Secondary Principals' Association Conference (attended by the researcher) stated that restructuring and name changing had become a constant part of educational organisation. The report further stated that "the impression was that Principals are now becoming comfortable with the new framework for leadership and management", but that the "workloads and frustration levels remain too high".

Queensland

Queensland has made regionalisation its main focus in restructuring the education system. Matheson (in Sarros & Beare, 1988:7-8) stated that the need for continuing refinement of individual regional identities and philosophies was well recognised. Matheson also stated that the extension of mechanisms for community involvement in educational decision-making at a regional level had also been a major consideration. Principals in Queensland, whilst involved in the principle of merit selection for personnel, had not had the same task as those in Victoria and NSW. In Queensland there has remained a statewide comparative system for suitability for promotions positions.
The 1993 Queensland report presented to the Australian Secondary Principals' Association Conference indicated the continuance of devolution to schools. The Report also indicated that the publishing of individual school results by the Board of Senior Secondary Studies caused conflict and stress for school communities. The report further indicated that some 'recentralisation' was occurring in that policy had returned to Centre, with a reduction of two hundred and forty educational advisers and officers.

The 1996 Queensland report presented to the Australian Secondary Principals' Association Conference (attended by the researcher) stated that the new government had commissioned a consultant, Dr Kevin Donnelly, to report on efficiencies that could be made within the Department of Education. The report was not released at the time of the conference, however the representative from Queensland stated that the report was not looked forward to with anticipation as Dr Donnelly "was an adviser to Premier Kennett at the time he performed the hatchet job on education in Victoria".

Western Australia

In 1987 Western Australia established an Education Ministry with three divisions, Schools, TAFE, and Policy and Resources. This Ministry which was responsible for the development and coordination of policy and planning, budgetary control and resource management across the Education portfolio. There were two levels of management, the school and the central administration of the Department, regions were abolished (Louden in Sarros & Beare, 1988:15-16). Change in Western Australia has been continuous including reorganisation with a move to districts
and then the disbanding of those districts. Principals have had to adjust each time to altered ways of managing within the education system.

The 1993 Western Australian report to the Australian Secondary Principals’ Association stated that there was resistance to further devolution of responsibility to schools until the effects of the process commenced in 1987 were assessed.

The 1996 Western Australian report to the Australian Secondary Principals’ Association provided evidence of ongoing change in that State that was proving to be a difficult agenda for Principals. The agenda included: - a performance management program; corporate sponsorship of students; enterprise agreements; and school appraisal.

South Australia

Beare (1989:11) stated that in South Australia instability and dissatisfaction were inseparable from the change in the structure of the education system. Within one day the Education Department lost, through early retirement, its three most senior men and all replacement appointments were from outside the state education system, with two coming from Victoria. Significant government budget cuts reduced the number of teachers in schools. The method of appointment and transfer of teaching staff was altered. Principals in South Australia had to manage to keep schools educating children efficiently throughout the staffing changes.

The 1993 South Australian report to the Australian Secondary Principals’ Association was highly critical of cuts to the number of teachers and support services. The report further stated that with
the implementation of vocational courses. TAFE was withdrawing from teaching senior students from schools.

The 1996 South Australian report presented to the Australian Secondary Principals' Association Conference (attended by the researcher) indicated that "In South Australia the education tempo is really hotting up over industrial issues and the consistent announcements of school amalgamations and school closures". The report also stated that Principals had "been walking the tightrope in supporting their staff and maintaining morale, while attempting to maintain community confidence in public schooling".

Tasmania

Axton (in Sarros & Beare, 1988:21-2) stated that Tasmania focussed on regionalism which has increased the efficiency of processes such as staffing, minor works and maintenance. Axton further stated that regions tended to increase parochialism and inhibit system-wide planning. School Principals in Tasmania have had to deal with change including the move to school councils, however the rate of change has appeared to be more manageable than that in, for example NSW.

The 1993 Tasmanian report to the Australian Secondary Principals' Association described significant cuts in teaching numbers. The report also indicated that for the first time Principals were being appointed on a contract basis.

The 1996 Tasmanian report to the Australian Secondary Principals' Association stated that there had been a positive relationship between Principals, schools and the Secretary for The Arts. The report also indicated that the new Minister for Education had a background in education and the future was looked upon positively.
**Northern Territory**

Spring (in Sarros & Beare, 1988:39) stated that the Northern Territory had established school councils as governing bodies and maintained a strong focus on distance education providing appropriate education for a large Aboriginal population living on homelands. Spring also stated that whilst school councils, in the Northern Territory, had impacted on the way in which the Principal managed the school there appeared to have been better relationships, between the central administration of education and the Principal in the school, than had been evident for example, in Victoria.

Perhaps due to the smallness of the Northern Territory education system change was dynamic and increasingly complex as devolution progressed. The 1993 Northern Territory report to the Australian Secondary Principals’ Association stated that there were fifteen high schools in the Northern Territory with eleven different patterns of schooling. The report further indicated that many Principals were beginning to be alienated from the system.

**New South Wales**

In late 1988 commentaries by chief education executives on educational management in their respective states were published by the Australian Council for Educational Administration. The chief executive in NSW at this time spoke mainly of industry involvement with schools, there was no hint of the massive change to come as a result of the review by Dr Brian Scott in 1989. Winder and Eltis (in Sarros & Beare, 1988:30) stated that the workload of Principals both increased and changed significantly with the devolution of increased responsibility for finance and personnel to schools, the
change in system function to greater regionalisation, the establishment of clusters of schools as a management structure, and the displacement of many support staff.

By 1993 recentralisation had commenced with Teaching and Learning, in the experience of the researcher, the first area to return to central NSW DET control. In 1995 as a result of a change in government education regions were abolished and all functional directorates centralised.

Responsibility and accountability remained with the school without the authority to make real decisions regarding resources and curriculum. The continued adjustments to the administrative educational support structure in the NSW DET impacted on the way in which schools were managed and as a matter of course affected the role of the principal.

In June 1996, Doctor Ken Boston, the Director General of the NSW Department of School Education, in an address to the NSW Secondary Principals’ Council stated that the changes instigated in late 1995 were: to ‘deconstruct’ rather than ‘restructure’; and to respond to an objective such as ‘better teaching and learning’. As educational reform was unable to be mandated there was a need for the Principal to act as the ‘leading learner’ and to be given the capacity to lead the school in "the way it wants to go within a Statewide framework ".

The context of change in NSW Government schools has been discussed further in Chapter 2.1.4. The discussion identified the educational reports which underpinned the changes to the education system and considered the influences on planning identified by the NSW DET in Education 2000. The key role of the principal in the management of NSW education system change has been considered in the rationale for this study in Chapter 3.1.
Restructuring in Australian School Systems

Beare (1989:9) stated that there was a body of opinion which favoured the view that faith in restructuring was unjustified. Beare further stated that restructuring was a preferred option by politicians because it was highly visible to their constituency. Chapman (1988), who in most of her writing was supportive of educational endeavours in Victoria, quoted Herbert Kaufman as providing a realistic standard against which to judge the success of reorganisation ventures:

"The consequences of reorganisation are frequently profound. But the profound determinable consequences do not lie in the engineering realm of efficiency, simplicity, size, and cost of government. Rather the real payoffs are measured in terms of influence, policy, and communication."

Harman, Beare and Berkeley (1991:307) stated that "the restructuring movement is essentially conservative from an educational perspective, driven largely by non-educational forces and objectives". That the driving forces were largely economic with the perceived need for education systems to do more to serve directly business, the economy and international competitiveness; need for governments to rein in public expenditure.

Harman, Beare and Berkeley (1991:308) stated that the restructuring movement had been considerably influenced by the management practices and personnel from the business sector. Corporate management approaches and personnel from the business sector had been readily and unquestioningly adopted.

Doctor Ken Boston, the Director General of the NSW Department of School Education, in an address to the NSW Secondary Principals' Council, in June 1996, stated that the recommendations implemented from School-Centred Education did not provide educational reform. Dr Boston further
stated that the system was preoccupied for five years in responses "not fundamentally connected with the core basis of education that is, teaching and learning".

Harman, Beare and Berkeley (1991:309) stated that there was little evidence that restructuring had made any improvements in: - student achievement; effective learning environments; and increasing teacher and parent happiness. In fact that there had been adverse effects including:

- lowering of morale;
- loss of talent at senior levels of education systems;
- change in career structures;
- loss of stability and continuity;
- disruption through recurring waves of major reorganisation.

Chapman (1988) also stated that substantial change in influence had occurred in Victoria. Many relationships had been altered and many people had been forced to play new roles. The Principal was forced to work with new values, new decision makers, and a new set of management decisions and responsibilities. The Principal had to be the co-ordinator of a number of people who represent different interest groups amongst the school community. Chapman further stated that Principals were now more visible and accountable to their local community, they remained the Education Department's most senior officer in the school. This dual responsibility carried with it role ambiguity. Frequently, Principals found themselves implementing decisions they would not have made themselves. In another article Chapman (in Griffiths, Stout & Forsyth, 1988:429-438) indicated that Principals had to spend more time out of the school attending regional meetings, sitting on consultative committees and in a more public role. In 1990 Chapman found that a "High proportion of Principals in Victoria were taking sick leave and early retirement during devolution". (Chapman, 1990:230)
Values are constantly shifting. In the electorate's rejection of an alternative government in the Australian Federal election of March, 1993 there appeared to be a withdrawal from a pure market approach to management of the country to a support for the continued provision of public services. Doubts have been expressed about the ability of the market to deal with social and educational provision in a sufficiently coherent and fair way. Jenkins (1991:14) stated that sooner or later questions would have to be asked about fairness, justice and equity and how far the system could achieve it. Principals have to make sense of community values and likely government responses to find the appropriate direction for their school in the shifting values of the local community and broader state and national society.

System wide change does not necessarily alter organisational practice at school level and organisational reform is but one ingredient of revitalising teaching and learning in schools. Institutional arrangements have been modified time and time again yet large numbers of pupils reach the end of schooling with low attainment levels and no enthusiasm for learning. (OECD, 1989:17)

A number of Schools Commission reports during the 1980s, and the Kirby report on the inquiry into labour market programs in 1985 paved the way for fundamental change in educational thinking and change in the culture of education in Australia. (Crittenden, 1988:292) All reports encouraged the retention of students at school into the senior years. In the National Interest (Schools Commission, 1987) recognised the significant role played by the secondary school in curbing youth unemployment since the emphasis had been on retention of students at school until the equivalent to Year 12. The provision of a mixture of part-time work and schooling by means of a varied curricula and interaction with external places of further education and workplaces began the redefinition of the senior years at school. Subsequent provision of dual accreditation between secondary schools and TAFE has further increased the complexity of managing the senior years of school.
2.1.4 NSW CONTEXT

In NSW public school education is currently guided by the philosophical document *Education 2000* (1992) which expounds a pattern of beliefs and provides values which are intended to guide "all concerned with public education". The document reminds its users of the organising principles in place since 1848, "equality of opportunity, accessibility for all and high quality educational outcomes for students". It then concerns itself with the three major reports *School-Centred Education* (Dr Brian Scott); *The Report of the Committee of Review into NSW Schools* (Sir John Carrick); and the Government's White Paper, *Excellence and Equity*. These three reports culminated in a new Act of Parliament, *The Education Reform Act*, 1990. Diversity of educational offerings, freedom of choice, the core curriculum, increased community involvement, and the self-management of schools were the cornerstones of the changes arising from the Reports and Act of Parliament.

NSW followed a similar pattern to the rest of the world including other Australian states. *Education 2000* (1992:11-14) stated that public education would, among other things, be influenced by:

. the impact of social change including, the diversity of Australian society, the extent and effects of changes in the distribution of wealth, the strength of commitment to personal integrity and the values of equity and social justice for all, and changes in traditional family structures.

. the continuing rapid pace of technological change.

. rapid change in the nature of work and its environment.

. substantial changes in the Australian economy to make Australia internationally competitive including, more demand for efficient use of Government funds and the public sector being more accountable for its use of resources.

. increased community expectations of education including, increased community participation
in education, demand for flexible course patterns and greater freedom of choice.

In an attempt to seek the effects of devolution on Principals in 1991 Metropolitan South West Region Secondary Principals' Council conducted a survey of its members on current issues of concern to them in their school. The survey found that the region's Principals were concerned about:-

- the amount of administrative paperwork;
- the amount of time spent on maintenance matters;
- the time spent on merit selection procedures;
- lack of communication from the centre;
- there were no staffing increases to cope with additional responsibilities;
- there are reduced opportunities for educational leadership;
- estrangement of Principal from students and staff;
- lack of training for new tasks especially financial and property management.

Equity has become a more prominent issue since the implementation of the recommendations in *School-Centred Education*, and the simultaneous loss of government support in 1990 for the collection of fees by schools. When the amount, variety, and quality of resources available in schools is considered it appears that educational equity since devolution relies on the location of the school, the power base of the community associated with the school and the financial resources available in that community. Maintaining equity of opportunity for students has become a significant matter for consideration by school leaders in the management of schools.

With the change of government in NSW in 1995 there existed an extensive policy used as an election platform. Very little of the policy has been implemented, however, there has been a 'destructuring', removing education regions and establishing five sections of Head Office around the
State. The 'clusters', which initially were 160 in number, were reduced over five years to 142, then 127 and then 88. In October 1995 'clusters' were reorganised to establish forty 'districts', each with a superintendent responsible for support system for the schools in that district.

2.1.5 CONCLUSIONS

Change involves a process of destruction. Bridges (in Tichy and Devanna, 1986:70) suggested that change was "like standing in the middle of a busy highway with traffic going in both directions". Change is often frightening so it results in inconsistent behaviour, moving from optimistic to pessimistic each day. In rapidly and significantly changing educational structures, processes, culture and guiding philosophy Edgar Schein has valuable 'advice':

"In arguing that culture must deal with the problem of external survival and internal integration, I am implicitly accepting the notion that the human system cannot tolerate too much overload or too little stimulation, nor can it cope with constantly changing signals. We require a fairly high level of predictability and certainty in order to relax enough to feel comfortable and seek novelty and creativity. From this point of view culture can be seen as a giant cocoon which we have invented for ourselves to be able to survive at all in a hostile environment and a potential human jungle."

(Schein in Tichy & Devanna, 1986:37)

Principals in NSW government schools have had to manage continuing changes imposed by the education system as it responded to changes in government policy. The direction of each change has been unpredictable, usually as a result of changes in personnel directing the process. The
challenge for Principals has been to maintain a productive climate in their schools whilst responding to system demands.

Summary

It is clear that education is not discrete and that past, present and predictable future events have relevance to what occurs in schools. It is also clear that there are a range of stakeholders from the immediate local clients (the students) to the nation as a whole. Today the stakeholders include international, social, and governmental interests. Education must then respond to expressed needs from persons or organisations with diverse interests. As government and business interests in recent years have been focussed on economic and technological issues so to have schools been led to respond in kind. The challenge for schools is to prepare students for the world in which they must exist when they leave school.

The most common response to current economic and social pressures on educational organisations both overseas and within Australia has been devolution. The implied implication of this for NSW DET was the change from the traditional role of the Principal, as instructional leader and manager of resources supplied, to encompass the management of a school as a business.
CHAPTER 2. REVIEW OF RELATED RESEARCH LITERATURE.

PART II - EDUCATIONAL ADMINISTRATION AND MANAGEMENT.

Introduction

In reviewing the literature relevant to the study it was considered important to understand the framework and concerns of the bodies of literature related to both educational administration and management. In particular, as the study examined the role of the Principal during restructuring, the theories regarding leadership, change and organisations were identified as essential to the understanding of the topic.

Leadership appears in the social science literature with three main meanings, as the attribute of a position, as the characteristic of a person, and as a category of behaviour. Moreover, leadership has been seen as a relational concept implying two terms, the influencing agent and the persons influenced. (Katz and Kahn, 1978:527)

The literature on change does not directly address leadership, rather it presents models of change with some analysis of the change agent (Hall and Hord, 1987:31). Stogdill (1974) considered sixteen authors. He recognised, for example, that Weber; Getzels and Guba; and Blake, Mouton and Bidwell had presented theories of leadership which relied on defining leadership by traits such as 'great man', 'bureaucrat', persuasive, and authoritative. Stogdill also recognised that authors such as Krech and Crutchfield; Selznick; Katz and Kahn; and Fiedler used functions to describe leadership. Functions of leadership mentioned included planning, controlling, policy formation, administration, motivation and group building. Stogdill indicated that all the qualities of leadership
could be defined through describing two types of leadership, firstly the authoritative, task oriented or structured leader, and secondly the democratic or person-oriented leader. Synthesising and moving the debate on leadership forward Stogdill (1974:81) stated that leadership was characterised by such abilities as:

"vigorous pursuit of goals; drive for initiative and task completion; venturesomeness in problem solving; self-confidence; willingness to accept consequences of actions and stress; ability to influence other person's behaviour; and the capacity to structure social systems to the purpose at hand".

Watkins (1986:19) reviewed the work on leadership of authors such as Fiedler; Likert; Hoy and Miskel; and Sergiovanni and Carver and the implications of their work for educational administration. Watkins recognised, as had Stogdill earlier, that writers on leadership had taken a top-down functionalist perspective of leadership. Watkins stated that there was lack of methodological rigour and inadequate research design in leadership studies combined with lack of precise operational definitions of leadership styles. Watkins also stated that it was difficult to measure leadership in single dimensions when it was a multivariate situation.

The Karpin Report (1995:6) investigated international best practice in leadership and management development and found a "a useful definition for leadership as 'the process of bringing about achievement of performance / business objectives and is not a position of authority". The Karpin Report (1995:6) further stated that there was a " changed role of the traditional supervisor into one of a team leader, mentor and coach, with responsibility to develop team members...". In recent years the increasing devolution of responsibilities to schools by education systems, as evidenced in NSW by School-Centred Education, has placed school Principals in need of the same skills as those required by leaders in the business sector.
In today's constantly changing world it seems there is a need for active leadership to constantly monitor the internal and external environments, and adjust and prepare strategies for the future. Principals are not unique in their role changes brought about by devolution. In Australia there has been change as a result of devolution across the public sector as a whole. Nadebaum (1991:13) stated that for Principals, as for other public sector managers with professional or technical specialist training, there has been a need to take aboard generic management skills in financial management, human resource management, information technology management, and negotiation. Nadebaum indicated that Principals also had to become familiar with corporate planning processes, program management and performance indicators.

Beare (1989:15-16) indicated new assumptions about organisations upon which restructuring in education had been based, these included:

1. Specialisation was no longer seen as a strength. There has been increasing emphasis on generalist skills; the new organisation required adaptable people who could turn their hands to several tasks and who viewed the organisational and professional world globally. This applied to managers as well as workers. Flexibility and adaptability in management style and accompanying leadership processes is necessary for today's enterprises.

2. Staff are now not considered to be property or a cost to the business but an asset to be appropriately nurtured in anticipation of productivity returns. Staff are stakeholders in the enterprise rather than 'employees'.

3. Traditional hierarchical structures and status gained by incremental steps is considered a disability in today's organisations. Teamwork and collegiality are now favoured.

4. Wages are more likely to be paid for a particular service or job, rather than on the number of hours spent at the workplace. Contracts have been replacing salaries at all levels of the workforce.
Equipment and machinery are not simply capital investments. They are now considered as tools for people, however, they do sometimes replace some of the people by allowing one person to take over a number of tasks.

Management theorists such as Drucker and Peters discussed management principles in general. All are equally applicable to education as to the business world. Jenkins (1991:167) stated that school leaders were on the right road and despite criticism of their management approaches achieved remarkable results in managing schools against a background of political uncertainties, public scepticism and scarce resources. Jenkins further stated that schools have been creative and inventive, and that they were staffed by people who cared and who wanted to achieve good quality educative practices.

Reid, Hopkins and Holly (1987:263) stated that effective school leaders appeared to combine enterprise and proactivity with concern and integrity, in a sort of caring entrepreneurialism. This, stated the same authors, was the model of leadership now adopted by many commercial organisations. It appeared education was moving to a management model from which industry was retreating. Those responsible for school education were being led to believe that increased control, tougher approaches, and a clever use of micro-political tactics were the answers to consumer demands and measurements of performance.

Beare (1990, in Chapman & Dunstan:10-12) stated that authoritarian leadership bred authority dependency. Beare reminded the reader that from the earliest days school systems have taken what has worked from industry and business starting from when bureaucracy was the accepted management process.
In the latest restructuring, education is still borrowing from corporate management ideas. Concepts such as Total Quality Management, quality assurance, participative decision making, performance indicators, site-based budgeting and multi-skilling, have become part of the terminology of educational administration/management. The pressure has been growing for Principals to have a working knowledge of corporate management techniques and processes which they employ in managing their school.

There is now some discussion at theoretical and system management levels regarding the need for educational reform to be grounded in aspects of teaching and learning. However unless all responsibility for site management is returned to central control, in today's volatile and complex world there will be ever increasing need for the Principal to have the capacity to demonstrate the skills of corporate management as well as those of an instructional leader. A new image of a school Principal is being formed, that of an educational leader who is responsible for all the administrative and educational aspects of a school. The effective Principal:- synthesises global trends with local needs; manages physical, financial and personnel resources; integrates the school into the community; provides the means for students to achieve success and proceed to a career; and maintains continuous improvement in all aspects of the life of the school.
2.2.1 HISTORICAL OVERVIEW

Leadership

Philosophers and social theorists have attempted to summarise their observations of leadership by proposing various typologies. As early as Plato, who in *The Republic* proposed three types of leadership ...

(I) The philosopher statesman to rule the republic with reason and justice.

(ii) The military commander to defend the state and enforce its will.

(iii) The businessman to provide for citizens' material needs and satisfy their lower appetites.

(Stogdill, 1974:24-30)

There have been numerous attempts this century to describe leadership through successful traits which used modern terms but did not stray significantly from Plato. Levine (1949 in Stogdill, 1974:26) named four types of leaders...

. The charismatic leader helps the group rally around a common aim.

. The organisational leader tends to drive people.

. The intellectual leader lacks skill in attracting people.

. The informal leader adapts his style of performance to group needs.

Selznick (1957 in Stogdill, 1974:28) suggested that the functions of leadership were:-

. Definition of institutional mission and goals.

. Creation of a structure for accomplishment of purpose.

. Defence of institutional integrity.

. Re-evaluation of internal conflict.
Katz and Kahn (in Stogdill, 1974:28) proposed three functions of leadership...

(i) The introduction of structural change (policy formation).

(ii) The interpretation of structure.

(iii) The use of structure formally provided to keep the organisation in motion and effective operation (administration).

Traditional views in the literature of leadership do not match the reality of today. A major criticism of existing theories is that they appear to be functionalist and assume automatically the power of the leader, a one way directional flow, and top-down control over subordinates. They reinforce the traditional 'great person' or 'hero' view of the leader and hierarchies within the organisation. Jenkins (1991) stated that the concept of leader as hero was now considered inadequate to deal with the sophistication and complexity of modern organisations. Jenkins further stated that the heroic leader had more knowledge and expertise than any subordinate, solved any problem and was primarily responsible for what was going on. Jenkins further stated that leadership of that type led to communication blockages, slow responsiveness to change, hierarchical decision making, and rigid procedures. Jenkins stated that type of leadership also undervalued and underestimated the abilities and capacity of subordinates.

Bradford and Cohen (in Jenkins, 1991:20) stated that organisations today needed post-heroic leaders who...

"...rather than depending upon heroic rides to the rescue - with the answers and with total responsibility - ... have sought the far greater power and potential for excellence available in the commitment and abilities of their whole group".

This statement valued the leader who knows the strengths of personnel, who was able to achieve a shared commitment to organisational goals, and who had the ability to provide the means for the work group to function as a team.
Recently there had been renewed interest in the leader as central to the success of organisations including schools. Jenkins (1991:16-17) stated that the effective schools literature maintained that effective schools had positive and proactive leadership. Jenkins further stated that it was not that the leadership was concentrated in the school leader, rather that the reason for concentrating on school Principals was to stress the re-orientation required by those who held that post to meet new challenges. Halinger and Heck (1996) analysed research findings, from 1980 to 1995, which considered the impact of leadership by the Principal on student achievement. Halinger and Heck (1996) stated that there was little evidence of Principal leadership having any influence on student progress. There were studies which found that there were signs of influence on student achievement from variables such as:- characteristics of the school community; composition of the class; teacher characteristics; and family lifestyle and relationships.

Other key ideas on leadership included transformational leadership which built on people's need for meaning and for purpose in organisational life and involved leaders and followers engaging in such a way as to lift one another to higher levels of motivation and morality. This type of leadership elevates, energises, inspires, builds organisational culture, and provides a vision of the way ahead. Burns (in Jenkins, 1991:18) stated that transactional leadership was about responsibility and loyalty and the consideration of others.

Hodgson (in Jenkins, 1991:18) stated that leaders were philosophers in action who had to ask, and seek answers to, questions about themselves and their activities. Duignan (in Jenkins, 1991:19) stated that leaders must be constantly reflecting on their practice, constantly interpreting and reinterpreting it to test their theories of action and guide their new practice.
Watkins (in Jenkins, 1991:19) stated that the dialectical view of leadership focussed on the ongoing and unfolding discursive process between the individuals and the organisation as they attempted to resolve difficulties, conflicts and contradictions through dialogue. This view incorporated the idea in which human beings were active and knowledgeable and in which leaders become followers and followers become leaders in the ebb and flow of organisational interaction.

The tradition in schools has been that the teacher, over time, and after having been judged as having acquired the appropriate skills for the task, was given a Principal's position. The concept of a professional as administrator is important to the understanding of school leadership. Hughes (in Jenkins, 1991:23) described a model of school leadership in which the Head as leading professional/chief executive explored the two roles of professional and manager through task achievement, group maintenance / development and the external representative role. This model, which maintained the simultaneous nature of the professional and the administrator roles in schools, indicated that there was something distinctive about the management of education. A model which assumed that the management function could be split off from the professional incorporated the belief that management was similar in all organisations and that schools could be managed by anyone with management skills. Then academic leadership would be supplied by the professional and the functional organisation tasks by a 'manager'.

In recent years a number of efforts have been made to identify specific behaviours associated with school leadership, the search for competencies which would facilitate appointment and assessment. In the United States this has detailed specific behavioural outcomes for a variety of programs, including requirements for high school graduation and teacher certification. States such as Georgia and Oregon, require that preparation programs for teachers, counsellors, and school administrators be based on specific competencies. Duke (1987:19) stated that competency-based education traced its roots to mastery learning and behavioural models of learning. Duke also stated that in
the field of school administration, lists of competencies had tended to be based on the judgements of experts more than on systematic observations of school leaders who demonstrated a capacity for achieving concrete results. The comprehensive guidelines of the American Association of School Administrators specifies seven goals for leaders and seven competencies necessary to attain these goals. Each competency is subdivided into an extensive list of discrete skills. (See Appendix 15)

In an address to the 1994 International Congress for School Effectiveness and Improvement Leithwood stated that...

"instructional leadership which focussed on first order changes such as improving the technical instructional activity of the school had served schools well in the 1980s and the start of the 1990s. Now requires transformational leadership, second order changes such as building a shared vision, improving communication, and developing collaborative decision-making processes".

Leithwood (1995) further stated that schools were complex systems with greater interdependence than earlier believed. Failure to acknowledge that complexity has been a reason for the failure of educational reform mandated by system hierarchy.

Organisations

"Schools are organisations and as such are expressions of will, intent and value...which provide the framework for action...they are sets of instructions"

(Greenfield in Gronn, 1983:100)

A school is an 'organisation' with its own goals, values and structures. Within the school community are groups with their own goals, values and often historical structures. NSW government schools
exist within the larger organisation of the Department of School Education which provides statewide goals, policy statements and hierarchical structure. Sometimes the organisation that is a school has difficulty matching local community needs with the directives of the larger state organisation. There may also be another set of tensions between groups within the school, the school itself, and the larger state organisation.

The factors which create optimum function in organisations has long been a subject for theorists. In 1978 Katz and Kahn stated that organisational research had major theory inputs from five sources. These were the case studies of sociologists; the traditional industrial psychology which was inspired by scientific management theory; the Mayo experiment in which small group processes and work group dynamics were explored; comparative studies of social organisation; and surveys of morale and motivation.

A key facet in the function of organisations is power. Power within organisations was discussed by Max Weber in 1963. Weber, in his theory of bureaucracy, identified types of authority in organisations:—

. Charismatic authority in which the leader's personal magnetism draws masses of followers.
. Traditional authority which is inherent in position passed from one generation to another.
. Legal authority created by legislation.


Attention has been given to power and conflict within educational organisations. Corwin (in Silver, 1983:78) studied teachers' professional versus employee orientations in relation to conflict within schools and concluded that conflict was intrinsic in schools. Hoy, Newland and Blazovsky (in Silver, 1983:79) found that teacher esprit and teacher loyalty were positively related to participation.
in decision making but negatively related to hierarchy of authority, rule observation, and job codification. To avoid conflict in a school the Principal had to ensure that staff felt that they had been equal participants in decisions affecting their work. Hoy, Newland and Blazovsky (in Silver, 1983:79) further stated that when structure, policies and function in schools were changed as a result of external or top-down decisions then the climate in the school discouraged innovation and collegiality.

Leadership and job satisfaction in organisations has been explored by Argyris (in Campbell, Fleming, Newell & Bennion, 1987:112). Argyris discussed the need for job enlargement and reality leadership which takes into account situational factors. He stated that there was incongruity between the requirements of the formal organisation and a healthy personality. The concept that an employee needed to feel a valued contributor to organisational decisions was supported by Tom and Mary Peters (in Campbell, Newell & Bennion, 1987:112). Tom and Mary Peters stated that people had a need for meaning, a need for a modicum of control, and a need for positive reinforcement so that they might think of themselves, in some sense, as winners.

The view that there was one best approach to managing was shared by McGregor (1960), Likert (1961), Blake and Mouton (1964) and Ouchi (1981). McGregor, in Theory Y, viewed participation and delegation as motivating subordinates towards organisational obligations, and as ways of integrating an individual's own goals with those of the organisation. Likert, in System 4, used a participative, cohesive work group to strive to achieve goals set by the members themselves. Hersey and Blanchard (1977) developed theories of situational leadership in which leaders used a particular leadership 'style' which was seen as appropriate to the needs of the management task. Blake & Mouton developed a managerial grid which provided managers with a set of alternative
power distribution approaches which can be compared to evaluate and predict performance. Ouchi, in Theory Z, focussed on groups to provide participative work places. (Vroom & Jago, 1988:14-49)

Underlying these approaches was employee satisfaction and motivation through participation in decision making, shared responsibility and a sense of being valued by the organisation. In managing the organisation of a school a Principal can maintain a productive learning and teaching environment by utilising participative practices.

Burke (1992:132) stated that organisational culture had to do with those underlying values and meaning systems that were "difficult to manage, to alter and even to be realised completely". Burke (1992) stated that it was not difficult to alter superficially human behaviour. It was difficult to alter something unconscious that was hidden in symbols and mythology and that functioned as the fabric which helped to keep an organisation intact and viable. Burke also stated that to change something deeply imbedded in organisational life required transformational experiences and events.

**Educational Administration**

Educational administration as a field of study is only about thirty years old. Within that time human service organisations have become increasingly complex operations. There has been the introduction of highly developed and rapidly changing technologies, and the application of psychology to the work place. In addition public and private lifestyles have become very complicated. Milliken (in Bates, 1986:66) stated that schools as key human service organisations
have reflected the growing complexity of society. As agencies for the education of society's youth, schools have been expected to provide for learning in the traditional curriculum areas, to develop interpersonal skills in children, to ensure students leave school with the skills that will make them employable, and to have developed in the young an acceptable set of social values.

There is a history of input into educational administration from the scientific management theories of Taylor. This occurred because of the rapid growth of public schooling in the latter years of the nineteenth century. Campbell, Fleming, Newell & Bennion (1987:28-7) stated that in 1916 Edward Thorndike added psychological and statistical characteristics to the scientific movement in education. It was because of Thorndike's work that scientific testing became a part of the operation of schools. The tests introduced were IQ tests, these impacted significantly on the organisation of schools, the pupils and on the school's educational programs. In the 1940's the human relations approach of such as Mayo and Lewin reflected intellectual and social changes within and outside of education. As a result of the Hawthorne study into work group practices the processes for managing schools were re-examined.

Campbell, Fleming, Newell and Bennion stated in 1987 that educational administration was an applied field rather than an academic discipline. Also in 1987 Sergiovanni, Burlingame, Coombs & Thurston stated that educational administration included instructional leadership as central to the role of the Principal as manager in the school. Further signalling a difference in thinking they stated that the educational leader was concerned with the issues of purpose and direction.

Hughes (1990) stated that educational administration involved both structure and process. That what was achieved in terms of quality and quantity would depend crucially on the leadership provided to the educational enterprise.
Evers and Lakomski (1991:1) stated that since the mid 1970's educational administration had moved from models of theory, based on organisational theory, to a more diverse approach. The traditional scientific view of knowledge became to be seen as inadequate as a basis for social sciences. The scientific view ignored matters such as values, human subjectivity, and the social and political context in which organisations exist and administration practices occur. As society grew in complexity then educational practices and the theories which underpinned them had also to become more diverse in their base.

Educational administration in Australia has been influenced by practices such as the Effective Schools movement and the drive for Excellence as seen in the United States. In the 1980's education borrowed 'quality' practices from the business world. These practices frequently denoted TQM (Total Quality Movement) were based on the fourteen points of Deming, Juran's Trilogy, and Kaoru Ishikawa's Thought Revolution (Bonsting:1992:5). Bonstingi described TQM through tenets or 'four pillars of Total Quality Management':

- The organisation must focus, first and foremost, on its suppliers and customers.
- Everyone in the organisation must be dedicated to continuous improvement, personally and collectively.
- The organisation must be viewed as a system, and the work people do within the system must be seen as ongoing processes.
- The success of Total Quality Management is the responsibility of top management.

Recently in some sectors of the NSW education system the concept of Total Quality Management (TQM) has been introduced. The Total Quality Movement in NSW education relies significantly on the work of John Paine a NSW secondary school Principal. Paine adapted the ideas of Dr W. Edwards Deming who brought quality to the production lines in Japan after being ignored in the United States. Paine, Turner & Pryke (1992:15) stated that in a in a school TQM was the provision
of quality service to the community by working as a team using a scientific, or data-based approach to studying processes or developing strategies which lead to long-lasting and continuous improvement. TQM represented a significant shift in the focus of management of school leaders.

Maxcy (1994:1-4) stated that there had been a change in educational administration from rational and technical methodology to a focus on values, relationships, and the changing cultural context within the school.

In 1996 Evers and Lakomski (xiii) referred to the past weakness of the traditional positivist approaches which "ruled out" values and alternatives in educational theory. They further stated that there had been continual growth and change in educational administration thinking which broadened the base of theory and practice.

Change

The organisational change considered in this study was similar to that discussed by Barnes (in Vroom (ed), 1967:72). Barnes provided an insight into the change process in organisations. He stated that in this process pressures for improvement from both inside and outside the organisation began to 'unfreeze' thinking. The change initiator then gained the support of the change agents (school Principals) who agreed to try out the change proposals. Resistance to the change was formed amongst some who feared loss of status, loss of prestige, or loss of influence. Whilst others found implementing the change workable. Barnes also stated that in time change proposals become part of the organisation's way of life (the culture of the organisation).
Hall & Hord (1987:4) stated that the Concerns Based Adoption Model (CBAM) provided ways to label the change process phenomenon, to take positive action in facilitating change and to predict effects. For new technology and innovation to be used effectively the users had to become confident and competent in their use. Extensive observation and research has shown that the Principal can make a positive difference. The Principal is the most obvious person to provide leadership in that the Principal is:-

- on-site,
- legally responsible,
- knowledgeable about and in touch with the setting and context,
- at the centre of communication lines, and
- in control of resources.

Also that the Principal has the power base to make a difference.

A precondition of the CBAM model was that the change facilitator understood how the clients perceived the change and adjusted what he/she did accordingly at the appropriate time.

Greenfield (in Crowther, 1990:14) stated that organisations changed as rapidly (or as slowly) as the ideas of their members, especially those members whose backgrounds and actions made them leaders. Hall & Hord (1987:23) stated that meaningful change was a process which took years rather than being a singular event or decision point. Both of these reflections on change indicate that time is an important factor in any organisational change. The time element in a system imposed change is usually an element that the school Principal can manage to adjust to the needs of the school.

Romberg and Price (in Griffen Ed, 1983:167) found that the response to radical innovation might well be actual change where there was understanding and an attempt by staff to implement the
change. If there was no understanding of the change and no attempt to implement it by staff then the change remained nominal. This nominal change meant that labels associated with the change were adopted by the staff but no changes were made in their behaviour. Romberg and Price also stated that Principals needed to gain commitment through participatory decision making practices to implement innovative change.

Jenkins (1991:140) stated that change was problematic when it was seen as unusual, and when it came as a shock to staff. He found that when change was seen as continuous and inevitable it assumed a normality which removed much of the anxiety and apprehension surrounding the change. Principals have to make sense of change in order to maintain continuous improvement in the school.

Burke (1992:148) stated that in organisational change when

"newness is thrust on organisational members, replacing ...former ways of doing things with no time to disengage and finish the business of the former way, they will spend energy trying to deal with the incompleteness".

This energy, Burke stated, might take the form of:- continuing to simply talk about the former ways; or criticising the new ways as imperfect; or even sabotaging the new ways.

Burke (1992:152) stated that managers of change often relied too heavily on a singular system lever, such as structure, to move the organisation to a desired change. In a study of organisational development efforts in 1984 Burke, Clark and Kooperman (in Burke, 1992:152) found that the intervention most associated with lack of success was a change in structure and that the intervention was the only change made.
Crowther (1991:14) questioned whether fundamental improvements in education could be brought about by changing structures. To answer this question Crowther (1991:14) referred to the theories of Thomas Greenfield. Thomas Greenfield argued that 'structures' existed only in people's minds and that it was the mind itself that had to change if education was to be redirected in any way. In NSW school leaders have to change the thinking of their co-leaders and other staff in order to effect change in educational practice in the classroom.
2.2.2 COMPARISON BETWEEN the THEORIES RELATING to MANAGEMENT and EDUCATIONAL ADMINISTRATION

Drucker (in Jenkins, 1991:166) stated that management was mainly about:-

. valuing human beings and making their strengths effective and their weaknesses irrelevant;
. ensuring that the organisation has 'clear and unifying objectives';
. providing opportunities for staff to grow and develop;
. building on communication and individual responsibility;
. introducing many measures of performance as a means of continuous improvement;
. satisfying the customers.

Campbell, Fleming, Newell & Bennion (1987:6) stated that educational administration has been recognised as an applied field rather than as an academic discipline. Educational administration draws on multiple bodies of literature from public administration, business management, military leadership, and hospital administration. When considering influences from areas of knowledge today then one would have to add the influences from Psychology and Sociology. Sergiovanni (Sergiovanni, Burlingame, Coombs & Thurston, 1987:135) stated that because schools were labour intensive, it was useful to view educational administration as an applied science. Sergiovanni considered educational administration to be an applied science because it relied on concepts, insights and practices from the various disciplines and from the study of organisations and administration in general.

The literature relating to leadership in educational administration and business management has appeared to become increasingly similar in concepts during the process of this study. The workplace has been constantly changing in response to issues such as:- economic pressures; the
The role of a Principal in a school is complex in nature. An effective Principal requires the capacity to move between modes of behaviour which satisfy all the expectations held of: an instructional leader, a 'manager' of an organisation, a transformational leader, and a partner in school community decision-making.
Leadership

The examination of leadership in the Principal's role was fundamental to this study. The role of the Principal in NSW, since the implementation of the recommendations in *School-Centred Education*, required skilled leadership to implement the changes in educational administration. A particular requirement of this leadership was that demanded by devolution of responsibility for finance and personnel in a climate of full community participation.

Leadership is complex in the extent and variety of its aspects. Cartwright and Zander (in Hoy & Miskel, 1982:224) described leadership behaviour in terms of two sets of group functions, goal achievement and group maintenance. Etzioni (in Hoy & Miskel, 1982:224) expanded the theories of Talcott Parsons. Etzioni stated that every 'collectivity' had to meet two basic needs. These were the 'instrumental' needs of mobilisation of resources to achieve the task; and the 'expressive' needs of group members for social and normative integration. Stogdill (in Hoy & Miskel, 1982:225) provided twelve dimensions of leadership presented in Table 1. Stogdill collected these dimensions into the two aspects of 'system-oriented' and 'person-oriented' behaviours.
<table>
<thead>
<tr>
<th>System-Oriented</th>
<th>Person-Oriented</th>
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<tr>
<td>Production emphasis-applies pressure for productive output.</td>
<td>Tolerance of freedom-allows staff members scope for initiative, decision, and action.</td>
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<tr>
<td>Initiation of structure-clearly defines own role and lets followers know what is expected.</td>
<td>Tolerance of uncertainty-is able to tolerate uncertainty and postponement without anxiety or upset.</td>
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<tr>
<td>Representation-speaks and acts as the representative of the group.</td>
<td>Consideration-regards the comfort, well-being, status, and contributions of followers.</td>
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<tr>
<td>Role assumption-actively exercises the leadership role rather than surrendering leadership to others.</td>
<td>Demand reconciliation-reconciles conflicting demands and reduces disorder to system.</td>
</tr>
<tr>
<td>Persuasion-uses persuasion and argument effectively; exhibits strong convictions.</td>
<td>Predictive accuracy-exhibits foresight and ability to predict outcomes accurately.</td>
</tr>
<tr>
<td>Superior orientation-maintains cordial relations with superiors, has influence with them, and strives for higher status.</td>
<td>Integration-maintains a close-knit organisation and resolves intermember conflicts.</td>
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</table>
Early research on leadership considered theories such as the Great Man, Environmental, Personal-Situational, Interaction - Expectation, Humanistic, and Exchange (Stogdill, 1974:7-22). These theories relied on distinguishing characteristics of the leader and then attributing that leader as a particular ‘type’.

Foster (1986:3-6) stated that four models dominated hierarchical leadership studies:

(i) traits model - which presented idealised characteristics e.g. intelligence, physical appearance, confidence, ability to communicate, etc. This model implied that leaders were born and selected rather than developed and trained. There were found to be too many traits and leaders were found to be varied in their approaches at different times.

(ii) behaviours model - which emphasised whether the leader was employee or task oriented. Alternatively whether the leader was both or neither employee and task oriented.

The belief for this model was that managers could be trained to be both employee and task centred.

(iii) contingency model- which focussed on the match between the style, group, task, and position of power of the leader. This model considered the match between the leader’s motivational structure (a trait) and the situational context. The model suggested that group performance could be improved by modifying the leader’s style or modifying the group-task situation. (Fiedler, 1967:151)

(iv) decision style model - this model was developed by Vroom and Yetton. The model used contingency theory to build a prescriptive analysis of how decisions should be made. Vroom and Yetton described five leadership styles which ranged from autocratic to participative.

This model recognised that there was no particular leadership style which was most effective in all situations, rather that the effectiveness of one’s leadership style was contingent on the work situation.
Educational administration studies have made significant use of the Leader Behaviour Description Questionnaire (LBDQ) (Hoy & Miskel, 1982:226). The LBDQ required subjects to describe the behaviour of the leader on a five-point scale: always, often, occasionally, seldom, or never. Greenfield (1979:178) stated that "at best the LBDQ gives us a single Brownie shot of a complex and obscure process". Greenfield further stated that the questionnaire did not provide information about what occurred before and the results were no prediction for the future behaviour of the leader.

Calder (in Hall & Hord, 1987:30) stated that school leaders' successes (and failures) did not come solely from what they did but from what their followers expected them to do and perceived that they were doing. If this was so then Principals, who were aware of teachers' perceptions of their efforts and of their own perceptions of others' behaviour, would probably be more successful. A style successful in one school may not be successful in another. Hall and Hord (1987) asked 'if style is the gestalt of a leader's behaviour, knowledge, concern and tone then it is probably not changed easily'. Hall and Hord recognised that leadership behaviours changed continuously.

Jago (in Hall & Hord, 1987:27) stated that successful leadership ..."is a function of behaviour not traits, that is, adjust behaviour to suit the situation". Jago maintained that leadership behaviour depended on follower needs and dependencies, follower ability, the degree of task satisfaction, and the expectations of followers.

Foster (in Smyth, 1989:39-41) saw leadership as a real phenomenon, that did make a difference. Foster discussed leadership from two viewpoints. Firstly, the viewpoint of the 'political - historical' discipline, which described two types of 'great man' who displayed transactional or transformational leadership. Secondly, 'transactional' leadership, which was seen to be based on exchange relationships between leader and follower. Foster stated that much of political leadership was transactional. Within schools transactional leadership can be seen in the Principal's relationship,
with for example, unions, individual teachers, and parents. In this type of leadership concessions and negotiations need to be made, accommodations worked out, and a more or less popular support for the leader developed through the manipulation and interplay of various social forces. Silver (1983:131) stated that there was a substantial body of research to indicate that a highly transactional style was associated with most measures of effectiveness. This leadership style was characterised by very frequent system-oriented behaviour and very frequent person-oriented behaviour.

The second viewpoint which Foster discussed was transformational leadership. Foster (in Smyth, 1989:45) called transformational leadership, 'real leadership'. Foster stated that this was the ability which an individual had to envision a new social condition and to communicate this vision to followers. Foster stated that transformational leadership had taken leadership from a 'concept of power to a how-to manual for managers'. Foster further stated that transformational leaders were those who led an organisation to greater profits, satisfied employees, and achieved better performance through providing the illusion of power to subordinates. Foster stated that:

"The idea of leadership as a transforming practice, as an empowerment of followers, and as a vehicle for social change has been taken, adapted and co-opted by managerial writers so that new leadership appears as a way of improving organisations, not of transforming our world. The language of leadership has been translated to the needs of bureaucracy."

The behaviours of a transformational leader would seem to be essential to Principals in NSW managing the changes introduced by devolution.

Caldwell and Spinks (1988:174-177) stated that in educational leadership vision was important in the process of change. Vision was not sufficient of itself, the educational leader had to gain the
commitment of others to that vision and then ensured that the vision shaped policies, plans, and day-to-day activities in the school.

Leading change in NSW State schools in the years following the implementation of the recommendations in *School-Centred Education* has placed many Principals in role conflict. Principals were employed because of their excellent teaching and educational skills. The management of schools requires the Principal to effectively balance the administrative tasks essential to maintain school function and also to lead the instructional program. There are tensions for competing time between administrative and instructional duties. This study will show that role tensions are increased significantly for the Principal when the demands from the devolved system encroach on the instructional role has been that most highly valued.

**Role Theory**

In 1966 Katz and Kahn (in Silver, 1983:246) stated that 'role' was the smallest unit of analysis in the discipline of sociology whereas personality was the largest unit of analysis in the discipline of psychology. The blending of these two constructs was the benchmark of the psychosocial perspective in the study of organisations. Katz and Kahn considered that a phenomenon of major concern was role conflict. They described role conflicts as:-

- nomothetic - of competing, discrepant or inconsistent expectations or those in which the expected behaviours were impossible in the existing situation.
- ideographic - those triggered by contrasting needs within an individual or by several individuals' clashing needs.
transactional - those in which there was a disparity between the individual's personality (need dispositions) and the individual's role (expectations).

Role is also impacted upon by culture. Cultural setting has a direct impact on the school as well as on the individuals who participate in the school. Each role within a social system is cumulatively created and modified as a result of perpetual negotiation between the position occupant and other position occupants. The evolutionary nature of roles is implicit in the transaction between the dimensions (Silver, 1983:250). Roles enable people to become system components interacting with other human components to accomplish social purposes which transcend the individual's goals. Halpin (1966 in Silver, 1983:251) found that leader behaviours consistently exhibited two basic dimensions:- behaviours directed toward maintaining the system; and those directed towards maintaining harmonious human relationships. This study will reflect tension for NSW government Principals between balancing their role as the representative of the Department of School Education and relationships with staff during a time of seemingly non-educationally based change.

There is potential conflict for Principals in the behaviours demanded by the restructuring process in NSW. The Principals in this study will describe their increasing use of time and energy in 'interviews' which maintain and enhance relationships whilst filtering for their staff the demands of restructuring.

Role theory was important to this study in clarifying the manner in which the role of the Principal in NSW government schools had altered since the introduction of the recommendations of School-Centred Education. Role conflict was of major concern for Principals in NSW government schools as schools hold a variety of goals each of which implied a slightly different ordering of institutional roles in patterns that might not be congruent with the directions demanded by the education system.
Sergiovanni (1982) stated that much of the literature on educational leadership relied too much on what leaders actually did and how they behaved and not enough on the more symbolic aspect of leadership - the meanings they communicated to others. Sergiovanni distinguished between the tactical and strategic aspects of leadership. He stated that the emphasis on tactical requirements of leadership reflected the broader management culture of Western society. Sergiovanni indicated that such values as efficiency, specificity, rationality, measurability and objectivity, combined with the belief that good management is tough minded, were a part of that broader management culture.

Mulford (1990:26) stated that in Australia emphasis was frequently given to the tactical requirements of educational leadership because they were specific and easy to teach and learn. Tactical requirements were also easily measured, and they could be readily packaged for workshops. Missing from these tactical issues were the holistic values of purpose, goodness, and importance, as well as an emphasis on long-term quality schooling.

This study will show that NSW Principals have not experienced formal training except of an ‘ad hoc’ nature and that related to system requirements. At the 1996 NSW Secondary Principals’ Council Annual Conference Doctor Ken Boston, the Director General of Education in NSW, stated that in the newly ‘deconstructed’ education system it was the Principal’s role to “be the instructional leader of a public school”. Boston further stated that the reculturing of the NSW education system depended on the quality of leadership of the Principal to develop new values, beliefs, norms, and new ways of teaching. The lack of formal professional development as will be indicated by the Principals in this study did not appear to be addressed.
2.2.3. **SIMILARITIES BETWEEN SCHOOLS and OTHER ORGANISATIONS**

There are similarities between schools and other organisations. Pitner (in Griffiths, Stout & Forsyth, 1988:287) listed characteristics of administrative work:-

- low degree of self-initiated tasks
- many activities of short duration
- discontinuity due to interruptions
- superseding of prior plans by others needs in the organisation
- face-to-face verbal contacts with one other person
- variability of tasks
- extensive network of individuals and groups both internal and external to the school and district
- hectic and unpredictable flow of work
- numerous unimportant decisions and trivial agenda
- few attempts at written communication
- events occurring in or near the administrator's office
- interactions predominantly with subordinates
- preference for problems that are specific, concrete, solvable and currently pressing.

Characteristics similar to these appear consistently in research into the work of the Australian school Principal by Willis (1980 &1990); by McCrae, and also O'Dempsey (unpublished theses reported in Mulford, 1990).

Beare (1989:17-18) discussed the 'post-industrial organisational format' which he described as replacing conventional bureaucracy. Characteristics of this which Beare indicated had implications...
for schools were:

- smaller units within a larger corporation, what goes on inside each unit does not affect the whole.
- the flow of information within the whole and amongst its parts was not dominated by hierarchy.
- the units did not need to be ordered in a hierarchical way, rather collegially.
- it fell to the unit manager to mediate the demands emerging from his/her staff, peers in other units, the central organisation and the units clients. The unit manager had therefore been described as the 'man in the middle', an information broker, a negotiator and facilitator.
- the units were expected to be pro-active, anticipating rather than reacting to events.
- all senior managers have the responsibility to promote or to preserve the culture of the organisation.
- unit managers tended to carry the full range of managerial tasks which once belonged to the head office.
- the unit manager must operate collegially in the whole organisation, not adopt a 'top-down' or 'boss' mentality.

Snyder (1988:4) stated that research showed productive organisations shared several characteristics including, goal orientation, collaborative decision making, work groups, goal-based staff development, regular on-the-job coaching, quality control, and management of organisational development.
Peters and Waterman (1984 in Mulford:15) claimed that there were eight basic attributes of excellent companies, all of which applied to schools today:-

. A bias for action.
. Close to the customer.
. Autonomy and entrepreneurship are characteristic.
. Look for productivity through people by treating the employee or the senior manager in a similar fashion.
. Hands-on, value driven organisations with values that were handed down from generation to generation, manager to manager, and employee to employee.
. Stick to what they know or do well.
. The management structure is simple, with no complex reporting structures, and the minimum of management levels.

Roueche and Baker (in Kimbrough & Burkett, 1990:20) conducted an extensive study on characteristics of successful Principals and compared their findings to those of Peters and Waterman. The common skills of Principal and manager which they listed were:-

. Flexibility in autonomy and innovation
. Cohesiveness within the organisation
. Commitment to mission
. Recognition of staff
. Problem solving through collaboration
. Effective delegation
. Focus on teaching and learning.

International Best Practice in Leadership and Management Development in the Karpin Report (1995:33-34) listed competencies of successful managers as:- leadership; strategy; business
Rebore (1985:38) stated that corporations had traditionally considered the stockholder as the most important in company priorities, then the customer, with the welfare of the employees last. The effect of this model had been decreasing employee productivity and other personnel problems such as high absenteeism. Rebore indicated that many Japanese firms had reversed this model, and made the welfare of the employee their top priority, with customer welfare next and stockholder welfare last in line. The effect had been to increase productivity and commitment by workers to the organisation. Rebore also stated that the United States of America and Australian companies had only in recent years looked to worker participation in management as they lost share of world markets.

The practices underlying these experiences have been commonly referred to as Total Quality Management. The implications, for an educational organisation, from these successes in businesses in Japan, the United States and more recently Australia, were to make the welfare of the administration, teachers, and other employees the first priority of the school system. Staff members who believed they were respected, trusted, and appreciated by the school administration would be productive employees. In turn the students and parents would receive a higher level of service.

Further evidence of the importance of the employee relationship with the organisation was provided in the United Kingdom. Jenkins (1991:82) conducted a survey to find the hundred best companies in the United Kingdom. Jenkins found that the companies defined as 'best', on the basis of productivity, had a very caring attitude to workers. Jenkins stated that this contrasted with the not-so-good companies where 'watching your back was the most pressing business of the day'.
Rebore (1985:39) stated that writers in the area of education had historically used the term administration rather than management. Rebore further stated that the distinction between administration and management was never clear and that the literature tended to use the terms interchangeably. Rebore defined management as controlled action that led to outcome. Rebore also indicated that management in educational institutions could be 'defined in the same way, but somewhat more elaborately'. The difference Rebore found was that the management of school and system goals can only be achieved through the management of other professionals' actions.

The way in which people in an organisation behave builds and reinforces the 'culture' of that organisation. Deal and Kennedy (in Cowell, 1987:65) found that:

"values are the bedrock of any corporate culture...Therefore one of the most important jobs of the manager is to shape and enhance values".

If the successes of Total Quality Management (TQM) techniques and the characteristics of 'best' organisations were applied in schools to attain desired outcomes for students, then it would seem that the development of an interactive, participative, constantly improving, caring culture would be essential. Rebore (1985) and Jenkins (1991) indicated that the well-being of the school's professional members and its students was significant to the development of a productive culture.

Bonstingl (1992:9) stated that to promote TQM in schools

"top leadership must acquire the resources, inspire the troops (especially when the going gets tough), and ... demonstrate openly and decisively an ongoing personal commitment to TQM".

Bonstingl further stated that training was essential, that schools had to invest resources in training by educators who had the capacity to build bridges of "linguistic understanding between business and education".
The Karpin Report (1995:25) stated that the organisation of business was undergoing a major change. The large organisation of the future would have no more than half the levels of management of its counterpart to-day and no more than one third the number of 'managers'. The Karpin Report (1995:30) further stated that the new non-symmetrical organisation would place a premium on networking and collegiate skills. The senior manager of the future would need to be able to build relationships with colleagues and require the social skills, sophistication and flexibility to draw value from such relationships as well as assist others to take value from them.

The 'flatter' structure of organisations of the future described previously from the Karpin Report has been reflected in the NSW Government decision in October 1995 to 'destructure' the NSW Department of School Education by removing education regions. The future removal of 'districts' would more closely 'fit' the Karpin Report description of a future organisation.

2.2.4 DIFFERENCES BETWEEN SCHOOLS AND BUSINESSES

Schools are complex organisations which must respond to demands from multiple sources. This complexity of a school as an organisation has been discussed by many educational administration theorists. Hall & Hord (1987:29) stated that schools tended to be changing and stable at the same time, that is, implementing new programs within the same organisation and vice versa. Hall and Hord (1987) indicated that schools differed from business in that:

- the measures of success were frequently derived from the performance of non adult, non employed individuals, the students.
staff in schools had a great deal of autonomy in carrying out their responsibilities.

- there was a great deal of work related, horizontal communication.

- the line workers (teachers) could have a great deal to say about how a school was run.

Duignan (1989:5) stated that life in schools was complex with uncertain, unclear goals; uncertain technology with no one best way of teaching; and fluid participation by staff and students because a large number of staff and students move in and out each year. Duignan indicated that connections between goals and activities were difficult to establish and that cause-and-effect relationships were tentative. Duignan further stated (1989:6) that ‘nothing in school life is definite or certain any more’ and that educational managers had to develop new ways of thinking and acting to be effective. Duignan indicated that once educational managers had appreciated the complexity and uncertainty they could respond by applying the multiple theories, perspectives and frames described by Bolman and Deal (1984:4-7) to their decisions. The frames Bolman and Deal (1984:4-7) used to consider management practices were:- structural; human resource, political, and symbolic.

Johnson (in Bates, 1986:43) found schools complex due to:-

- conflict of generations

- professionalism of teachers and their pursuit of occupational careers

- varying characteristics of local communities

- demands of politicians and administrators

- characteristics of local labour markets

- it is less easier to identify conflicts of interest resulting from class and gender.

Nadebaum (1991:5) stated that educators did not have control of enough of the intervening variables between inputs and outcomes. In this way education varied from manufacturing industries
and, to a lesser extent, from other service industries. Another factor Nadebaum considered was that teachers were some of the most multiskilled workers in Australia.

Labour market pressures have placed a requirement on educational institutions to make workplaces more attuned with the changing needs of the workforce. Nadebaum (1991:7) stated that there was a need to make the workplace attractive to top performers through such as aspects as money, career, and status. Nadebaum further stated that no one had been advising people to enter teaching. Career development in work placements including schools has to be seen to be possible by employees. Without promotion workers need job enlargement and reality leadership. (Argyris in Campbell, Fleming, Newell & Bennion, 1987:112)

March (in Johnston & Yeaky, 1986:29) stated that education was labour intensive and that educational administration involved many people for short periods of time working in a loosely connected way. March indicated that classrooms were independent of each other, this had significant implications for implementation of organisational goals. There were many ways to teach content and to manage a classroom. Unlike the evaluation processes for measuring the productivity of a business organisation, measurement of many aspects of a school's curriculum has proven to be a complex and nebulous process. March stated that standard techniques for decision making and standard ways of learning from experience were undermined by ambiguity in educational administration. Purkey and Smith (in Duignan, 1989:7) stated that schools were not amenable to command structure approaches, or to the imposition of discrete policies by fiat. They further stated that the building of consensus among staff on specified norms and goals should be the focus of any school improvement strategy.

Willower (in Campbell, Fleming, Newell & Bennion, 1987:19) stated that school personnel had a commitment to the welfare of others and a spirit of selflessness. Willower further found that school
personnel were sensitive to community standards and demands. There was no ready evidence in the literature of business management which indicated that these were areas for consideration or action by business organisations.

Hoy & Miskel (1982:151) stated that teachers differed from business employees in the workplace relationships. Hoy and Miskel indicated that teachers had more problems with subordinate (student) interpersonal relations than with superordinate (e.g. Principal) relations.

Jenkins (1991:23) stated that the concept of the professional as administrator was important to the understanding of school leadership. The implication of not separating the professional from the administrator roles was to imply that there was something distinctive about education. Jenkins criticised the model which assumed that the management function could be split off from the professional function. Jenkins stated that this model incorporated the belief that management was similar in all organisations, that schools could be managed by anyone with management skills and knowledge, and that academic leadership would be supplied by the professional. Jenkins further stated that it was the need of professional competency to be integrated with management competency which marked school leadership out from other forms of leadership. Jenkins recognised that the 'professional' school leaders had a deep understanding of the philosophical and practical bases of education.

Glasser (1990:17) stated that teachers were managers. Most managers manage workers who, unless they are seriously underpaid, accept that what they are asked to do is reasonably need-satisfying or they leave or get the sack. Glasser said that this was not so for students some resist all the way, actively and passively. Glasser (1990:123) further stated that whilst all managers deal with absenteeism and low productivity, teachers were among the few managers who must deal with disruptive workers. For most workers there was a relationship between their productivity and their
remuneration. Glasser (1990:19) indicated that for teachers there was no relation between how effective a teacher taught and the pay received. There was no direct financial incentive for expending the time and energy needed to do a hard job better.

Distinct differences between business organisations and schools were noted by Goodlad (1984:29) who stated that a school's function ranged from baby sitting, to job preparation, and intellectual development. Goodlad recognised that schools were compulsory and that the clients did not seek their services, so students sought to satisfy their interests and find relevance as best they could. These elements of compulsion to attend the school and participate in the established curriculum provided the basis for conflict and a challenge to the personnel of a school to find ways to maintain effective teaching.

Caldwell (1993:5) stated that

"the most valuable lesson (for school education) from the corporate sector was the importance of...aligning responsibility, authority and accountability".

Caldwell further stated whilst Principals had been responsible for what occurred in their schools, they had generally lacked the authority to make the kinds of decisions which were consistent with that responsibility. For example, the selection of staff, and determining the best mix of resources to address priorities in the school plan.

In this study Principals indicated that NSW Principals feel that they are accountable and responsible but hold no real authority to effect educational change because of limitations imposed by resources and statewide curriculum demands restricted by Board of Studies requirements.
Leadership and management have been subjects for ongoing investigation and discussion. In 1957 Selznick made a distinction between the two on the basis that a leader was concerned with 'critical' as opposed to 'routine' decisions in the organisation. Selznick also indicated that critical decisions have to do with the definition of purpose of the organisation. Selznick maintained that leadership was not equal to office-holding, but rather concerned with statesmanship. Selznick further stated that leadership in particular was about the maintenance or transmittal of values which steer the direction of the organisation.

Burns in 1978 (in Foster, 1986:10-14) explored the theme of leadership further. Burns described leadership as a special form of power, not power over but power which motivated the utilisation of resources to achieve certain goals. As discussed earlier in this chapter Burns major distinction was between the types of leadership, that is transactional and transformational leadership.

Tucker (in Foster, 1986:10-14) examined leadership in 1981 and agreed with Selznick that routine situations were considered administrative. Leadership for Tucker could involve activities which were political in nature and were responses to a problem situation.

In 1984 Bennis (in Foster, 1986:10-14) reinforced Burns' and Tucker's conclusions about management and leadership. Bennis stated that leadership was the ability to reach the souls of others in a fashion which raised human consciousness, built meanings, and inspired human intent. Bennis indicated that that was the source of power in leadership.
Rost discussed leadership (1991:102) stating that four essential elements must be present for leadership:-

- The relationship is based on influence.
- There must be leaders and followers and the relation is inherently unequal.
- The leader and followers must purposefully desire real changes.
- Leader and followers develop mutual purposes.

Silver (1983:126) stated that the major constructs in leader behaviour were that leadership was:-

(i) System-oriented in meeting organisational goals, this would include actions that were intended to clarify roles of the participants and would have a production emphasis, an initiating structure, representation of groups, role assumption, persuasiveness and superior orientation.

(ii) Person-oriented which was directed towards satisfying individual needs and included tolerance of uncertainty, tolerance of freedom, consideration, demand reconciliation, integration, and predictive accuracy.

Thompson (in Hannaway & Crowson, 1988:207) stated that in to-day's rapid educational change there was a need for transformational leadership which freed people to make a difference both for themselves and the institution. Transformational leadership which involved more than the modification of old ways, which required the acceptance of new goals that transcend the normal boundaries of an organisation and the recognition of new challenges in the broader environment. Thompson stated that the changes in education today mean that incremental improvements in school leadership would not be sufficient because of:-

- the growing contribution of education to economic growth;
- major demographic trends;
- the revolution in information technology;
shifts in family patterns;
the social impact of drugs etc.; and
the need for better academic achievement and stronger thinking skills.

Bridges (in Tichy & Devanna, 1986:64-71) described leadership of change in three acts:-

Act I 'Endings' with the stages of disengagement, disidentification, disenchantment and disorientation.

Act II 'Transition' the moving on with fluctuations in behaviour from optimistic to pessimistic.

Act III 'Revitalisation' the individual has made the adjustment and is able to release energy to deal with the new situation.

These 'acts' provide a useful scenario to describe the effect on Principals of change within an education system. In NSW since the implementation of the recommendations in School-Centred Education change has been continuous with no opportunity for the 'acts' to work through their cycle. In this study Principals will describe the effects for them of the continuous and rapid change in the NSW education system from 1990.

Jenkins (1991:25) stated that organisational culture has become an increasing focus for studies in management. Organisational culture has been described by Jenkins as a manifestation of values or ways of looking at things which become solidified into a culture. This culture was recognisable by members of the organisation and they subscribed by acting in accordance with this culture. The shaping of culture has been seen to be one of the prime tasks of the leader. This has been achieved through the establishment of norms and values, a clear enunciation of philosophy and the creation of symbols, ceremonies and myths which both create and reinforce the culture. Schein (in Smith and Peterson, 1988:118) stated that there were five ways in which leaders embedded and transmitted organisational culture:-
by what they paid attention to, measured and controlled.
by their reactions to critical incidents and crises.
by deliberate role modelling, coaching and teaching.
by their choice of criteria for allocation of reward and status.
by their choice of criteria for recruitment, selection, promotion, retirement and
'excommunication'.

Lipham (in Gorton, 1972:301) stated in 1964 that the administrator who adopted the role of leader
would be unable to spend all of the time on leadership but must devote adequate attention to
administering the school. Lipham doubted whether an organisation could successfully maintain itself
if the administrator spent all or most of the time initiating new procedures or goals. With the speed
and degree of change demanded by the world of the 1990's and the future thinking about leadership
has changed.

Principals in this study described how in response to external pressures most of their time has been
devoted to administrative matters. The Principals also indicated that they were "getting better at
ignoring" demands from outside the school and focussing on the education of the children.

Watkins in 1989 ( in Jenkins, 1991:17) argued that traditional views had nothing more to offer in
terms of leadership. Watkins stated that one of the major criticisms of existing theories of
leadership was that they were functionalist and assumed automatically the power of the leader and
top down control. Watkins further stated that these approaches took for granted the one directional
flow from the leader to the led and did not consider the morality of power and the relationship
involved between subordinates and leaders. The implication of these approaches was that
subordinates were to be manipulated. The renewed interest in leadership in the 1990's has been of
relevance to understanding the requirements for Principals in devolved schools. These Principals
require a type of leadership which combined instructional leadership with business management in managing the changes impacting on schools today.

Carlson (1996:136) provided a summary which delineated management and leadership:

<table>
<thead>
<tr>
<th>Action</th>
<th>Management</th>
<th>Leadership</th>
</tr>
</thead>
<tbody>
<tr>
<td>Creating an agenda</td>
<td>Plan and budget</td>
<td>Establish a direction,</td>
</tr>
<tr>
<td></td>
<td>Establish detailed steps</td>
<td>vision of the future and</td>
</tr>
<tr>
<td></td>
<td>Allocate resources</td>
<td>strategies for needed change</td>
</tr>
<tr>
<td>Developing a human network for achieving agenda</td>
<td>Organisation and staffing</td>
<td>Aligning people</td>
</tr>
<tr>
<td></td>
<td>Policies and procedures</td>
<td>Communication and direction</td>
</tr>
<tr>
<td></td>
<td>Methods and systems to monitor</td>
<td>by words and deeds</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Influence and creating teams</td>
</tr>
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<td></td>
<td></td>
<td>that understand directions</td>
</tr>
<tr>
<td></td>
<td></td>
<td>and accept its validity</td>
</tr>
<tr>
<td>Execution</td>
<td>Controlling and problem solving.</td>
<td>Motivating and inspiring,</td>
</tr>
<tr>
<td></td>
<td>Monitor and plan again to solve problems.</td>
<td>energising people by</td>
</tr>
<tr>
<td>Outcomes</td>
<td>Produce a degree of predictability-</td>
<td>satisfying human needs</td>
</tr>
<tr>
<td></td>
<td>potential for consistent results</td>
<td></td>
</tr>
<tr>
<td></td>
<td>expected by stakeholders.</td>
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</tbody>
</table>

Increasingly the current literature has brought together the skills and traits of management and leadership as essential attributes for the person responsible for an organisation or business.

The Importance of 'Culture' and 'Climate'

The success of change in organisations including schools is reliant upon fundamental changes in the beliefs and actions of the members of that organisation. These philosophical and accompanying behavioural changes alter the culture and climate of the organisation which determine the way in which that organisation will continue to function.
Ouchi (in Hoy & Miskel, 1987:246) stated that culture and climate in an organisation have been the subject of much subjective discussion and conceptual complexity and confusion. Ouchi defined organisational culture as "symbols, ceremonies, and myths that communicate the underlying values and beliefs of that organisation to its employees". Schein (1985:314) showed concern for confusion of organisational 'culture' with 'climate', 'values', and 'corporate philosophy'. Schein stated that culture operated at one level below the others and largely determined them. Schein further stated that climate, values and philosophies could be managed, but doubted if the underlying culture could be managed.

Culture applies not only to the human side of an organisation's functioning. It determines the ways in which the internal system of authority, communication, and work is organised and managed and also the organisation's basic sense of mission and goals. Schein (1985:314) stated that culture controlled the manager more than the manager controlled the culture. Schein indicated that culture was a shared view of how things should be. There has to be enough shared experience to lead to a shared view, and this shared view has to have worked long enough to have come to be taken for granted and to have dropped out of awareness. Schein (1985:7) stated that culture, in this sense, was a learned product of group experience and was, therefore, to be found only where there was a definable group with a significant history. Schein (1985:8) further stated that culture was learned, that it evolved with new experiences and could be changed if one understood the dynamics of groups and the learning process.

Hoy and Miskel (1987:247) suggested that the difference between climate and culture was that culture consists of shared assumptions, values, or norms; whilst climate was defined by shared perceptions of behaviour.
Bates (1986:4...3.50) stated that the purpose of the study of culture was to increase the control of managers and the effectiveness of organisations. Bates also stated that successful management was as much getting the culture right as it was in getting the technology right, or correctly assessing market forces. Again Bates raised the manipulation of culture by management to achieve organisational ends rather than the anthropological approach to culture which was about understandings.

In 1966 Halpin (in Hoy, Tarter & Bliss, 1990:261) was the first to conceptualise organisational climate. Halpin found that each school appeared to have 'a personality of its own'. Halpin designed the Organisational Climate Description Questionnaire (OCDQ) which examined the characteristics of the faculty group and the components of teacher-Principal interaction. Halpin described six basic school climates from 'open' to 'closed' and found that leadership acts emerged spontaneously from teachers and administrators in an open climate characterised by the reality-centred leadership of the Principal, a committed faculty, and no need for burdensome paperwork, close supervision, or a plethora of rules and regulations.

Hoy and Miskel (1987:236) used a revised version of the OCDQ and found that open secondary Principal behaviour was reflected in genuine relationships with teachers. This 'open' behaviour was where the Principal created an environment that was supportive and helpful, that encouraged teacher initiative and freed teachers from administrative trivia, so that they could concentrate on the task of teaching. Hoy and Miskel found that schools with open climates had less sense of student alienation.

Mulford (1990:26) supported Sergiovanni (1982) who stated that much of the literature on educational leadership relied on what leaders actually did and how they behaved rather than on the
more symbolic aspect of leadership. The symbolic aspects were indicated as the meanings leaders communicated to others.

If culture is important to people and the organisations in which they work, then it would seem that change must be measured and meaningful. The massive change in NSW educational organisation has impacted severely on the existing culture and Schein's (in Tichy & Devanna, 1986:37) warning about the 'gathering storm' was timely...

"In arguing that culture must deal with the problem of external and internal integration, I am implicitly accepting the notion that the human system cannot tolerate too much overload or too little sensing stimulation, nor can it cope with constantly changing signals. We require a fairly high level of predictability and certainty in order to relax enough to feel comfortable and seek novelty and creativity. From this point of view culture can be seen as a giant cocoon which we have invented for ourselves to be able to survive at all in a hostile environment and a potential human jungle."

Silver (1983:242) stated that there was a need to look at organisations as social systems with both sociological and psychological aspects. The sociological aspect of the system has been called the nomothetic dimension. Silver stated that, for a sociologist, society as a whole was made up of subsystems called institutions. Each institution was of a particular configuration of social positions called roles. Each role was associated with a particular set of expectations that people have about how someone occupying that role would behave. Silver stated that the psychological aspect of the system was the ideographic dimension. In this dimension, for the psychologist, each person was a unique individual. Each individual was characterised by a distinct personality. Each personality was defined as a set of need-dispositions that influenced behaviour.
In understanding NSW Principals it would useful to also consider the statement made by Silver (1983:250) "that society as a whole influences the personality of each of its individual participants". Also the statement made by Jenkins (1991:28) that there was a need for the Principal to understand the micropolitics of organisations and have the skills to negotiate, bargain, build coalitions, handle conflict and run meetings.

In 1975 Greenfield (in Jenkins, 1991:26) stated that there was no single abstraction called organisation but only the varied perceptions of actors within the organisation and how they acted in relation to circumstances in which they found themselves. Greenfield further stated that all social organisations have conflict and power struggles based on the different values of the organisational members.

Jenkins (1991:30) discussed the managerial model of looking at schools as organisations. This model holds a view that managers ought to be creating an efficient and economic organisation. The model stressed increased productivity through more effective use of resources. If this model is applied in NSW to the devolution of responsibility to government schools, the need to control cost and output would appear to lead to tighter supervision of the professional workforce, whilst pleasing the consumer would have high priority. In this model school leaders would exert increased centralist control. Some leaders would want to personally control activities in fear of the budget getting overspent and targets not being met. In this model process would become more important than people.
2.2.6 CONCLUSIONS

Whereas once educational administration and business management were considered discrete areas for research and theoretical discussion now there appears to be a blend of terminology and ideology and exchange of practices between the two spheres. This merging of ideas has been a response to a constantly changing world which relies on the integration of bodies of knowledge to maintain 'best' practice. There have been reports providing sufficient evidence of the differences between schools and businesses to require that leaders of schools have specific qualities and skills.

Leadership has been under close scrutiny and previous compartmentalised notions of leadership traits and behaviours are inadequate for the multi-faceted leaders required by today's organisations. In schools leadership has gained significance in the establishment, development and change of a school culture. Leadership has become significant also in the ability to respond to external influences whilst meeting the needs of the school community.

It would seem that theories relating to educational administration have undergone significant change in recent years. Greenfield has attacked traditional theories of educational administration. The basis upon which both Greenfield and Sergiovanni explained educational administration has changed to encompass the broad perspective from many theory bases whilst still attempting to create a discrete field. This attempt appears to have had little success in today's complex society with the blend of organisational processes and behaviour crossing all spheres combined with the information explosion and cross fertilisation of disciplines. The blend of management and leadership theories has been due to the need for persons from all areas to understand the management of people and resources in today's complex society.
The changed thinking about leadership has been articulated by McGregor who changed his own theory of leadership and management. As an industrial psychologist McGregor was known for his view that people should be given maximum opportunity to exercise initiative, but after a time as a college president he wrote:

"I believed...that a leader could operate successfully as a kind of advisor to his organisation...I couldn't have been more wrong...I finally began to realise that a leader cannot avoid the exercise of authority...It is a major function of the top executive to take on his own shoulders the responsibility for resolving uncertainties that are always involved in important decisions... He must also absorb the displeasure, and sometimes severe hostility, of those who would have taken a different course."

(McGregor in Hannaway & Crowson, 1989:290)

There remains a debate about what makes a good leader and what are the keys to their effectiveness. Hall & Hord (1987:27) stated that traditional approaches to the concept of leadership have taken the top-down functionalist perspective. These approaches have looked at chairmen, managers, Principals, and school executives and give those in a superior management position the mantle of leader whilst those in subordinate positions were relegated and socialised to the role of 'faithful follower'. Watkins (1986:3.) and Burns (in Rost, 1991:xii) stated that leadership studies underestimated the multiple and complex relationships in which leader and follower activists were involved. The superior as leader was seen as problematic in educational administration because most teachers were graduates and considered themselves as professionals.

There has been constant review and restatement of theory and views about organisations and educational administration. The difficulty of investigating the complex role of a school Principal was taken into consideration in the procedures used in this study as a consequence of the general
research and in response to the criticism by Greenfield of the LBDQ:

"At best, the LBDQ gives us a single Brownie camera shot of a complex and obscure process. We know that much went on before the photograph; we know much will go on after it; and we know that our fuzzy LBDQ snapshot represents only a tiny part of what was going on at the time it was taken."

(Greenfield quoted by Watkins in Smyth, 1989:14)

Greenfield also criticised organisational theory:

"The error most theorists make in thinking about organisations and the administration of them is to conceive them as somehow separate from life, ... conflict, accomplishment, ... and chance. The exclusion of both the human and humane, ... of passion and conviction... does leave a residue for study..."  (Greenfield in Crowther, 1990:14)

The subjectivity of the concepts related to educational administration have made studies in the area difficult and those undertaken frequently provided contradictory results. Silver (1983:195) stated that subjective values were not reliable in comparisons, and that instruments to measure school climate were questionable. Silver further stated that the most thorough instrument, the OCDQ, highlighted discrepancies, for example, pertaining to teachers’ and Principals’ personalities and to student achievements or achievement gains. In the experience of the researcher, the manner in which change was addressed in a school could be significantly impacted upon by one member of the school executive with a forceful personality and a negative view of the school and / or education system. As a result of personalities a Principal dealing with a system demanding rapid and significant change was thus affected by additional stress factors in the internal management of the school.
The complexity of the Principal’s task has become increasingly evident in the literature of educational administration. As long ago as 1983 Silver (1983:314) recognised that complexity in a statement which noted that ‘educational administrators’ performed such a variety of tasks and fulfilled such a range of functions that it was easy to lose sight of their primary purpose which was “to help students acquire knowledge, values and skills”.

Summary

In reviewing the literature of educational administration and that of business management it was clear that until the end of the 1980’s they were generally considered to be discrete fields of knowledge. The focus for management was on productivity whilst educational administration was focussed on instructional leadership. It was when both bodies of literature began to address a rapidly changing world, the necessity for organisations to change and leaders as agents of change that the previous disparate areas of research and theories began to converge. Beare (1989...10.4) clarified the difficulties in maintaining discrete areas of research and knowledge when he stated that:-

“Specialisation is no longer seen as a strength. There is increasing emphasis on generalist skills; the new organisation requires adaptable people who can turn their hands to several tasks and who view the organisational and professional world globally. This applies to managers as well as workers”.
Management theorists such as Drucker and Peters now discuss management principles in general. The principles of management are seen to be equally as applicable to education as to the business world. Jenkins (1991) stated that effective school leaders appeared to combine enterprise and proactivity with concern and integrity, a sort of caring entrepreneurism. The model of school leadership described by Jenkins has been adopted by many commercial organisations. Similarly the processes of Total Quality Management first espoused by Deming to develop effective business management have been adapted by educational leaders to take a similar role to improve school effectiveness.

This study has examined literature which considered the similarities and differences between leading and managing schools and businesses. Clear differences have been established by writers such as Hall and Hord (1987), Duignan (1989), Willower (1987), Glasser (1990), Nadebaum (1991), Carlson (1996) and Hough and Paine (1997).

Some of the significant differences between schools and businesses include:

- the clients in schools are non adult, non employed, and attend by compulsion;
- the staff in schools have a great deal of autonomy in carrying out their responsibilities, and are all graduates of tertiary institutions;
- schools must respond to governments and school bodies which may give directions which are not based on the prime reason for the existence of the school, education;
- schools do not have control of the variables of inputs and intended outcomes.

A new image of a school Principal is being formed, that of an educational leader who is responsible for all the administrative and educational aspects of a school. The effective Principal:- synthesises
global trends with local needs; manages physical, financial and personnel resources; integrates the school into the community; provides the means for students to achieve success and proceed to a career; and maintains continuous improvement in all aspects of the life of the school.

As previously stated the role of a Principal in a school is complex in nature. An effective Principal requires the capacity to move between modes of behaviour which satisfy all the expectations held of :- an instructional leader; a 'manager' of an organisation; a transformational leader; and a partner in school community decision - making.
CHAPTER 2. REVIEW OF THE RESEARCH LITERATURE.

PART III - THE ROLE OF THE PRINCIPAL.

Introduction

This chapter will examine the role of the Principal: historically; theories relating to the role; and worldwide, Australian and NSW approaches to the role. Also considered were the Principal and the effects of: change; stress; and the ambiguity and conflict of the role.

The role of the Principal has been explored at great length particularly in regard to leadership style and the effective school. Silver (1983:251) stated that roles enabled people to become system components interacting with other human components to accomplish social purposes - purposes that transcended the individual's goals. The system has an invisible boundary that separates it from its environment; thus the language, interaction styles, and affective ties among system members differentiate the system from its environment and serve to screen or filter inputs from the environment.

Principals seem to become socialised bureaucratically, that is as Principals gain experience in the school their personalities are submerged and they perform the appropriate bureaucratic role behaviour. In 1965 Bridges (in Hoy & Miskel, 1982:73) found that open-minded and closed-minded Principals with limited experience in the role behaved in predictably different fashions; however there was little difference in the role behaviour of experienced Principals. It seems more likely that bureaucracy will socialise the individual than that the individual will personalise the role.
In a study of Australian Principals in 1973, Brennan (in Silver, 1983:88) found that Principals did not behave in a bureaucratic manner. Wiggins (in Hoy & Miskel, 1982:73) found that elementary Principals were strongly influenced by the forces of bureaucratic socialisation. School bureaucracies mould Principals into roles devised to maintain stability. Silver (1983:88) also found that Principals grew to behave more like each other over time.

Watkins (1986:7), stated that in Victoria traditional views of the Principal as a leader with followers appeared to be less appropriate with the change to collaborative, participatory administration of schools. However, the interviews with NSW Principals in this study will suggest that as their accountability for whole-school finance gained significance then the desire to be in full control became paramount. One result of the devolution of responsibility to schools in NSW and the system organisation through clusters appears to have been the breaking down of differences between primary and secondary Principals. For example, both primary and secondary Principals now share similar concerns in regard to resource management.

2.3.1 HISTORICAL OVERVIEW

In 1974 Lipham and Hoeh introduced a discussion on functions of the Principalship when they stated that the Principalship represented a powerful position for effecting change in schools; that the Principalship held much in common with other administrative roles; and that the Principalship required a set of unique competencies. Later discussions varied significantly from this view as they recognised the commonality of skills for leadership and management in any circumstances.
required a set of unique competencies. Later discussions varied significantly from this view as they recognised the commonality of skills for leadership and management in any circumstances.

Leithwood (in Joyce Ed., 1990:71) stated that Principals varied widely in how they conceived of their role. Leithwood indicated that these variations were evident in four focuses:-

(i) An administrator or plant manager focus;

(ii) An interpersonal relations or climate focus.

These two aspects were used to maintain schools and reflected the practices of the majority of Principals.

(iii) A student development focus;

(iv) A program focus.

The last two aspects Leithwood stated were less common and relatively effective in improving student outcomes. These two aspects represented 'instructional' leadership.

Chubb and Moe (1990:91-99) stated that high and low performance schools appeared to be distinguished more by leadership, professionalism and team-work than by graduation requirements, or homework and written assignments. Academically successful schools were headed by purposeful educational leaders and staffed by teachers who worked with one another and the Principal as a community of professionals. Low performing schools looked less like professional teams and more like bureaucratic agencies.

Duke (1987:4) stated that many reports of studies singled out the Principal as the key to successful reform, or as Goodlad (in Griffin, 1983:410) stated "the school is the key unit for educational improvement...the Principal is the critical element". In the time of rapid and large scale change implemented in NSW in response to the recommendations in School-Centred Education the Principal was found to be the key to the successful management of that change.
In June 1996 the Director General of Education, Doctor Ken Boston, stated in an address to the NSW Secondary Principals' Council that the Principal was the 'fulcrum' in getting the 'top' and the 'bottom' to work together. Dr Boston further stated that nothing occurred in classrooms as a result of School-Centred Education and that the best examples of change in NSW schools were 'top' started but 'bottom' driven, for example Early Learning and the Joint Program between Schools and TAFE (JSSTAFE).

2.3.2 ROLE THEORY AND THE PRINCIPALSHIP

Lipham and Hoeh (1974:8) stated that the Principal's role had been continuously defined and redefined in the daily interactions of the individuals and reference groups with whom he/she worked. Role descriptions for Principals were derived from historical and legal precedents; the professional literature and school system policies. Lipham and Hoeh further stated that an understanding of role enabled the Principal to better understand, adapt, modify, and fulfil his/her significant role. Lipham and Hoeh indicated that Principals experienced role conflict as a result of the expectations for the many roles, 'hats', to be filled simultaneously. These were the expectations of the different reference groups; the different expectations within a reference group; and between the Principal's role and personal needs.
Australian observational studies of the role of the Principal were made by O'Dempsey in 1976; Willis in 1980; and Haslam in 1985. These studies have described the Principal's days as filled with work activities of extremely short duration, varied, changeable and often non-directed throughout the course of the day.

The competency movement in school leadership has provided many detailed lists of competencies. The American Association of School Administrators developed a comprehensive list of Goals and Competencies (see Appendix 15). A typical list outlining the basic competencies is provided by Jenkins (1991:164) in Table 3:-
<table>
<thead>
<tr>
<th>Prescription/competence area</th>
<th>Typical Behaviour</th>
</tr>
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<tbody>
<tr>
<td>See the future</td>
<td>. Develop and articulate vision</td>
</tr>
<tr>
<td></td>
<td>. Live the vision</td>
</tr>
<tr>
<td></td>
<td>. Plan with the vision</td>
</tr>
<tr>
<td>Empower staff</td>
<td>. Design new structures</td>
</tr>
<tr>
<td></td>
<td>. Relinquish power</td>
</tr>
<tr>
<td></td>
<td>. Create self-managing teams</td>
</tr>
<tr>
<td>Create fair and caring systems</td>
<td>. Care for and value staff</td>
</tr>
<tr>
<td></td>
<td>. Create a climate of integrity</td>
</tr>
<tr>
<td></td>
<td>. Select and promote staff on a fair basis</td>
</tr>
<tr>
<td>Offer strong instructional leadership</td>
<td>. Enact a coherent educational philosophy</td>
</tr>
<tr>
<td></td>
<td>. Be a leading professional</td>
</tr>
<tr>
<td></td>
<td>. Take an interventionist role</td>
</tr>
<tr>
<td>Demand high quality</td>
<td>. Put total quality management into operation</td>
</tr>
<tr>
<td></td>
<td>. Introduce quality measurement</td>
</tr>
<tr>
<td></td>
<td>. Treat staff as the key to quality</td>
</tr>
<tr>
<td>Delight the customer</td>
<td>. Put customer care into operation</td>
</tr>
<tr>
<td></td>
<td>. Create constructive partnership with customers</td>
</tr>
<tr>
<td></td>
<td>. Try collaboration rather than competition</td>
</tr>
<tr>
<td>Take risks</td>
<td>. Create an entrepreneurial climate</td>
</tr>
<tr>
<td></td>
<td>. Break down barriers to change</td>
</tr>
<tr>
<td></td>
<td>. Support champions of change</td>
</tr>
</tbody>
</table>
Duke (1987:33) noted that the Principalship could be characterised by two trends, growing ambiguity and complexity. Duke stated that ambiguity resulted, in part, from the fact that Principals were expected to accomplish different things by different groups. Duke further stated that that it was difficult to steer a course through these multiple and often competing sets of expectations whilst frequently each set of these expectations appeared to be legitimate and reasonable. Clear choices between right and wrong were seen to be rare for Principals.

In their studies on the Principalship Kimborough and Burkett (1990:49) found that the less successful Principals did not fail because they lacked technical knowledge, but because they did not understand the political dynamics of the staff and the interaction of that system with suprasystems.

One recurring theme in the literature on the Principalship is that the Principal's primary responsibility was as an instructional leader. Hall and Hord (1987:43) stated that if educational programs for students were to improve Principals must take the lead in instructional leadership. Cotton and Savard (in Hall & Hord, 1987:43) found that out of a study of twenty seven documents on the role of an instructional leader, there were several common successful behaviours in instructional leadership:-

(i) frequent observation and /or participation in classroom instruction;
(ii) communicating clearly to staff what was expected of them as facilitators of the instructional program;
(iii) making decisions about the instructional program;
(iv) co-ordinating the instructional program;
(v) being actively involved in planning and evaluating the instructional program;
(vi) having and communicating high standards and expectations for the instructional program.
Hall and Hord (1987:63) found that the most frequent contact Principals had with teachers was in the brief moments of conversation whilst walking down the hallway, stopping by the staffroom or between lessons. These opportunities provided a limited amount of time, normally less than two minutes, for assessing concerns and delivering a relevant intervention. Interviewing to gain information about concerns required a specialised set of skills, which included being able to ask appropriate questions, and knowing how to listen. The significance of these skills has implications for the professional development available for NSW Principals. For example professional development to enhance skills in: communication, interview, and building relationships.

Cowell (1987:49), in a study of devolution and effective school leadership in Victorian State high schools, noted that a new Principal could inherit an effective school which would not perform as well as in the past because of problems created in the past. A time lag through a succession of Principals could mislead school investigative teams and researchers as to the apparent successes and failures of different leadership styles.

Goodlad (1984:178) discussed an emerging hypothesis in the United States which had implications for dissatisfaction resulting from rapid, and sometimes seemingly unnecessary change in NSW schools:

"schools staffed by Principals and teachers who are less than satisfied are perceived by teachers, students and parents as having serious problems".

Values within society seemingly have a powerful impact on educational expectations. The value orientation of Principals, teachers, students and parents are powerful determinants of behaviour. Thus it seems Principals to need to be aware of their own values and the values of others. Conflict it seems is inevitable in organisations because each individual operates on the basis of a personal value system which is often in opposition to other people's values.
Moorhead and Nediger (1991:15) in an observational study of four Canadian secondary school
Principals noted that a key factor that distinguished one school community from another was the
Principal's value set and the resulting behaviours bespoken by those values.

Duignan (1989:4) in a study made in 1985 of the role and professional development needs of school
Principals in Australia concluded that pluralistic and fluid societal values made it difficult to establish
standards of conduct in schools. Duignan found that many demands and expectations increasingly
placed on schools were unrealistic and conflicting. Consequently schools which tried to perform
tasks previously undertaken by the family and religious organisations were often unjustly criticised.

Lipham (1981:5) considered effective Principals in effective schools. Lipham stated:

"...Principals serve simultaneously as value analysts, value modifiers, and value witnesses. As
analysts, Principals determine the value orientations and perceptions of others; as modifiers,
Principals plan and implement activities to clarify and develop the values of others; as witnesses,
they model and mirror in their behaviour a consistent set of values to be emulated."

Values often define what members should do to be successful in an organisation. Isherwood and
Hoy (in Silver, 1983:86) found in 1973 that in authoritarian bureaucracies teachers with professional
values felt less powerful than did those with social values. In professional bureaucracies, however,
teachers with organisational values felt less powerful than did the profession-orientated teachers.
2.3.3 Worldwide Concept of the Principals' Role

There have been a number of studies of the Principalship which have described and analysed the role of the Principal. These studies have provided insight into the Principalship through observing effective Principals.

Lipham and Hoeh (1974:10) stated that there were hundreds of studies, and thousands of articles on tasks that Principals actually performed. Lipham and Hoeh described five main categories of task that Principals should ideally perform. These were to "manage the instructional program, staff personnel, student personnel, finance and physical resources, and school-community relations". Over the years this list has been expanded and had various shifts in emphases but the underlying competencies appear to have remained the same.

Snyder (1988:5) as shown in Figure 3 provided a view of requisites of the Principalship which has been echoed by the respondents in this study:

Figure 3
Arthur Blumberg and William Greenfield (in Duke, 1987:79) examined effective Principals and their competencies. They identified eight Principals whom they described as 'out of the ordinary'. The characteristics of these Principals were:-

. highly goal oriented and a keen sense of goal clarity.
. high degree of ontological security (knew themselves, their capabilities and what they were about).
. high tolerance for ambiguity.
. tended to test the limits of both the interpersonal organisational systems they encountered.
. sensitive to the dynamics of power.
. approached problems with a highly analytical perspective.
. behaved in ways that enabled them to be in charge of the job and not let the job be in charge of them.

Judith Little and Thomas Bird (in Duke, 1987:79) observed five 'successful' Principals and came to similar conclusions to Blumberg and William Greenfield.

Jenkins (1991:84-85) provided a summary from the effective schools research of the indicators of strong instructional leadership. These were as follows:-

1. A school leader with strong opinions and beliefs about curriculum and possessing a clear educational philosophy.
2. A clear and well ordered curriculum with appropriate learning programs and assessment systems.
3. Academically demanding courses with challenging teaching and importance laid on key skills, particularly reading standards.
4. A work centred environment - pupils enjoying their work and spending high proportion of time on tasks.
5. Acceptance of high expectations of all pupils by staff. No writing-off of lower achieving pupils.

6. Systems of reward and punishment with ample use of praise and appreciation.

7. A well-ordered and disciplined and supportive atmosphere in classrooms, and in the school as a whole.

8. Continuous monitoring of programs with constant feedback to students about acceptable levels of performance. Regular setting and marking of homework.

9. Motivated and caring teaching staff whose values are transmitted to students.

10. A good environment in terms of quality and maintenance of buildings.

11. Parental involvement and support.

Jenkins further stated that “in spite of this impressive list we do not have clear links between effective schools and the instructional role of the school leader”. Jenkins supported the 1988 findings of Wilson and Corcoran (in Jenkins, 1991:85) in their study of successful secondary schools in the USA. Wilson and Corcoran stated that:

“Everyone agrees that visible and active instructional leadership is important to school success but there is no clear pattern to guide Principals or others in potential leadership roles.”

In recent years in the United States and now in Australia as part of the National Schools Program, in which the researcher was involved, efforts have been made to identify specific behaviours associated with school leadership. This has become recognised as the competency-based approach to educational administration.

The National Association of Secondary School Principals in America adopted a list of competencies (see Appendix 15) which were grouped into administrative skills, inter-personal skills, communication skills and personnel skills. Skills to be assessed were further delineated under
problem analysis, judgement, organisational ability, decisiveness, leadership, sensitivity, stress, tolerance, oral communication, written communication, range of interest, personal motivation, and educational values. (Jenkins, 1991:158-160)

Snyder (1988:preface) in a model for productive schools provided ten competencies in four clusters:

- organisational planning
  - developing school goals co-operatively
  - organising of work groups
  - staff performance planning

- staff development
  - staff development
  - clinical supervision
  - work group development

- program development
  - quality control
  - instructional management of program
  - resource management and development

- organisational assessment
  - school assessment for achievement (student, teacher, work group, school)

The skills needed by an effective school Principal have been found to be so extensive and diverse that they create lengthy lists. Hughes and Ubben (in Kimborough & Burkett, 1990:17) identified five areas in which the Principal must function effectively: "school-community relations; staff personnel development; educational program development; and business and building management". The shifts in emphasis and terminology in this list reflect society's changing priorities.
Duke (1987:39) stated that the competency-based detailed job descriptions for Principals in the United States reflected the expectation that Principals interacted routinely with central office supervisors, teachers, classified personnel, students, parents, and members of the community. Principals might be called upon to develop rules, enforce rules, determine if rules have been broken, mete out punishment, and provide testimony. Principals were expected to evaluate their staff and, at the same time, assist individuals in growing professionally. Principals should create a supportive environment for student learning and also handle serious discipline problems. These and other functions of the Principalship can generate considerable confusion among Principals concerning the ultimate locus of their loyalties. Such confusion may diminish the effectiveness of the Principal.

Blumberg and Greenfield (in Duke, 1987:39) concluded:

"The Principal's general work situation is ambiguous and as such is likely to produce much psychological stress for the individual and, in some instances, may severely impair the Principal's ability to perform to the level of his/her expectations."

Edward Holdaway (1990:6) spent a year examining and discussing the administration of education in Australia, France, Germany, Great Britain, Hawaii, and New Zealand. Holdaway stated that one of the most worrying aspects of the employment of educators was the increasing level of stress being reported. Stress caused by the speed at which change was being implemented; deteriorating student attitudes and mainstreaming of disadvantaged students without adequate support. Stress as a result of rapid change has been part of most workplaces in recent years. The additional high level of stress in schools has been caused by coping with the increasing number of 'behaviourally disturbed' students from dysfunctional families.

Buckley (1985:1) in a study for The Council of Europe, of secondary school heads in Western Europe, stated that the position of contemporary head was one of considerable psychological
insecurity. This was due to pressures and demands from students, parents, teachers, politicians, trade unions, employers, and media. Buckley found that heads emphasised the 'fragmented and discontinuous' nature of their jobs. Buckley further found that the increase in the Principal's job, due to educational innovations and shift of emphasis from pedagogical didactic matters to problems concerning management, made it more difficult. The results Buckley stated were increased pressure, a sense of insecurity, and loneliness.

The distractions from the external environment due to the need to respond to economic pressures have focussed the Principal in an area that would seem to be detrimental to the ultimate goals of the school if they were related to the quality of the schooling which the students received. The 1978 findings, in sixty effective schools, reported by the NASSP (in Hannaway & Crowson, 1988:210) were that if a Principal devoted time and attention to the educational program, then the teachers and students took notice and the quality of schooling improved.

Colin Moyle in a report to the Organisation for Economic Co-operation and Development (OECD) (in Hopes, (ed.), 1986:29-31) examined the Principal's role in Victoria. Moyle recorded that the duty statement acknowledged the Principal's role with responsibilities both to the Director General of Education and the school council. "The Principal carries ultimate responsibility for the administration and organisation of the school, though this responsibility is to be exercised in consultation with staff." The various aspects of the role commence with infinitives such as: to manage, to ensure, to facilitate, to represent, to respond, to be responsible, to provide, to foster and to liaise. Moyle further commented that the Principal was no longer advised by those whom he/she might choose, but by elected persons among whom heed must be paid as much to the inexperienced as the experienced. The Principal must work with empowered school councils, some of which do not want to distinguish between their role in policy development and the staff's role in policy implementation. Thus Moyle
continued, the Principal must know the expectations of the various stakeholders no matter what his/her personal vision, aspirations, and expectations.

In the same report to the OECD Kenneth Leithwood (p94-96) examined the Principal's role in Canada. Leithwood found that Canadian school systems had increasingly moved away from the administrator pattern of behaviour, as an image of the Principalship, toward the program manager. Canada, in contrast to Victoria and in fact other Australian states, has been moving towards increased centralisation of decision-making (at the end of 1995 centralisation of education has re-emerged in NSW). Canadian Principals have been in the process of learning how to be effective implementers of policies determined outside the school. Leithwood found that the Canadian Principals felt that they lacked the skills needed to implement changes in classroom programs.

Principals interviewed in this study in contrast to the Canadian Principals will state that they were comfortable dealing with classroom and curriculum matters. Instead they felt in need of training in many administrative matters, in particular: finance; industrial relations and legal issues.

Again in the OECD report Michael Birchenough (p113-115) examined the Principal's role in England and Wales. Birchenough stated that the education system of England and Wales can be described as a national system, locally administered. Since this report the administration of schools is now devolved to the school itself. The school if it so wishes it can withdraw from the local education authority (LEA). Birchenough reported that the government believed that the way to educational excellence was through competition between schools for clients, however most schools were slow to take up the responsibility for themselves and were choosing to remain with their LEA.

William Rutherford (p368-381), completed the OECD report for the United States. Rutherford stated that school management was made quite difficult by the large number of new policies that
were being dictated by state boards, policies that were often ill defined and not easily implemented. Rutherford stated that most of the policies were directed at improving student performance as determined by achievement test scores, which was a current national priority. As part of this priority, more emphasis was being placed on Principals serving as instructional leaders within the school. Unfortunately, according to Rutherford, the role of instructional leader was not well defined and many Principals felt ill-prepared to assume that role. Rutherford noted one significant contribution to the selection of school leaders that had occurred during the past decade was the development of the National Association of Secondary School Principals (NASSP) "Assessment Center". These centres have three basic components. First, there were twelve identified skill dimensions that relate to the most important characteristics of successful Principals and assistant Principals. Second, simulation techniques and exercises have been developed to provide information for evaluating individuals relative to the twelve skills. Finally a program to train the assessors who staff the centre has been developed. Each year there was an increase in the number of school districts that used an NASSP "Assessment Center" in the Principal selection process. There appeared to be no available research on the outcomes of this process to this stage. In Australia there has been the beginning of an attempt, in which the researcher was involved to develop national Principals’ competencies but it has lagged due to lack of funding as a result of shifting government priorities.

In *Schools and Quality: An International Report* (1989:92-93), a later report to the OECD, it was recognised that ministers of education agreed on the importance of 'qualitative factors affecting the performance of schools, including school-based leadership'. There was however, no consensus about the ways in which leadership should be organised and exercised, nor about how far school leadership and management should be internal to the school. The most striking dissension reported was over the role of the Principal. The United Kingdom and the United States asserted that there was a need for a strong Principal with wide pedagogical and management powers. Denmark and
Portugal agreed on collegial direction and management. Others said there was a need for a significant measure of external managerial control through school boards or inspectors or strictly enforced rules and regulations.

The 1989 OECD report discussed in greater detail Principals in some countries, and stated that in the United Kingdom Principals were recognised as playing a key role in developing curriculum, devising assessment policies, managing teaching staff and identifying their inservice needs, fostering good relationships with the community and giving the individual school its particular 'ethos'.

The 1989 OECD report further stated that in the United States Principals were expected to play a key role in fostering school and community support for needed reforms, and were sometimes freed from the burdens of administration and maintaining discipline to concentrate on curriculum renewal. The report stated that in Europe there was a tradition of centralised control. Principals of European schools were expected to play a part in promoting teaching.

The trend across the world to Site Based Management was to shift the focus away from a single person leading, to structures representing all the stakeholders. The responsibilities of decision-making, management and leadership were shared through the management structures introduced. Beck and Murphy (1996:61) questioned the effectiveness of 'management by a group', asking was the result simply: 'What the Principal wants' or 'What a particular power group wants'. Beck and Murphy (1996:61) concluded that Site Based Management needed a strong centre. In the case of schools that was the Principal.
2.3.4 THE PRINCIPAL'S ROLE IN AUSTRALIA.

Duignan (1987 in Simpkins, Thomas & Thomas:50-51) discussed the increasing responsibility versus decreasing authority of the Principal. Duignan stated that education systems were seen to be devolving responsibility to Principals but there was erosion of authority due to the Principal being a central figure between governments and parents and school councils. Duignan's research revealed high expectations of the Principal, the consensus being that the Principal must:-

- be 'a well balanced person' with a 'secure self image' and a 'confidence based on inner strength of character and willingness to accept criticism;
- exhibit a 'touch of humanity' and be sensitive and tolerant of others;
- be honest, fair and consistent in all dealings with an approachable and sympathetic ear when needed;
- have intellectual acuity, good judgement, be tough minded and show resilience and stamina in the face of controversy and conflict;
- maintain a sense of perspective and humour; and that

The professional qualities and skills could be categorised as:-

- The Principal as educational statesman e.g. leadership, communicating effectively with a variety of external people, effective relationships, and involvement in the ceremonies and rituals of the school.
- The Principal as educational connoisseur e.g. knowledge of the process of learning; the intrinsics of instructional design, implementation and evaluation; the maturation process of children.
The Principal as educational entrepreneur e.g. initiating change and innovations, taking calculated risks for the good of the school, being willing to question the status quo and listen to new ideas.

From these extensively reviewed comparative studies, it seems that in Australia Principals are not unique in their role changes brought on by devolution. Across the public sector as a whole, delegation of responsibilities has occurred together with the catchcry of "let the managers manage", and has been accompanied by more rigorous accountability for results achieved. For Principals, like other public sector managers with professional or technical specialist training, this has meant a need to acquire generic management skills in financial management, human resource management, information technology management, and industrial relations as well as to become familiar with corporate planning processes, program management and performance indicators.

Nadebaum (1991:13) stated that with devolution in Australia the role of the Principal has become increasingly ambiguous. Nadebaum asked "Is the Principal a middle manager in the system, or a Chief Executive Officer of a unit?" The reality would appear to be 'both'. The Principal is the line manager who co-ordinates education system policy in the school, and who has responsibility for the day-to-day function of the school. At the same time the Principal is expected to ensure that the school is proactive in meeting community needs. One outcome was that the Principal had dual accountability, to the system and to the local community. These two stakeholders may often have conflicting needs and expectations of the school and the Principal in particular.

Nadebaum (1991:14) also stated that with the allocation of resources to the school level, any reduction in resource levels would impact directly on individual schools and would require the Principal not only to manage the reductions, but also to account to the community and the system for his/her decisions.
Mulford (1990:1) considered resources in schools. Mulford stated that declining enrolments had made it politically feasible to reduce resources to education. Mulford stated that in addition to being asked to do more with less, educational organisations were also being asked to do better, and were increasingly being held accountable for outcomes. Schools according to Mulford were being expected to solve an increasing array of social problems, with finite resources. Principals were the ones who had to make difficult value laden decisions.

In his study of Australian Principals Duignan (1987 in Simpkins, Thomas & Thomas:43) stated...

"...ever increasing demands on schools to solve the problems of society - problems that society has not been able to solve - and the expectation that schools with limited resources should be accountable if they do not appear to be resolved".

Duignan (1990) further listed some of the pressures on schools which included:-

- increased awareness and desire by parents to be involved in school decision-making.
- demands for accountability.
- closer public scrutiny.
- rapid technological change.
- demands for services for children with special needs.
- demands for an end to discrimination on the basis of sex.
- increasing numbers of children coming from broken homes.

Judith Chapman in a study of Australian Principals conducted in 1983 (p7-28) found that:

(i) in government secondary schools 92% of Principals were male and in primary schools 85% were male.
(ii) That 39% of secondary Principals had undertaken administrative studies of some kind and 22% of primary Principals had undertaken administrative studies.

Chapman also found that most Principals spent from forty six to fifty hours per week in the performance of their duties.

This study will reflect Chapman's results. Although a gender balance in numbers will appear to be more even in NSW now, females will be shown to be under-represented as Principals. This study will also indicate that few of the Principals included in the study have any formal training in management and administration. The Karpin Report (1995) also established a very low percentage of formal education and professional development in Australian managers.

2.3.5 ROLE OF THE PRINCIPAL IN NSW.

Williams (1979:18) in a study of Australian Principals suggested that NSW Principals had a stronger bureaucratic tendency than those in other states because they were more office bound and visited classrooms and staffrooms less. This study will show that Principals in NSW still consider themselves more 'office bound' than they did before the implementation of the recommendations in School-Centred Education. Devolution of responsibility has, in the opinion of the Principals included in this study, increased the load of administrative tasks imposed from outside the school.
At a NSW Principals' conference in 1957 Challenor (1957:25) reported on the qualities considered desirable by the Principals in his district:

"In nearly all cases personal qualities were placed first. Of these tact headed the list, and leadership (a combination of many qualities) received general mention. Patience, loyalty, tolerance, culture, firmness and justice, ability to make quick decisions, inspirational qualities, imagination, an enquiring mind, ability to delegate, consistency and humanity were considered desirable features by many Principals."

A comparison of duty statements of the Principal in NSW government schools over the years provides an insight into the development of thinking about the role and a basis for clarifying competencies. Table 3 was developed by the researcher in the course of this study from NSW Government Handbooks.
### Table 3  Historical View of the Management Role of NSW Government Principals
(Compiled by the researcher from NSW Government Handbooks)

<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1861</td>
<td>National Board</td>
<td>possess a fair acquaintance with the principles of school management</td>
</tr>
<tr>
<td>1975</td>
<td>Dept. of Edn. Handbook</td>
<td>efficient administration and management</td>
</tr>
<tr>
<td>1985</td>
<td>Managing the School</td>
<td>efficient, economic management of school as total educational enterprise</td>
</tr>
<tr>
<td>1992</td>
<td>Dept. School Edn. Role Statement</td>
<td>manage the school in an effective, efficient and equitable way</td>
</tr>
</tbody>
</table>

- consult the **Local Patrons**, receive their instructions on matters not relating to the internal management of the school
- observe faithfully the Board's **Rules & Regulations**
- possess a fair knowledge of the subjects taught in National Schools: reading, arithmetic, writing, grammar, and geography
- develop, supervise and monitor a curriculum combining sequence and relevance
- responsible for keeping school premises in repair
- the Teachers are to give instruction for one hour and a half to the Pupil Teachers on every school day
- ensure that Dept. instructions are carried out and that teachers see the Education Gazette
- ensure that Departmental instructions are conveyed and carried out
- develop, implement and evaluate policies and programs... requires consultation with staff
- provide effective communication between school and community and promote full participation of school community in development and achievement of school goals and purposes
- provide a quality education for all students in accordance with the priorities of the Department and requirements of the Board of Studies
- provide educational leadership and develop a vision for the school in consultation with the school community
- managing the school resources effectively and efficiently
- ensure the efficient and effective management of staff is a high priority in the school

The commonality of thought about the duties of the Principal over time indicates that there have been fundamental underpinnings to managing education. The difference over time has been the expansion of what was implied by the terms used, such as those which related to management,
curriculum, community, staff, property, and leadership. The dimensions of the management role envisaged in the 1992 statement are vast and complex in comparison with the management role as stated in 1861.

2.3.6 EFFECT of the TASK of the PRINCIPAL on the CLIMATE / CULTURE of the SCHOOL.

Halpin and Croft (in Silver, 1983:180) stated that the social climate of an organisation could be viewed as a blend of two dimensions of interpersonal interaction. In schools this was the leadership of the Principal and the teachers' interactions.

A central aspect of culture involves beliefs about the appropriate nature of social transactions. These transactions are governed by rules that are embedded in the implicit values and beliefs of the organisation. Robert Quinn and Michael McGrath (1985 in Hoy & Miskel, 1987:255) identified four cultures based on the dominant transactional expectations of the organisation. These have been depicted in Table 4:-
Quinn and McGrath stated that the rational culture was characterised by centralisation of power, integrated activities, and an external focus that produced competition with other organisations. The developmental culture was marked by decentralisation of power, and the focus of the organisation was on the external concerns of competition and growth. The consensual culture was characterised by decentralisation of power, differentiation of activities, and an internal focus on system maintenance. Transactions which fostered teamwork were based on discussion, participation, and consensus. The hierarchical culture was marked by centralisation of power and integrated activities as well as an internal focus concerned with maintaining the system. In NSW the education system appears to be fostering developmental culture as the dominant value.

<table>
<thead>
<tr>
<th>Transactional Expectations or Governing Rules</th>
<th>Rational Culture</th>
<th>Ideological Culture</th>
<th>Consensual Culture</th>
<th>Hierarchical Culture</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Organisational Purpose</strong></td>
<td>Pursuit of objectives</td>
<td>Broad purposes</td>
<td>Group maintenance</td>
<td>Execution of regulations</td>
</tr>
<tr>
<td><strong>Criteria of performance</strong></td>
<td>Productivity, efficiency</td>
<td>External support, Resource acquisition</td>
<td>Cohesion, Morale</td>
<td>Stability, Control</td>
</tr>
<tr>
<td><strong>Location of authority</strong></td>
<td>The boss</td>
<td>Charisma</td>
<td>Membership</td>
<td>Rules</td>
</tr>
<tr>
<td><strong>Base of power</strong></td>
<td>Competence</td>
<td>Values</td>
<td>Informal status</td>
<td>Technical knowledge</td>
</tr>
<tr>
<td><strong>Decision making</strong></td>
<td>Decisive pronouncements</td>
<td>Intuitive insights</td>
<td>Participation</td>
<td>Factual analysis</td>
</tr>
<tr>
<td><strong>Leadership style</strong></td>
<td>Directive, Goal oriented</td>
<td>Inventive, Risk oriented</td>
<td>Concerned, Supportive</td>
<td>Conservative, Cautious</td>
</tr>
<tr>
<td><strong>Compliance</strong></td>
<td>Contractual agreement</td>
<td>Commitment to values</td>
<td>Commitment from process</td>
<td>Surveillance and control</td>
</tr>
</tbody>
</table>
Another approach to organisational climate derives from the literature on organisational health and the school as a social system. The notion of organisational health maintains that organisations not only survived in their environment but continued to cope adequately in the long term and continuously developed and extended their surviving and coping capabilities. Parsons (in Hoy, Tarter & Bliss, 1990:233) stated that all social systems must solve four basic problems if they are to endure and prosper. Parsons calls these four needs: “adaptation, goal attainment, integration, and latency”.

Hoy, Tarter and Bliss (1990) described a healthy school as one in which the technical, managerial, and institutional levels were in harmony; and the school met its imperative needs as it successfully coped with disruptive external forces and directed its energy towards its mission. Goodlad (in Griffin, 1983:52) stated that it was mutual trust between Principal and teachers, considerable autonomy in the classroom for teachers, support for teachers by the Principal, and respect for each others as professionals which were important elements in a healthy school. The Principals who participated in this study will reflect these elements in their responses regarding their schools.

Deal and Kennedy (1982 in Bates, 1986:3) stated that successful management was as much getting the culture right as it was getting the technology right or correctly assessing market forces. It would seem that in recent rapid and often contradictory changes in the NSW education system that culture has not been a factor which was considered.

Miller and Fredericks (1990:333) argued that the concept of school climate should be abandoned both as a presumably accurate representation of a significant aspect of the school as an organisation and as a predictive instrument for formulating educational policy. Miller and Fredericks (1990:341) further stated that "whatever norms are present in the school are simply 'reflections' of their initial correlations with individual-level characteristics". Miller and Fredericks (1990:341) also stated
that:- change in “so-called” school climates was usually caused by demographic shifts in the school-age population; and that a gradual or dramatic influx of low socio-economic students into a previously middle-class school would alter its ‘climate’. The concept of multiple cultures in an organisation was discussed by Miller and Fredericks (1991:342) and recognised by Schein (1985:8) who maintained that culture was learned, evolved with new experiences and could be changed. Schein further stated that within organisations, groups might develop their own cultures.

Rutter (1979) also believed that the ethos of individual schools could be changed. Rutter stated that schools could be ‘made better’ through improved climate and working to change the local culture. However Johnson (in Bates, 1986:14) stated that "it is worth remembering that sometimes when a school disconnects students from their local culture there is significant conflict just as there is when the local culture is powerful enough to disconnect students from the dominant culture promoted by the school". The result was usually failure because of the resistance and contestation provoked.

Reid, Hopkins and Holly (1987:24-290) provided an exhaustive list of what makes an effective school under the headings of: successful school leadership; effective school management; a favourable school climate; a good and well disciplined school; efficient teaching; a good school curriculum; effective student learning; good learning environment; effective pupil care; school buildings and size.

Kimbrough and Burkett (1990:41) stated that every time a Principal had to carry out an administrative practice that was unpopular with staff, the distance grew between the staff and the Principal. The Principals interviewed in this study will provide similar evidence of this breakdown in relationships, in particular in relation to staffing matters.
T.J. Sergiovanni (1984:6) stated that schools with incompetent leaders "don't get the job done". Such schools according to Sergiovanni were characterised by confusion and inefficiency in operation and malaise in human climate. Student achievement was seen to be lower and staff productivity was less than in an effective school. Sergiovanni further stated that in such schools conflict might characterise personal relations between staff, and that parents might feel isolated. If these thoughts of Sergiovanni regarding school leaders were translated to education system leaders then the results of system change that will be described by respondents in this study have a similar explanation.

2.3.7 ROLE - AMBIGUITY and CONFLICT

Duke (1987:33) stated that...

"If the recent literature on the Principalship is accurate, the role can be characterised by two trends - growing ambiguity and complexity. Ambiguity results, in part, from the fact that Principals are expected to accomplish different things by different groups... each set of expectations appears to be legitimate and reasonable. Clear choices between right and wrong are rare for Principals."

Duke indicated that in an effort to provide some guidelines to help resolve these problems of ambiguity Principals tended to develop rules, regulations and standard operating procedures. As these proliferate complexity increased.
Hoy & Miskel (1982:69) stated that there were many role conflicts for a Principal, for example, the need to be both evaluator and supervisor. Sergiovanni, Burlingame, Coombs & Thurston (1987:288) stated that the need to provide both praise and support to teachers and at the same time keep an orderly school frequently blunted efforts by the Principal to be constructively critical.

Duignan (1989:9) commented that perhaps due to ambiguity all attempts at role definition for Principals were doomed to failure. The 1992 NSW Department of School Education statement of the role of the Principal appears not to help reduce ambiguity resulting from conflicting expectations as it is extremely broad-based in the concepts expressed. Duignan (in Simpkins, Thomas & Thomas, 1987:45-47) further explored the ambiguous nature of the Principal's role by presenting the following dilemmas:-

. Administrative versus instructional leadership - many studies show that the Principal spends more time on administrative than instructional tasks. The dilemma is how to reconcile desire and expectations with the reality of the job.

. Accessibility versus efficiency - Principals place great emphasis on good interpersonal relationships, yet complain of interruptions. The dilemma was in more efficient use of time but to still be available on demand.

. Increasing responsibility versus decreasing authority - with devolution the Principal was the central figure between government, parents and the school council.

McRae (in Chapman & Dunstan, 1990:103-104) stated that the position of Principals in many school systems remained unclear, forcing Principals to rely on their own personal resources and authority.

Thomson (in Hannaway & Crowson, 1988:201) discussed the conflict for Principals in balancing the expectations of teachers as autonomous professionals against the broader requirements that the school be a 'purposeful bureaucracy'.
The difficulty in clarifying the role of the Principal makes the development of performance indicators a problem. Thus accountability frequently is based on academic results of students and the financial management of the school.

### 2.3.8 PRINCIPAL and CHANGE.

A great deal has been written about the Principal as a change agent, a role which seems especially pertinent to current NSW Principals. A study by Bamburg and Andrews of one hundred schools and five thousand teachers (in Creemers, Peters & Reynolds, 1989;310) found that teachers perceived the Principal as an instructional leader and identified four components that contributed to staff perceptions of the Principal as an instructional leader:

- resource provider,
- instructional resource,
- communicator, and
- visible presence.

These components would provide the basis for activities that the Principal should engage in when seeking to initiate, implement, and institutionalise changes.

In 1971 Havelock (in Hall & Hord, 1987:36) stated that for the Principal to implement change in the form of organisational development there were dependent variables including: strong support from top management to the Principal; acknowledgment by staff that the actual state of affairs in the school was not ideal; and time was needed for the change to be introduced.
The findings of this study will indicate that there was resistance to change by the Principals in the study as well as the resistance they reported from their staffs. Tichy and Devanna (1986:74-79) provided three basic reasons for resistance to change:—

. Technical - habit and inertia; fear of the unknown or loss of organisational predicability; sunk cost...investment in the old way.

. Political - threats to powerful coalitions; limitations on resources i.e. be more productive with less people and less overhead; leaders have to indict their own past decisions in order to bring about change.

. Cultural - organisational culture may highlight certain values so it is difficult to conceive of other ways of doing things; regression to the good old days; lack of climate for change i.e. culture requires a great deal of conformity so lacks receptivity to change.

In 1982 Willower (quoted by Blase in Hannaway & Crowson, 1989:124) described school Principals as 'threshold guardians' whose work was to neutralise demands that challenged the normative structure of schools. In this study NSW Principals will describe their 'guardianship' as looking after the welfare of their staff by filtering system demands to avoid stressful overload for classroom teachers.

Hargreaves (1995:12-14) stated that his studies of teachers have indicated that...

"when it (change) is speeded up or intensified and teachers are overwhelmed by change demands, those who invest their selves most heavily in the emotional labour of the work are likely to become racked by guilt, feeling that they are hurting those for whom they care ... the cost of such intense emotional labour when the conditions of teaching do not support it are that teachers overextend themselves, burn out, become cynical or leave the profession altogether".
Hargreaves (1995:14) further stated that if educational reformers and change agents ignored the emotional dimensions of educational change then festering resentment would undermine and overturn rationally made decisions. That pedagogical changes would fail because they had not engaged with the 'passions of the classroom'.

2.3.9 PRINCIPAL and STRESS

Stress is a complex phenomenon. Lam (1988:263), in a study of school Principals in Manitoba, concluded that in a period when the public school system experiences greater external demands, most of the environmental constraints contribute greatly to the stress of school Principals.

The Principals who reported in this study will describe how they considered themselves to be experiencing significant stress. Stress may provide a sense of stimulation and challenge, however perceived failure to cope with prolonged work stress may result in burnout with accompanying loss of motivation. An Australian study conducted by Sarros & Sarros (1987:216) found that job satisfaction had a significant role in teacher burnout.

Fisher (1985:52-55) studied stress in teachers. Fisher cited Rines, Aronson and Kafry (1981:18) who stated that physical, emotional, and mental exhaustion were the three major dimensions of burnout. These terms will also be used by the Principals reporting on stress and their health in this study. Fisher also cited Maher (1983:165) who reviewed burnout studies for common factors and noted that they included, long hours, role expansion and role ambiguity. Perlman and Hartman (1982:294) found that burnout was related to resignation but not absenteeism. Many of the
Principals in this study indicated that they were looking to an early retirement or that they would change jobs if it were possible.

These studies hold implications for the effects of rapid significant change on Principals in NSW following the implementation of the recommendations in *School-Centred Education* and the subsequent ongoing restructuring within the education system.

The work of Frederick Herzberg (in Walters, 1975:37-39) in his Motivation - Hygiene Theory, and replicated in studies with teachers by Sergiovanni (1987), provided a basis for understanding the satisfaction and dissatisfaction felt by workers. Herzberg found that there were five factors which were determiners of job satisfaction. These factors were - achievement, recognition, the work itself, responsibility, and advancement. Herzberg also found that there were five major dissatisfiers - company policy and administration, supervision, salary, interpersonal relations, and working conditions.

Australian studies of Principals conducted by O'Dempsey in 1976; Williams in 1978; Willis in 1980; and Chapman in 1984; found that Principals worked long hours. They found that Principals worked forty six to sixty hours a week, with most of the time spent in short interactions usually requiring a decision. This was found to be a stressful way to work in the long term. As will be later explained, this study also found that Principals worked long hours.

Duignan (1989:8) stated that:-

"Such variety and interruptions cause a degree of uncertainty, frustration and ambiguity for many Principals"

Duignan further stated that such uncertainty, frustration and ambiguity were heightened by the lack of clarity concerning the expectations for, and the responsibilities of, the job. Duignan also stated
that there was often no apparent rationale for the duties performed by Principals and frequently, no explicit statement of duties and responsibilities. The NSW Principals in this study will describe how they have unwillingly 'come to terms' with lack of definition of their role, accepting as several Principals commented that they "just do everything that needs to be done".

Holdaway (1991:19) reported on the increased workload of Principals in England and Wales since local management of schools was implemented. Holdaway stated that consideration of the additional work involved in appointing and evaluating teachers, working with governing bodies and community groups, and controlling school finances warranted the assignment of additional resources both human and capital. Holdaway further stated that the increased workload for head teachers in England and Wales had been reported as a major source of the shortage of high calibre applicants for advertised vacancies and the growing difficulty which LEA'S have reported in retaining heads of schools.

In this study NSW Principals signal an increased administrative workload, most judging a fifty percent increase since the introduction of the recommendations contained in School-Centred Education (1990). A further increase in administrative workload is reported following the 'deconstruction' commenced by the NSW Government in October 1995.

Carr (1995) stated that in South Australia Principals had traditionally been selected on the basis of their educational expertise but were increasingly finding themselves involved in technical and managerial roles. Carr (1993) in a study of South Australian Principals reported that more than one third of the Principals were identified with high stress levels leading to anxiety, depression and even attempted suicide. Carr further found that over eighty percent of factors contributing to Principals
'mental anguish' were work related. These factors included:-

- a lack of support from the Department of Education and Unions;
- high expectations of employers; difficult relations with staff;
- having to obey orders they did not like; and on a daily basis,
- having to make technical decisions rather than educational ones.

Thomas and Whan (1996:35-39) in a study of ten primary school Principals in Sydney found that stress was in part idiosyncratic as it varied from Principal to Principal. The study found that stress was also in part a function of the organisation, and that situational intensities were of more importance in determining the level of stress of Principals. Thomas and Whan listed fourteen possible stressors for Principals:-

- teacher attitudes
- policy and curriculum
- student behaviour
- teacher behaviour
- equipment and supplies
- school assemblies
- teacher absences
- building and grounds
- parent organisations
- staff meetings
- executive staff
- relationships with teachers
- parents
- workload and pressure of time

NSW Principals in this study also indicated situational intensities, for example, a parent interview can be a 'pleasant interlude' or a stressful experience. They indicate that interruptions increase stress levels and that at the end of the day significant levels of fatigue.
There has been much interest in the leadership role of the Principal. This is evidenced by the amount of literature being produced and the discussions taking place in professional organisations and in bodies such as the OECD.

The literature has indicated that to run today's schools Principals need the following attributes:

- to be flexible in their behaviour,
- to be able to support staff professionally and develop them whilst at the same time
- to evaluate and correct staff as needed
- to be able to move freely between a managerial and transformational leadership role

The role of the Principal has changed worldwide in the late eighties and early nineties from that primarily of teacher and educational leader to encompass as well that of site and resource manager with a strong emphasis on economic management. It would seem that most studies of the role of the Principal have described how external pressures have forced Principals to spend more time on the technical role than on the professional role.

Whilst it appears role ambiguity will be constant in schools in the future research shows that Principals are suffering stress from the ambiguity of their role and from the conflict found in parts of their role. An aspect of particular significance appears to be the conflict with the values needed to address the concerns of an education system today compared to the values with which that person joined the teaching force.

There are multiple studies focused on the role of the Principal which often support each other. Whilst Brennan and Bridges differed in their thinking on Principals and bureaucracy, Sergiovanni supported Herzberg in identifying satisfiers and dissatisfiers of Principals' behaviour.
Most of the studies of the role of the Principal have been based in the United States of America. In the majority of studies the research was based on observation and interview. The main focus areas seem to have been on time spent on Principal duties and on Principals’ stress. Whilst there were some Australia-wide studies, no studies were found which related particularly to NSW secondary Principals at the time the research for this study was undertaken.

Thomas (in Harman, Beare & Berkeley, 1991:284-293) studied nineteen primary and thirty-four secondary, newly appointed NSW Principals in 1989. These Principals were amongst the last appointed through the seniority promotion list system. Thomas collected descriptive data of the ‘readiness for the Principalship’ of these Principals through their: academic qualifications; philosophical bases; professional reading; and what additional preparation would have been beneficial. In results similar to those which this study will present. Thomas reported that: most of the newly appointed Principals were men; only two held academic qualifications in educational administration; and the area in which most training was needed was in finance.

In the past the literature had been clearly targeted at different audiences, that of management and that of educational administration. Now in the literature relating to leadership both areas are blended, and the audience is considered more united in its interests.

Jenkins (1991:162) expressed concern that the competency movement in its attempt to define tightly the elements of jobs, as Georgia has done in the United States, would focus on competencies fixed in past or present time. Jenkins also considered that the competency approach might fail to take into account sets of values and beliefs that permeated the culture of an organisation.

It appears that to be useful descriptions of Principal competencies would need to be relevant to the future. The rate of technological and social change has been so rapid that by the turn of the century
it seems that most jobs would cease to exist in their present form, and most products which would be marketed then have not yet been invented. Hough and Paine (1997:10) indicated that successful school Principals would require "the ability to scan and interpret the external environment of the school; at the same time as the ability to develop coping processes and systems in the school...".

The Karpin Report (1995:31) described the emerging role of the senior executive as focussed on 'people-related skills', the ability: to work in teams; to coach; to support and motivate others and the capability to create the conditions in which others might excel; to develop low level staff; to create, articulate and inculcate values; to lead rather than to direct.

From a search of the literature and research studies available, at the time this study was commenced, it appeared that there was not a previous study undertaken of Principals in NSW. In particular there was no study of the Principals' role in the education system as school managers and instructional leaders. It appeared to be useful, as a guide for the future for Principals, to investigate some of the effects of devolution in the NSW education system. It also seemed to be useful to identify training needs of Principals striving to run effective schools during a time of rapid large scale system change. This study then attempted to provide an understanding of NSW Principals including their role and needs in a restructured system. The areas investigated related to:-

- a) the altered role of the Principal as a result of system change; the skills required by the Principal to manage a school during system change;
- b) the effects on the Principal of leading a school during system change;
- c) the impact within the school of the way in which the Principal managed system change; and
- d) the implications for NSW Principals of the implementation of the recommendations of School-Centred Education.
SUMMARY

The Principal has the role of ensuring that school programs respond to the rapidly changing world. Economic and social issues, as well as technological advances affect school management. The result has been that Principals have been required in their task to blend the knowledge bases of management and educational leadership. As a result of the rate of change there appears to be a need for the Principal to be a leader who can at the same time be transformational, a good manager, a sound educationalist, and in tune with world thinking and future needs. The 'uncertainty, frustration and ambiguity' of the role recognised by Duignan (1989:8) has been increased by the lack clarity regarding the expectations for and responsibilities of the Principal by the NSW DET.

The OECD is setting the parameters for government educational systems. Thus education is becoming a worldwide process with shared goals and concerns. The reality that the market place for employees is constantly changing and is now global rather than just within the local area has impacted on educational roles and programs.

As a result of the investigation of the related literature this study has examined the role of NSW government Principals in particular:- their satisfaction with the role; the effects of rapid and ongoing change in the education system on the individual Principal and their school; the activities that comprise the role; training issues; and Principals' reflections on the future of the role. In responding to satisfaction and health implications of the Principal's task NSW Principals in this study also indicated situational intensities, for example, a parent interview can be a 'pleasant interlude' or a stressful experience. The Principals indicated that interruptions increased stress levels and that at the end of the day significant levels of fatigue were experienced.
Synopsis containing examples pertaining to the main research areas in Chapter 2:

<table>
<thead>
<tr>
<th>Topic</th>
<th>Research Theme</th>
<th>Author / Date</th>
</tr>
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<tbody>
<tr>
<td>Role of the Principal</td>
<td>role theory</td>
<td>Halpin (1966); Schoer (1983)</td>
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<td>ambiguity</td>
<td>Beare (1989); Willower (1987)</td>
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<tr>
<td></td>
<td>increasing complexity</td>
<td>Jenkins (1991); Watkins (1986); Johnson (1986)</td>
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<td></td>
<td>increasing responsibility</td>
<td>Nadebaum (1991)</td>
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<td></td>
<td>skills</td>
<td>Istance &amp; Lowe (1991); Halinger &amp; Hoek (1996); Jenkins (1991)</td>
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<td>historical development in NSW</td>
<td>NSW DET Handbooks</td>
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<tr>
<td>Leadership</td>
<td>style, traits</td>
<td>Selznick (1957); Foster (1986); Watkins (1986); Stogdill (1974)</td>
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<td></td>
<td>influence, behaviours</td>
<td>Hargreaves (1995); Goodlad (1984); Michael (1990); Jenkins (1991); Maxcy (1993); Caldwell (1990); Mulford (1994); Bredeson (1988); Harman, Beare &amp; Berkeley (1991)</td>
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<tr>
<td></td>
<td>educational / instructional leadership</td>
<td>Snyder (1988); Gronn (1983); Weber (1963); Katz &amp; Kahn (1978); Argyris (1987); Forsythe (1988); Peters &amp; Waterman (1984)</td>
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<td></td>
<td>change agent, transformational</td>
<td>Karpin Report (1995); McGregor (1960); Likert (1961); Blake &amp; Mouton (1964); Ouchi (1981); Jenkins (1991)</td>
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<tr>
<td>Educational change/restructuring</td>
<td>overseas, interstate examples</td>
<td>Crittendon (1988); Leithwood (1994); Beare (1989)</td>
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<td>NSW pressures for restructuring</td>
<td>NSW DET Reports &amp; Policies (1989-1996); Scott (1990)</td>
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<td>devolution</td>
<td>Hargreaves (1995); Goodlad (1984); Michael (1990); Jenkins (1991); Maxcy (1993); Caldwell (1990); Mulford (1994); Bredeson (1988); Harman, Beare &amp; Berkeley (1991)</td>
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<td>one best approach</td>
<td>Karpin Report (1995); McGregor (1960); Likert (1961); Blake &amp; Mouton (1964); Ouchi (1981); Jenkins (1991)</td>
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<td></td>
<td>educational administration</td>
<td>Sergiovanni, Burlingame, Coombs &amp; Thurston (1987); Hughes (1990); Evers &amp; Lakomski (1991); Campbell, Fleming, Newell &amp; Banion (1987)</td>
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<td></td>
<td>educational administration and management</td>
<td>Hall &amp; Hord (1987); Duignan (1989); Jenkins (1991); Maxcy (1994); Greenfield (1990); Drucker (1991); Rost (1991); Beare (1989); Glasser (1990); Carlson (1996); Evers &amp; Lakomski (1996)</td>
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CHAPTER 3. DESIGN AND METHODOLOGY OF THE STUDY

INTRODUCTION

This study has been a result of postgraduate study in management and many years of work as a teacher and administrator in the NSW Department of School Education (NSW DET). In the course work for a Master of Management, as a newly appointed school Principal during the period of this study, and consequent association with executives from a wide range of organisations it became obvious to the researcher that there was benefit in awareness for administrators in schools of the theories and practices of business management.

At the time the reading of the relevant literature for this study was commenced (in 1988) NSW schools were continuing as they always had, change was present but slow and usually curriculum or special program related. In the years since there has been a radical change in the knowledge and methods of those responsible for the administration of schools in NSW. The changes reflect a worldwide trend in restructuring public administration, devolving responsibility from the centre and an emphasis on financial accountability.

The significant changes in education in NSW since the latter part of 1989 have impacted on the process of this study. The original intent was to consider the management skills of executive in schools and the effect on the learning program, as my understanding from my long experience as a member of a school was that school personnel had little or no exposure to or understanding of the skills of management through the literature of management or professional development experiences. After discussions with the executive in two schools it became obvious that there was a need to realign the emphasis of the study from school executive to only Principals. This was a
result of the beginning of system based discussion about proposed change in the NSW education system, and the perceptions of the school executives that the management skills of the Principal were going to be the key factor in implementing the change. It also became necessary to include both primary and secondary Principals as devolution of responsibility created common areas of concern in management and the establishment of clusters provided a forum for primary and secondary Principals to share their experience and expertise.

3.1. RATIONALE for APPROACH.

NSW is one of the largest education systems in the world in terms of the size of its geographic area; also in the number of administrators, teachers, and students. Within the bounds of Department of School Education and Board of Studies policies there are a variety of approaches to schooling due to the diversity of school environments. In the experience of the researcher a major factor in the way in which a school chooses to function is the management style and skills of the Principal.

Principals are seen as the key to what happens in schools in NSW. They hold the final authority over financial allocation and influence all decisions made within the school. Whilst there was research and post graduate studies of Principals in Australia and other states (e.g. Chapman:1984, Willis:1990; Duignan:1987; Rasmussen:1985; Fisher:1988) there were no studies of Principals in NSW government schools available to use as a relevant starting point for this research.
There appeared to be a lack of research material relating to NSW government school Principals and their role in the education system as school managers and instructional leaders. It would seem to be useful, as a guide for future Principal behaviour, to have investigated some of the effects of devolution in the NSW education system. It also appeared to be useful to identify the training needs expressed by Principals who were working to run effective schools during a time of considerable change created by the implementation of the recommendations of *School-Centred Education*.

The mass of data from studies conducted in other states and overseas investigated such areas as:

- Principal stress (Bergin & Solman: 1988; Fisher: 1988; Sarros: 1988; Laughlin: 1984);
- leadership qualities (Fiedler: 1967); and

Investigation of the literature and research studies available in the intended area to be studied did not locate a study which explored those same areas. Thus the instruments used were constructed for the purpose of this study after consideration of other instruments used to investigate such areas as school climate (Summers: 1986), Principal task perception (Chinnappan: 1984), and personal stress (Fisher: 1988; Sarros & Sarros: 1987).

This study has used a qualitative research process. The study has attempted to identify patterns of response to the task of the Principal during rapid system change. This has been achieved through theme analyses based on viewpoints by the responding Principals.
3.2 STATEMENT of the PROBLEM

In discussions held with school executive undertaken preliminary to this study it was clear that an area of considerable concern for them was the lack of definition of the role of the Principal in NSW government schools. In order to address the issues stated in the purpose of this study the investigation included: the management skills of Principals in relation to rapid and significant change in the education system. This study set out to establish through investigating the Principal's perception of the effects of devolution of responsibility:

(i) the role of the Principal in NSW government schools, with the focus on the complexity of role as a result of the variety and number of tasks simultaneously required of the Principal;

(ii) in what way/s the role of the Principal changed as a result of the implementation of the recommendations in School-Centred Education;

(iii) what skills were required for Principals to successfully manage both their traditional task as an educational leader, and changes in management responsibilities demanded by the education system; and

(iv) the effect of the current task on the individual Principal in terms of satisfaction and/or stress.
3.3 STATEMENT of the SUB-PROBLEMS

In considering these issues it seemed to the researcher that the following questions regarding the Principalship required consideration:

(i) How did the role of the Principal evolve in NSW?

(ii) Why was there sudden wide ranging change in the way education was managed in NSW?

(iii) On what premises do Principals base the way in which they carried out their duties?

(iv) What requirements were necessary to become a Principal?

(v) What did Principals think / feel about their task?

(vi) How did Principals relate to the changes in the education system in NSW?

(vii) What was the response of Principals to the changes in NSW educational structure?

(viii) What did Principals envisage for the future in terms of their career and the role of the Principal?

(ix) What were the competencies/training needs of the Principal?
3.4 SCOPE of the STUDY

The direction of this study was partly based on a preliminary investigation conducted through interviews with executive staff of a country and a city secondary school. In the course of these discussions it became clear that the research should include primary Principals as the devolution of responsibility implicit in School-Centred Education affected primary and secondary schools alike. The study included a significant representation of primary (35%) and secondary (76%) government school Principals in NSW. The Principals in a metropolitan and a country cluster of schools and their Cluster Directors (this position was removed in October, 1995) provided the more detailed considerations for the areas studied.

The researcher worked as State consultant and then deputy Principal and often relieving Principal in a metropolitan high school. Since March 1994 the researcher has worked as the Principal of an urban high school. Due to the positions held by the researcher direct observation of personnel and events has been fundamental to this study.

Sequence of the Study

Permission to conduct this study within the NSW Department of School Education was sought from the two regions selected and readily granted with support given by regional personnel including the two relevant Cluster Directors. A synopsis of the research and copies of the questionnaire and interview questions were supplied to each region.
A commitment was made to provide copies of the completed study to the two education regions in which the clusters were sited (these regions were disbanded in October, 1995). Details of the results of the findings of the research were also offered to the two Principals Councils.

The study then followed the sequence as stated:

(i) Preliminary investigation of understandings of management skills by executive in secondary schools.

(ii) Investigation of the literature of management, educational administration, leadership, effective schools, school climate, educational change.

(iii) Search for studies relevant to the leadership of Principals in time of change.

(iv) Search for Australian research relating to the role of the Principal.

(v) Design of the investigative measures to be used in this study.

(vi) Discussion with executive in two secondary schools regarding the questionnaires.

(vii) Completion of questionnaires by Principals in two clusters.

(viii) Administration of questionnaires to Principals attending the State Primary and Secondary Principals' Councils' Conferences (1992).

(ix) Conduct of interviews with twenty four Principals and two cluster directors.

(x) Follow up discussions with Principals interviewed six to twelve months previously (1993).

(xi) Follow up questionnaires with the Principals in the two districts which contained the previous clusters (1996).
Population Surveyed by Questionnaire:

Whilst the numbers of respondents are reported in Chapter 4, the description of the work positions of the population surveyed by questionnaire included:

* Principals attending the June 1992 Conference of the NSW Secondary Principals' Council.
* Principals attending the September 1992 Conference of the NSW Primary Principals' Council.
* Principals in two diverse regional education clusters, later districts:-
  ... one in a metropolitan culturally diverse, economically deprived area with a volatile population;
  ... one in a country area close to a large city in a mostly stable, long established community
* Recently retired secondary Principals who had been in place for some years and implemented the start of the recommendations of School-Centred Education.

Sample Interviewed

* Two Principals and sixteen executive in two secondary schools, city and country, in preliminary discussions before finalising the direction and scope of the study.
* Six secondary and eighteen primary Principals in the two education clusters above mentioned in the refined interview following the definition of the study.
* The two directors of the clusters concerned to provide insight into the system expectations of Principals.
* A member of the organising committee for each of the primary and secondary Principals' conferences to gain an understanding of the thoughts by participants at the conferences as expressed in discussions regarding devolution of responsibilities to Principals.

* Eight recently retired Principals who had experienced the initial stages of the implementation of School-Centred Education.

3.5 DESIGN of the STUDY

The design of this study took into account the following factors:-

1. Consideration of the relationship between the processes of business management and educational administration.

2. Personal observation from 1985 to 1990, by the researcher in the role of statewide consultant and deputy Principal, of the lack of knowledge of business management processes/competencies by school leaders and the implications for staff and students.

3. The change of government in NSW, and subsequent management review of the then Department of Education by the committee directed by Dr Brian Scott in 1989. This impacted so rapidly and radically on schools and particularly on Principals who were the intermediaries for change procedures that it became obvious that the study must focus on the Principal.

4. Investigation at the commencement of this study found no clear role statement for NSW Principals. There was a responsibility statement incorporated in the Department of Education Handbook, however Principals expressed concern in preliminary discussions for the lack of parameters. Thus an attempt to clarify the role of the Principal in NSW became
an essential part of the study.

5. The study had to adapt during progress to accommodate the formulation of a broad statement of role for Principals gazetted in July, 1992. (see Table 4)

6. In the course of the early research for this study the changes for Principals as a result of devolution brought the task of the primary and secondary Principal closer together, the introduction of clusters further broke down the separateness, so the study was expanded to include primary Principals.

7. There was need for follow-up studies of the Principals who reported in this study because of the continuous change in the NSW Department of Education from the implementation of the recommendations in *School-Centred Education* through to the implementation of the policies of the Carr Government which commenced in 1995.

8. The questionnaires and interviews were designed to be relevant to Principals and to meet Principals at an appropriate language and cognitive level.

9. The capacity of the researcher to meet with Principals as a peer.

3.6 INFLUENCING FACTORS on the CHANGING ROLE of PRINCIPALS

The study conceived in 1988 was originally undertaken in an atmosphere of Principals as educators operating in an arena of slow moving change which personnel saw as responding to educational based needs. The concern of the study at this point was to consider that the role of executive in
schools required management skills in which personnel were unconsciously if at all skilled. However the change of government in NSW brought with it radical change in educational organisation as a consequence of reviews conducted in 1989. There was continuous change in the NSW Department of Education during the course of this study which also has considered the result of the implementation of the education policies of the Carr Government which was elected to office in 1995. The study had to respond to the following:-

(i) the constant change of organisational structures within the NSW Department of School Education;
(ii) the speed and degree of devolution impacting on the role of the Principal;
(iii) the range and diversity of economic, social, political, and environmental factors impacting on educational processes;
(iv) the conflict between needs and values of the stakeholders in education in NSW; and
(v) the speed with which the body of literature relating to educational management (a term not addressed when the study was commenced) began to grow and change.

The duration and extent of the study was revised and expanded between 1989 and 1996 due to the speed and degree of change which occurred in education in NSW. Throughout the course of this study the work role of the researcher as a deputy Principal and then as Principal of government high schools increased significantly in content and complexity. The impact of the implementation of educational change in schools as a result of worldwide trends and the educational policies of two governments was monitored by direct experience.

The sources of questions were located in studies already conducted in the areas of school climate, educator stress, and leadership and management skills. These were considered in association with preliminary discussions with school executive and study of School-Centred Education.
3.7 PRELIMINARY INVESTIGATION

The study commenced as a result of extensive study of business management practices and the desire as an experienced educational administrator to find the means to utilise the best of both practices. To establish a closer direction for this study discussion was held with Principals and executive in two schools, a country and city secondary school. The original intent was to complete a comprehensive study of the relationship between the management skills of the executive of a secondary school and student outcomes.

Just as the preliminary discussion was commenced in 1988 the Scott review committee commenced its review of the NSW education system. The nature of the questions asked in the process of the review immediately impacted on the more professionally sensitive members of the schools altering their perceptions and their behaviour.

It became obvious that the Principal was to be the key to what was to happen in education in NSW as a result of the implementation of the recommendations in School-Centred Education. The Principal therefore became the focus of the study.

A trial questionnaire was developed. This was based on background research and current professional reading in particular from recent journals. This questionnaire sought to examine the Principal's role and its effects on the individual Principal and their school. The questionnaire was tried on a small sample of Principals at a cluster meeting in the region in which the researcher was working. This resulted in some adjustments to the format of the questions.
3.8  REFINEMENT of INSTRUMENT

The major adjustment to the original questionnaire was in the set of questions relating to Principal stress. As previously indicated instruments used by Fisher (1988), Laughlin (1988), and Sarros (1988) had provided a basis for this section of the questionnaire. The studies had considered in particular the number and speed of interruptions to the Principal's task as factors in stress/burnout. However with the move to school-based decision making and responsibility for finance and staffing in NSW it became necessary to ensure that the questions provided the appropriate scope for Principals to relate their concerns to matters relevant to the role of the Principal in NSW government schools in a time of significant system-wide change.

Further refinement of the focus of the study occurred between the cluster questionnaires and interviews. The speed of change in NSW was such that the concerns of Principals had moved from the finance and merit selection of the time of the questionnaire formulation (March/April, 1992) to those of industrial relations and quality assurance at the time of the interviews being conducted (May/June, 1992).

Further refinement was required to the questionnaire (see Appendix 6) before it was responded to by Principals in the final stages of this study (June, 1996). Quality Assurance had been removed; clusters had been combined to create districts; school councils had lost prominence as an issue; regions disbanded and functions returned to central control. Legal issues and professional support were matters of significant concern to Principals at this time.
3.9 INSTRUMENTATION

Copies of questionnaires and questions used for interviews are contained in the appendices.

The data collected is largely qualitative and particular to the implications of change within the NSW Department of Education. There were no previous examples of research available in this area to use as a basis for this study. The questions used were developed to provide an understanding of the professional background of the respondent; the respondent's opinions and feelings regarding any changes to their role; and the effects on the individual Principal of managing the system demanded change in their school. In some questions responses were required on a five point scale such as validated by Likert. In the questions relating to stress and health effects of the Principal's role on the individual, the studies of:- Fisher; Laughlin; and Sarros and Sarros; were used as a foundation.

Principals' Councils' Questionnaire. See Appendix 1.

This was used to gain a statewide perspective of Principals and their perception of their role and its effects. It was given to all Principals attending the Secondary and Primary Principals' Councils' conferences for NSW in 1992.

The questions sought the following information:-

Question 1 to 3 - data about the length of time as a Principal, previous position held and gender.
Question 4 to 5 - data about formal training in educational administration, specific management skills and how gained.

Question 6 to 9 - data about career choice and feelings regarding the role of the Principal including concerns about stress and health.

Question 10 - data about use of time.

Question 11 - data regarding change in the role since the advent of *School-Centred Education*.

Question 12 - data regarding effect in the school due to changes in the role; and directions for the future role of the Principal.

**Cluster Principals' Questionnaire.** See Appendix 2.

These questionnaires (April 1992) were followed with interviews (see Appendix 4) one to two months later as Principals were available. The interviews were included because: - of the rate and degree of change in the NSW education system at that time; and because of comments made by Principals in their questionnaires which indicated that the respondent would be interested in elaborating on aspects such as their personal responses to system wide change and the implications of this change in their schools. The interviews were conducted at the Principal's school in a peer sharing environment with the researcher. This enhanced information discovered in the responses to the questionnaires in relation to the following categories: -

Question 1 to 6 - Background information ... about gender, length of service, number of years in each executive role, formal qualifications held, and career.
Question 7 to 17 - Effects of Principals' role ... data regarding job satisfaction, stress, health, skills, support, causes of problems, use of time, response to organisational change.

Question 18 - Perceptions of school climate ... data regarding the frequency of positive and negative events in the school (drawn from the CFK Ltd School Climate Profile: 1973; Summers: 1986) and perception of the effects of changes in the Principal's role on the school.

Retired Principals' Questionnaire. See Appendix 3.

This questionnaire (April 1992) sought information on the effect of the change in NSW educational organisation on some Principals who retired as this study was being conducted.

The questions followed mostly the same pattern as those for cluster Principals. Reports of the New Zealand experience with devolution of responsibility to schools had indicated that it was the reason for the early retirement of Principals. This study sought to discover if experienced NSW Principals also sought early retirement. The questionnaire then was mailed to retired Principals with the following alteration:-

Question 4 to 5 - Sought information about reason for retirement and desire to still be a Principal. The cluster questionnaire asked about description and feelings about the Principal's role.
Interview with Cluster Principals. See Appendix 4.

Interviews were held subsequent to questionnaires and shifts in areas of concern due to the speed of change in NSW educational organisation became evident. The interviews included questions about school councils and quality assurance which in the intervening time had become the major focuses in cluster and regional Principals meetings. These areas were not included nor raised as a concern by any Principal in the questionnaire, yet were now central in Principals' discussions as the education system was proceeding with their rapid implementation. Reported experiences from other education systems in particular:- from New Zealand, and Victoria; indicated that quality assurance/performance appraisal, and school councils/governing bodies had provided the basis for conflict between schools and the government and/or education department. Interview questions sought to enhance and update data gathered in the questionnaire by asking for information on:-

Question 1 to 3 - Data about the size, type, locality and positive aspects of the school.

Question 4 to 7 - Data about way in which Principal's time is spent.

Question 8 to 11 - Data about the role of the Principal.

Question 12 to 13 - Data about school councils and performance appraisal.

Question 14 to 16 - Data regarding the Principal's perception of forthcoming changes and training needs.
Interview with Cluster Directors. See Appendix 5.

In the newly devolved NSW education system Cluster Directors in 1992 were responsible for approximately twenty schools each and took a close interest in all that related to the schools in their cluster. The interviews with cluster directors were held to:— provide information to cluster directors regarding the research conducted in their cluster; and as representatives closest to the core of the system, to seek their understandings of the expectations of Principals. The questions were few in number but far reaching in the information sought. The researcher’s prior working relationship, developed as a consultant, with the two cluster directors provided the means for a meaningful interview. The cluster directors were given prior notice of the content of the questions to allow preparation of a thoughtful comprehensive response. The questions sought information as follows:-

Question 1  - Information regarding changes in the role of the Principal since the implementation of the recommendations in School-Centred Education.

Question 2  - Information regarding perceptions of competencies regarded as essential to the tasks of the Principal.

Question 3  - Perceptions of training required by Principals and how it should be offered.
**District Principals’ Questionnaire, 1996.** See Appendix 6.

This was used to compare 1992 responses and to investigate the effects of the Carr Government changes to the NSW Education System.

The questions sought the following information:-

Question 1 to 3  - data about the length of time as a Principal, previous position held and gender.

Question 4 to 5  - data about formal training in educational administration, specific management skills and how gained.

Question 6 to 9  - data about career choice and feelings regarding the role of the Principal including concerns about stress and health.

Question 10      - data about changes to the role of Principal since October 1995.

Question 11      - data regarding effect in the school of October 1995 system changes.

Question 12      - data regarding use of time.

Question 13      - data regarding system support for the Principal.

Question 14      - data gathering the future role of the Principal.
3.10 Collection and Treatment of the Data

Response Rates.

The cooperation and response from the two initial secondary schools was total, and ongoing support and encouragement from executive members was forthcoming. These schools were one in which the researcher had worked as a member of the school executive before taking a position as a state consultant (prior to 1985), and the one in which the researcher was deputy Principal (after 1988).

The response from the cluster directors and Principals from the two clusters was again total, ongoing and supportive. It was possible to return to these respondents at the conclusion of the research to discuss findings and seek insight to thinking about the continuing status of the effects of the changes to the NSW education system.

The reception by the executive of the two Principals councils was positive and senior executive undertook to address members attending their conference about the research and the associated questionnaire. They also volunteered to collect the completed questionnaires. The return rate from the secondary Principals as indicated in Chapter 4 of this study was seventy six percent of those attending the conference.

The response from the primary Principals as described in Chapter 4 of this study was only thirty five percent of those attending the conference. When returns by non-government schools were extracted the responses by government primary school Principals constituted forty three percent of those attending the conference. From the returns made by Principals/teachers in charge of one
teacher schools (P6) it was obvious that they held considerable concern about the changes in the NSW education system and a specially devised questionnaire would be necessary to meet their needs. This was not pursued in the course of this study with the exception of one P6 Principal who was interviewed in the country cluster of schools. As there were at the time of the questionnaire six hundred and forty P6 schools in NSW many conference members would have decided not to complete the questionnaire provided.

Data Collection ... the Questionnaires

The questionnaires completed at Principals' Councils' Conferences were distributed by a member of each Council executive and returned to a box prepared by the researcher and kept at the main conference desk.

The questionnaires completed by retired Principals were posted with a stamped addressed envelope to facilitate return enclosed. There was only a fifty percent return from retired Principals. Family members who contacted the researcher in response to receipt of the mailed questionnaire indicated that it would be unable to be completed the reasons given were that the retired Principal was seriously ill or on an extended overseas trip.

The questionnaires completed by the Principals within the two clusters were distributed differently, as now explained:-
In one cluster the questionnaires were distributed by the Cluster Director at a Principals’ meeting and returned via reply paid envelope. These were returned prior to interviews and impacted as previously described on the questions asked in the interviews. In the other cluster the questionnaires were distributed to each Principal at the conclusion of each interview by the researcher for return in the reply paid envelope provided.

The return rate as previously indicated was almost one hundred percent with the exception of those distributed at the Primary Principals’ Conference. The factors in this case appeared to be the busy schedule at the conference, the fact that the researcher was not so well known to this group and that the P5 and P6 Principals did not relate to some of the questions in particular those which implied dealing with a number of staff. Principals of primary schools designated P6 are usually the only teacher in that school; P5 Principals may have only one or two teachers on their staff.

It was gratifying to find that in the questionnaires, discussed in detail in Chapter 4 of this study, returned the respondents in most cases had not just made simplistic responses but had contributed thoughtful analytic explanations. These appeared to indicate a strong need to come to terms with the changes in their role in any way which presented itself. The additional information given was extremely valuable but slowed down the process of interpreting the information returned.

Data Collection ... the Interviews

Interviews were conducted with the Cluster Director and primary and secondary Principals in two clusters. Appointments were made at the convenience of the interviewee. This was a time consuming process which required a great deal of travel on the part of the researcher and was
extended over some months as vacations, in-school activities and out-of-school commitments made it difficult to find a time suitable for the Principal concerned.

The interviews were considered by the researcher to be highly successful as the Principals and Cluster Directors were most co-operative and provided detailed, thoughtful and analytical responses to the questions. The results of this study reported in Chapter 4, and the conclusions discussed in Chapter 5 of this study will provide evidence of the comprehensiveness of the Principals’ responses. The processing of the information provided was complex as responses tended to range across a number of areas of concern as the interviewee came to terms with the intent of the question and their thinking about the impact of educational change on themselves and in their schools.

Data Analysis

In order to understand how the implementation of the recommendations in School - Centred Education had affected: the tasks involved in the role of the Principal; the skills required by the personnel appointed to the role of Principal; and the capacity of Principals with varied experience and training to manage the rapid change, the data gathered was collated and examined for:

(i) change in emphasis of Principals' concerns over time;
(ii) differences in responses between primary and secondary Principals;
(iii) differences in responses between Cluster A and Cluster B;
(iv) differences in responses between Principals who had held the position for several years or were relatively new to the position;
(v) variations in response between Principals with formal management or educational administration training and those without any formal training;

(vi) variations between the normal State distribution e.g. male and female Principals and those registered in this study; and

(vii) frequency distributions, for example the time each Principal spent in the position of deputy Principal/ leading teacher; head teacher; and teacher.

The data collected in this study has been summarised and contrasted by various processes including - numeric, percentile, graphs, tables and statistical analyses which are presented in Chapter 4.

Summary

This study, whilst originally intended to examine the effect that management skills of executive had on the school, became a product of the significant change undertaken in the NSW education system as a result of the implementation of the recommendations in School-Centred Education. It was obvious that the key to success in devolution of responsibility to NSW schools was the way in which it was managed by the Principal in each school. Vital factors were considered to be the leadership and management skills of the Principal; the enthusiasm felt for the change; the manner in which the change impacted on the level of job satisfaction of the Principal; and ultimately the effect on the climate of the school. The education regions and clusters approached and the primary and secondary Principals spoken to were most interested and supportive of the research. The
participants at the Primary and Secondary Principals Councils Conferences also provided thoughtful and extensive responses to the questionnaire.

The preliminary discussions held with executive in schools were valuable in guiding the process and intent of this study. As a part-time student the time taken to complete the study has impacted on the findings. During the course of this study the rate and amount of change in the NSW Department of Education between October 1989 and June 1996 has been immense. The time which this study spanned has been the longest period of major changes the NSW education system has experienced. The involvement of the researcher (particularly since appointment as a secondary Principal) in the vast amount of administrative tasks required in schools during this time impacted significantly on the time taken to complete the study. The time taken and the positions held in the NSW education system by the researcher have in the opinion of that researcher contributed to the richness of the data gathered and the system related interpretation of that data.
CHAPTER 4  FINDINGS / PRESENTATION AND ANALYSES OF DATA

INTRODUCTION

This Chapter reports detailed evidence that supports the following major trends:-

(i) Rapid change is dysfunctional.

(ii) Principals are affected by stress. Health is adversely affected. Stress is associated with work overload and an administrative maintenance focus.

(iii) Teaching is rewarding, however Principals would not again choose teaching as a career nor recommend it to others.

(iv) Principals do not feel supported by the education system.

(v) System changes including devolution of responsibility to schools has not improved teaching and learning practices.

(vi) Principals are more likely to be male and not hold formal qualifications in educational administration. Professional learning occurs in the course of being a Principal.

(vii) Financial management, legal issues and industrial relations are the areas of greatest professional development need.

(viii) The role of the primary and secondary Principal has become similar.

The findings of this study were accurate for the period at which the research was undertaken, from the initial background reading commenced in 1989 to the final questionnaire in 1996. The responses in the questionnaires and interviews over the eight months of the major quantitative part of this research reflected the speed of change in the NSW government school system at that time. The congruity of the educational beliefs of Principals in NSW with the requirements of educational system changes was of significance to the findings of this study. The confidence of the Principals to
lead the required change was dependent on the level and range of the Principals’ management skills. A major factor which made the research for this study complex was resistance to change in the education system from Principals as well as their staff.

4.1 PROFILE of RESPONDENTS

This study has included as respondents a significant number of the Principals in NSW government schools. The researcher worked as State consultant and then deputy Principal and often relieving Principal in a metropolitan high school. Since March 1994 the researcher has worked as the Principal of an urban high school. Due to the positions held by the researcher direct observation of personnel and events has been fundamental to this study.

The sample of respondents selected for detailed questionnaires followed by interviews was identified through the researchers experience as a State consultant and a member of school executive. This experience indicated that a useful understanding of issues for NSW government principles was attainable through investigation of a metropolitan area and a country area.

The preliminary discussion for this study in late 1989 included two Principals, sixteen members of the executive in two schools and a cluster director.

Questionnaires were completed by participants at the Primary and Secondary Principals’ Councils Conferences in 1992.
Interviews were conducted after the conference with one of the organisers for each conference.

Questionnaires were completed and interviews held with Principals in two regional educational cluster groups in 1992:-

Cluster A - in a country region with a city as its centre. This area was considered by school executive and teachers as a desirable place for appointment. The community was supportive and capable. There were few students requiring assistance from teachers of ESL (English as a Second Language), STLD (Support Teacher Learning Difficulties), and ITBD (Itinerant Teacher Behaviourally Disturbed).

Cluster B - in a metropolitan region. This area was not desired for long term appointment by school executive or teachers. The community was socially and economically disadvantaged. There were significant requirements for ESL, STLD and ITBD support for students.

Interviews were held with the two cluster directors responsible for the above mentioned clusters.

Questionnaires were completed in 1996 by the Principals from the previous clusters which were grouped in districts following the Carr Government changes to the NSW education structure.

Personal observation as a member of the NSW Secondary Principals’ Council and in two secondary schools. One a city school on the disadvantaged schools program, the other a country school in a middle class area.
At the time that this study was undertaken the following statistics were available. The number of Principals is identical with the number of schools. The responses in this study were from thirty percent of the total number of primary Principals and seventy percent of the total number of secondary Principals who attended the annual conferences of the Principals’ councils. The respondents included government school Principals across the State of NSW and the sample was sufficiently large to provide findings which reflected Principals’ opinions about the education system in general.

Total number of schools in NSW (1989) ... 2225
Primary...1783 Secondary...381 Central...61

Total number of schools in NSW (1996) ... 2226
Primary...1774 Secondary...388 Central...64

% in State of female teachers (1990):
Primary...71.9% Secondary...47.8% Total...59.8%

% in State of female Principals ... 1989 ... 6.6%
1990... 8.1%

N.B.
1. Due to the quantity of data collected for this study not all of the collated raw data is presented within Chapter 4. Whilst summaries are presented in Chapter 4 the main data has been provided in the Appendices following the copy of the respective questionnaire or interview questions.
2. Throughout the detailed reporting on data gathering primary and secondary Principals responses are designated in the format as shown in this example:

39 primary Principals and 136 secondary Principals = 39/136 (35% / 76% of total number of principals attending the annual conferences)

N=136 i.e. 76% response rate.


N primary = 18 i.e. 92% response rate. N secondary = 6 i.e. 100% response rate.

(iii) District Principals (previously cluster Principals as above) in June 1996.

N primary = 8 i.e. 80% response rate. N secondary = 10 i.e. 100% response rate.

4.2 ANALYSES OF RESPONSE TO ITEMS FOR ALL RESPONDING GROUPS

Data was gathered from several sources using questionnaire and structured interview processes.

There were three questionnaires:

(i) Primary Principals’ Council conducted in September, 1992.

N=39 i.e. 35% response rate.


N=136 i.e. 76% response rate.

N primary = 18 i.e. 92% response rate. N secondary = 6 i.e. 100% response rate.

(iii) District Principals (previously cluster Principals as above) in June 1996.

N primary = 8 i.e. 80% response rate. N secondary = 10 i.e. 100% response rate.

The first cluster questionnaire included the questions completed by participants at the Principals' Councils with extra questions which provided greater detail. The responses to both questionnaires were collated and compared as appropriate to the question.

The second district (ex cluster) questionnaire repeated the questions which were common to the previous cluster and Principals' Councils questionnaires and asked respondents to consider education system changes and effects since the implementation of the Carr Government's policies.

Interviews were conducted with the Principals in Cluster A in April/ May 1992, and in Cluster B in May/June, 1992.

N primary = 17 i.e. 94% response rate. N secondary = 6 i.e. 100% response rate.

The position of the researcher provided the means for follow-up discussions which were held at subsequent Principals' conferences throughout the time of this study.
QUESTIONNAIRE - PRIMARY and SECONDARY PRINCIPALS' COUNCILS: Responses.

Principals' Councils respondents to questionnaire: N = Primary/secondary ... 39/136
This represents 35% / 76% of total number of Principals attending the annual conferences.

Principals who had participated in the more comprehensive cluster-based questionnaires and interviews were asked not to respond to this. As there were more primary school Principals than secondary in the clusters and more non government schools represented at the Primary conference the returns were less from Primary Principals' Council than from the Secondary Principals' Council, in proportion to the numbers in attendance at the conferences.

Q1 - Length of time as a Principal (see Figure 4)

<table>
<thead>
<tr>
<th>Time Period</th>
<th>Primary</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;1yr...</td>
<td>2/15</td>
</tr>
<tr>
<td>1-5yrs...</td>
<td>7/61</td>
</tr>
<tr>
<td>5-10yrs...</td>
<td>5/28</td>
</tr>
<tr>
<td>11-15yrs...</td>
<td>6/7</td>
</tr>
<tr>
<td>16-20yrs...</td>
<td>5/6</td>
</tr>
<tr>
<td>30yrs...</td>
<td>1/0</td>
</tr>
</tbody>
</table>

Summary of findings for Q1:
Most Principals responding had been in the position less than six years. It may be that the Principals who had been in the position for a longer time did not attend the conferences. There was no membership data available to clarify this.

The length of time for many Principals in primary schools indicated as 20 to 30yrs is possible because the previous teacher-in-charge of P6 schools have now been designated as Principal.
Secondary school Principals do not remain as long in the position as primary Principals. This was mostly due to the number of positions available, and the slower progress through the system in the
past from head teacher to deputy Principal to Principal. In primary schools because of the grading of schools from P6 to P1 teacher graduates could become a Principal immediately if prepared to accept a P6 school.

Figure 4

Length of Time as a Principal

![Graph showing the length of time as a principal for primary and secondary principals.](image)

Q2 - Previous position

- Executive Teacher (primary) ... 1/0
- Teacher ... 2/1
- Head Teacher (secondary) ... 0/2
- Leading Teacher (secondary) ... 0/10
- Assistant Principal (primary) ... 3/1
- Deputy Principal ... 16/74
- Deputy Principal Special Programs (secondary) ... 0/3
- Primary Principal 3 ... 1/0
- Consultant ... 0/3
- Senior Education Officer 2 ... 0/1
- Inspector ... 0/1
- Board of Studies ... 0/2

203
Summary of findings for Q2:

The most common path to Principal has been from the job of DP(Deputy Principal).  
28% of those appointed to secondary Principal’s positions in the past two years have been leading teachers.

ET(Executive Teacher) & AP(Assistant Principal) were primary school appointments.  The AP who was a Principal in a secondary school was located in a remote country area.

The number of LTs (Leading Teacher) who were Principals was significant in this study as the position of leading teacher had only been available since 1989.

LT & DP Special Programs (Staying On) were secondary school appointments.  There have been no additional LT appointments made since 1992 and the DP Special Programs (Staying On) position was discontinued from the end of 1991.

The two respondents who moved from HT (Head Teacher) to Principal were in schools in a remote country area.

Q3 - Male...30 primary Principals / 118 secondary Principals;  Female...8 primary Principals /18 secondary Principals.

% of female Principals out of total respondents:

Primary...21%  Secondary...13%  Total...34%

Summary of findings for Q3:

Female teachers represented 58.63% of the workforce in government schools in NSW at the time this study was commenced.  71.64% of primary teachers were female and 45.86% of secondary
teachers. Thus it can be seen that the number of female teachers who become Principals is disproportionate to the number of female teachers in the workforce.

Q4 - Formal training in educational administration (see Figure 5)

The 39 primary / 136 secondary respondents indicated:

<table>
<thead>
<tr>
<th>Yes...9/24</th>
<th>No...26/78</th>
</tr>
</thead>
<tbody>
<tr>
<td>Courses studied</td>
<td></td>
</tr>
<tr>
<td>M.Ed.Admin...3/6</td>
<td>M.Ed....0/9</td>
</tr>
<tr>
<td>Dip.Ed. Admin...2/0</td>
<td>Dip.School Admin...1/3</td>
</tr>
<tr>
<td>Dip.Edl.Leadership...1/2</td>
<td>Units in degree... 2/3</td>
</tr>
</tbody>
</table>

Summary of findings for Q4:

23% of primary and 19% of secondary Principals who responded to the questionnaire had formal training in educational administration.

Not all respondents indicated the course qualification. From those that did include details 4% more secondary than primary Principals had masters level qualifications in educational administration.
Q5 - Management skills (see Figure 4). Values for responses are represented as previously stated e.g. 39/136 = 39 Primary Principals / 136 Secondary Principals (P/S)

<table>
<thead>
<tr>
<th></th>
<th>gained through own resources</th>
<th>gained through NSW DET.Inservice</th>
<th>would like further training</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>P/S</td>
<td>P/S</td>
<td>P/S</td>
</tr>
<tr>
<td>i) financial mgt</td>
<td>20/75</td>
<td>13/48</td>
<td>18/72</td>
</tr>
<tr>
<td>ii) personnel mgt (HRM)</td>
<td>16/89</td>
<td>15/43</td>
<td>7/37</td>
</tr>
<tr>
<td>iii) curriculum design</td>
<td>14/77</td>
<td>11/48</td>
<td>6/28</td>
</tr>
<tr>
<td>iv) bringing about change</td>
<td>16/79</td>
<td>12/50</td>
<td>6/32</td>
</tr>
<tr>
<td>v) performance appraisal</td>
<td>13/49</td>
<td>10/51</td>
<td>11/62</td>
</tr>
<tr>
<td>vi) revising existing policies/structures/procedures</td>
<td>18/80</td>
<td>11/35</td>
<td>6/34</td>
</tr>
</tbody>
</table>

vii) other... industrial relations

... enterprise bargaining 3/0
... quality assurance 5/0
... legal 1/6
... counselling 1/0
... OASIS 0/2
... office administration 0/1
... assessment centres 0/1
... site management 0/1
... conflict resolution 0/1
... strategic planning 0/1
... time management 0/3
... stress management 0/2
... public speaking 0/1
... educational leadership 0/2
... assets management 0/1
... student welfare 0/1
... debate 0/1
... accelerated learning 0/1
... teacher training 0/1
Summary of findings for Q5:

Responses to the given training areas were strong, many Principals nominated fields not listed in the questionnaire. There was a strong need expressed for quality training which was reinforced in the interviews conducted.

Financial management and performance appraisal were the most frequently cited.

In the additional areas listed, the number who mentioned industrial relations was significant. The secondary conference was in June (1992) and the primary conference in September. The terms quality assurance and enterprise bargaining were not raised by secondary Principals but by September these terms had started to be recognised as of concern by primary Principals.

Additional comments were not asked for, however in the spirit that prevailed throughout this study a number of respondents were critical of the “poor” quality of NSW DET training and suggested “train the trainers first”.

The following chart (Figure 6) showed the major areas in which Principals would like future management skills training.

N.B.

In the Figures presented in the remainder of this chapter the responses are identified as follows:

39 primary  136 secondary respondents at 1992 State Principals' Conferences.

18 primary  6 secondary respondents from the two education clusters.
Q6 - Most describes role of Principal - feelings about the role. (see Figure 7 and Appendix 1)

The 39 Primary / 136 Secondary Principals responded as follows:

- rewarding...2/20
- enjoyable...1/9
- challenging...10/57
- frustrating...5/16
- exhausting...15/32

Additional comments - all at times...2/25
Summary of findings for Q6

The majority of respondents were at the negative end of the decision line. Many were still able to see that there was reward and some found enjoyment in the role. Most found the impact of schools renewal was impacting strongly on the Principal's traditional role causing considerable concern. The explanations given for responses to this question focussed most often on concerns related to lack of time, and lack of training for the new task. Some of the respondents who had been Principals before the implementation of the recommendations in *School-Centred Education* commented on their concern over educational change for political reasons. Respondents who had not spent time as a deputy Principal were most likely to be critical of the role of Principal - one respondent stated "sometimes I wonder if I made a sane decision when I accepted my appointment".

Figure 7  
Principals' Feelings About the Role

![Bar chart showing the feelings of secondary and primary principals](chart.png)

- 142 secondary principals
- 57 primary principals
Q7 - In general how stressful is it being a Principal? (See Figure 8 and Appendix 1)

The 39 Primary / 136 Secondary Principals responded as follows:

- not at all: 0/1
- moderately: 9/43
- very: 15/67
- extremely: 10/19

Summary of findings for Q7:

Most respondents found the Principals' job to be stressful. The secondary Principal who indicated 'not at all' stressful also indicated that the job had been a cause of health problems. Many identified the source of the stress as system based and not within their control. Again time pressures were regularly cited - one Principal stated "pressure from all sides...everyone wants action instantly". Two Principals, who had not held a position as a deputy Principal, stated that "(the job) gets easier each year as you learn from your mistakes".
Q8 - Job is the cause of health problems. (see Figure 9)

Yes...18/69  
No...14/48

Additional comments were not asked for however there were some who stated... "not yet"...3/9.

Summary of findings for Q8:

A significant number of respondents thought the job of Principal was the cause of health problems. Symptoms were not asked for in this questionnaire however five Principals indicated blood pressure was a problem. Several respondents commented that "time on the job restricts fitness programs" and that there would be health problems "if the present stress levels continue".

Figure 9  Principal Health

![Bar chart showing the number of primary and secondary principals with health problems and without problems.]

No. of Principals

- 32 Primary Principals
- 117 Secondary Principals

Legend:
- Open box: problem
- Solid box: no problem
Q9 - How likely is it you would choose teaching as a career if starting over again?

(see Figure 10 and Appendix 1)

highly likely...11/54 unsure...5/25 not likely...14/28 definitely not...2/19

Summary of findings for Q9:

28% of primary and 39% of secondary Principal respondents thought it highly likely that they would choose teaching again as a career.

A number of respondents commented that although they indicated it was highly likely they would choose teaching again it was related to security and the opportunities available - if they had the opportunities available today they would not choose teaching nor would they recommend it to others.

Several Principals, both primary and secondary, commented on 'liking teaching and kids'. Both primary and secondary Principals referred to the 'status of education not being attractive any more; to "personal and professional anguish" of the "downgrading of teaching". One secondary Principal stated that "most of my friends are in positions which enjoy greater community esteem".

Figure 10  Principals Who Would Choose Teaching Again as a Career
Q10(i) Takes most of time in an average school week. (see Figure 11 and Appendix 1)

The 57 Primary / 142 Secondary Principals responded as follows:

correspondence ... 16/42; interviews ... 14/66; maintenance .... 5/22; routine problems ... 3/10;
supervision ... 2/8; administration ... 4/6; crisis management...2/6; Faxes ... 1/1.

Most respondents provided examples of other activities which took significant amounts of time, including:- telephone calls; Board of Studies requirements; and meetings.

Summary of findings for Q 10 (i):

Whilst administrative matters rated highly most Principal time according to the respondents was spent in personal interaction at interviews or meetings.

Many respondents referred to 'paper warfare' -these responses were included in 'correspondence'; 'interruptions' (3 respondents) and 'dealing with people'(9 respondents) were included in 'interviews'; one Principal described crisis management as dealing with such as emotional teachers, sexual assault cases and dangerous electrical fittings.

In the preliminary discussions 'meetings' did not appear as a time problem but since the implementation of the recommendations in School-Centred Education meetings have shown to be of significant concern to secondary Principals. Fifty one secondary Principals specifically mentioned meetings as high on the scale of time consuming activities, with four referring to cluster and regional meetings.

Six secondary Principals and one primary Principal specifically listed 'dealing with disruptive students'. Some of the crisis management and interview responses may also have been caused by interaction with disruptive students.
Q10 (ii) Area to which you would like to devote more time. (see Figure 12 and Appendix 1)

The 57 Primary / 142 Secondary Principals responded as follows:

- getting into classroom ...10/31
- educational planning/instructional leadership ... 6/39
- support of/interaction with staff...12/20
- encouragement of students ...1/22
- staff development ... 2/18
- assist teachers develop programs for individuals/talking with teachers about children ... 3/13
- supervision ... 2/11
- time to think, plan, discuss ... 2/8
- policy development/revision ...1/1
Summary of findings for Q 10 (ii):

Most Principals expressed a desire to spend more time involved in the instructional leadership of the school. A significant number wanted more time in the classroom. Most stated that more time with staff and/or students was needed. It would seem that the years of training, experience and expectations built over time have provided Principals with strong ties to students and the learning program. Principals felt that they were not adequately doing their job or felt resentful when administrative matters interfered with time for students and teachers.

Six secondary Principals indicated that they would like more time to devote to head teacher development. Several secondary Principals stated they would like more time to 'move around the school'. Some other areas listed by respondents included:- time to "develop new ideas "; time for "exciting projects "; professional reading; talking with ancillary staff; and visits to school sporting events. Again the need for time for reflection appeared as a priority for both primary and secondary Principal respondents.

Figure 12

How Principals Would Like to Spend Time

![Bar chart showing how principals would like to spend their time]

- 57 primary principals
- 142 secondary principals
Q11. Change in Principal's role since implementation of recommendations in 'School-Centred Education'. (see Figure 13 and Appendix 1)

The 57 Primary / 142 Secondary Principals responded as follows:

- increased administration/clerical work ... 8/56; fiscal responsibility/handling financial concerns/budget decisions ... 6/37; overall management/strategic/long and short term planning ... 12/22; increased cluster and regional meetings/responsibilities ... 4/18; increased site manager/maintenance role ... 4/16; less autonomy/power in important areas e.g. curriculum ... 2/5; human resource management ... 2/2; accountability ... 1/9; less pupil/teacher contact ... 1/3;

Summary of the findings for Q 11:

There was a variety of responses to this question some of which may have been the result of differences in schools. From the length of the responses it is possible to conclude that Principals appreciated the opportunity to comment on the change in this way. Twenty one percent of primary Principal respondents and forty one percent of secondary Principal respondents mentioned the greatest change in their role to be the increase in their administrative work load. Most respondents made special reference to financial decision making and fiscal responsibility.

Again both primary and secondary Principals expressed significant concern over the lack of purposeful contact with the educational program and students. Twenty six secondary Principal respondents indicated that the greatest change in their role was to become an "entrepreneurial manager". Seventeen of the secondary Principal respondents stated that the change in their role was to be "less of an educator".

An example given of lack of autonomy resulting in time wasting accountability practices was the process for teachers' examination leave... the Principal could grant the leave but had to send to...
region documented proof of the teacher's enrolment in the course to be examined and a copy of the examination timetable.

Some respondents described a resentment of the change in their role which caused their time to be spent on matters which "the system used to deal with" :- devolution of "rubbish " administration from centre and region/ time on "silly " things e.g. piano tuning, and sanitary disposal.

Fifteen secondary Principal respondents referred to a change in their role being the amount of time they were now required to be out of their school for cluster and regional meetings and responsibilities. This was described as:- providing a "poor image to staff and students "; being "resented " by the respondent; and creating "less stability " in the school.

Other areas of change in the Principal's role since the implementation of the recommendations in School-Centred Education which were mentioned by a number of Principals were:- the loss of capacity to be involved in staff and student welfare; the need to intervene to insulate staff from the speed and uncertainty of system change; the loss of centre support; the responsibility for industrial relations matters.

Figure 13

Changes in the Principal's Role

![Bar chart showing changes in the Principal's role.]

- 142 secondary principals
- 57 primary principals
Q12 - Effect in the school of changes in role e.g. involvement in school activities / instructional program; relationships with staff, students and their families. (see Figure 14 and Appendix 1)

The 57 Primary / 142 Secondary Principals responded as follows:

more time in office on finance, personnel and business management - diminished role of educational leader / less contact with all staff/students/families...22/109;
more time out of the school...9/27;

isolation/have less in common with staff/loss of credibility...3/24;
greater responsibility/delegation to executive/staff...3/19; staff/parents more involved...3/13;
little change in classroom techniques...1/6;

Summary of findings for Q12:

The responses to this question emphasised the differences in Principal response to the changes of School-Centred Education. A small proportion of Principals indicated positive features of the change in comments such as 'increased collaboration', 'I can develop the role as I wish'. However the majority of Principals, seventy five percent, provided direct evidence of their concern for their schools. The concern was for the loss of the time for educational leadership because of the administrative demands of devolution. There was further evidence of Principals' concern for their removal from the instructional process by administrative matters and cluster/regional demands.

The responses to this question provided a clear theme which described the lack of impact on improvement to classroom practices through the implementation of the recommendations of School-Centred Education. One respondent stated that "children were forgotten in schools' renewal".

Other themes which became evident in the responses to this question included:-

- the decline in staff morale due to constant system changes and the Principal's role as a filter for staff from system demands.
- the increasing complexity of the role of the Principal was a cause of isolation from staff...the Principal had to maintain what some respondents saw as conflicting roles: performance management, staff development, staff selector (merit selection), and evaluator.

There were 230 negative responses compared to 54 positive responses to this open ended question. It may then be interpreted that the mindset of Principals attending the conferences was negative rather than positive in relation to the effect in their schools of changes to their role as a result of the implementation of the recommendations in School-Centred Education.

Figure 14 Effect in School of Changes in the Principal's Role
Principals were also asked as a final comment to provide thoughts and/or directions for the Principal's role in the future.

There was a great deal of information provided in response to this request. (see Appendix 1) The most frequent thoughts provided by the 57 Primary / 142 Secondary Principals were as follows:

- the Principal would become more and more the manager not the educational leader...11/13;
- the Principals' role would get busier, more complex/ multidisciplinary... counsellor, administrator, business manager, curriculum adviser, teacher training, HRM (Human Resource Management), entrepreneur...2/15;
- there would be a need for a bursar to deal with the increased load of "administrivia " so that the Principal could devote time to education...9/7;
- the Principal would become more separated from the school's operation and teacher colleagues because of the administrative load and the need to represent the school outside in the system and the community...3/5;
- the Principal would need more and better induction/training to develop the growing number of diverse skills which would be needed in the future...3/3;
- Principals' employment/tenure considerations would impinge more and more on the way in which the Principal managed the role...1/2;

Summary of findings for Principals' thoughts and directions for the future:

Principals took the opportunity to voice concerns about the increasing complexity of their role. Principals again raised the problem of loss of time for instructional leadership. Several provided the idea of employment of a bursar as a partial solution to problems time spent on financial and administrative matters.
The problem of a career future for younger Principals first became evident in these responses (and was also regularly addressed in the interviews with Principals in the two clusters). Principal thought that they could only maintain the job for a few years, however with perhaps twenty or more years still to work they could see no position that they could move on to and very little chance of moving to another school.

There was a comment relating to 640 primary Principals who taught full time. This was a reference to the P6 or one-teacher schools where the once Teacher-in-Charge was now designated as Principal. It was clear that most P6 Principals found the questionnaire did not cater for their work situation so they did not complete one.
INTERVIEWS- with the ORGANISERS of the Primary (September, 1992) and Secondary (June, 1992) Principals' Conferences

The interviews with conference organisers were conducted in the week following each conference.

ICO Q1 What was the overall feeling of the conference one of :-

(i) enthusiasm for recent changes in the education system?

Both primary and secondary conference organisers stated that Principals recognised that change must be continuous. However Principals though that change should be related to furthering educational goals.

(ii) uncertainty and/or confusion about the change?

The primary conference organiser stated that in terms of career structure there was uncertainty and confusion about the structural changes to the education system. There was also uncertainty and confusion regarding whether the changes would be allowed to consolidate or whether change would just "roll" with political expediency.

The secondary conference organiser also indicated that there was uncertainty. The organiser stated that "certainly nothing seems clear or certain any more".

(iii) a sense of need for Principals to get together and take charge?

The primary conference organiser stated that the Primary Principals' Council was seeking greater input and influence at DG (Director General) and Ministerial level.
The secondary conference organiser stated that the Secondary Principals' Council was very strong. Principals had banded together to support each other. The organiser further stated that there was a need for the Council to get involved in discussions with the government and the Director General of Education to develop policy. "Principals don't want to be on a review committee after the change has already been organised".

The secondary conference organiser also stated that involvement in consultation on committees put pressure on executive members of Council and that they were looking for others to help. The organiser stated that "the change is costing Principals dearly and many resignations are coming".

Summary of findings for ICO Q1:

The conference organisers had a very clear overview of general trends amongst Principals in relation to change as a result of the implementation of School-Centred Education. The organisers gave strong indications of the increasing strength of the Principals Councils in dealing with senior executive in the Department of School Education and the Ministry of Education. Representatives of the Secondary Principals Council were already significantly involved with the Minister and Director General of Education in a consultative process. The Primary Principals Council representative, although consulted by the Director General and the Minister, signalled a desire for considerably greater collaboration.

Both groups accepted that change must be ongoing and that Principals wished to be concerned with the decisions about what change should occur not just the review of what had happened. This was a reference to the introduction of Quality Assurance, a Departmental review process, which included
a Principal on the review team. This process was trialed in late 1992 and presented its first report at the end of 1993. There were continual complaints about the manner in which some Quality Assurance Review teams functioned. There were also difficulties in obtaining suitable personnel to participate in Quality Assurance Review teams. In October 1995 the NSW Teachers’ Federation asked its members to restrict their degree of participation in the process. (the Quality Assurance Directorate ceased operations in October 1995, and was totally disbanded in June 1996).

ICO Q2 Major recommendations from the conference.

The primary conference organiser stated that there was not a forum for developing recommendations as it was an information giving conference and there were no workshops.

The lack of resolutions from the Primary Principals’ Conference indicated perhaps a reason why the NSW Secondary Principals’ Council had greater access to the Director General of Education and the Minister of Education and Youth Affairs and thus perhaps greater impact on decisions.

The secondary organiser provided a list of resolutions made by Principals at the secondary conference. The resolutions were as follows:-

1. Principals’ Appraisal

   The Council offers to assist the Human Resources Director and CDs in the implementation of the appraisal of Principals through development of:-

   - procedures for developing and evaluating individual models

   - a training package suitable for local use.
2. Resource Management

The Council

- rejects the concept of notional budgets for staffing establishment...should be centrally based and administered
- reinforces support for the decision taken at the March plenary meeting re retaining the system of school funding for 1993.

3. Finn/Mayer-implications

The Council

- pursues a detailed response to the proposal for consultation produced by the Mayer committee
- seeks to ensure that ample time for consultation be included in the implementation timeline, should the Mayer Committee proposal be accepted.

4. Industrial Relations Procedures

The Council

- executive seeks an urgent meeting with the Minister and DG for discussion of the recommendations of the Heagney Report as they will apply to NSW DET school staff.
- seeks from the DG an assurance that in the development of new policies and practices, effective consultative procedures will be developed.
- use modern technology to better communicate and consult with members regarding policy issues etc.
- seek the establishment of a working party with NSW DET and NSW Teachers' Federation to jointly review policy, practices and procedures in developing agreements and solving conflicts at the school level.
- invite the NSW DET and NSW Teachers' Federation to join with the Council in designing appropriate training and development programs in Human Resource Management:

...alternate periods and award implementation;

...notional staff budgets, flexible staffing and executive restructuring;

...class sizes e.g. D & T (what is it?) (D&T refers to Design and Technology);

...performance management and individual professional development plans;

...sport or non-sport organisation;

...AST1 for 1992/3 AST2? (AST is Advanced Skills Teacher);

...enterprise and school-based agreements;

...leave, continuity of teaching (October to November);

...assuming BOS (Board of Studies) responsibilities;

...executive transfer rights.

5. Quality Assurance

The Council

- seeks clarification of the purpose(s) and methods of implementation of quality assurance and calls for regular consultation and ongoing negotiations as the process evolves

- requests discussion with Dr Cuttance (then Assistant Director General - Quality Assurance in the NSW DET) on the question of the positive vs the negative system of auditing in quality assurance.

- requests answers on specific questions put forward in Quality Assurance workshop.

6. Cluster Organisation

The Council management committee following consideration of the discussion paper on cluster organisation pass the recommendations to the DG for implementation.
7. Changing Curriculum Demand in the Senior School

The Council

(i) encourages and provides leadership in promoting and engaging in the debate surrounding post-compulsory education...in the following areas:-
- community debate over the purpose of post-compulsory schooling;
- debate within the profession over teaching in the emerging post-compulsory context.

(ii) establishes a taskforce to consider and make recommendations on managing the process of structural change e.g. community concerns, industrial relations, relationships with outside providers, staffing implication.

(iii) promotes the concept of schools designing and negotiating community courses which would provide students with a defined range of learning experiences which are not available within the school. Providers might include a combination of local business, TAFE, university, school.

(iv) supports a devolution of funds to schools so as to enable schools to negotiate directly with TAFE and other providers.

(v) conducts a public education campaign to promote the value of the Record of Achievement as an indication of alternative pathways to the HSC.

(vi) seeks clarification from the Board of Studies as to:
- the future of the TER - number of units required for a TER
- pathways to TER - possible abolition of the TER

(Tertiary Education Rank (TER) a mark applied by universities to the HSC results of candidate to determine eligibility for university placement)

(vii) approaches the Board to develop further non-matriculation courses and remaining restriction on number of 1 unit courses.
8. "Education 2000" (the NSW DET statement of long term goals) Implications for Principals.

The Council make the D. G. and the Minister aware of the implications for Principals of issues arising from the document "Education 2000"...major implications are:-
- the increasing number of managerial responsibilities;
- a concern over the use of the relatively new concept of 'outcomes';
- the philosophic basis of public education;
- no increase in resources will be available to implement the document outcomes;
- the range of accountability implied for Principals seems unrealistic.

9. Financial Planning and Responsibility

- prior to any further additions to global budgeting (including any notional staffing allocations) there must be a comprehensive consultative review of all aspects of school-based financial management with a major input from schools. Evaluation of planning and the acceptance of appropriate levels of responsibility by each level of the Department's revised administrative structure should form the basis for provision of a simplified, responsive support mechanism to assist schools in the delivery of a better educational service.

- all schools should be given full support for implementing school-based budgeting. The minimum support must be the full implementation of OASIS Finance and the provision of time for data entry and HRD (Human Resource Development).
10. Place of Aboriginal Studies in the Curriculum

Aboriginal Studies has an important role in the curriculum of the senior school, and should be a part of the offering of all schools where Principals find that offering possible to achieve.

11. Reclassification of Central Schools

(i) The classification and staffing of central schools should be reviewed and restructured, the Department should recognise:
- the uniqueness of central schools;
- the comparisons between entitlements of small high schools and central;
- the difficulty of centrals satisfying Board(of Studies) requirements.

(ii) Central schools request representation at State level, including access to a Departmental officer at ADG(Assistant Director General) level.

Summary of findings for ICO Q2:

The Secondary Principals Council made a series of resolutions which they presented to the Director General, Minister of Education and Teachers' Federation in late 1992. The impact was seen in 1993 with:- the Principals' inclusion in the Quality Assurance process; the move to review TAFE funding in schools; the Industrial Relations training program for Principals and school (Teachers) Federation representatives; and the changes to cluster organisation.

The findings of this study have been complemented by the concerns expressed in the Council resolutions. In particular the concerns of Council over increased managerial responsibilities, global budgeting, career structure, cluster organisation and Industrial Relations were reflected in the findings of this study.
ICO Q3  What training / inservice requirements were expressed by Principals at the conference.

The primary conference organiser indicated that this was not discussed at the conference.

The secondary conference organiser stated that Principals needed a lot of professional development. The organiser indicated that training was referred to particularly in Resolution 4 (as previously quoted ... training to manage Industrial Relations issues).

The conference organiser also stated that training needed "all sorts of time spans...NOT more days out of school...cluster does that ". The organiser stated that time out of school meant more pressure for Principals. Sabbaticals for Principals were also mentioned at the conference.

Summary of findings for ICO Q3:
Again the Secondary Principals Council organiser sensed similar concerns to those expressed by the respondents in this study. In particular the need for training before being required to take on new tasks and the time needed for training without interfering with the Principals time in the school.

ICO Q4  What do you think Principals need:-

(i) support from cluster/region/centre?

Both primary and secondary conference organisers stated that Principals were not happy with the cluster system. The secondary organiser stated that even meetings at the Education Resource
Centre (ERC) level would not be a large enough group for useful Principal interaction. Primary Principals were able to gain more from the cluster as there were between twelve and twenty primary schools in a cluster but only two or three secondary schools.

(ii) access to senior officers/ line of command?
Both primary and secondary conference organisers commented on the perceived lack of usefulness of the cluster director as a line manager. The organisers stated that there was a "problem " with some cluster directors whilst others were "OK ".

(iii) Do Principals want their role expanded or contracted?
Both primary and secondary conference organisers were definite that Principals did not want the role to include responsibility for:- finding qualified staff; training new teachers; nor for the payment of staff.

Summary of findings for ICO Q4:
The responses to the three parts of this question supported other findings of this study:- that Principals were not satisfied with cluster organisation and that Principals did not want to be responsible for payment of staff.

The very specific responses to an open question in part (iii) of this question may have been prompted by the difficulties experienced by Head Teachers in the United Kingdom which had just received significant publicity in professional journals.

ICO Q5 What will Principals do from this time...
  take control of the type and rate of response to system requests?
  act cohesively or individually...to what purpose?
The primary conference organiser stated that a lot of influential primary Principals were talking about forming a primary Principals' union.

The secondary conference organiser stated that secondary Principals would not act individually or industrially. The organiser further stated that secondary Principals would "get together... that they were being driven closer together for support ".

Summary of the findings for ICO Q5:

The comments by the Council organisers were not reflected in the findings from the questionnaires in this study but similar sentiments were iterated by Principals interviewed in the latter part of the course of this study. This suggests that over time Principals were forming industrial bonds as a result of their growing concern at the increasing complexity of their role and the number of additional areas for which they are being made accountable without having control over the resource inputs. (n 1996 in a change in procedure as a response to the Carr government's changes to the education system the Secondary Principals' Council appointed a liaison officer with the NSW Teachers' Federation.)

ICO Q6 What recommendations do you have for future Principals:-

  e.g. background experience? formal training?

The primary conference organiser stated that training on the job and lots of experience was the best process. The organiser also stated that a lot of primary Principals had nowhere to go in their careers and that they would not get a transfer under the revised system.
The secondary conference organiser stated that deputy Principal and leading teacher experience was not enough. The organiser indicated that Principals needed: the equivalent to a post graduate diploma in school administration; financial training; upgraded computer skills; not be promoted too early; and a system approach to career management. The organiser further stated that there was a need for understanding by "higher ups" of the resource development process so Principals could plan their career development and not get "stuck" in the one school. The secondary conference organiser also stated that another step was needed in the promotion scale, for example that of State Executive Service (SES) / professional assistant.

The secondary conference organiser stated that there had been considerable discussion between conference delegates regarding the need for: a local counselling service for teachers which would preferably be someone from outside the education system; inservice in stress and lifestyle management. The organiser indicated that Principals found that there was a lot of pressure on their marriages, especially as that at the age of most Principals their children were leaving home and their wives (sic) need extra support.

Summary of findings for ICO Q6:

Again the findings from other interviews conducted in this study were reflected in the summaries of the Council organisers. In particular the concern over career, and the problems of people in a position without the background experience to support the tasks demanded of them. This study has found that only a small number of Principals had post graduate training and the conference organisers identified that the conference delegates recognised that there was a need for learning at this level.
ICO Q7  Other comments you wish to make regarding the role of Principals now and in the immediate future.

The primary conference organiser stated that the position of Principal was a great job, but the person in the position needed to be carefully selected. The merit selection panel should be sure that what was said in the curriculum vitae and at interview was the true picture otherwise the school has a bad time. The organiser gave an example which was of concern to primary Principals where the Department of School Education had to take a Principal from his own school and put him in to "clean up the mess " in a school where a Principal had been appointed under merit selection and had not been successful in the position.

The secondary conference organiser stated that Principals needed more management skills. The Principal was now more directly in charge of the school and its resources so more training was needed particularly in:-

... financial management, properties finance, assets management;

... industrial relations—there were conflicts within schools and Principals were blamed for industrial problems.

The secondary conference organiser also stated that Principals needed more time for educational leadership so a registrar should be a part of a school's staff. The organiser further stated that educational needs get pushed out by other demands, and to improve the tone of the school the Principal needed to be seen, and to be in classrooms.
Summary of the findings for ICO Q7:

These comments by the conference organisers supported the findings from the questionnaires in this study. The findings of this study mentioned as of particular concern by the conference organisers were: issues related to the fairness and manageability of the merit selection process; the need for further training for principals; and the need for administrative support for the Principal to allow more time for the role as instructional leader.
This questionnaire probed the backgrounds and attitudes of primary and secondary Principals in two education clusters.

N = 18 primary principals / 6 secondary principals i.e. 92% of primary / 100% of secondary principals included in the sample.

CQ1 male...16/6 female...2/0 respondents

Summary of the findings for CQ1:
The gender balance of Principals in the two clusters reflected the overall proportions of male and female Principals in the State. 8% of the Principals in the two clusters were female and they were in charge of P3 to P6 schools, which were the smaller primary schools. There were no female secondary Principals in either of the clusters at the time of this part of the study. During the total time span of this study the number of female primary Principals has remained the same. A secondary female Principal was appointed in one of the clusters however by the conclusion of this study she had been removed from that position as unsuitable.

CQ2 length of service in schools

The 18 primary principals / 6 secondary principals responded as follows:

10-19yrs...2/0  20-29yrs...4/1  30+yrs...5/3

Summary of findings for CQ2:

Two of the Principals in the clusters included in this study had moved through the merit selection process to gain Principal status at a stage of their career earlier than they would have done prior to
School-Centred Education. Both of these Principals were in the less desirable metropolitan cluster. Primary teachers may move through the promotion cycle, to attain a Principal's position, at a more rapid rate than secondary teachers. This has been due to: the greater number of primary schools; the range of primary schools from P1 to P6; and the fact that more females than males work in primary schools (17,128 female and 6,727 as stated in School-Centred Education:319 male and for reasons of family mobility and child bearing they do not seek promotion.

CQ3 Number of years as

The 18 primary principals / 6 secondary principals responded as follows:

- Principal
  - <1yr...1/0
  - 1yr...1/1
  - 3yrs...3/0
  - 5yrs...1/2
  - 7yrs...0/1
  - 11yrs...1/0
  - 13yrs...1/0
  - 16yrs...3/0

- deputy Principal
  - 1yr...1/0
  - 2yrs...2/0
  - 3yrs...0/3
  - 4yrs...5/0
  - 5yrs...1/0
  - 7yrs...1/0
  - 8yrs...0/1
  - 10yrs...1/0
  - 13yrs...1/0

- SEO/PEO/CEO (Centre or Regional positions - Senior Education Officer/Principal Education Officer/Chief Education Officer)
  - 1yr...1/0

- AP (Assistant Principal -primary schools only)
  - 2yrs...2/0
  - 7yrs...1/0
  - 8yrs...1/0

- leading teacher (secondary schools only)
  - 0/0

- head teacher (secondary schools only)
  - 8yrs...0/1
  - 13yrs...0/1
  - 14yrs...0/1
  - 15yrs...0/1
Summary of findings for CQ3:

With the exception of two primary Principals who had moved through the promotion system from teacher to Principal at an accelerated rate all the Principals in the clusters had spent a significant number of years as a classroom teacher and then as a member of a school executive before becoming a Principal.

CQ4 qualifications

The 18 primary principals / 6 secondary principals responded as follows:

<table>
<thead>
<tr>
<th>Qualification</th>
<th>Primary Principals</th>
<th>Secondary Principals</th>
</tr>
</thead>
<tbody>
<tr>
<td>teacher's certificate</td>
<td>10/1</td>
<td>0/0</td>
</tr>
<tr>
<td>Dip. Teaching</td>
<td>1/0</td>
<td>0/0</td>
</tr>
<tr>
<td>Dip.Ed</td>
<td>2/3</td>
<td>0/0</td>
</tr>
<tr>
<td>BA</td>
<td>5/5</td>
<td>0/1</td>
</tr>
<tr>
<td>BSc</td>
<td>0/1</td>
<td>0/0</td>
</tr>
<tr>
<td>M.Ed</td>
<td>2/1</td>
<td>0/0</td>
</tr>
<tr>
<td>Grad.Dip. Sch.Admin</td>
<td>2/1</td>
<td>0/0</td>
</tr>
</tbody>
</table>

Summary of findings for CQ4:

16% of primary and 8% of the secondary cluster Principals had gained post graduate qualifications in educational administration. This is 7% and 11% respectively lower than those included in the Principals Councils' Questionnaires. This may be due to the likelihood that those Principals wanting to keep up their current awareness were more likely to attend conferences. It was also observable that the cluster Principals with post graduate qualifications were the younger respondents in the sample.
CQ5  In general how would you describe role of Principal? (see Figure 15)

The 18 primary principals / 6 secondary principals responded as follows:

- rewarding... 1/0  stimulating... 0/1  enjoyable... 0/0  challenging... 5/0
- stressful... 11/4  exhausting... 3/1

Some respondents had difficulty in selecting one word and provided the following comments:
- mix of the above;  time consuming and frustrating;
- five years ago it would have been enjoyable and challenging now it is stressful and exhausting;
- the pace of change has been so constant that satisfaction has been continually diminishing;
- whilst the job is often rewarding the constant need to 'run' the school as a viable economic business instead of an educational entity - frustrates.

Summary of findings for CQ5:

75% of the cluster respondents found the role of Principal stressful or exhausting. Only 1 primary Principal found the role rewarding. Their comments were strong indications of the level of concern with the rate and complexity of the changes resulting from the implementation of School-Centred Education and their discomfort with the increased emphasis on economic management.
CQ6  How likely you would chose teaching as a career if starting work life over?

The 18 primary principals / 6 secondary principals responded as follows:

- highly likely...5/1
- unsure...3/1
- not likely...2/0
- definitely not...1/2

Summary of the findings for CQ6:

21% of the primary and 4% of the secondary cluster Principals thought it highly likely that they would choose teaching if they started their career over again. This compares with 28% of the primary and 39% of the secondary Principals Councils respondents. Again this could reflect the more positive attitudes towards their career of those attending conferences. This response also linked with the interview response that if the respondents were choosing a career at this point in time they would not choose teaching but if they were starting again at the time they started before they would choose teaching again for reasons of security, the financial benefits of a scholarship and parental pressure. Some of the comments added to this question by the Principal respondents included:-

- there is now a conflict of educationalist versus manager role;
- I believe that the Education Department has 'lost the way';
- 3 years ago I would have circled highly likely - now definitely not;
- my career chosen by parents as a 'good career for woman'- I would like luxury of making my own choice the second time around.
CQ7  How would you describe the level of job satisfaction?

very satisfactory...2/1  fairly satisfactory...8/2  no feeling either way...0/0
fairly dissatisfying...8/3  very dissatisfying...0/0

Summary of findings for CQ7:

Most respondents found satisfaction in their job. The negative remarks made related to outside influences such as the political agenda, distancing by the education system, and less interaction with children. Typical comments included:-

- mix of the above;
- education agenda is controlled by politicians;
- three years ago I would have circled very satisfactory instead of fairly dissatisfying;
- there is so much to achieve each day that there is not enough time for teachers/students;
- there is not a lot of positive feedback-need to maintain my own level of satisfaction;
- schools renewal is a step in the right direction but the implementation and support mechanisms leave a lot to be desired;
- many objectives achieved make it worthwhile - some promises from the Department (NSW DET) don't eventuate.
CQ8  Indicate particular aspects of the Principal's position you find give satisfaction.

The responses to this question included:-

worthwhile task...10/2    variety in job...8/4
influencing others' behaviour...9/1 (one respondent indicated children's' behaviour)
intellectual challenge...6/2    holidays...6/2    recognition by senior officers...4/3
status...3/2    adequate salary...3/0    working hours...1/0
community respect...1/1    teacher respect...1/1    working with children...1/0

Summary of findings for CQ8:

A significant number of the respondents found value in their job and appreciated the variety in day to day work tasks and the intellectual challenges. Recognition by supervisors was highly valued. Secondary rather than primary Principals mentioned rewards from salary and holidays.

CQ9  In general how stressful is it being a Principal?

The 18 primary principals / 6 secondary principals responded as follows:

not at all...0/0    fairly stressful...3/0    moderately...3/3    very...4/1    extremely...1/0

Summary of findings for CQ9:

All respondents expressed some degree of stress with a significant number of respondents commenting on the variation in stress levels from low to extreme. Stress related to the introduction
of the system of merit selection and the impact this had on Principals' time and energy was commented on both in the questionnaire and at interview. Some of the comments given to further describe responses to this question included:

- stress varies-sometimes it can be extreme...3/1;
- I have developed high blood pressure and my general health has declined...1/1;
- stress in the job has increased in recent years...1/0;
- at times of low energy level I am under constant pressure to cope with the minimum of daily tasks required...0/1;
- the Principal is meant to lead, solve, fix, initiate, direct and guide the total school...1/0;
- every problem seems major - people want information yesterday...1/0;
- stress is increasing by staff reacting to instability in the service due to selection methods and community pressures due to failure in economy...0/1
- conducting interviews for AST positions has caused staff conflict...1/0;
- continually having to defend your goals, school and personnel to the community and the Department(NSW DET) is stressful...1/0.

CQ10 In general how would you rate the following factors?
The 18 primary principals / 6 secondary principals responded as follows:

<table>
<thead>
<tr>
<th>Issue</th>
<th>3 YEARS AGO</th>
<th>NOW</th>
</tr>
</thead>
<tbody>
<tr>
<td>need for participation in system decision-making</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>frequent change</td>
<td>16/5</td>
<td>2/1</td>
</tr>
<tr>
<td>lack of time</td>
<td>14/5</td>
<td>4/1</td>
</tr>
<tr>
<td>problems e.g. falling enrolments</td>
<td>13/5</td>
<td>5/1</td>
</tr>
<tr>
<td>cluster system</td>
<td>18/6</td>
<td>0/0</td>
</tr>
<tr>
<td>transfer rights</td>
<td>15/6</td>
<td>3/0</td>
</tr>
<tr>
<td>student attitude</td>
<td>16/4</td>
<td>2/2</td>
</tr>
<tr>
<td>teacher attitude</td>
<td>13/4</td>
<td>5/2</td>
</tr>
<tr>
<td>shortage of money/equipment</td>
<td>8/6</td>
<td>10/0</td>
</tr>
<tr>
<td>break and entry</td>
<td>12/3</td>
<td>6/3</td>
</tr>
<tr>
<td>maintenance/repairs</td>
<td>11/3</td>
<td>7/3</td>
</tr>
<tr>
<td>inappropriate industrial action</td>
<td>11/3</td>
<td>7/3</td>
</tr>
<tr>
<td>staff lack adequate skills</td>
<td>16/3</td>
<td>2/3</td>
</tr>
<tr>
<td>forward planning</td>
<td>16/4</td>
<td>2/2</td>
</tr>
<tr>
<td>financial management</td>
<td>16/3</td>
<td>2/3</td>
</tr>
<tr>
<td>curriculum matters &amp; evaluation</td>
<td>13/3</td>
<td>5/3</td>
</tr>
<tr>
<td>checking clerical matters</td>
<td>16/5</td>
<td>2/1</td>
</tr>
<tr>
<td>dealing with mail</td>
<td>18/4</td>
<td>0/0</td>
</tr>
<tr>
<td>dealing with official requests</td>
<td>16/6</td>
<td>2/0</td>
</tr>
<tr>
<td>appraisal</td>
<td>17/5</td>
<td>1/1</td>
</tr>
<tr>
<td>meetings in school</td>
<td>15/3</td>
<td>3/3</td>
</tr>
<tr>
<td>meetings in cluster/ region</td>
<td>18/6</td>
<td>0/0</td>
</tr>
</tbody>
</table>
Summary of findings for CQ 10:

Respondents indicated increased stress in most areas since the implementation of the recommendations in School-Centred Education. The areas in which stress showed the highest levels of increase were: the time required for participation in system decision-making; frequent change; lack of time; problems e.g. falling enrolments; transfer rights; maintenance/repairs; financial management; dealing with mail; dealing with official requests; appraisal; and meetings in cluster and region. All of these were directly related to devolution of responsibility and the accompanying administrative work load requiring time which most respondents resented being taken away from their instructional leaders' role.

One secondary respondent added report writing as causing little or no stress three years ago and as causing stress now. It appeared that this was a reference to the system requirement that a Principal to write a work report for every teacher who applies for a position through merit selection. In an area of high mobility of staff as was the metropolitan cluster in this study the requests for work reports in a large school would have been significant in number.
CQ11  Indicate the management skills you:-

The 18 primary principals / 6 secondary principals responded as follows:

<table>
<thead>
<tr>
<th>Skill</th>
<th>Gained Yourself</th>
<th>Gained from Dept Inservice</th>
<th>Would Like Further Training In</th>
</tr>
</thead>
<tbody>
<tr>
<td>financial management</td>
<td>8/3</td>
<td>6/2</td>
<td>3/2</td>
</tr>
<tr>
<td>forward planning</td>
<td>5/4</td>
<td>7/1</td>
<td>3/1</td>
</tr>
<tr>
<td>personnel management</td>
<td>7/4</td>
<td>6/1</td>
<td>3/1</td>
</tr>
<tr>
<td>policy development</td>
<td>6/3</td>
<td>5/2</td>
<td>3/1</td>
</tr>
<tr>
<td>curriculum design</td>
<td>5/2</td>
<td>7/2</td>
<td>2/3</td>
</tr>
<tr>
<td>conducting meetings</td>
<td>10/4</td>
<td>1/1</td>
<td>1/0</td>
</tr>
<tr>
<td>resolving conflict</td>
<td>7/4</td>
<td>5/1</td>
<td>1/0</td>
</tr>
<tr>
<td>public relations</td>
<td>11/4</td>
<td>2/0</td>
<td>0/1</td>
</tr>
<tr>
<td>staffing plans</td>
<td>9/3</td>
<td>6/1</td>
<td>0/1</td>
</tr>
<tr>
<td>leadership</td>
<td>7/4</td>
<td>8/1</td>
<td>0/2</td>
</tr>
<tr>
<td>bringing about change</td>
<td>5/2</td>
<td>8/2</td>
<td>1/1</td>
</tr>
<tr>
<td>corrective interviews for staff</td>
<td>5/4</td>
<td>3/2</td>
<td>5/0</td>
</tr>
<tr>
<td>team building</td>
<td>9/4</td>
<td>2/1</td>
<td>4/0</td>
</tr>
<tr>
<td>evaluation</td>
<td>5/2</td>
<td>8/2</td>
<td>2/1</td>
</tr>
<tr>
<td>supervision</td>
<td>6/2</td>
<td>7/2</td>
<td>2/1</td>
</tr>
<tr>
<td>staff development</td>
<td>6/3</td>
<td>8/2</td>
<td>1/1</td>
</tr>
<tr>
<td>participative decision-making</td>
<td>6/4</td>
<td>6/2</td>
<td>2/0</td>
</tr>
<tr>
<td>recruiting/selecting personnel</td>
<td>3/3</td>
<td>8/2</td>
<td>3/2</td>
</tr>
<tr>
<td>revising existing policies/structures/procedures</td>
<td>1/4</td>
<td>4/1</td>
<td>4/2</td>
</tr>
</tbody>
</table>

Summary of findings for CQ11:

The respondents recognised NSW DET training particularly in: forward planning; curriculum design; evaluation; staff development; and recruiting/selecting personnel. The majority of respondents
indicated strongly that most training they had provided for themselves, either formally in tertiary courses or on the job. The clearest indications of needs for further training were in the areas of: financial management; recruiting/selecting staff and corrective interviews for staff; and change management including revising existing policies, structures and procedures.

CQ12  Do you feel the job is a cause of a decline in health?

The 18 primary principals / 6 secondary principals responded as follows:

  yes...15/5     no...3/1

Summary of findings for CQ12:

Most respondents indicated that their job was a direct cause of a decline in health. At interview Principals frequently commented on their concerns for their future and how long they could continue in the Principal's job. Three of the Principals said they had answered 'no' to this question in the questionnaire and indicated at the interview that it was probably only a matter of time before their health was affected. Two Principals stated that the job had affected their marriages and they could see this would have a long term affect on their health.
CQ13 do you feel

The 18 primary principals / 6 secondary principals responded as follows:

<table>
<thead>
<tr>
<th></th>
<th>isolated</th>
<th>supported</th>
</tr>
</thead>
<tbody>
<tr>
<td>peers</td>
<td>1/1</td>
<td>17/5</td>
</tr>
<tr>
<td>school staff</td>
<td>1/0</td>
<td>17/6</td>
</tr>
<tr>
<td>the system</td>
<td>8/2</td>
<td>10/4</td>
</tr>
<tr>
<td>community</td>
<td>4/0</td>
<td>14/6</td>
</tr>
<tr>
<td>media</td>
<td>18/5</td>
<td>0/1</td>
</tr>
</tbody>
</table>

Summary of findings for CQ13:

Most respondents felt strongly supported by their peers and school staff. All secondary Principals and most primary Principals felt supported by the community. 55% of primary Principals and 66% of secondary Principals felt supported by the education system. All except one secondary Principal showed concern with the media treatment of education in general and their schools. One comment addressed the appropriateness of media monitoring police radio channels and thus accessing information that could be detrimental to students or the school’s image in the community.

CQ14 Which group of persons causes you the most problems as a Principal? rank 1-4

The 18 primary principals / 6 secondary principals responded as follows:

<table>
<thead>
<tr>
<th></th>
<th>1...</th>
<th>2...</th>
<th>3...</th>
<th>4...</th>
</tr>
</thead>
<tbody>
<tr>
<td>students</td>
<td>1/5</td>
<td>2/0</td>
<td>3/1</td>
<td>4/0</td>
</tr>
<tr>
<td>teachers</td>
<td>0/0</td>
<td>2/5</td>
<td>3/8</td>
<td>4/2</td>
</tr>
<tr>
<td>school assistants</td>
<td>1/1</td>
<td>2/4</td>
<td>3/2</td>
<td>4/8</td>
</tr>
<tr>
<td>parents</td>
<td>1/4</td>
<td>2/1</td>
<td>3/1</td>
<td>4/0</td>
</tr>
</tbody>
</table>

2 respondents indicated ‘the system’ caused the most problems.
Summary of the findings for CQ14:

Most primary Principals indicated that parents as a group caused them the most problems in their role. Most secondary Principals indicated that students caused them the most problems. Both secondary and primary Principals indicated that school assistants were the least cause of problems in their role as Principal. Some of the most frequent explanations given in the responses to this question were:-

- irate parents arrive without notice and do not always have the correct facts when making complaints about school, policies, procedures, teachers. They 'blame' the school - often will not accept that their children are disruptive. Their children reflect the 'non-supportive' view their parents hold of the school...6/1;

- parents have high expectations and require constant briefing on educational issues...2/0;

- difficulties from change in classification of school assistants...0/1 (this caused problems in schools where a reduction in allocation of assistants was made due to changing student numbers and school assistants were required under 'multiskilling' to work in areas in which they did not feel comfortable);

- parents on the School Council lack skills, they hold a simplistic view of the Council's role...1/0;

- students in our low socioeconomic area lack self esteem...with 50% beginning teachers on the staff there is a significant problem with student discipline...0/1;

- the school could function much better outside the system -parents, staff, executive could capably manage without support...1/0.
CQ15  How do you spend your time? rank factors 1-15

The 18 primary principals / 6 secondary principals ranked the list of activities as follows:-

1. planning
2. telephone calls
3. meetings, executive interviews
4. official correspondence
5. student interviews
6. teacher interviews
7. parent interviews, school assistant interviews
8. maintenance grounds/buildings
9. supervision of teachers
10. professional reading
11. social chats
12. tea/coffee/lunch breaks
13. merit selection procedures

Summary of findings for CQ15:

The only item not to score a '1' from any respondent was tea/coffee/lunch breaks. The results indicate that administrative tasks take up most of a Principal's time. The two clusters varied on merit selection procedures with no respondent in the country region having to spend time in this way, whereas in the metropolitan region four of the respondents placed this high on their rankings.

CQ16  Indicate the frequency of the following.

The 18 primary principals / 6 secondary principals responded as follows:

<table>
<thead>
<tr>
<th></th>
<th>always</th>
<th>often</th>
<th>occasionally</th>
<th>never</th>
</tr>
</thead>
<tbody>
<tr>
<td>I feel supported by 'the system'</td>
<td>0/0</td>
<td>8/3</td>
<td>8/3</td>
<td>2/0</td>
</tr>
<tr>
<td>I feel supported in industrial matters by my union</td>
<td>2/0</td>
<td>6/2</td>
<td>8/3</td>
<td>2/1</td>
</tr>
<tr>
<td>my CD seeks my opinion</td>
<td>0/0</td>
<td>10/3</td>
<td>8/0</td>
<td>0/3</td>
</tr>
<tr>
<td>I believe my professional views and opinions are shared by my peers and CD</td>
<td>2/0</td>
<td>14/4</td>
<td>2/2</td>
<td>0/0</td>
</tr>
<tr>
<td>I feel I can discuss job related difficulties and possible solutions with my peers/CD</td>
<td>6/3</td>
<td>10/2</td>
<td>2/1</td>
<td>0/0</td>
</tr>
</tbody>
</table>
Summary of findings for CQ16:

The responses to this question indicated a negative feeling towards the cluster system. One respondent indicated support from peers 'often' and cluster director 'never'. It would have provided a more accurate result if there had been separate statements for peers and cluster directors. When asked to comment on the cluster system at interview the comments were mainly negative, though in general primary Principals were happier with the cluster than secondary Principals. This was due to the ratio of secondary to primary in a cluster. In an average cluster there were twelve to twenty primary schools to two to three secondary schools.

Some of the more frequent comments given in the responses to this question included:

- discussion with peers used to be a great support - this is diminishing due to rapid change in Principals and the introduction of their new philosophy - I find primary Principals now are a greater support than my secondary peers...0/1; (this would appear to refer to Principals moving rapidly through the system or moving in from a system administrative role)
- the cluster director is too busy on other issues to really be of assistance...1/0;
- I don’t have complete trust in the cluster director - I have not been supported on many occasions in dealings with parents/school council...1/0;
- the collegiate and the professional association aspects of the cluster unit could become vital support systems...1/0.
CQ17  Indicate your feelings regarding change in job structure.

The 18 primary principals / 6 secondary principals responded as follows:

<table>
<thead>
<tr>
<th>Change in student numbers creating change in level of Principal's position e.g. P1 to P2</th>
<th>positive</th>
<th>mixed</th>
<th>negative</th>
</tr>
</thead>
<tbody>
<tr>
<td>3/0</td>
<td>7/1</td>
<td>8/5</td>
<td></td>
</tr>
<tr>
<td>second DP</td>
<td>8/6</td>
<td>5/0</td>
<td>5/0</td>
</tr>
<tr>
<td>leading teachers</td>
<td>6/1</td>
<td>6/5</td>
<td>6/0</td>
</tr>
<tr>
<td>change in HT positions to fit KLA's</td>
<td>6/0</td>
<td>6/5</td>
<td>6/1</td>
</tr>
<tr>
<td>change of personnel in position of CD</td>
<td>5/0</td>
<td>9/4</td>
<td>4/2</td>
</tr>
<tr>
<td>school-based budgeting</td>
<td>6/2</td>
<td>8/4</td>
<td>4/0</td>
</tr>
<tr>
<td>school-based appointment of staff</td>
<td>4/3</td>
<td>7/3</td>
<td>7/0</td>
</tr>
</tbody>
</table>

Summary of findings for CQ17:

Most respondents reported positive reactions to school based budgeting. There were mixed reactions to other aspects of School-Centred Education in particular leading teachers (a secondary school position) where five of the six secondary Principals did not give a positive reaction. Changes to Cluster Directors also brought mixed and negative feelings. Both of the clusters included in this study had undergone change within the two and a half years since clusters were introduced with one group of schools being changed twice (since these responses were recorded that same group had undergone a further change and then in October 1995 clusters were disbanded).
CQ18  Indicate the frequency of the following:

The 18 primary principals / 6 secondary principals responded as follows:

<table>
<thead>
<tr>
<th>Statement</th>
<th>always</th>
<th>often</th>
<th>occasionally</th>
<th>never</th>
</tr>
</thead>
<tbody>
<tr>
<td>teachers at the school mix well socially</td>
<td>1/0</td>
<td>16/5</td>
<td>1/1</td>
<td>0/0</td>
</tr>
<tr>
<td>I feel I receive help/support from the staff</td>
<td>10/5</td>
<td>8/1</td>
<td>1/0</td>
<td>0/0</td>
</tr>
<tr>
<td>in the school teachers have a feeling of belonging and being needed</td>
<td>6/3</td>
<td>12/3</td>
<td>1/0</td>
<td>0/0</td>
</tr>
<tr>
<td>staff can be relied on to work with a steady persistence</td>
<td>5/1</td>
<td>13/5</td>
<td>0/0</td>
<td>0/0</td>
</tr>
<tr>
<td>staff co-operate with each other to achieve common professional objectives</td>
<td>6/0</td>
<td>12/6</td>
<td>0/0</td>
<td>0/0</td>
</tr>
<tr>
<td>staff come to me to discuss their problems</td>
<td>5/1</td>
<td>13/6</td>
<td>0/0</td>
<td>0/0</td>
</tr>
<tr>
<td>staff transfers occur</td>
<td>0/0</td>
<td>1/1</td>
<td>17/5</td>
<td>2/0</td>
</tr>
<tr>
<td>vandalism occurs</td>
<td>0/0</td>
<td>10/2</td>
<td>6/3</td>
<td>2/1</td>
</tr>
<tr>
<td>ideas for change are readily considered by staff</td>
<td>6/3</td>
<td>8/3</td>
<td>6/0</td>
<td>0/0</td>
</tr>
<tr>
<td>students are absent</td>
<td>0/0</td>
<td>0/3</td>
<td>17/3</td>
<td>1/0</td>
</tr>
<tr>
<td>staff are absent</td>
<td>0/0</td>
<td>2/1</td>
<td>15/5</td>
<td>1/0</td>
</tr>
<tr>
<td>parents voluntarily participate e.g. tutors/excursions/meetings</td>
<td>4/0</td>
<td>10/1</td>
<td>4/5</td>
<td>0/0</td>
</tr>
<tr>
<td>parent surveys/information requests are returned</td>
<td>1/0</td>
<td>13/3</td>
<td>5/3</td>
<td>0/0</td>
</tr>
<tr>
<td>student transfers occur</td>
<td>0/0</td>
<td>1/1</td>
<td>17/5</td>
<td>0/0</td>
</tr>
<tr>
<td>displays of student work are held</td>
<td>5/1</td>
<td>13/4</td>
<td>0/1</td>
<td>0/0</td>
</tr>
<tr>
<td>students are involved on committees with staff</td>
<td>0/0</td>
<td>1/1</td>
<td>3/5</td>
<td>14/0</td>
</tr>
<tr>
<td>extra-curricula activities are held e.g. productions/camps/o'night excursions</td>
<td>5/0</td>
<td>11/6</td>
<td>2/0</td>
<td>0/0</td>
</tr>
</tbody>
</table>

Summary of the findings for CQ18:

Most respondents reported favourably on the statements relating to staff interaction and performance. Staff in the schools surveyed were reported as only transferring occasionally. From
the researcher's experience in working in the two demographic areas surveyed the perception of transfer rate varies with expectations for that area. Cluster A was in an area in which transfers were an exception and Cluster B was in an area where five years in one school was a long time. It became obvious over the period of time of this study that transfers were becoming less frequent in Cluster B as a response to the implementation of the recommendations in *School-Centred Education*.

Parent participation was not strong and more likely to occur in primary rather than secondary schools. Two respondents qualified their answer to 'some parents' voluntarily participate.

Students in secondary schools were more likely to be involved in school decision making.
Finally respondents were asked for any additional / general comments they would like to make e.g. regarding role; changes in your role and effect perceived on the general functioning and climate of the school including relationships with staff, students and their families.

The 18 primary principals / 6 secondary principals responded as follows:

(The detailed list of responses to this has been included in Appendix 2 following the Questionnaire for Cluster Principals.)

Role of Principal changed dramatically from leader involved in classroom , curriculum development, student welfare, staff development and good personal relations with parents-now a capable administrator and financial manager but not the same rewards...5/3;

Loss of time available for personal interaction with staff/students remoteness of Principal...1/1;

Morale varies-not as high as in the past - constant cynicism lack of confidence(and low morale) in Dept. (NSW DET) procedures especially merit selection and political bias...1/1;

imbalance of roles between educational leadership and manager in restructuring...2/0;

given current government policy- change in Principal's role inevitable-it is the rate that is causing concern...2/0;

concept of primary/secondary schools in combined cluster meetings needs review- lack of relevance of cluster groups to school-cluster activities not relevant to daily routine of secondary school...0/2;

shift into 'management ' functions increasingly dominates available time. -moving Principal to a system representative function with resultant distancing from staff/students and an employer/employee relationship as distinct from a collegial relationship...0/1;

staff relationships deteriorate-competition for HT positions and AST-Principal held responsible for person missing out on job...0/1;
emotion charged atmosphere...0/1; job getting more stressful but enjoy challenge...0/1;

hope equilibrium will be restored when renewal process complete and education a higher priority than economics...1/0; have to rely on committees...0/1;

have received support from staff, students, parents so find role rewarding...1/0;

lack of time to consult adequately with staff and parents and to discuss issues = hard to allay fears and concerns...1/0;

just when you have come to grips with a major change another more urgent arrives-direct affect on relationship with staff and to a lesser degree parents...1/0;

CD's role changing-this must be stabilised before Principal's role clear...1/0;

Principal still tied to mundane things-need time and resources to be a visionary/leader/guiding light for the staff...1/0;

find many new features rewarding and feel can effectively carry them out-problem haven't shed any old responsibilities and can't continue to increase work load...1/0;

mid level executive don't share enthusiasm-do as they're told not extend sphere of influence...1/0.

Summary of findings from the Principals Cluster Questionnaire which sought comments on the individual Principal's role and the perceived effect of changes in that role on the school in general:

The most often recorded concern in the responses for the request for general comment on the role of the Principal was the Principal's concern with loss of time for interaction with students, staff and parents. The increased administrative load was resented by Principals who saw their major role as that of instructional leader. Other areas reported both in responses to the request for comment and also at interview were concerns over staff morale and the increasing distance between Principal and staff because of:- system demands for meetings; time spent on administrative matters; and the
merit selection process. Examples of some of the more frequent responses on the role of the Principal were as follows:-

- there are not the same rewards in being a capable administrator and financial manager as there are in being an educational leader;
- the remoteness of the Principals due to the loss of time for personal interaction with staff and students;
- morale is not as high as in the past... there is constant cynicism regarding political bias and lack of confidence in NSW DET procedures...especially in merit selection;
- change in the Principal's role is inevitable, it is the rate of change that is causing concern;
- concept of primary and secondary schools in combined cluster meetings needs review... there is a lack of relevance of cluster activities to schools;
- there is hope the equilibrium will be restored when the renewal process is complete and education becomes a higher priority than economics;
- just when you have come to grips with a major change another more urgent change arrives... this has a direct effect on relationships with staff and parents;
- the cluster director's role is changing...this must be stabilised before the Principal's role becomes clear;
- I find many of the features of schools renewal rewarding and I feel I can effectively carry them out ...the problem is I haven't shed any of my old responsibilities and I can't continue to increase the workload;
- the middle level executives don't share enthusiasm for change (this would appear to be a reference to head teachers and executive teachers ...in particular in the country cluster where executive have been in the one position for a great number of years and have no intention of moving to seek promotion.
As previously stated the most often recorded concern in the responses was the Principal’s concern with loss of time for interaction with students, staff and parents. The increased administrative load was resented by Principals who saw their major role as that of instructional leader. Other issues strongly reported as concerns were staff morale and the increasing distance between Principal and staff because of: system demands for meetings; time spent on administrative matters; and the merit selection process.

The researcher followed this Cluster Questionnaire with interviews with the principals in that cluster.
INTERVIEWS with PRINCIPALS in the TWO CLUSTERS

One cluster of schools was a Sydney Metropolitan lower socio-economic area with a significant number of families with a non English speaking background. The second cluster of schools was in a country urban area with mostly at least third generation Australian families who were employed in industry or owned their own business.

Number of Principals interviewed: N = 17 primary principals / 6 secondary principals.

Detailed summaries of the data collected in these interviews has been presented in Appendix 4, following the questions used in these interviews.

IQ1  Size/classification of school.

The 17 primary principals / 6 secondary principals responded as follows:

\[ P6\ldots1 \quad P5\ldots2 \quad P3\ldots2 \quad P2\ldots4 \quad P1\ldots8 \quad PH2\ldots2 \quad PH1\ldots4 \]

(P6...with 1 teacher is the smallest type of primary school...P1...is the largest primary school and may have several hundred students...PH2 is a secondary school with less than 900 students...PH1 is a secondary school with over 900 students)

Summary of findings for IQ1:

The P6 was a hospital school which averaged 14 students at any one time and enrolled approximately 800 students in any one year. Most schools in the sample integrated physically and intellectually disabled students. Most schools in the sample had need of ESL (English as a second language) support.
Q2  Length of time Principal at this school.

The 17 primary principals / 6 secondary principals responded as follows:

<table>
<thead>
<tr>
<th>Years</th>
<th>Primary</th>
<th>Secondary</th>
</tr>
</thead>
<tbody>
<tr>
<td>1yr</td>
<td>3/0</td>
<td>0/0</td>
</tr>
<tr>
<td>2yrs</td>
<td>2/1</td>
<td>1/0</td>
</tr>
<tr>
<td>3yrs</td>
<td>3/1</td>
<td>0/0</td>
</tr>
<tr>
<td>4yrs</td>
<td>2/2</td>
<td>0/0</td>
</tr>
<tr>
<td>5yrs</td>
<td>1/0</td>
<td>0/0</td>
</tr>
<tr>
<td>6yrs</td>
<td>2/0</td>
<td>0/0</td>
</tr>
<tr>
<td>7yrs</td>
<td>1/1</td>
<td>0/0</td>
</tr>
<tr>
<td>8yrs</td>
<td>1/1</td>
<td>0/0</td>
</tr>
<tr>
<td>11yrs</td>
<td>1/0</td>
<td>0/0</td>
</tr>
</tbody>
</table>

Summary of the findings for IQ2:

Those Principals in their school for six to eight years, the longer time as a Principal were in Cluster A, the more desirable location.

IQ3  What aspects do you enjoy most about this school?

The 17 primary principals / 6 secondary principals responded as follows:

staff...11/2    students...7/2    community relates well...3/1
academic orientation/senior students...0/4    variety...1/1
buildings(new)...1/0    being Principal...0/1    executive...1/0

Summary of findings for IQ3:

Respondents enjoyed positive staff relationships most. Primary Principals were more likely than secondary Principals to enjoy interaction with the students. Secondary Principals enjoyed academically oriented senior students most. For the one school with new buildings this was the aspect most enjoyed.
IQ4 What travelling distance / time do you live from school?

The 17 primary principals / 6 secondary principals responded as follows:

10mins...5/2  15mins...2/0  30mins...0/1  60+mins...4/3

Summary of findings for IQ4:

All the respondents who reported travelling time of over sixty minutes were in schools located in Cluster B, the less desirable area in which to teach.

IQ5 Do you get called in often for problems e.g. break and entry (B/E)?...suggestions for other ways to deal with this.

The 17 primary principals / 6 secondary principals responded as follows:

Responses to this question ranged from no problems to a great many. The details were as follows:-

- no B/E problems...5/0  not many...5/4  1 at Christmas...2/0
- 2 fires in year...0/1  regularly get called out ...0/1
- 4 B/E per term...1/0  lots/13 this year...1/2
- lots of broken windows/graffiti...4/1
- a lot earlier, not many now school is on security surveillance...1/0

Summary of the findings for IQ5:

The schools which reported no problems or low incidence of break and entry were in Cluster A. Electronic surveillance was the best solution available. Several Principals suggested resident caretakers would not cost any more than the amounts spent on repairing damage, replacing equipment, maintaining the electronic surveillance system and employing security guards for call out.
IQ6  Time spent on after school activities.

The 17 primary principals / 6 secondary principals responded as follows:

Principal now 6/7 days a week job;
4hrs clerical per night + week-end.../.9/5;
inservice + meetings at night and before and after school...9/5;
P & C...1/6;
cluster demands...2/2;
start early-work late at school e.g. 7.30 / 8.00a.m. to 5.00 / 6.00p.m...3/1;
take mail home...1/1;
saturday working bees...1/1;
talk with other schools e.g. regarding year 7 intake...0/1;
bins (P5)...1/0.

Summary of findings for IQ6:

All respondents spent time outside of normal hours on school activities. Administrative tasks were done in this time to maintain time for staff, students and parents during school hours. P&C meetings were more likely to be held of an evening in secondary schools. One P5 Principal spent time before and after school distributing and emptying garbage bins as cleaning staff were not available each day (general assistants who would normally perform this duty are allocated to schools on the number of students regardless of the size of the school grounds...500 students gives a school a full time general assistant).

IQ7  Who cares for grounds /buildings?

The 17 primary principals / 6 secondary principals responded as follows:

parents-working bees, mowing roster...11/0;
general assistant-full time (one school has 37 acres)...2/6;
students-classes, clubs, environmental days...8/0;
community service program...2/1.
Summary of findings for IQ7:

Many schools only have a GA (general assistant) one or two days per week so the Principal "cleans up dog pooh and fixes toilets". As previously stated a GA is appointed on the number of students enrolled rather than on the size of the school buildings and grounds, or on age of the buildings. As most primary schools have less than five hundred students those schools and the smaller high schools only have a part time GA. Most high schools have at least ten acres of grounds to look after as well as building maintenance and none have more than one GA unless funded from school monies at the expense of the educational program.

IQ8 What tasks do you do/don't do now that you did not need to do when you first became a Principal?

Summary of findings for IQ8 (see Appendix 4):

This question provided a variety of responses. Some of the responses were echoes of responses to the questionnaire, for example, concerns over the impact of change and the loss of time to take on the role of instructional leader. Involvement in staffing interviews was a new process since the implementation of the recommendations in School-Centred Education. Some of the more frequent responses to this question were as follows:

- increased work/ more and more hours-can't see the evidence you could in past years;
- change not all in the best interests of children-need to control change;
- guide/implement OASIS (OASIS is the computerised administration system for NSW DET schools);
- it is getting more difficult the Principal has to be more removed from staff than before; (this would appear to be a reference to the increased administrative load and
involvement in the merit selection process)

- more accountability, devolution, budget;
- time on promoting the school/competing for students.

IQ9 What has been the most significant change for you in your role in recent times?

Summary of findings for IQ9 (see Appendix 4):
Again the responses signalled overwhelmingly the increased administrative work load. Primary rather than secondary Principals found management planning to be the most significant change in their role. Other significant responses were:-

- more delegation to others of tasks I used to do; work taken home;
- more time: spent going out into the community; trying to involve people in decision-making;
- less interaction with students; involvement in curriculum;
- new role managing OASIS;
- more concern: financial worries now enormous; work load now impinges on life-problem with my marriage.

IQ10 What would you like to give more time to?

Summary of findings for IQ 10 (see Appendix 4):
Again the respondents took the opportunity to signal their concerns about their need to interact with students, staff and parents. Both primary and secondary Principals placed the educational leadership role as having greatest importance. 71% of respondents indicated that their instructional role was of prime concern, “we’re teachers first!”. Other significant responses included:- more time
to:- get around the school more; do job properly rather than lots of jobs in bits; develop school climate; teach.

IQ11 Do you agree with all the statements in the July, 1992 gazetted 'Role of the Principal'?

Summary of findings for IQ11:
There was not immediate recognition of the content of the gazetted statement of the role of the Principal. The greatest difficulty appeared to be in the scope of the responsibilities of a Principal. Most Principals stated that they had to do what was needed at the time and that covered all the areas in the role statement. One Principal commented on the lack of a collegial approach by the officers of the NSW DET. Another Principal respondent had difficulty with the concept of the Principal's role as site manager because of the natural commitment required for the educational leadership role.

IQ12 If you have a School Council is it problem free?

Summary of findings for IQ12:
Only 8% of comments about a school council were immediately positive. There were not many school councils in Cluster A, and Cluster B Principals were struggling with:- low parent involvement; parents with language difficulties; and parents feeling a lack of the necessary skills to participate in decision making at the level a school council required. Other issues raised in the
responses to this question were: the P&C might "fold"; staff and parent resistance; and the possible use of the School Council as a political power base in the community.

IQ13 (i) How do you feel about quality assurance/performance appraisal?

Summary of findings for IQ13 (i) (see Appendix 4):
There was significant suspicion regarding the issues of Quality Assurance and Performance Appraisal. Most interviewees commented that it depended on the credibility of the appraiser, whether they had appropriate expertise and whether the appraiser established a quality relationship with the person to be appraised. There was considerable concern that Quality Assurance was not just made a formality and that it be seen to be useful in the school, particularly for students.

IQ13 (ii) Would peer appraisal be workable?

Summary of findings for IQ13(ii):
Not many Principals had given any thought to peer appraisal and some interpreted peers as fellow staff members. Again the credibility of the appraiser was of prime concern.
IQ14  What changes do you think you will have to make in the next two years?

Summary of findings for IQ14 (see Appendix 4):

In the responses to this question there were concerns from primary Principals regarding their position as the school was up for review, that is for reclassification because student numbers had decreased, to maintain present salary status the interviewee would have to seek appointment to another school. Many comments related to:- the merit selection process; to increased administrative tasks; and the need to reconsider the way in which school assistants and general assistants were appointed.

The fact that 21% of those interviewed when asked about the changes ahead instantly thought of early retirement indicated an exhaustion with the processes of system change and had no wish to contemplate further dealing with change. Other significant responses to this question included:-

- worry about the future (43 & 45yrs old...this referred to not being able to sustain the workload of a Principal for another fifteen to twenty years);
- the delegation of staff funding perhaps in the form of a notional budget at the start;
- change will slow down as schools take control;
- Principals will have to be more and more flexible because of continuing change;
- more and more administrative work with responsibilities for staff ... more problems;
- I will be doing the same job but have only five years tenure;
- I will probably have to deal with a heart/health problem;
- there will be increased problems over recruiting students -need a code of ethics;
- role will keep changing-in 15yrs we will see the pendulum swing twice more;
- Principals need a mentor - cluster doesn't work as a support.
IQ15  What will you be doing in 5yrs time?

Summary of findings for IQ15:

The greatest concern for interviewees in looking ahead in both this and the previous question was their position as Principal. If they maintained it, would they want it? There was a sense of no alternatives particularly for those with around twenty years to possible retirement. Four primary Principals saw that they would move on to a larger school in the region.

Secondary Principals’ concerns were with industrial relations and the sense of lack of ‘back up’. Both primary and secondary Principals said that they would not apply for merit selection positions fearing failure. ‘Burn out’ was a frequent response.

Two Principals thought that a real option could be to start their own schools. One of these respondents had actually completed market research in an area in Sydney’s far west.

IQ16  Do you have any questions/comments...suggestions for Principals new to the position e.g. training needed?

Summary of findings for IQ16:

The most positive comments made were that in the future Principals needed to take control as they were the most significant educators and their decisions should be relevant to students and staff. Again there were comments about the amount of change and that a new Principal should be aware that just when you thought something was settled something else comes along, the example cited in these interviews was industrial relations.
The advice of a number of respondents was to watch staff welfare and morale. Another frequent comment was that time would be an ongoing problem. Other respondents thought that Principals would be on contracts and that Principals' stress levels would continue to increase.

Interviewees stated that there would be less young staff in schools with their enthusiasm and closer relationships to students. There were many negative comments, including the thought that self esteem for Principals would be a problem due to competition with other Principals. Respondents thought that there would be no loyalty to and from the NSW DET any more as staff in the centre don't know you (the Principals) or schools.

Other significant comments were:-

- there has not been any change in classroom practices - only "edgy "staff concerned about their position and ability to transfer.
- there will be higher staff turn over;
- there will be an increasing lack of effervescent young staff;
- all schools need a bursar;
- parents want to know about " kids and curriculum " not about working on a School Council;
- Principals are reactive to the NSW DET not proactive;
- schools will have more parents in to help;
- schools will be selling off land to provide resources.
RETIRRED PRINCIPALS QUESTIONNAIRE

The respondents to this questionnaire and follow-up interviews conducted in 1992 were recently retired secondary Principals.

\[
N = 8 \text{ retired principals} \quad 67\% \text{ of total questionnaires}
\]

The questionnaires were supported by follow-up interviews.

RQ1 Length of service in schools.

\[
30+yrs...8
\]

Summary of findings to RQ1:

All the retired Principals had spent their whole working lives as teachers within the NSW Department of School Education.

<table>
<thead>
<tr>
<th>RQ2 number of years as a:</th>
<th>Principal</th>
<th>6yrs...1</th>
<th>7yrs...1</th>
<th>8yrs...2</th>
<th>10yrs...1</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>11yrs...1</td>
<td>14 yrs...2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>deputy Principal</td>
<td>4yrs...1</td>
<td>5yrs...2</td>
<td>6yrs...1</td>
<td>7yrs...2</td>
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</tr>
<tr>
<td></td>
<td>8yrs...2</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>HT</td>
<td>8yrs...2</td>
<td>9yrs...1</td>
<td>10yrs...4</td>
<td>12yrs...1</td>
<td></td>
</tr>
</tbody>
</table>
Summary of findings for RQ2:

All the retired Principals had spent many years as first a head teacher and then as a deputy Principal before becoming a Principal. This was in contrast to many moving through by way of merit selection procedure who moved quickly from head teacher to leading teacher to Principal, a few from teacher to Principal.

RQ3 qualifications:

Teachers' Certificate...1  Dip. Ed...4
B.Sc...2  ASTC...3

Summary of findings for RQ3:

None of the Principals in this group had any formal qualifications in management or educational administration. Nor had they completed any post graduate courses in contrast to this was the sample of current secondary Principals who responded to the questionnaire given to them. Nineteen percent of current secondary principals had completed formal post graduate training in educational administration.

RQ4 Reason for retirement:

Summary of findings for RQ4:

There were no rewards found by this group in the role of Principal which enticed them to stay to a retiring age of 65 years (they were all male) or with the exception of one respondent even to 60 years.
Some significant responses included:-

- after 57yrs it was not financially worthwhile to continue ...
  superannuation and tax amounted to 50% of my salary at this age - my take home pay has
  been worth $10 per hour over the last 2 years;
- I retired at 55yrs to increase my chances of a longer, healthier life;
- I was "fed up with " the lack of experience, expertise, sincerity and credibility of many of
  the people over us(Principals) e.g. most cluster directors.

RQ5  Would you like to be a Principal still?

  yes...0  no...8

  why / why not?

Summary of findings for RQ5:

All the responses to this question were negative, and all responses indicated a lack of identification
with the perceived intent of the NSW DET since the implementation of the recommendations in
School-Centred Education . In particular respondents’ concerns were with the loss of the
instructional leader’s role and the perceived lack of attention to the needs of children by the NSW
DET.
RQ6 How likely is it you would choose teaching as a career if you were starting your work life
over again?

highly likely...1  unsure...1  not likely...4  definitely not...2

Summary of findings for RQ6:

There was an 88% negative response to this question which indicated a great degree of frustration
and disillusionment with the changes implemented in response to School-Centred Education. The
negative response was unfortunate for the image of education in NSW as the retired Principals in
this survey were still held in high esteem by the education community at large and in the schools at
which they had been Principal. Other significant responses included:-

- low financial rewards;
- I enjoyed being a teacher—the recent change makes it less attractive;
- lack of system support;
- despite the frustrations there is a lot of personal satisfaction in assisting the development
  of young people;
- my one hope is that neither of my children enter the Department of Education;
- the education of students seems to be low on recent NSW DET management priority scales.

RQ7 How would you describe the level of job satisfaction?

very satisfactory...2  fairly satisfactory...4  no feeling either way...0
fairly dissatisfying...2  very dissatisfying...0
Summary of findings for RQ7:

Most respondents found the job satisfying. The main satisfiers were described as working with professionals and the interaction with students and parents. A significant dissatisfier was a feeling of loss of control, this became more prevalent after the implementation of the recommendations in School-Centred Education. Other significant responses included:

- on a continuum - 1956 = very satisfactory; to 1977 = fairly satisfactory; then 1978 = no feeling either way; to 1991 = very dissatisfying;
- very satisfactory with elements of severe dissatisfaction and sometimes despair;
- all jobs have their satisfiers and dissatisfiers-it is the lack of feeling you are in control that is the most dissatisfying part of the Principal's job.

RQ8 Please indicate particular aspects of the Principal’s position you found gave satisfaction:

- holidays...2
- working hours...1
- variety in job...4
- worthwhile task...4
- adequate salary...1
- recognition by senior officers...0

Summary of findings for RQ8:

Aspects of the Principal's job which gave most satisfaction to this group were:- the worth of the task; the variety of the task; and recognition by parents, students and staff. It is unclear if recognition by senior officers did not rank because it was not valued or because none was given.

The responses to the Principals Councils’ Questionnaires (see Appendix 1) indicated that recognition by senior officers was valued when given. It is possible to conclude that in the experience of this group of Principals no recognition was given by senior officers. Other significant responses to this question included:-

- encouraging staff to reach their full professional growth and potential; and
- student success.
RQ9  In general how stressful was it being a Principal?

not at all...0  fairly...2  moderately...3  very...2  extremely...1

Summary of findings for RQ9:

All respondents indicated some degree of stress from their job as Principal. Again expression of lack of control mentioned as a dissatisfier in responses to RQ7 was also mentioned as a source of stress. The causes of this lack of control in these responses were identified as:- administrative tasks imposed by external bodies; and the constant flow of interactions with parents, students and staff. Other significant responses to this question included:-

- difficult to plan day to day activities;
- excessive time spent on intransigent students; the occasional eccentric parent; and on teacher and student difficulties;
- irritating and time consuming procedures were introduced without discussion by the administration e.g. repetitive computer print outs for HSC assessment;
- being a school Principal is not a job for a worrier;
- the most stress was from NSW DET interference - causing difficulty in proceeding in my chosen directions and forcing me into directions I saw as unwise.
RQ10 In general how would you rate the following factors?

(results presented in order of most to least stress increase over the five years)

<table>
<thead>
<tr>
<th>Factor</th>
<th>5yrs before retirement</th>
<th>Year of retirement</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>little/no stress</td>
<td>causing stress</td>
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<tr>
<td>transfer rights</td>
<td>8</td>
<td>1</td>
</tr>
<tr>
<td>frequent change</td>
<td>5</td>
<td>3</td>
</tr>
<tr>
<td>checking clerical matters</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>meetings in school</td>
<td>6</td>
<td>2</td>
</tr>
<tr>
<td>lack of participation in system decision making</td>
<td>5</td>
<td>3</td>
</tr>
<tr>
<td>meetings in cluster / region</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>forward planning</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>maintenance / repairs</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>dealing with official requests</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>problems e.g. falling enrolments</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>lack of time</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>inspector /CD system</td>
<td>6</td>
<td>2</td>
</tr>
<tr>
<td>financial management</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>curriculum matters &amp; evaluation</td>
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<td>4</td>
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<tr>
<td>break and entry</td>
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<td>6</td>
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<td>Principal conference content dictated by Dept. officials</td>
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<td>direction of change</td>
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<td>management use of acronyms and buzz</td>
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<td>words cover up for inferior skills</td>
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<td>student attitude</td>
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<td>teacher attitude</td>
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<td>shortage of money/equipment</td>
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<td>staff lack adequate skills</td>
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<tr>
<td>dealing with mail</td>
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<td>2</td>
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<tr>
<td>inappropriate industrial action</td>
<td>4</td>
<td>4</td>
</tr>
</tbody>
</table>

276
Summary of findings for RQ10:

Matters reported as causing stress at retirement and not five years ago included: - the lack of participation in system decision making; frequent change; maintenance and repairs; checking clerical matters; and dealing with official requests.

Matters causing stress in the year of retirement which did not rank at all five years ago included: - problems such as falling enrolments; transfer rights; forward planning; and meetings in cluster and region. These factors are all directly related to changes introduced as a response to School-Centred Education. It may be argued that falling enrolments were societal and demographic, however many Principals in the cluster interviews indicated that their school numbers were being seriously affected by schools with special intakes, such as: - selective schools; and centres of excellence in sport and the performing arts. The Principal’s concern was for the impact on community perception of comprehensive schools and the potential societal divisiveness of selectivity.

No change was reported in stress levels caused by teacher and student attitude. Nor by shortage of money and equipment. This was different to the responses from the Principals Councils’ Questionnaires (see Appendix 1) where a significant number of respondents thought that the management of money and equipment was improved with school based budgeting.

Less stress was reported at retirement to that of five years ago from inappropriate industrial action. This may be due to the general trend in Australia to less industrial action because of the employment situation and improved negotiation between unions and employers during the "Accord" in place throughout the term of the Labor Federal Government.
<table>
<thead>
<tr>
<th>Skill</th>
<th>gained yourself</th>
<th>gained through Dept Inservice</th>
<th>would have liked further training in</th>
</tr>
</thead>
<tbody>
<tr>
<td>financial management</td>
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<tr>
<td>forward planning</td>
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<tr>
<td>conducting meetings</td>
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<td>resolving conflict</td>
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<td>public relations</td>
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<tr>
<td>staffing plans</td>
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</tr>
<tr>
<td>bringing about change</td>
<td>6</td>
<td>2</td>
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<tr>
<td>corrective staff interviews</td>
<td>5</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>team building</td>
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<td>evaluation</td>
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<td>supervision</td>
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</tr>
<tr>
<td>staff development</td>
<td>7</td>
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<td>6</td>
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<tr>
<td>participative decision-making</td>
<td>8</td>
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<tr>
<td>recruiting/selecting personnel</td>
<td>5</td>
<td>0</td>
<td>0</td>
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<tr>
<td>revising existing policies/</td>
<td>6</td>
<td>2</td>
<td>0</td>
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<tr>
<td>structures/procedures</td>
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</tr>
<tr>
<td>Other: communicating with staff</td>
<td>1</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Summary of findings for RQ11:

There were only two areas that this group indicated in which there had been training from the NSW DET, namely personnel management and evaluation. This group would have liked training in: financial management; curriculum design; corrective staff interviews; team building; staff development; and participative decision-making.
RQ12  Did you feel the job was a cause of a decline in health?

yes...7       no...1

Summary of findings for RQ12:
The high incidence from respondents in all groups reporting affected health and discomfort from stress was a concern for the future. In 1993 there were reports from the Government Insurance Office of large numbers of claims from school Principals for stress related work injury. One of the responses to this by the NSW DET has been the rescheduling of aspects of devolution. A further response has been the formation of a closer liaison with the Primary and Secondary Principals Councils by the NSW DET. (In 1996 the presidents of the Primary and Secondary Principals' Councils were seconded to Head Office of the Department of School Education to facilitate the ‘destructuring’ of the education system implemented by the Carr Government).

RQ13  did you feel isolated or supported by

<table>
<thead>
<tr>
<th>by</th>
<th>isolated</th>
<th>supported</th>
</tr>
</thead>
<tbody>
<tr>
<td>peers</td>
<td>0</td>
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<tr>
<td>school staff</td>
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<td>the system</td>
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<tr>
<td>media</td>
<td>4</td>
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</tr>
</tbody>
</table>

Summary of the findings for RQ13:
This group of respondents felt supported by peers, staff and community. Only 50% felt supported by the media and the education system. Of the Principals who completed the cluster questionnaire 56% felt supported by the education system and only 4% felt supported by the media. This was a significant change in media exposure and support in a period of one year. The change could be attributed to the effects of the devolution of responsibility to Principals. Before the implementation of
the recommendations in *School-Centred Education* officers in Head Office and/or Regional Offices of the NSW DET interacted with the media on behalf of all schools.

RQ14  Which group of persons caused you the most problems as a Principal? rank

<table>
<thead>
<tr>
<th>Group</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
</tr>
</thead>
<tbody>
<tr>
<td>students</td>
<td>3</td>
<td>2</td>
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<td>4</td>
</tr>
<tr>
<td>teachers</td>
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<td>2</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>school assistants</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>parents</td>
<td>1</td>
<td>3</td>
<td>4</td>
<td>0</td>
</tr>
</tbody>
</table>

Summary of findings for RQ14:

Respondents in this group reported that teachers and students caused them the greatest difficulty. Respondents to the Cluster Principals' Questionnaire indicated that parents and students caused them the greatest difficulty and did not report problems with teachers. Consideration of the respondents comments on this question would indicate that an overall change in the industrial scene was consistent with a general decrease in recent years of industrial disputes and accompanying action in Australia. Other significant responses to this question included:-

- two teachers with political aspirations had caused the most problems in my school;
- students are expected to cause the most problems as they are the group for which we exist-
  if most of the problems are not with students then the organisation is not directing its energy correctly;
- the minority of parents - particularly the professionals with influence can cause considerable concern as it is often impossible to reach a compromise situation;
- when a teacher is a problem - it is often unable to be solved in the short term because of NSW DET policy.
RQ15 How did you spend your time? rank 1-12

The results of the responses are as follows (there were two activities ranked equal eleventh)

1...teacher interviews, executive interviews (equal)  
3...student interviews  
4...official correspondence  
5...social chats  
6...school assistant interviews  
7...parent interviews  
8...maintenance grounds/buildings  
9...meetings  
10...telephone calls  
11...merit selection procedures; tea/coffee/lunch breaks

Summary of the findings for RQ15:

Interviews followed by official correspondence took most of a Principal's time for this group of respondents. When this was compared with responses to the Cluster Principals' Questionnaire (see Appendix 2) it was found that:- planning; telephone calls; meetings; and correspondence preceded interviews in the use of time. It is clear why present Principals were saying administration demanded most of their time and that they regretted the lack of interaction with staff, students and parents. In this retired group of respondents social chats were used to keep the Principal "in touch " and so these were actively sought. One respondent commented on the interrelationship of all of the items listed.
RQ16 Indicate the frequency of the following:

<table>
<thead>
<tr>
<th>Activity</th>
<th>always</th>
<th>often</th>
<th>occasionally</th>
<th>never</th>
</tr>
</thead>
<tbody>
<tr>
<td>my inspector/CD sought my opinion on important matters before going ahead</td>
<td>2</td>
<td>0</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>in time of conflict my inspector/CD supported me</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>my professional views and opinions were shared by my peers and inspector/CD</td>
<td>0</td>
<td>7</td>
<td>peers 0</td>
<td>1CD</td>
</tr>
<tr>
<td>my inspector/CD looked out for my personal welfare</td>
<td>0</td>
<td>1</td>
<td>6</td>
<td>1</td>
</tr>
<tr>
<td>I felt I could discuss job related difficulties and possible solutions</td>
<td>2peers</td>
<td>2</td>
<td>2CD</td>
<td>2CD</td>
</tr>
</tbody>
</table>

Summary of findings for RQ16:

The respondents in this group indicated mostly negative interactions with their inspector / cluster director and positive interactions with their peers. Respondents made clear distinctions between relationships with peers and those with cluster directors.

RQ17 Indicate your feelings regarding change in job structure.

<table>
<thead>
<tr>
<th>Change</th>
<th>positive</th>
<th>mixed</th>
<th>negative</th>
</tr>
</thead>
<tbody>
<tr>
<td>change in numbers/creating P1 and P2 positions</td>
<td>4</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>second deputy Principals</td>
<td>6</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>leading teachers</td>
<td>4</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>change in HT positions to fit KLAs *</td>
<td>5</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>change from inspector of schools to CD positions</td>
<td>0</td>
<td>1</td>
<td>7</td>
</tr>
<tr>
<td>CD role changed from that of colleague to line supervisor</td>
<td>0</td>
<td>1</td>
<td>7</td>
</tr>
<tr>
<td>change of personnel in position of inspector/CD</td>
<td>0</td>
<td>0</td>
<td>8</td>
</tr>
<tr>
<td>school-based budgeting</td>
<td>2</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>school-based appointment of staff</td>
<td>2</td>
<td>4</td>
<td>2</td>
</tr>
</tbody>
</table>

*(HT = Head Teacher; KLA = Key Learning Area)*
Q2 Q12 What do you find takes the most time in an average school week? Comment on any recent change and any area in which you would like to devote more time.

The 8 primary Principals / 10 secondary principals responded as follows:

<table>
<thead>
<tr>
<th>Activity</th>
<th>Primary Principals</th>
<th>Secondary Principals</th>
</tr>
</thead>
<tbody>
<tr>
<td>correspondence</td>
<td>2/5</td>
<td></td>
</tr>
<tr>
<td>interviews</td>
<td>3/8</td>
<td></td>
</tr>
<tr>
<td>meetings</td>
<td>6/4</td>
<td></td>
</tr>
<tr>
<td>supervision</td>
<td>0/0</td>
<td></td>
</tr>
<tr>
<td>maintenance</td>
<td>0/4</td>
<td></td>
</tr>
</tbody>
</table>

Most responses to this question indicated interviews and meetings took the most time. In the questionnaires and interviews following the implementation of the recommendations of School-
Summary of findings for RQ17:

Respondents indicated positive attitudes towards second deputy Principals and changing head teacher positions in secondary schools to fit the key learning areas. The split in response over altered salary/status for Principals in secondary schools probably reflected the likelihood of the respondent’s school being classified as a PH1 (Principal of a high school with more than 900 students enrolled) with the accompanying salary increase. Again there were significantly negative responses to cluster director positions. The mixed response to devolution of finance and merit selection reflected the confusion at the time this group retired about the processes in managing these matters and the taking up of these responsibilities by Principals who previously could focus more clearly on instructional leadership.
RQ18 Indicate the frequency of the following:

<table>
<thead>
<tr>
<th>Activity</th>
<th>always</th>
<th>often</th>
<th>occasionally</th>
<th>never</th>
</tr>
</thead>
<tbody>
<tr>
<td>teachers at the school mixed well socially</td>
<td>2</td>
<td>4</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>I feel I received help/support from the staff in the school</td>
<td>4</td>
<td>4</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>teachers had a feeling of belonging and being needed</td>
<td>4</td>
<td>4</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>staff could be relied on to work with persistence</td>
<td>4</td>
<td>4</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>staff co-operated with each other to achieve common professional objectives</td>
<td>4</td>
<td>4</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>staff came to discuss their problems with me</td>
<td>4</td>
<td>2</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>staff transfers occurred</td>
<td>0</td>
<td>0</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>vandalism occurred</td>
<td>0</td>
<td>2</td>
<td>6</td>
<td>0</td>
</tr>
<tr>
<td>students were absent</td>
<td>0</td>
<td>0</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>staff were absent</td>
<td>0</td>
<td>0</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>parents voluntarily participated e.g. tutors/excursions/meetings etc.</td>
<td>0</td>
<td>4</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>parent surveys/information requests were returned</td>
<td>2</td>
<td>6</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>student transfers occurred</td>
<td>0</td>
<td>0</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>displays of student work were held</td>
<td>0</td>
<td>4</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>students were involved on committees with staff</td>
<td>0</td>
<td>0</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>extra curricula activities were held e.g. productions/overnight excursions/camps</td>
<td>2</td>
<td>4</td>
<td>2</td>
<td>0</td>
</tr>
</tbody>
</table>

Summary of the findings for RQ18:

As in the Questionnaires returned by Cluster Principals (see Appendix 2) relationships with staff were positive. There was no apparent difference in responses to this question between this group of retired Principals and the responses of the cluster Principals.

One respondent added as a positive indicator of school climate that no students had been suspended in the school over the past two and a half years.
ADDITIONAL COMMENTS  ... the retired Principals were given the opportunity to add other comments.

Summary of findings for additional comments:
This respondents demonstrated a strong commitment to educational goals and to government schools. They also provided evidence of a deep concern over educational trends. Major concerns noted were:- that the education of children had ceased to be the prime concern of the NSW education system; that administrative matters were replacing concentration on relevant curriculum development and its delivery; and that there was a satisfaction with "paper exercises" which did not affect classroom practice in any positive way.

Other significant responses to this section included:-
- I am very glad to be out of the scene of the present managerial mess;
- my main concern is the system's concentration on paper accountability. I believe strongly that schools need to be open to the external evaluation of what they are trying to do. There has been a marked increase in the writing of policies and plans that are not effectively implemented nor effectively evaluated - but merely judged on their existence and the eloquent support of their authors (a bit like CVs);
- the Principal's job in my time has been full of pluses -numerous negatives and occasionally gut wrenching super negatives;
- I feel that more autonomy and financial independence should be good for schools but the autonomy may become lost in 'systems' to make it work;
- my perception from the outside now is that the present staffing arrangements are a nightmare - worse than I could ever have predicted.
CLUSTER DIRECTOR INTERVIEWS

Interviews were conducted with the directors of the two clusters included in this study.

The responses of the Cluster Directors are largely reported as stated at the time of the interview.

The only editing has been to combine the responses.

\[ N=2 \]

CD Q1: What do you see as the most significant change/s in the role of the Principal since the implementation of the recommendations in *School-Centred Education*?

Summary of findings for CD Q1:

The cluster directors recognised that the greatest changes for Principals were in the need for higher order leadership and management skills. One area the interviewees specified was that Principals had to develop a greater sophistication in personnel management. Other changes mentioned were: planning; setting priorities; and establishing appropriate processes and structures to implement changes such as the re-organisation to Key Learning Areas. The necessity to consult a wider constituency involving all stakeholders in a meaningful decision making process was included as an area of significant change. There were five areas which could be identified as organisers for the cluster directors' thoughts about changes in the role of the Principal since the implementation of the recommendations in *School-Centred Education*. These were as follows:-

(i) The increasing complexity of the Principal's role, which included...

   . higher order management skills - conceptual behaviour rather than simply technical knowledge;
more sophisticated: personnel management and management of planning and priorities; the capacity to set up appropriate processes/structures;
increased technical organisational skills - e.g. budgeting and resource management;
capacity to consult a wider constituency - develop the capacity of staff and community to share the decision-making process;
capacity to develop and communicate a 'picture' of where the school is going and understand the limits and possibilities as related to that school.

(ii) The educational role of the Principal which included: the need for the Principal to be a 'lifelong learner'; for the Principal in a high school to comprehend the knowledge required for each faculty; to have an understanding of how learning takes place; demonstrate the 'people' skills required to facilitate teaching and learning processes and the welfare support structure.

(iii) Current knowledge of curriculum structures - the re-organisation of Key Learning Areas (KLA); the ability to develop a Languages Other Than English (LOTE) program; the capacity to operate in a K-6 structure, for example using thematic units.

(iv) Recruitment of personnel - managing the merit selection process.

(v) School organisation - managing changes to the purpose of schools, for example more specialisation in particular schools. This was a reference for the creation of selective high schools, sports high schools, languages high schools, and schools of the performing arts.
CD Q2  What competencies are essential to the tasks of a Principal?

Summary of findings for CD Q2:

Both cluster directors indicated that skills in personnel management were essential. They also stated that an awareness of leadership styles and the ability to move into different modes as necessary was a necessary skill. The capability of the Principal to operate as a manager / administrator was also seen as essential.

The specific skills referred to by the cluster directors were able to be collated as follows:-

(i) Personnel management - staffing, industrial relations, human resource planning, consulting wide constituency, staff development, interpersonal skills.

(ii) Leadership styles - the Principal should keep examining / reflecting on the leadership style used ... this could be done through performance management, and/or through collegiality- by looking at other Principals' styles and appreciating the diversity.

(iii) Organisational skills- budgeting; resource management; curriculum expertise.

CD Q3  What training do Principals need...when and how should it be offered-before becoming Principal...whilst in the position?

Summary of findings for CD Q3:

This question drew a range of responses. Neither cluster director had perceived that a part of their role might be professional development of Principals in matters other than purely system requirements. One cluster director stated that the system had no obligation to provide training for Principals in school time. In fact as Principals indicated in their responses most of their training they had gained for themselves on the job or at courses incidental to the education system. Issues
raised by the cluster directors in response to this question included:-

- Principals could be trained in the technical tasks of management e.g. resource allocation, budgeting, setting priorities;

- the time of any training should not interfere with the Principal's job at school, that is it should be 'on the job' or in the vacation training;

- we should identify who should be prepared for a Principal's job;

- school level training is the best... firstly roles/responsibilities and accountability...then extend them (the Principals) e.g. school councils, planning groups, finance committees;

- Principals should be exposed to a variety of ways of doing things;

- the system is not obligated to provide training courses for Principals in school time... if the training is for the current job in the school it could be on school time...if it is in preparation for the next job then the Principal should find time outside school time;

- budgeting could be learnt by following 'the book'...some Principals get to focussed on 'the minutiae';

- Principals have to be trained in performance management and then they can train the school executive;

- Principals need professional development 'geared' towards learning outcomes... a constructivist (creativity of teachers) approach rather than a consumerist (buy textbooks) approach.

CD Q4 Do you have other thoughts...comments?

Summary of findings for CD Q4:

The two cluster directors had distinctive styles. One respondent spoke of "my Principals" and was not known in the cluster for consultation or development of a collegial relationship. Principals in that
cluster were not comfortable with the appraisal process, nor did they feel secure, supported, nor informed. This was the cluster in which Principals indicated their wish to transfer or move on in some way, and in which two Principals stated that a "way out" would be to start their own schools.

The second cluster director spoke of "our cluster" and was welcomed and respected by the Principals who valued the appraisal process and the way in which their cluster director fostered a collegial atmosphere in the cluster.

Other significant comments made by the respondents to this question included:

- some Principals were successful in the "whole" role whilst some Principals were only "testing the edges". This referred to the Principals the cluster directors thought were focussed on 'maintenance management' and had not involved their school communities in decision making and planning;

- Principals need "base line" skills before interpersonal skills and understanding of educational issues.

- peer programs were best with people - "quality assurance is not about people".

- the cluster director should not drive as much as they do... Principals should take responsibility for cross-cluster initiatives... the cluster system was about networking.

- the Principal's role outside of the school is important...the role in the family, and community.
DISTRICT PRINCIPALS QUESTIONNAIRE 1996 responses (For detailed responses see Appendix 6)

This questionnaire was given to the Principals previously included in the 1992 cluster questionnaire. In 1995 the NSW government had replaced clusters (approximately 20 schools) of schools with districts (approximately 60 schools).

N = 8 Primary Principals / 10 Secondary Principals i.e. 80% / 100% of total Principals in sample

Q2 Q1 Number of years as a Principal.

The 8 primary Principals / 10 secondary principals responded as follows:-

<table>
<thead>
<tr>
<th>Years</th>
<th>Primary Principals</th>
<th>Secondary Principals</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 yr</td>
<td>0/2</td>
<td>0/2</td>
</tr>
<tr>
<td>2 yrs</td>
<td>0/1</td>
<td>1/1</td>
</tr>
<tr>
<td>4 yrs</td>
<td>0/2</td>
<td>1/0</td>
</tr>
<tr>
<td>5 yrs</td>
<td>3/0</td>
<td>0/1</td>
</tr>
<tr>
<td>7 yrs</td>
<td>1/0</td>
<td>0/1</td>
</tr>
<tr>
<td>8 yrs</td>
<td>1/0</td>
<td>1/1</td>
</tr>
<tr>
<td>9 yrs</td>
<td>1/0</td>
<td>0/1</td>
</tr>
<tr>
<td>11 yrs</td>
<td>0/1</td>
<td>0/1</td>
</tr>
<tr>
<td>12 yrs</td>
<td>0/2</td>
<td>0/1</td>
</tr>
<tr>
<td>15 yrs</td>
<td>0/1</td>
<td>0/1</td>
</tr>
<tr>
<td>24 yrs</td>
<td>1/0</td>
<td>0/1</td>
</tr>
</tbody>
</table>

Summary of findings for Q2 Q1

The responses indicated a spread of Principals from two newly appointed secondary Principals to two principals who had held the position for more than fifteen years. The respondents to this second questionnaire represent 83% of the Principals who responded in the 1992 ‘cluster’ questionnaire. One Principal had moved to another district and the remainder had left the Department of Education mostly by means of early retirement. The primary Principal who had held the position for twenty four years had moved through the promotion system from a P6 to a P3 Principal.
Q2 Q2  Previous position.

The 8 primary Principals / 10 secondary principals responded as follows:

<table>
<thead>
<tr>
<th>Position</th>
<th>Primary Principals</th>
<th>Secondary Principals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leading Teacher</td>
<td>0/3</td>
<td>2/7</td>
</tr>
<tr>
<td>Deputy Principal</td>
<td>2/10</td>
<td></td>
</tr>
<tr>
<td>Assistant Principal</td>
<td>1/0</td>
<td></td>
</tr>
<tr>
<td>Executive Teacher</td>
<td>1/0</td>
<td></td>
</tr>
<tr>
<td>Classroom Teacher</td>
<td>2/0</td>
<td></td>
</tr>
</tbody>
</table>

Summary of findings for Q2 Q2

The three primary Principals who had been appointed from a classroom teachers position and an executive teachers position were in P5 schools.

Q2 Q3  Male... 6/10  Female ...2/0

The 8 primary Principals / 10 secondary principals responded as follows:

The statewide statistics provided in NSW DET Annual Reports which indicated a rise in females in executive positions in 1990/1991 have shown an overall decline of females in executive positions since that time. The number of female Principals has increased but there have been less female appointments as head teachers and assistant Principals. The female primary Principal respondents were in charge of small schools.

Q2 Q4  Formal training in educational administration.

The 8 primary Principals / 10 secondary principals responded as follows:

<table>
<thead>
<tr>
<th>Response</th>
<th>Primary Principals</th>
<th>Secondary Principals</th>
</tr>
</thead>
<tbody>
<tr>
<td>yes</td>
<td>2/5</td>
<td>no ...6/5</td>
</tr>
</tbody>
</table>
The number of Principals with academic qualifications in educational administration had increased since the first questionnaire. In the first questionnaire 22% of primary Principal respondents and 33% of secondary Principal respondents stated that they held academic qualifications in educational administration. In this questionnaire 25% of primary Principal respondents and 50% of secondary Principal respondents had gained academic qualifications in educational administration.

Q2 Q5  Management skills
The 8 primary Principals / 10 secondary principals responded as follows:-

<table>
<thead>
<tr>
<th></th>
<th>gained yourself</th>
<th>gained through NSW DET inservice</th>
<th>would like further training</th>
</tr>
</thead>
<tbody>
<tr>
<td>financial management</td>
<td>6/10</td>
<td>5/2</td>
<td>0/5</td>
</tr>
<tr>
<td>personnel management</td>
<td>5/9</td>
<td>6/5</td>
<td>2/2</td>
</tr>
<tr>
<td>curriculum design</td>
<td>5/10</td>
<td>5/5</td>
<td>1/0</td>
</tr>
<tr>
<td>bringing about change</td>
<td>5/10</td>
<td>4/5</td>
<td>2/1</td>
</tr>
<tr>
<td>legal issues</td>
<td>3/7</td>
<td>5/6</td>
<td>4/3</td>
</tr>
</tbody>
</table>

Other areas added by the respondents were: - new technology; computer skills; and stress management.
Summary of the findings for Q2 Q5

Only the management skills which scored significant response levels in the first questionnaire were included in the second questionnaire. Most of the respondents again indicated that they had gained their management skills through their own efforts. Financial management had increased in level of concern for secondary Principals. This would relate to the size and complexity of secondary schools in comparison with primary schools. Legal issues remained an area of concern. Legal matters were not raised as a concern by respondents in the first cluster questionnaire. Legal matters appeared in the Principals' Councils' questionnaire responses as an area of growing concern. Following media exposure of events purported to be due to negligence by Principals and schools in issues to do with child sexual assault, homophobia, and academic results, the NSW DET conducted a series of information sessions at cluster and Principals' Council meetings. The lessening of concern about curriculum design would appear to be a result of the re-centralisation of curriculum development and the embargo placed on the implementation of new curriculum documents.

Q2 Q6  Which term most closely describes your role as a Principal?

The 8 primary Principals / 10 secondary principals responded as follows:-

<table>
<thead>
<tr>
<th>REWARDING</th>
<th>ENJOYABLE</th>
<th>CHALLENGING</th>
<th>FRUSTRATING</th>
<th>EXHAUSTING</th>
</tr>
</thead>
<tbody>
<tr>
<td>2/0</td>
<td>1/1</td>
<td>2/2</td>
<td>3/3</td>
<td>0/4</td>
</tr>
</tbody>
</table>

Summary of findings for Q2 Q6:

Most respondents wanted to combine responses to this question, for example, rewarding and frustrating; exhausting and frustrating and rewarding; enjoyable and frustrating. Other responses
- becoming more exhausting with the ever increasing administrative load;
- with the constant restructuring since 1989 the job has moved from being enjoyable/challenging to being frustrating/exhausting;
- the constant changes of policy with changing governments is frustrating and damaging to education;
- it is frustrating...the Principal now exercises great responsibility with very little authority.

Q2 Q7 In general how stressful is it being a Principal?

The 8 primary Principals / 10 secondary principals responded as follows:

<table>
<thead>
<tr>
<th></th>
<th>NOT AT ALL</th>
<th>MODERATELY</th>
<th>VERY</th>
<th>EXTREMELY</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>0/0</td>
<td>3/0</td>
<td>2/4</td>
<td>3/6</td>
</tr>
</tbody>
</table>

Summary of findings for Q2 Q7:

83% of Principal respondents identified their role as being very or extremely stressful in this second questionnaire. In the first questionnaire 25% of respondents stated their role was very or extremely stressful. Respondents explained their stress in the following ways:

- accountability of Principals in a large schools is a health issue;
- no days are free of stress; I peak to high stress more frequently now than at the last questionnaire; I am working in constant overload mode;
- stress is caused by... lack of guidance/support from the NSW DET, speed of requirements (I am beginning to hate the FAX machine), more to do in less time;
- the current attitude of the State Government does not instil confidence...there is a loss in professionalism 'at the top';
- much pressure is due to procedures for... anti-discrimination, industrial disputes, anti-grievance.

Q2 Q8  Do you feel the job has been the cause of health problems?

The 8 primary Principals / 10 secondary principals responded as follows:-

   YES ... 4/7
   NO ... 3/3

(one response was 'not as yet')

Summary of findings for Q2 Q8:

These responses were similar to those in the first questionnaire. Most respondents identified health problems related to stress from the job itself. Respondents also indicated that lifestyle restrictions were a cause of health problems. Some recent changes to their health listed by respondents included:-

- headaches, back pain, hypertension, blood pressure, colds, tiredness, high cholesterol, cancer.

Lifestyle effects listed by respondents included:-

- loss of sleep, no time for exercise, not enough time for family... marriage breakup.
Q2 Q9  How likely is it you would choose teaching as a career if you were starting your work life now?

<table>
<thead>
<tr>
<th></th>
<th>HIGHLY LIKELY</th>
<th>UNSURE</th>
<th>NOT LIKELY</th>
<th>DEFINITELY NOT</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1/2</td>
<td>2/3</td>
<td>3/2</td>
<td>1/4</td>
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Summary of findings for Q2 Q9:

Most respondents would not choose teaching again. 16% of respondents thought it was highly likely that they would choose teaching again compared to 25% in Questionnaire 1. 56% of respondents stated that they would definitely not or were not likely to choose teaching again compared to only 21% of respondents in Questionnaire 1. These results indicate a significant change in the Principals' values regarding teaching as a career. Comments given by the respondents in explanation to this question included:-

- the more you move away from teaching the less appealing the job;
- governments of all parties are intentionally running down public education;
- due to lack of funding, lack of public support, and the nature of young people these days school teaching in this State has become an unattractive career;
- colleagues and students make it a rewarding job but the pay and conditions are pathetic;
- I will not work for a hostile employer again;
- as one of the highest paid school based NSW DET employees my purchasing power places me in the new 'middle class poor'.

The explanations given to this question in Questionnaire 1 referred mostly to frustrations with the change process in the NSW Department of School Education and the increased work load of
Principals. In this second questionnaire the emphasis in the responses has been on conditions, status in the community and financial matters.

Q2 Q10  Describe the changes in your role as the Principal since October 1995. (see Figure 16)

Most respondents to this question reported a sense of:- increased responsibility; and isolation from the NSW DET and peers. The 'destructuring' of regions and clusters by the Carr Government began to impact on schools in October 1995. In the questionnaires and interviews conducted following the implementation of the recommendations in School-Centred Education, Principals in the sample for this study indicated an increased administrative work load as the most significant change in their role. The respondents to this second questionnaire reported a further increased administrative work load. Other responses to this question included:-

- new NSW DET personnel (properties, finance, etc) have little experience or power;
- there is no career path left in the system for me other than to take another Principal's job;
- curriculum implementation is increasingly difficult;
- everything is politically motivated...so no confidence in long term policy development;
- there is a higher incidence of conflict resolution situations;
- there is no visible contact with the superintendent;
- the role involves more 'coping' than being 'proactive'.
Q2 Q11  Do you see any effect in your school of the NSW DET changes made since October, 1995? (see Figure 17)

Summary of findings for Q2 Q11:

The most frequent responses to this question referred to:- lower staff morale; staff frustration; and lack of support for school needs and activities by the NSW DET. Other responses included:-

- schools are more isolated...that is not all bad...I believe we wasted a vast amount of time at cluster meetings;
- the community is increasingly actively challenging school decisions;
- dissatisfaction with NSW DET procedures for curriculum implementation;
- more tick the job off superficially than do the job properly.
Centred Education interviews were not rated as taking time and meetings were rated third. In 1992 most respondents indicated that planning and telephone calls were the activities which took the most time. It would appear that in this question the emphasis on interactions with people in interviews and meetings might be the result of the increasing: demands on schools from the NSW DET and external bodies; complexity of society; social problems of children; and the stresses felt by teachers. Secondary school Principal respondents indicated the greatest amount of time spent on maintenance.

Responses to this question which referred to recent change included:
- maintenance is taking more time as the school gets older and more run down;
- the staff turn to the Principal now for help in all matters as there are no outside sources to go to;
- the new consultancy and support services at District are not effective. The NSW DET agenda is all that matters not the schools needs.
- there is extra work in joint school/community projects (e.g. property matters devolved to schools).

Working in the classroom with teachers and students was the most frequent response to an area in which Principals would like to devote more time. Respondents also indicated that they would like to devote more time to: encouragement of staff for promotion; supervising ancillary staff; and staffroom visits.
Q2 Q13  Do you feel ...  
The 8 primary Principals / 10 secondary principals responded as follows:--

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<tr>
<th></th>
<th>isolated</th>
<th></th>
<th>supported</th>
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<tbody>
<tr>
<td>by peers</td>
<td>3/2</td>
<td></td>
<td>4/8</td>
</tr>
<tr>
<td>school staff</td>
<td>1/1</td>
<td></td>
<td>5/8</td>
</tr>
<tr>
<td>the NSW DET structure</td>
<td>8/9</td>
<td></td>
<td>0/1</td>
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<tr>
<td>community</td>
<td>1/2</td>
<td></td>
<td>4/5</td>
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Summary of findings for Q2 Q13:

All respondents except one indicated that they did not feel that the education system provided support. Several respondents commented that there had been a rapid decrease in support from the NSW DET particularly in the ‘new structure’. In Questionnaire 1 only two respondents indicated such a total lack of support by the NSW DET although 46% stated that they ‘occasionally’ felt isolated by the education system. A few respondents indicated that the support given by the community and the staff varied with the issue. Other comments by respondents on changes to the level of support included:--

- peer support was structurally encouraged and is now discouraged;
- NSW DET support is expressed as being there but in reality it is not ;
- I have had three different ‘supervisors’ in four years;
- we were one of sixteen schools (in a cluster) are now one of sixty two (district)...what NSW DET support is possible?;
- I have a concern that if I admit a weakness to the superintendent and then that person is in charge of an interview panel for merit selection that it would affect my chances.
Q2 Q14  Add any thoughts/directions you see for the Principal's role in the future.

Summary of findings for Q2 Q14:
Respondents to this question indicated that future issues for Principals would include:- legalities; industrial and personnel entitlements; accommodating rapid technological change; increased accountability through examination results; and a continuing emphasis on economic management.

Many respondents used this question as an opportunity to express concerns about the 'destructured' NSW DET and the effect on the Principal and on schools. Some of these responses included:-
- I anticipate a continuing much reduced role for school leadership and much increased accountability probably through E-mail;
- more school based responsibility will need more experienced executive support to delegate to;
- asking more of us(Principals) will be to the detriment of our health, welfare and family;
- exam dominance takes the 'guts' out of teaching;
- the 'right' person is not applying for executive positions...they see the time required and don't apply.
### Summary of Variations in Responses between 1992 and 1996

<table>
<thead>
<tr>
<th>Obvious Change in Response</th>
<th>No Obvious Change in Response</th>
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</thead>
<tbody>
<tr>
<td><strong>Increased Concern</strong></td>
<td><strong>Decreased Concern</strong></td>
</tr>
<tr>
<td>Legal issues</td>
<td>Financial management</td>
</tr>
<tr>
<td>New technology</td>
<td>Curriculum design</td>
</tr>
<tr>
<td>Stress</td>
<td></td>
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<tr>
<td>NSW DET policy changes</td>
<td></td>
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<tr>
<td>Conflict situations</td>
<td></td>
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<tr>
<td>Lack of career path</td>
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<tr>
<td>Isolation from NSW DET &amp; Peers</td>
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<tr>
<td>Political intervention</td>
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<tr>
<td>Loss of NSW DET personnel with expertise in schools</td>
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<tr>
<td>Increased responsibility</td>
<td></td>
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<tr>
<td>Staff morale</td>
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</table>

Between 1992 and 1996 the respondents decreased concern about curriculum design reflected the increased NSW DET and Board of Studies re-centralisation of mandatory curriculum. The respondents reduced concern about financial management has been due to the familiarity with changed processes and (in the experience of the researcher) the reduction of discretionary funds.

The issues which respondents indicated to have the same level of concern were still impacting on Principals’ satisfaction with the role of the Principal. The list of increased concerns which respondents indicated as not of great concern or not rated as a concern at all in 1992 had all become matters impacting on the satisfaction with the role of the Principal in 1996.
4.3 RESULTS RELATING to STATED PROBLEMS

This study has attempted to establish:

(i) The current role of Principals in NSW government schools.

The gazetted statement of the Role of the Principal, July 1992, was the clearest indication that Principals have had of system expectations of them.

Major areas of accountability

- Ensure that the education and welfare of all students have the highest priority in the operation of the school.
- Provide quality education for all students in accordance with the priorities of the NSW Department of School Education and the curriculum requirements of the Board of Studies.
- Provide educational leadership and develop a vision for the school in consultation with the school community.
- Provide effective communication between the school and the community and to promote the full participation of the school community in the development and achievement of the school's goals and purposes.
- Manage the school in an effective, efficient and equitable way within available resources and within the relevant legal and policy framework.
- Ensure efficient and effective management of staff is a high priority in the school.

The accountabilities will be realised by:

- developing procedures for the review and improvement of quality educational outcomes for students
- managing the curriculum and organisation of the school to provide for the needs of all students
- addressing the welfare needs of students and staff including the establishment of a safe and harmonious work environment
- establishing effective decision making and communication procedures within the school
• promoting effective parent, staff, student and community participation in the school including the establishment and support of a school council
• developing management and strategic plans for the school in consultation with the school council and school community
• establishing effective personnel practices incorporating appropriate EEO principles and performance management
• managing the school resources effectively and efficiently
• promoting the work and achievements of the school to the wider community.

Respondents did not demonstrate great familiarity with the content of this role statement. When asked to comment on it at interview one Principal said it was "OK". Criticisms made by Principals included that the gazetted role statement did not appear collegial. The statement was merely a "thou shalt do " and that it would "need a superman " to achieve all the gazetted role statement implied. The major difficulty with the statement as a role description was the general nature of the statements. If the 1992 role statement was used as a means of assessment, evaluation or appraisal of Principals it would lend itself to subjective judgements reliant on the knowledge, skills and experience of the assessor.

Respondents in this study indicated that the role of the Principal was to cope with whatever came their way. This was impacted on by government priorities, society's needs and the current student and staff population of the school. The respondents sought to control the agenda constantly being thrust at them.

(ii) The ways the role of the Principal changed since the implementation of the recommendations in School-Centred Education.

The respondents in this study indicated that the administrative tasks of the Principal had increased by at least fifty percent. The processes of merit selection were taking time and placing Principals in
a different relationship with staff to that which was held prior to the implementation of the recommendations in *School-Centred Education*. Responsibility for school based budgeting was seen in a generally positive light, provided payment of staff was not made part of the task and provided the school was not responsible for repair and total maintenance of old buildings unless adequately remunerated.

Respondents regretted the lack of time since devolution to spend on educational leadership and the time for interaction with students, staff and parents. Principals found that they spent more time out of the school at regional and cluster meetings which a significant number of Principals did not find productive. Principals also indicated that they missed the collegial contacts with peers once clusters were removed in the 'destructuring' of the education system by the Carr Government in October 1995.

Greater responsibility for:- maintenance; legal matters; industrial relations; and emotionally disturbed students with severe behaviour disorders were areas that the respondents indicated significant change in the degree of support from the Department of School Education.

(iii) The implications for Principals in school-based management.

The respondents in this study felt positively about the notion of school-based management, however there were indications that whilst many matters had been passed on to the schools to manage the real control was still held in regional and central departmental offices.

Principals appreciated the opportunity to select staff who would have a commitment to the goals of the school. Principals in less desirable demographic areas felt that their schools had less opportunity to employ talented staff who may have been appointed there under the previous system.
The respondents also raised the issue of a sense of instability caused by staff constantly seeking the next promotion or desirable location.

Respondents thought that to oversee school-based management Principals required a greater range and level of skills than were necessary prior to devolution following the implementations of the recommendations in *School-Centred Education*. Respondents indicated a need for skills in:- financial management; personnel management; public relations; legal matters; collaborative leadership; curriculum development; and organisational practices.

One consequence of the changes in the education system that respondents regretted was the loss of collegiality as some schools competed for clientele. These were the comprehensive schools and/or those schools perceived to be in less desirable localities which under the ‘Choice of Schools’ policy competed for students with schools with special focuses including:- selective schools, sports high schools, languages high schools and schools for the performing arts.

(iv) The Principal's perception of the effects of devolution in their school.

Most respondents referred to the distancing of the Principal from the day to day life of the school because of an increased administrative load and time out of school at additional meetings. A significant number of respondents referred to the impact of merit selection on staff in two ways.

Firstly, the number of staff who spend time on job applications and interviews instead of focussing on classroom practice. Secondly, the reduction of turnover in staff as teachers refrained from putting in for transfer for fear of becoming trapped in an undesirable area or being made a forced transfer as student numbers decreased.
As the changes to the structure of the NSW education system continued throughout the course of this study the respondents reported increasing levels of staff cynicism and disillusionment. Respondents reported growing evidence of low morale in teachers. This was regularly attributed to the confusion caused by government policy changes and the continuing uncertainty of curriculum and NSW DET procedures.

In the course of understanding these issues the following sub-problems were investigated:

(i) The evolution of the role of the Principal in NSW.

At the time that the fundamental research for this study was undertaken no studies on the role of the government Principal in NSW were found. As demonstrated in Chapter 3 of this study it was possible to investigate duty statements dated 1861, 1975, 1985 and a role statement dated July, 1992.

These statements were only a general guide to what a Principal's task might be. The statements mention management skills without stating what skills or level; consulting with the community without nominating the extent; and observing Department of School Education rules which were to be found in a multiplicity of memoranda published over many years. The statements which encompassed some variation over the years were the 1861 statement which indicated that school premises should be kept in repair and the 1992 statement which indicated that resources were to be managed effectively and efficiently. Also the 1861 statement indicated that the Principal must possess a knowledge of the subjects taught and the 1992 statement indicated that educational leadership be provided. Lastly, the 1861 statement indicated that pupil teachers were to be given instruction each day and the 1992 statement indicated that the Principal must ensure efficient and effective management of staff.
The other source of information about Principals over time was the archives of the Secondary Principals' Council. These dated from 1917 and provided an interesting overview of links with non-government schools and Victoria; the transition from headmaster to Principal; the early gulf between metropolitan and country school Principals and their representation on the Council; and discussions with the NSW Teachers' Federation and the NSW Department of School Education mostly on industrial matters. There was one clear statement, written by a Principal in the then Metropolitan North Region in 1987, which provided a detailed list of all the tasks of a secondary Principal, the thrust of this was the need for a bursar in schools. The list has not been publicised and is included as Appendix 7. This role statement was written before the implementation of the recommendations in School-Centred Education so does not include additional devolved responsibilities such as: finance; maintenance; merit selection; industrial relations; and participatory decision making.

(ii) The reason for the sudden wide ranging change in the way education was managed in NSW.

A great deal has been written on changes to education systems in other states and countries. In particular the changes made in recent years to education systems in Victoria, Great Britain and New Zealand were found to appear to have been models for the changes in the NSW education system as those systems contained many similarities to the changes implemented in NSW.

The reasons for the changes to education systems have been based somewhat in economic management decisions. These economic driven decisions were recognised as world trends in OECD reports on education. In the experience of the researcher it appears that the escalating costs of managing government departments have driven most governments to reduce expenditure. As health and education were two of the largest users of government funds they have come under close scrutiny. In NSW all government departments have undergone restructuring to cut
administrative costs. *School - Centred Education* (1990:3) indicated “The Review’s ultimate objective was to recommend the most efficient and effective forms of management and administrative arrangements for each of the constituent parts” and “The Management Review’s task did not encompass specific analysis of curriculum...”. Costs were cited as one of the considerations for continued change in education structures by both the Fahey Government and the Carr Governments.

(iii) The premises on which Principals based the way in which they carried out their duties.

In the responses to questionnaires and interview it was clear there was a value system by which Principals carried out their duties. The Principal respondents in this study had all entered the NSW DET (Department of education and Training) as classroom teachers and values held had been conditioned over time in dealing with school students, their families and the education system. The values belonged to the ideals Principals carried with them on entering teaching and those behaviours the profession had developed into a concept of the way a Principal should act. Much of Principal behaviour was a result of modelling and peer discussions often based in the Principals Councils. The Councils provided a means for professional training and development and for discussion of issues of interest and / or concern to principals. As a result of ongoing interactions between principals it appeared that values held and approaches to the task of the Principal were moderated by the knowledge shared.

(iv) The requirements necessary to become a Principal.

Until the implementation of the recommendations in *School-Centred Education* the basic requirement for being a Principal in NSW was to have been judged by the inspectorial system to have been a successful teacher, then a successful head teacher, and then a successful deputy
Principal. With the introduction of merit selection any teacher could become a Principal given that teacher was able to convince the merit selection panel through his/her curriculum vitae and in an interview that he/she was the best person for the position. Until 1995 there were no specific criteria for the position of Principal, applicants having only to respond to the general criteria that were applicable to any teacher and to the criteria for the particular school advertising.

(v) The way Principals thought / felt about their task.

Following the implementation of the recommendations of School-Centred Education the respondents reported that they mostly enjoyed the challenge of their task. The Principals who responded indicated frustration at the amount of administrative time required in their job and regretted the lack of time to spend on instructional leadership. In particular Principals regretted that there was not sufficient time for quality interaction with students, teachers and parents. Some new Principals who had moved very quickly through the system and had not been deputy Principals indicated that they felt overwhelmed by the task. The majority of Principals indicated that they were severely stressed by the task at times.

By the time the final questionnaire was administered in this study the terms the respondents most used to describe their task were 'frustrating' and 'exhausting'.

(vi) The way in which Principals related to the changes in the education system in NSW.

The point most commonly mentioned by the respondents was the speed of the changes to the education system. No Principal wanted the status quo, however they wanted to feel that they were in control of the change within their school. Apart from the retired Principal group, comments about school-based management were positive, in particular those comments which referred to school-based budgeting. The respondents did not want to see schools responsible for payment of staff and indicated considerable concerns about industrial relations management and legal issues.
A significant number of the respondents commented negatively about the cluster system. Primary rather than secondary Principals found the cluster gave them useful support. This was because there were usually three secondary schools to fourteen or more primary schools in a cluster. For primary Principals then there were greater opportunities to find peers with whom to develop a relationship. Respondents made many negative comments about the capability of the cluster director and the amount of support given by the cluster director to the Principals. Most respondents indicated that there was a problem with the amount of time they were called out of their school to cluster meetings. This exacerbated the situation of lack of time for the Principal to spend with staff and students.

A significant number of respondents were critical of the changes to central and regional office structures. They stated that personnel in these offices had changed so much that they did not know the Principals or the schools and did not understand how a problem might affect a school.

In the final questionnaire of this study respondents indicated that since the removal of clusters in October 1995 there appeared to be no support structure functioning for Principals and their schools.

(vii) The response of Principals to the changes in NSW.

Whilst recognising the need for ongoing development and change the respondents made many negative comments about economic rationalism and its effects on education. The responses to this study indicated a values collision between Principals, who believed they should be instructional leaders first and the demands of post School-Centred Education which forced them to be administrators, managers and entrepreneurs before educators.
(viii) The way Principals envisaged the future in terms of their career and the role of the Principal.

In most instances the response to career future was not encouraging. Many felt trapped in the school they were in by a system that was stifling Principal transfer. Others were concerned that the school they were in would be reclassified with a resultant drop in Principal salary scale and there was nowhere for them to go to maintain their status. In the first questionnaire only one respondent indicated that there might be a future as a cluster director. Many respondents thought they might start their own school or business. A significant number of respondents indicated that they looked forward to an early retirement. In the final questionnaire respondents were unable to see that there was any opportunity for them to advance their career and little chance of even a change of schools.

Respondents perceived that the role of the Principal would continue to increase in complexity. That the administrative role would continue to dominate, and that Principals would delegate more. They also suggested that Principals needed to take control of the agenda to maintain an educational focus and to reduce the probability of burnout.

(ix) The competencies/training needs of the Principal.

Respondents felt inadequately trained to cope with the complexities and rapid change of devolution. Principals indicated that there was need for training to develop in Principals a full range of leadership and management skills. The training needs most commonly cited by respondents were: financial management; forward planning; participative decision making; industrial relations; legal matters; curriculum planning and development; and corrective interviews for staff.
4.4 FURTHER DISCUSSION OF THE FINDINGS

COMPARATIVE RESULTS FROM THE PRIMARY AND SECONDARY PRINCIPALS' COUNCILS QUESTIONNAIRE RESPONSES

1. Those who had been a Principal for three years or less were:

More likely to:-

- have been employed in Division 3 of the service than those who had been a Principal for more than three years. (Q1 & Q2)
- be female than those who had been a Principal for more than three years. (Q1 & Q3)
- have tertiary qualifications in educational administration than those who had been a Principal for more than three years. (Q1 & Q4)
- find the job rewarding than those who had been a Principal for more than three years in 1992. (Q1 & Q6)
- express positive feelings about current change than those who had been Principals for more than three years in 1992 (Q1 & Q10ii & Q11 & Q12) and express the same feelings about current change as other respondents in 1996.
- choose teaching again as a career than those who had been Principals for more than three years in 1992 (Q1 & Q9) and as likely as other respondents to not choose teaching again as a career in 1996.
- express positive feelings about the cluster system. (Q1 & Q11 & Q12 & final thoughts)
- more likely to find the Principal's job stressful in 1996. (Q1 & Q7)

and Less Likely to:-

- want further management skills training than those who had been a Principal for more than three years. (Q1 & Q5)
less likely to find the job rewarding in 1996. (Q1 & Q6)

have spent time as a deputy Principal than those who had been a Principal for more than three years. (Q1 & Q2)

find the Principal's job stressful than those who had been a Principal for more than three years in 1992. (Q1 & 7)

find the job a cause of health problems than those who had been a Principal for more than three years in 1992 (Q1 & Q8) and as likely to find the job a cause of health problems in 1996.

criticise the loss of time for educational leadership than those who had been Principals for more than three years in 1992 (Q1 & Q10 ii & Q11 & Q12) and as likely to criticise the loss of time for educational leadership in 1996.

express concern about the workload in 1992 (questionnaire & Q10 & Q11 & Q12 & final thoughts) and as likely as other respondents to express concerns about the workload in 1996.

2. **Primary Principals'** responses differed from the responses of **secondary Principals** in the following issues:

a) Responses to primary and secondary cluster questionnaire.

Primary Principals were **more likely** than secondary Principals to:

(i) feel isolated by the system (Q13)

(ii) indicate that most of their problems were caused by parent interaction. (Q14)

(iii) spend most of their time at meetings, planning and executive interviews (Q15)

(iv) feel positively about the cluster system (Q16)

(v) display students work (Q17)
(vi) hold extra curricula activities e.g. productions/camps/ overnight excursions (Q17)
(vii) cite salary as a satisfier (Q8)

b) Responses to primary and secondary cluster interviews.

Primary Principals were less likely than secondary Principals to:

(i) travel more than thirty minutes from home to their school (Q4)
(ii) be called in to school at night or in vacations for break and entry problems (Q5)
(iii) spend time promoting the school competing for students (Q8)
(iv) spend time working with the OASIS system (Q9)
(v) be planning retirement (Q14)
(vi) have concerns about industrial relations issues (Q15)
(v) have concerns about financial management in 1995 (Questionnaire & Q5, Q10, Q11 & Q12)

c) Responses to Primary and Secondary Principals' Councils questionnaires.

(i) Primary Principals are less likely to have studied at Masters level (questionnaire & Q4)
(ii) Primary Principals are more likely to be female (questionnaire & Q3)
(iii) Primary respondents spend more years as a Principal (questionnaire & Q1)
(iv) Primary Principals were more concerned about financial management in 1992 (questionnaire & Q5 & Q10 & Q11 & Q12)
(v) Primary Principals are more likely to express concerns about students (questionnaire & Q10 & Q11 & Q12)
3. Primary Principals who completed the cluster questionnaire /interview gave similar responses to those responding to the Primary Principals’ Council questionnaire except for the following responses.

The cluster/ district group of primary Principals were:

(i) less likely to have a concern with industrial relations (questionnaire & Q5 & final thoughts)

(ii) less likely to have formal training in educational administration (CQ5 & questionnaire 4)

(iii) less likely to choose teaching again as a career if starting working life over again (CQ6 & questionnaire 9) ... this view had changed and become negative towards teaching in 1996.

(iv) more likely to mention staffing budget (questionnaire & final thoughts)

4. Secondary Principals who completed the cluster questionnaire/interview gave similar responses to those responding to the Secondary Principals’ Council questionnaire except for the following responses.

The cluster group of secondary Principals were:

(i) more likely to have held the position of deputy Principal before becoming a Principal (CQ3 & questionnaire 2)

(ii) less likely to have formal qualifications in educational administration (CQ4 & questionnaire 5)

(iii) more likely to indicate that the job of Principal has been a cause of health problems (CQ12 & questionnaire 8)
Trends discernible between questionnaire responses in 1992 and 1996 indicated that:

. the role of the Principal had become more stressful, less rewarding, and more likely a cause of health problems;
. the number of female Principals had increased - particularly in primary schools;
. newly appointed Principals were more likely to hold tertiary qualifications in educational administration;
. primary Principals were more likely than secondary Principals to have concerns about financial management, and parent or student interactions.

COMPARATIVE RESPONSES TO THE CLUSTER QUESTIONNAIRE

The cluster / district questionnaire provided the following differences reported by Principals:

(i) **Primary Principals** were *more likely* to find the job ‘satisfactory’. (Q1 & Q7)

   **Secondary Principals** were *more likely* to find the job ‘dissatisfying’.

(ii) Those who have been a **Principal for three years or less** were *more likely* to:

. find the job ‘satisfactory’. (Q3 & Q7)
. feel isolated by - peers, school staff, the system, community, media (Q3 & Q13)
. express positive feelings about their cluster director (Q3 & Q16)
. indicate parents as the group causing the most problems (Q3 & Q14)
. respond ‘always / often’ to:

   - I feel I receive help/support from the staff,
   - displays of student work are held,
   - staff come to me to discuss their problems,
   - parents voluntarily participate,
   - students are involved on committees with staff,
   - parent surveys are returned,

   (Q3 & Q18)
(iii) Those who had been a Principal for more than three years were more likely to:

- find the following stressful now and not three years ago:
  falling enrolments, transfer rights, maintenance/repairs, appraisal, financial management, dealing with mail, lack of time, meetings in school, meetings in cluster/region, staff lack adequate skills, forward planning, curriculum matters and evaluation, dealing with official requests. (Q3 & 10)

- express negative feelings about:
  falling enrolments, leading teachers, change in HT positions for KLA’s, change in cluster director, school-based budgeting, school-based appointment of staff. (Q3 & Q17)

(iv) Principals who had more than 30 years service in schools were:

a) less likely to:

- have completed tertiary study in educational administration (Q2 & 4)
- give most time to meetings (Q2 & Q15)
- in 1996 to choose teaching again as a career.

b) likely to:

- be male (Q2 & Q1)
- feel stress (Q2 & Q5 & Q9 & Q10)
- choose teaching as a career again in 1992. (Q2 & Q6)
- find the job less satisfying now compared to some years ago (Q2 & Q7)
- select holidays and salary as job satisfiers (Q2 & Q8)
- have gained all management skills themselves. (Q2 & Q11)
- indicate job is a cause of decline in health (Q2 & Q12)
- see teachers as the group causing the most problems (Q2 & Q14)
. express negative feelings about their cluster director (Q2 & Q16)
. express negative feelings about change (Q2 & Q17)

SUMMARY
The results of this study indicated that secondary and primary Principals now have similar administrative roles. Both have to manage all aspects of a school, it was the devolution of financial responsibility that has given primary and secondary Principals the basis for a commonality of interest. Both primary and secondary Principals regret the lack of time for instructional leadership. Primary Principals found this more difficult than secondary Principals who had head teachers in each subject area to pursue curriculum development and monitoring.

Principals new to the position were more likely to be comfortable with the restructured education system. Newly appointed Principals were more likely to be female than those who had been a Principal for some years. Newly appointed Principals were also more likely to have moved quickly through the promotion system particularly via the role of leading teacher in a secondary school.

There were concerns about the cluster system. Primary Principals were more supportive of the system than secondary Principals as it provided them with a feasible support group. There was cynicism at the rapid changes as many things which were brought in quickly had to be discarded, slowed down or significantly altered. The cluster system in some areas had been subject to constant change with some schools changing cluster group four times in four years. Following its election to office the Carr Government made changes to the NSW DET or as Dr Boston stated in June 1996 the Department of School Education was ‘destructured’. The first major change of the Carr Government was the replacement of clusters of schools with districts in October 1995. The ten education regions were removed and all control returned to centre. The respondents to the 1996
questionnaire indicated that whilst they had not been satisfied with the cluster system the district
system left Principals and schools feeling unsupported.

The major concerns of respondents were firstly about financial management, followed by concerns
about industrial relations and then about legal issues. Principals in the position for longer periods of
time were more cautious of the changes and more likely to give negative responses.

This study found Principals considered parent and community participation positively. Respondents
provided more negative responses regarding school councils. It had been the experience of some
Principals that a school council meant the end of the P & C, and in some schools it had been
difficult to get parents and teachers who were able to give the time commitment necessary to a
school council. The difficulty with teacher participation was noted mostly in areas which were not
favoured residential locations for teachers. Some schools found that English was not the parents'
first language, that parents lacked basic management and educational knowledge skills. These
factors provided barriers for parent involvement and made a
school council difficult to run.

Stress was described as a common factor for Principals. It was even a factor for new Principals,
particularly those who had moved through the system without the benefit of spending time as a
deputy Principal. Other factors reported by respondents as significant causes of stress were
change; time; finance; appraisal; maintenance; system demands; and falling enrolments.

Respondents indicated that administrative tasks took up most of a Principal's time. Primary
Principals required more time for planning meetings and discussions with executive than secondary
Principals. Most Principals recognised the need to do something about this administrative load that
was cutting them off from the educational life of the school. Many suggested a bursar position.
The media was a problem that all respondents recognised, they did not feel supported in any way by the media in general. A small number of Principals indicated that they felt supported by their local media.

Most Principals gained training in management and educational administration by themselves. Principals gained training through formal tertiary courses and most obtained their training through on the job experience.

CONCLUSIONS

As a result of the findings of this study it is possible to state that there exists a need for training Principals and potential Principals in financial management, personnel management, industrial relations, legal matters, planning and evaluation, risk management, and team building.

Primary and secondary Principals roles have grown more similar. Time as a deputy Principal appears to be the most relevant preparation for coping with the majority of tasks in the role of the Principal. It appeared that the experience of leading teacher developed skills which assist in co-operative planning.

Females were still under-represented in the Principal's position. There were a greater proportion of primary Principals who were female. This matched the larger number of primary teachers who were female.

Stress is a problem for Principals and the related health problems mentioned such as high blood pressure were of concern to them. Lack of time to do what Principals valued as worthwhile tasks
caused stress. Concerns with finance, maintenance, appraisal, and frequent change were the most frequently mentioned stressors.

Principals were comfortable with ongoing change as long as it was seen to be relevant to the education agenda, that Principals were involved in the decision process and the implementation time was reasonable.

Supervision and appraisal were accepted as long as the person involved in the role of supervisor or appraiser had credible qualifications and experience.

Given other opportunities the respondents would not choose teaching again, nor would they recommend teaching to others. Yet most of the respondents found teaching itself rewarding. It is the 'system' which most respondents wished to get away from. The education system values have changed in a way that does not match those the respondents had on entering teaching, those they believe to be appropriate for the education of children.

Twelve percent of the total respondents to this study hold formal qualifications in educational administration. The responses from these persons showed a greater congruence with the objectives of School-Centred Education, they were however still critical of the speed of the change and would like to spend more time on instructional leadership.

Principals did not feel supported by the district or cluster system. Primary Principals found the group of Principals within the cluster supportive, secondary did not. This was linked to the number of primary and secondary schools in the cluster, usually there were only three secondary schools. Neither primary or secondary respondents thought that the district system provided support.
Respondents perceived the media as acting negatively towards education in government schools. This study found that industrial issues have decreased in schools, however respondents indicated industrial issues as a cause of stress. This was identified as a result of the devolution of this responsibility to the school. The retired Principals in the study indicated teachers as their greatest source of problems mainly because of industrial issues. Current primary Principals indicated parents were their greatest problem and secondary Principals found students their greatest problem. Most Principals in this study were motivated by the worthwhile task, the challenge and the intrinsic rewards through interaction with teachers, students and parents. Principals believed that the staff at their school had low morale due to the changes in the promotion system and the loss of transfer possibilities. Principals could not see that the implementation of the recommendations in *School-Centred Education* had made any difference to the quality of the teaching in the classroom. Principals in this study indicated that in their school there had been less focus in the classroom due to the need for staff to be involved in more meetings of a decision making nature and the need for staff to constantly prepare their curriculum vitae and present at interview to gain a new position.

The application of the data gathered to the issues examined in this study provided the information for the following summary to be made:-

(i) Whilst Principals would prefer that their role as school administrators was one that focussed on the instructional program, in fact almost no Principal time was given to educational development and improvement issues. General management of the school took most of the time of the Principal mostly to respond to:- system demands, interview needs of staff, parents and students, telephone calls, critical and/or unexpected events, and maintenance requirements.

(ii) There has been significant change in the role of the Principal in NSW Government schools since the implementation of the recommendations in *School-Centred Education*. 

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Principals have increased responsibility and accountability for:- finance; staffing; industrial relations; training and development; site maintenance; whole-school planning and review; staff welfare; public relations; and student success.

(iii) During the course of this study Principals have increasingly undertaken the tasks of corporate management. Principals indicated that their role should be significantly that of an instructional leader but that to do this a bursar would be required. Principals did not find that there was sufficient time to blend successfully the tasks of educational leadership and corporate management.

(iv) This study found that the competencies which were required to be an effective Principal in a NSW Government school included:- financial, personnel and resource management; strategic planning; expert knowledge of current educational practices; curriculum planning and development; highly developed interpersonal skills; and practical knowledge of industrial relations and legal matters.

(v) The effects of devolution of responsibility to schools described by the Principals who responded to this study included:-

- increased stress and associated health problems;
- less time for instructional leadership/ more time on administration;
- regret at loss of quality contact time with students and in particular in the classroom;
- need to develop new skills such as ... higher order financial management, industrial relations and legal practices, entrepreneurial enterprise; and media and public relations;
- move to take control of the agenda in their school by filtering system demands;
- no impact on classroom practices and student learning; and
- loss of support for Principals and schools from system administrators.
(vi) The Principals who responded to this study hold a perception of the climate in their schools since the implementation of the recommendations in *School-Centred Education* and the Carr Government changes as being: increasingly cynical of the NSW education system and its management; less likely to experiment with innovative programs; and less collaborative due to merit selection processes.
CHAPTER 5. CONCLUSIONS AND IMPLICATIONS

INTRODUCTION

The time frame of this study was lengthy for a large part due to the researcher's involvement (as a deputy Principal and Principal) in the workload in schools resulting from the changes due to the implementation of recommendations from School-Centred Education.

The rapidity of the education system change which commenced in NSW in the latter part of 1989 and reached government schools at the start of 1990 significantly affected the process of this study. The role of the Principal altered immensely with the introduction of merit selection and the devolution of financial responsibility to schools.

The introduction of clusters of schools as centres for line management by a cluster director forced realignment of the chain of accountability. It also provided primary and secondary Principals with a commonality of interest that they had not shared before. Primary and secondary Principals now shared many of the same tasks and concerns and met together regularly at cluster meetings.

Since 1990 there has been continual change in the NSW education system. The constant changes to the cluster system have impacted on schools. Each time the government reduced the number of cluster directors and thus enlarged clusters, Principals and their schools had to readjust to a new cluster director and to forge relationships with a new group of Principals and schools. At first Principals tried to reshape shared programs and collegial links to accommodate each change,
however by the final stage of this study the Principals in the district which responded to the final questionnaire indicated that they had abandoned the district as a source of support and direction.

A major part of this study was extensive literary research in the areas of leadership, management, educational administration and effective schools. Restructuring in education systems in other states of Australia and in other countries was a major consideration.

OECD education reports and conferences of education ministers from the OECD countries provided the global background to educational change. These reports demonstrated that the social, economic and political thinking was similar in many countries and was similarly impacting on education.

This study had to take note of the impact of what came to be known as ‘economic rationalism’. It also had to take note of the move to community participation in school decision making through school councils, and pressures on schools to alleviate if not solve problems such as drugs, child sexual assault, AIDS, violent behaviour and lack of employment. In the time of this study secondary schools had to increase post-compulsory courses offered and provide a huge range of joint courses which involved TAFE and local business. As well as assisting in academic achievement, society now expected schools to ensure that students left school with skills appropriate for immediate job placement. Students leaving school were expected to possess well developed interpersonal skills, and hold the values shared by the wider community. Schools were expected to develop students to be able to behave in the manner preferred by society regardless of the home circumstances of the young person.

All Principals approached provided support for the research. They willingly offered information beyond that specifically requested, giving thoughtful, detailed comments to support the answers they provided. The Principals in the two clusters when the first questionnaire was completed in 1992
were still most co-operative in the second questionnaire administered in 1996 and also in the discussions held with them to seek their insight into the findings of this study.

5.1 SUMMARY, FINDINGS and INTERPRETATIONS of this Study

Jenkins (1991:16-17) stated that Principals' reorientation was required to meet new challenges. The lack of training and support for Principals reported by respondents over the period of change encompassed by this study has been a factor in the reported stress experienced.

That rapid change has become dysfunctional can be seen from Principals' comments in this study. The 1992 findings indicated that whilst there was significant discomfort with the increased administrative demands on Principals most respondents were working to adjust behaviours to the changed system.

The 1996 findings indicate respondents' increased alienation and lessened enthusiasm for helping to make the constantly changing system work. The constant changes to the NSW DET meant that systems and system personnel were removed or altered without their replacement by other processes or personnel being signalled to schools in a way that made them accessible and acceptable. As a result of this displacement recognised ways of processing decisions, information and problems ceased to exist and Principals' workloads increased to the level respondents in this study indicated as "no time to do it all".
Principals in this study because of training, past experience, expectations and reason for choosing teaching as 'profession' felt as if they were not doing their job correctly if divorced from students and the learning program.

The Principals in this study expressed a need for appropriate training in management skills, particularly in the areas of financial management and industrial relations. Principals in NSW were initially teachers and as such were generally flexible and able to adapt to change that was seen as educationally useful. Principals indicated the need to feel confident to command the change in the appropriate time, with appropriate methods. The study showed that the results of uncertainty in procedures were work overload and consequent expressions of feelings of stress.

Hoy, Newland and Blazovsky (in Silver, 1983:79) stated that when structure, policies and function in schools were changed as a result of external or top-down decisions then the climate in the school discouraged innovation and collegiality. The way most Principals in the study coped with the feelings of overload and associated stress was "the putting on the backburner" of many tasks.

Since 1992, every second year the NSW Secondary Principals' Council has run a two day training session for new Principals. As some regions did not provide any professional development for Principals this could mean that a Principal had been in the position for two years without access to any form of inservice. As there has been no comprehensive list or reference to Department of Education Policies Principals, particularly those new to the position, frequently found difficulty in knowing the correct response to controversial or critical issues.

Over the time of this research NSW has gone from a system which was slow to change but where change was ongoing to one of sudden changes and personnel displacement. Career plans have moved from being predictable and manageable to where there is complete uncertainty of future of career and even of present position. The organisation has changed from a large slow bureaucracy,
in which the senior players were known personally or by association to the teaching service, to a remote management centre where strangers made decisions seemingly founded on a political or economic basis. These decisions often appeared to be carried out by others for 'fear of loss of job' or 'in hope of advancement', rather than because the decisions were considered the 'right' ones for teaching and learning.

The findings of this study were supported by the resolutions of the NSW Secondary Principals' Council [these resolutions were presented in Chapter 4 in the results of the interview with the organiser of the Conference (ICQ Q2)]. In particular the resolutions addressed Principals' concerns with: increased managerial responsibilities; global budgeting; career structure; cluster organisation; and industrial relations.

Kimbrough and Burkett (1990:41) stated that "every time a Principal had to carry out an administrative practice that was unpopular with staff, the distance grew between staff and Principal". Principal respondents reported during this study a growing distancing from staff as administrative responsibilities increased.

The responses to the Retired Principals' Questionnaire (RQ18) produced what could be seen as a prophetic statement "I feel that more autonomy and financial independence should be good for schools but may be lost in systems to make it work". The education system which in 1990 gave responsibility to schools through a devolved system of finance managed through regions and clusters in 1996 has returned financial control to the centre with schools holding only nominal responsibility.

Burke (1992:152) stated that the intervention most associated with lack of success was a change in structure and when that intervention was the only change made. Respondents throughout this study
have reported no change to classroom practices as a result of education system changes since the commencement of this study.

Hargreaves (1995:12-14) stated that when change was speeded up or intensified and teachers were overwhelmed by change demands, then those who invested themselves most heavily in the emotional labour of the work were likely to become racked by guilt, become cynical or leave teaching. Respondents in this study indicated the desire for early retirement, a change of position and indicated that they would not choose teaching if they could start their career again.

Further Considerations from the Findings.

By the start of 1995 Principals appeared to have adapted to the changed education structure or had removed themselves from the education system as they retired early. The Principals retiring or resigning appeared to have been replaced with those comfortable in seeking promotion in the altered system and recognised as supportive players in the changed educational field. Principals interviewed who were newly appointed under the merit or local selection process tended to discuss education in terms consistent with those in School-Centred Education.

By October 1995 the Carr Government had removed regions and clusters and replaced them with forty districts and was gradually returning control to the centre. The change did not appear to have anything to do with improving teaching and learning and everything to do with economic decisions. The result of this large scale change was that the level of cynicism of staff in schools escalated with regard to decisions and directions from the Minister of Education and the officers in centre and
districts of the NSW DET. The response of Principals was to reinforce decisions to leave the NSW
DET early, and to reinforce acting in a manner independent to the any demands for action that
appeared to be contrary to educational values.

Only twenty eight percent of the primary Principals and thirty nine percent of the secondary
Principals who were respondents in this study would choose teaching again as a career. Most
other respondents indicated uncertainty rather than that they would definitely select teaching. The
fact that Principals now forty or fifty years of age chose teaching in the first place was most likely to
do with:- security; the job opportunities available at the time; the allocation of scholarships for
teaching; also the limited professional opportunities and suitability of working hours for women.

The finding in the study with respect to the Principal's expressed need to spend more time with
students and teachers could be interpreted that Principals would then feel more purposeful and
fulfilled. They might also then feel that they were in control once again and therefore more sure of
what they were doing.

The respondents reported feelings of stress from their role as a Principal. This appeared to be due
to the increased complexity of the task attributed to the rate and degree of change required by the
restructured education system. It may be that the Principal's role would have changed significantly
and rapidly in any case as a result of society's demands and Principals would have been trying to
respond to these demands from within the confines of the established education system and its
associated industrial mechanisms. The role conflict and sense of lack of control reported by the
Principals in this study as a result of the system changes commenced with School-Centred
Education appeared to increase with the return to system centralisation. The respondents'
expressions of meeting system demands in their own time and in a way appropriate to the needs of
their school became more common.
Strengths of the Study.

The study included a 10% representative section of all Principals in government schools in NSW. There were 3% of the total number of primary Principals included and 37% of the total number of secondary Principals.

There was in the clusters a one hundred percent response from Principals. In the questionnaires it was gratifying to find that Principals had not just made simplistic responses but had contributed thoughtful analytic explanations.

Principals were comfortable discussing issues with the researcher because of the shared background in schools. This provided thoughtful and detailed responses to questions which could easily have been given more simplistic consideration. The experience of the researcher in the role of the Principal in a NSW Government secondary school also assisted in the background and current understandings brought to the study.

The research was timely as far as Principals' interest in what was happening for and to them. All respondents identified with the need to clarify the role of the Principal, consider the effects of restructuring, and provide guidelines for meeting their training needs. Principals appreciated the opportunity to discuss the effect of the change on themselves and the implications of this on the operation of their school.

The thoroughness and comprehensiveness of the literature search undertaken in the early stages of this study in the areas of educational administration, management, leadership, effective schools and the Principalship, aided the understandings of the writer in interpreting the whole.
Weaknesses of the Study.

There were fewer primary Principal respondents than secondary Principals. The study did not originally intend to include primary Principals but changes to education organisational structure in NSW through the development of 'clusters' of schools meant that primary and secondary Principals were working together. The changes to the role of the Principal after the commencement of the study brought the task of the primary Principal closer to that of the secondary Principal; they shared the same administrative tasks and concerns.

The need to adjust the research to accommodate the rate of significant change affected the findings as responses differed over time to such questions as "What do you spend the most time on?" and "What areas would you like training/ more training?" Respondents reflected the demands being made on them at the time of the question. These moved from additional administrative tasks at the start of the study, to financial concerns, to industrial relations and legal concerns.

Limitations of the Study.

The time taken for interviews spread the primary research for this study over several months. The speed of change during that time in the NSW Department of School Education made significant differences to the focus of concern of Principals. Those Principals interviewed in the first semester in 1992 were chiefly concerned with financial management. The Principals interviewed in the
second semester of that year whilst still concerned about financial management indicated industrial relations as their foremost concern.

Due to the work commitments of the researcher and the speed and degree of education system change the NSW education structure had almost come full circle during the life of this study. The system moved from a centralised structure with regions responsible for communication in geographic locations, to a devolved system with increased responsibility for schools, back to a centralised system with regions removed and schools directly responsible to centralised functional directorates.

5.2 Implications

(i) Implications of this Study for Professional Practice and Decision-making

All Principals indicated administrative overload. This could be alleviated by the system appointing additional personnel; by the system increasing the system of allowances for special tasks in schools; by the school employing additional personnel with school funds; by a school Principal joining with neighbouring Principals to share an administrative position such as a bursar; by the Principal delegating some of the administrative tasks. The delegation of curriculum planning, evaluatory, and teacher supervisory tasks to school executive would provide a less favoured means of providing Principal administrative time.
Respondents indicated that the system did not allow sufficient time for requests to be met. There was often the pressure for immediate statistical and informational returns on specific requests, which were often politically based, such as violence in schools. The time taken to provide data for returns such as this was taken from the time spent on the school’s educational program.

The Principals who responded in this study indicated that the speed, rate and constancy of change was dysfunctional. There was general concern that energy was being put into implementing change that could change again with any new government.

This study has shown the felt need for training of a standard quality through inservice activities or courses available to Principals or those aspiring to be Principals. In particular in the areas of:- finance; legal issues; curriculum design; personnel management; and bringing about change. Respondents made it clear that this training should be accessible in all areas of the state.

(ii) Implications of this Study for Understanding of the Field of Research.

This research attempts to relate management and educational administration theory and practice in terms of the Principal’s task in NSW government schools. In the early stages of the course of this study it became clear that many authors writing in these fields had a comprehensive understanding of only one of these areas, or theoretical knowledge in a combination of these areas without practical experience. However, in the latter stages of the study writers were emerging who were blending knowledge bases from the field of business management and educational administration and bringing their own experience to provide a practicality to theory and process.

Education is a building block for future leaders of society. Educational leaders direct the content and process of learning as well as modelling the means of interaction with others for whom they are
responsible. The quality of the educational organisational process and the abilities of the educational leader have a significant impact on the organisations and leaders of the future. It behoves those involved in thinking about the processes of education including the training and development of educational leaders to ensure that they bring the best of all possible areas of thought to theories of educational leadership and management.

(iii) Implications of this Study for Future Research

It has become evident in the course of this research that business management and educational leadership theories overlap. It would appear that in these fields the literature is becoming less pedantic in the language applied and less discrete in the skills associated with each field. Both fields are adopting and adapting in a developmental process.

Further research and theory building appear to be necessary in the merging areas of educational administration and business management as the shift in emphasis to economically driven education systems has turned schools and their personnel into business managers.

There appears to be a need to further investigate the management of schools and the Principal's role. It is proving impossible for Principals to maintain the multiple role that has at present emerged and it is the administrative tasks that are succeeding in occupying a Principal's time. This is causing conflict for Principals as their learned values impel them to place instructional leadership as their prime task.

In the course of the interviews the researcher was made aware of the lack of co-operation and penchant for leaving out detail for persons conducting research in schools with whom a Principal
has no affinity. This became clear through comments made about other research in which the Principal had been involved. Principals value those who have undertaken the same task as themselves and thus reveal greater insights to those who they accept as a peer.

It was also evident that Principals were looking forward to a greater understanding by others of their role. This can only be achieved by further studies which follow the ongoing changes in the role and match knowledge and skills to other areas of expertise for which there is a body of research supported theory and practices.

Other issues which became evident in the process of this study for which a research base would be of value included:

- comparative stress in the Principal's and deputy Principal's position.
- the effect on the Principal's task of the appointment of a bursar in government schools.
- the effects of the Board of Studies function on school program management both primary and secondary schools.
- the effect of the growing number of disruptive students on the Principal's ability to fulfil the requirements of the NSW DET role description.

Impact of the Study in Terms of What was Learned.

The process of responding to this study impacted on the Principals involved particularly those interviewed. They have often referred to the progress of the study in terms of their future and how they have thought more about implications of, for example, taking a Principal's job at a young age "where is there to go five, eight...twenty years from here?" and "I can't do this for that long". The future career of those Principals promoted with more than five to eight years of service remaining will need
attention by the education system to provide them with a sense of growth and newness of thought in the long years they will be required to maintain effectiveness in their job as a school Principal.

The Australian Principals' Council had access to the responses from this study of Principals' need for training, during the APAC/DEET study conducted in 1992. The two education regions most closely involved in this study also have had access to the findings. The findings may provide some insight into the development of appropriate career paths, training and the need for ongoing support of Principals.

The NSW Primary and Secondary Principals' Councils also have had access to the findings of this study which may, particularly in synopsis form, allow Principals to see that others are thinking and feeling in the same way as themselves and provide them with a basis of confidence for the future.

The Department of School Education (from 1998 known as the Department of Education and Training) will have access to this study and could assist Principals by considering the implications of findings such as:

- professional development ... respondents indicated areas in which they would like further training viz., personnel management especially - industrial relations, legal matters, financial management, managing change, curriculum design, and revising structures and policies.

- job satisfaction / health and well being ... respondents indicated the extent and rapidity of changes imposed were stressful and affected health.

- administration ... respondents described the large amount of time diverted from educational concerns towards site management and maintenance, the position of a bursar type position was
favoured.

- support ... respondents indicated that as a result of constant change there was little system
  support available especially when dealing with personnel issues or building and site difficulties.

5.3 RECOMMENDATIONS as a RESULT of THIS STUDY

(i) For Further Research.

In the course of this research questions that have shown to require some investigation include:

Are the reasons for persons becoming teachers and executive in NSW education changing?

Is the Principal's role now more divorced from the classroom than it has ever been and what are the
effects of this?

What has been the impact of the changes in NSW Department of Education structure from
Inspector of Schools in 1989, to Cluster Director, to Director of Schools, to the current District
Superintendent?

Are Principals leaving the teaching service early because values in the changed system are different
to those held when they entered teaching and sought promotion to administrative positions?
Are Principals leaving the service early because the task has become perceived as impossible to achieve?

(ii) For Change in Principal's Practice.

Historically the NSW government has taken a strongly centralised approach to the governance of the education system. It has been difficult for Principals to alter this long established bureaucratic pattern of procedures. However the process and findings of this study has made it possible to make the following recommendations:-

1. To relieve workload stress Principals could delegate and / or employ someone to relieve them of some of the administrative tasks required by the system.

2. To be effective Principals should take control of the education agenda in schools. The personnel giving direction are changing more quickly than Principals and the strategies they set in place keep changing with each new person creating great instability and uncertainty about what is required and how things should be done.

3. The education system needs to provide active and clearly stated support for Principals and their schools endeavouring to meet the demands and needs of a complex society with limited and often inadequate and /or inappropriate resources including training.
(iii) For Considerations Related to Theoretical Constructs.

In the course of this study it has become apparent that there has been a breakdown of discrete theories in relation to educational administration and business management. It has also become evident that leadership theories are less clear than appears to have been the case when it was possible to identify leadership styles or even in the discussions of transformational leadership. In the last five years in Australia a trend, evidenced by the work of writers such as Brian Caldwell, has developed in which the ideas of business management are integrated into the literature of what was previously seen as discretely educational administration.

5.4 CONCLUSION

During the course of this study the practice of educational administration in the NSW Department of School Education has altered significantly. Principals had to quickly adapt to the practices of business management as the recommendations regarding school-based responsibilities included in School-Centred Education were implemented.

The tensions expressed by Principals in this study regarding the ambiguities and tensions in their role as site based managers were reflected in American studies conducted by Lawrence and also by Jackson (unpublished doctoral theses, University of California - reported in Beck and Murphy, 1996:63). In the American studies Principals expressed frustration over what they perceived to be role ambiguity, when 'on the one hand' they felt under greater pressure from devolved responsibility and were more likely to be blamed than under a centralised structure. 'On the other hand ' they were accountable but not in control and were blamed for:- bad decisions reached by the site based
management group; for ineffective implementation by teachers; and ultimately for low levels of student achievement.

The same frustrations as those indicated by the American studies were articulated by the Principals in this study. This study found that there were significant tensions reportedly caused by principals desire to be student and curriculum focussed versus the system demands for increased administrative responsibilities. Principals mastered financial management without any gain in satisfaction with the task of the principal, this was in part because there had been increased central control over discretionary funds between 1992 and 1996.

The continued professional development of Principals in the theories and practices of both business management and educational administration appeared, from the results of this study, to be essential to enhance performance. The ability to manage was recognisably attributed to the degree of confidence Principals felt in applying the skills of management.

During the course of this study Principals indicated an increased responsibility for all matters related to a school without any increase in control over the supply of resources required to successfully manage the school. The Principals also expressed feelings of lack of support from NSW DET personnel. This was usually attributed by the respondents to constant changes in District and Directorate personnel, and the loss of officers with experience in, or understanding of schools.

The level of satisfaction gained by Principals who felt in control of their role in a time of significant and rapid change was found, in this study, to be directly linked to the degree of job stress expressed. It was further found that Principals in this study indicated that health issues were linked
to negative job stress. This study found that the Principal's need to feel in control of the task was likely to result in the filtering of system demands, particularly when it was seen to be necessary to prevent staff work overload.

In an attempt to regain control of the education agenda, this year (1998) the NSW Secondary Principals' Council has commenced a "Futures" project (the researcher is part of the leadership team). The NSW DET has seen the value of a partnership in this project which has the aim of providing direction and strategies to meet educational needs in the twenty first century or as stated by Fullen and Paine (1997:173) "taking the school into the global future while retaining valuable and meaningful links with the past".

The capacity of the Principal to manage the complex task of leading their school was found in this study to influence the 'climate' of the school. A positive, collaborative climate was seen in this study to provide the means to manage the demands for change. These demands for change were found to be constant over the period of this study.

Schools are microcosms of, and reflect changes in, society. Thus the curriculum and student welfare programs offered have continually increased in complexity. Tensions related to global, national and local issues such as: the economy, the political process, and social concerns have impacted significantly on the task of Principals in an education system of devolved responsibility.

Principal respondents clearly articulated their need for: - tertiary education and ongoing professional development in current issues in leadership and management; - an educational emphasis in all system changes; - support from knowledgeable NSW DET administrative and legal personnel;
- increased control over the relationship between supply and usage of resources;
- access to career changes;
- appointment of support staff, such as a bursar, to manage functional administrative details in the school, and thus allow Principals time for 'educational leadership' of students, teachers and curriculum matters.

This study has encompassed a time of constant and significant policy and system change in the NSW DET. It has also been a time in which increased social pressures have impacted on individual schools through family and lifestyle changes within their local community. Principal respondents have presented their role as having total responsibility as an educational leader, resource manager, and filter for staff and students of external and system demands. Respondents have indicated that the role of the Principal has increased significantly in complexity during the period of this study.

This study has found that the professional resources available to Principals should provide ways to lead and manage schools which are relevant to to-day's complex society. Therefore professional literature and courses should interrelate theoretical and empirical understandings which impact on the role of the Principal to-day such as:- social, political, environmental and economic constructs; global and national trends in educational design and practice; educational leadership; business management; legal responsibilities; interpersonal skills; and personal health management.
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APPENDICES

APPENDIX 1. Principals' Councils' Questionnaire 1.

THANK YOU FOR YOUR INTEREST. I am grateful for your assistance with my research for a doctoral thesis at the University of Wollongong. I am on leave from the Department of School Education and have approval for my research.

Topic: The changing role of the Principal: Effect on the individual Principal and their school.

I realise the number of requests you receive so I appreciate the time you will take to complete this questionnaire. I hope the results of the research will have a positive effect for Principals in the future.

Please indicate and comment as appropriate.

1. Length of time as a Principal .... years.  
2. Previous position ................................

3. Please circle as applicable: MALE / FEMALE

4. Do you have any formal training in educational administration. YES / NO

   Course/s studied ....................................................

5. Please indicate ( ) the management skills you:

   gained        gained through        would like
   yourself      Dept. inservice       further training

   financial management              ......       ......       ......
   curriculum design                 ......       ......       ......
   bringing about change             ......       ......       ......
   performance appraisal             ......       ......       ......
   revising existing policies/
   structures/procedures            ......       ......       ......

   Other areas in which you would like a training course .........................

6. Which term most closely describes your role as Principal? (circle one)

   REWARDING ENJOYABLE CHALLENGING FRUSTRATING EXHAUSTING

   Please add your own feelings about the role ...

7. In general how STRESSFUL is it being a Principal? (circle one)

   NOT AT ALL  MODERATELY  VERY  EXTREMELY

   Please comment ...

8. Do you feel the job has been a cause of health problems? YES / NO

9. How likely is it you would choose teaching as a career if you were starting your work life over again? (circle one)

   HIGHLY LIKELY  UNSURE  NOT LIKELY  DEFINITELY NOT

   Please comment...

Please turn over
10. What do you find takes most of your time in an average school week? (e.g. correspondence, interviews, meetings, supervision, maintenance)

Is there an area to which you would like to devote more time? Please explain ...

11. What do you think has changed most in the Principal's role since the implementation of the recommendations in 'School-Centred Education'?

12. What do you see as the effect in your school of changes in your role? (e.g. involvement in school activities/ instructional program; relationships with staff, students and their families)

Please add any thoughts and/or directions you see for the Principal's role in the future.

THANK YOU (please place in blue box at official desk) 

Marie Lyall
Collated data from Primary and Secondary Principals’ Councils’ Questionnaire 1.

Only responses with too much detail to present in Chapter 4 have been included in the appendix.

Q6 Most describes the role of the Principal.

Primary respondents:
not enough time; trying to balance requests from system with what you see as more valuable;
not enough training in change; enjoying challenge of change; problem when direction for change is for political reasons;
ten years ago more rewarding/enjoyable...today mostly frustrating and exhausting;
absorb duties of centre/region...day gone from 8/10 hours to 12/16 hours;
role is exclusive...little time for personal interests;
staff resistant = frustration.

Secondary:
consuming...2; huge workload increase in past twelve months...2; since schools renewal...workload doubled and unsatisfying and unachievable;
looking forward to early retirement...2; not rewarding; worrying; becoming more difficult each year;
no ‘fun’ any more; need time to exercise to relieve stress;
sometimes wonder if I made a sane decision when I accepted my appointment(LT);
more pluses than minuses; never boring; sometimes fun;
frustrating and exhausting because of government intervention; need stability;
enjoyable four years ago, then challenging and in last two years - demoralising (Principal 6 years);
far too much requested to be done yesterday; far too much requested which appears to be of little significance;
I have to initiate all my own and my staff development-CD grossly underqualified to perform ‘educational leader’ role;
Q7 In general how stressful is it being a Principal?

Additional comments.

Primary:
easier each year as you learn from mistakes...2;
getting more stressful; stress increases with greater and increased polarisation of interest groups and increased political interference;
pressure from all sides...everyone wants action instantly; pressure enormous...everything to be done yesterday; no time to reflect, research, contemplate, think;

Secondary:
varied pressures...3;
rate of change .. 2; expectations/demands confused-far too many changes to digest and make in the time available...2;
90 seconds per task, 14 hours per day, 6 days per week; lot of night work;
stress can be managed by a realistic approach-particularly from the centre; the more experience the less the stress; getting less with merit selection-11 out of my 12 executive I have selected;
teleinterruptions;
no more stressful than DP's job; Deputy Principal's job is more stressful- less satisfaction;
appreciate loss of repetitious day to day grind of DP which cut down time for challenging new things;
education has become political, many are politically motivated-no real outcome for students;
depends on daily self esteem;
concern because of notification by media of policy change/ decisions;
Teachers' Federation and NSW DET-adversarial roles;
interface between ADG and Regional Office has been non-existent- shared and acknowledged partnership in educational leadership is absent;
role change significant and will continue to do so...50% change over five years as Principal; serve
many bosses and preside over processes about whose aims society cannot agree.

Q9 How likely is it you would choose teaching as a career if starting over again?

Additional comments:

Primary:
like teaching...achieve human potential; service to others; allows one to develop one’s skills;
ever boring; love dealing with people; love kids; like lifestyle;
doubt choice second time round...knowing stress/frustration and adverse effect on self/family;
status of education not attractive; rewarding...not financially;
highly likely if circumstances the same and then not likely if like now;
do something else...more opportunities open to women now not just teaching and nursing;

Secondary:
many more options now...7; greater financial rewards elsewhere...6;
chose teaching because couldn’t afford to go to university...5;
teaching-sense of achievement and worthwhile...4;
rewarding if managed correctly...2;
joined knowing low financial reward but security-now security reduced/none and financial rewards
not increased...2;
teaching seen as a ‘vocation’-something to be returned to the community-would have liked to have
seen how one would go in business...2;
children are the important centre of education; love teaching; enjoy children's growth and development; enjoy teaching wouldn't aim for Principal again;
accountability not trust; little sense of direction; too many masters; too much political interference;
merit promotion a joke;
rewards are not financial; love it worts(sic) and all; ongoing 'buzz' not in another occupation;
teacher can be own boss if agree with what you are expected to do; chose teaching to be a leader;
 Teachers' Federation creating tension;
downgrading of teaching over twenty five years causes personal/professional anguish-most of my friends are in positions which enjoy greater community esteem; worth of teachers not recognised by the community;
concern over current directions-selective schools, sponsorship etc.;

Q10 (i) Which tasks take most of your time in an average school week?

Primary:
communications...4; demands from system for information; responses to draft policies/ programs;
cluster; organisational structure matters; motivation of schools renewal;
developing executive; pastoral care of staff/students; staff negotiating to have things developed;
'snap' requirements..."I need the answer to this yesterday even if you don't see it as a requirement";

Secondary:
meetings...47; telephone calls...7; varies each day/week...6; planning...6; disruptive students...6; all linked...4; meetings out of school at ERC/Region...4; financial management...4;
Board of Studies...3; reading...2; working with the various teams-developing and maintaining programs...2; monitoring discussions...2; symbolic leadership; deal with several things at one time; policy consideration and development of drafts takes one to two hours each morning before school; school-based activities out of school time; new management practices require more consultation/committees;

Q 10 (ii) To which area would you like to be able to devote more time?

Primary:
develop new ideas/exciting projects ... 2; assist children/teachers to reach potential; student assessment and program evaluation; support for curriculum implementation; personal fitness and well-being; personal study;

Secondary:
executive/head teacher development ... 6; teaching sequences of lessons ... 5; professional reading ... 5; moving around school ... 3; student welfare ... 3; regular meetings with key staff ... 2; talking with ancillary staff ... 2; visit sporting and other events ... 2; assessing what is important ... 2; Board of Studies rules; curriculum development; getting to know/mix with students; meeting students self esteem needs; relieving staff stress; people; team building; motivation;
meeting with parents; need quality time;
reflective management; overall management; evaluation; financial planning;
education of rural isolated; post-compulsory education; students not aiming for tertiary education; keeping up with developments - other schools, regions, states and countries;

Q 11. What changes have there been in the Principal's role since the implementation of the recommendations in School-Centred Education?

Primary:
shift from classroom to performance management/OASIS/school councils ... 2; shift to adviser, counsellor, facilitator... 2; monitoring...2;
Principal become more inundated with demands for implementation of programs devised and arranged by external agencies; more responsible but not power; reports on reports; role ambiguity...lack of definition of job; increased pressure due to management;
higher degree of team negotiation skills required; time needed;
wider range in information needed; real power to realise vision;
Board of Studies/government priorities; restructured regional/state administration;

Secondary:
entrepreneurial manager... 26; less an educator... 17; amount of time out of school/poor image to staff and students-resented/less stability ... 15; total work load/ role increase ... 13;
community involvement/local decisions/school councils ... 8; delegation of tasks I feel are mine/greater responsibility delegated to DP ... 7; Principal continuous change agent ... 7; staffing interviews ... 4; public relations ... 3; too many changes at once, many ill-considered, no consultation and not thoroughly prepared ... 3; uncertainty of future .. 3; lack of sense of security

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in system/what's on agenda next week? ... 3; need to motivate staff as Dept. expectations of them are not their expectations ... 3; freedom to initiate-recognise/appreciate that the choice is increasingly ours...3; more responsibility in same time ... 3; OASIS problems ... 2; need to insulate staff from turmoil ... 2; more consultation ... 2; cluster meetings-little return(if any) to school ... 2; time wasted on accountability-basically theory and not positive ... 2; less welfare ... 2;

advancement of teachers unsure; too many unknowns-can't assure the staff about the future; 'we have been dragged kicking and screaming away from kids'; education destabilised; career paths-own and teachers; industrial mediation; poor staff morale; need to reassure staff it is worthwhile; 'the system' is a playground for senior staff;

more useless information from centre; loss of centre support; no co-ordination/mass of unrelated programs; increased information flow and its distribution;

politicalisation of education; system even more hierarchical;

technological change; goals; more flexibility needed; adjusting to new culture-how we educate children; schools have to deliver everything;

staff see Principal as a puppet responsible for implementing government policy; handling limited funds for issues over which we have no control; Principal a filter;

need to be a good leader; professional development;

flexibility in employing support and relief staff;

administration up 50% / educational leadership down 50%; more work to take home;

strong push by government officials for school councils; school council and P & C meetings;

too many meetings out of school-of doubtful significance/value; switch from school-centred education to line management- do as you are told education = stress on Principal and staff;

time spent marketing the school in and out of school hours;

need high expertise e.g. industrial relations/financial management;
Q 12 What has been the effect in the school of changes in the Principal’s role?

Primary:

staff increasingly see Principal as responsible for structural change and react accordingly...3; need to spend more time on relationship maintenance with staff...2; greater need to consult with staff and community...whether they want it or not;

problem with staff relationships due to conflicting roles of performance management, staff developer, staff selector(interview) and evaluator;

administration at home and week-ends; more office bound;

enjoy sharing decision-making; greater flexibility of funds to fit school agenda;

teachers expected to devote excessive amount of time out of school;

less opportunity to become involved in the ‘lighter’ moments of school life;

‘butterfly’ -it is interesting to go from one thing to another but of doubtful value

Secondary:

more change management...2; longer hours...2;

staff perceive that more decision-making vested in Principal...2;

constant change = decline in staff morale...2;

staff need to be shielded from some devolved pressures to allow them to emphasise teaching...2;

CD personality a factor/useless...2; education perceived as too political...2;

less support for Principal; less sure of self; increased status;

complaints of paper war and accountability; more management accountability;

industrial issues of equity and opportunity; often placed in poor position with poor relations between Teachers’ Federation and DOSE;

school council leadership; more time with ancillary; role not changed;

distance between Department of School Education and teachers; increased interaction with Department of School Education and public;
school more prepared to accept change and improved teaching methods;
more staff development; staff stress; increased professionalism;
more influence on curriculum through leading teacher;
school-centred needs Principal present more not less; can develop role as I wish;
my presence/absence at/from committee meetings has taken on a new significance-I am seen as a
doler out of money; more money for school needs;
实施 the change agenda has impeded the development of school-centred targets;
increasingly busy-last two terms busiest ever(Principal 9 years);
pressure to drop time spent with students and staff;
it will be interesting in ten years time to see how enduring some managerial change is and how
much student outcomes have improved;
school council may erode P & C;
Senior teachers more involved in assisting junior staff; less time for staff development, visits to
classrooms and team teaching;
mustn't lose sight of fundamental role - education should not be at the whim of the transient
enthusiasm of non-practically based managerial administrators posing as educationalists;
opportunity to initiate and improve school; there is a realisation by staff that it is 'we' who will
achieve our school goals not 'them' out there;
staff apologetic at interrupting my work; time becomes so critical tend to rush/resent interviews;
business/community support; better staff relations;
merit selection can get top people into the school;
more emphasis on instructional program;
AST positions hard for Principal too few positions for senior people;
Principals were also asked to provide thoughts and/or directions for the Principal's role in the future.

Primary:

could do it all and strike balance if more administrative help-particularly finance...2;
greater consultancy for student needs, individual learning programs, home-based learning;
a big CV does not necessarily mean a better educational leader;
further progress to managerial model;
alternative learning programs; to keep more mature teachers on task and motivate;
greater degree of professionalism required and acknowledgment by the community;
increased job satisfaction if new skills required are matched by professional development from NSW DET;
hopefully better team approach and children having more say;
believe will be more centrally controlled;
Principals need to assume responsibility for peer assessment and be more vocal in policy formation;
limited control of resources- global budgeting does not give much flexibility regarding educational funds.

Secondary:

industrial relations a worry...5; must resist temptation to become business managers and not true educational leaders/ don't let financial management take over...4;
Principal responsible for school image and climate...3;
more responsibility...3; more financial management responsibility...3;
develop structures to delegate .. 3;
problem-unsure career/advancement/transfer of Principals/teachers...3;
Principal will become more a 'boss' and less a collegial educator within the school...2;
performance appraisal/quality assurance...2; community expectations increase...2;
two and a half years of massive change, cost and disruption—not affected classroom practices. 2; pay should match responsibility...2; an in office Principal is irrelevant; further community responsibility; greater parent/community involvement/influence; young Principals carry heavier workload; burnout problems; need health/stress management; Principal centre of more pressure; more independent of the system; need to give balance; greater devolution of staffing-hiring, salaries; more and more leader in educational and resource management; marketing skills; it's got to get better; is it better?/merit for what?; Principals must be out and involved in the school; need to move around school; Principal's role to see change is of educational value; every school should have a LT; role more interesting; need to look ahead; new priorities each year; have to be 'special' to maintain momentum in schools; need to be flexible, adaptable, people-centred; schools need educators not managers; position of enormous influence but we are only human; continuing pressures; 50% leadership/50% manager; gradual evolution of role; more mediation NSW DET/ ministry/staff; need debating and PR skills; Principal should be the quality contact personnel—should run schools without CDs; regional personnel need to understand change to school self-management; don't confuse political/financial considerations with educational change; danger of privatisation of public education; Principal must interact/relate to/represent/lead school community not let politicians have control or expect instant responses; need centre and Federation to reach agreement—cannot pass problems down to Principal because too hard; pursuit of 'role' statement may help clarify future directions—needs link with role/reward statement. Additional comment...640 primary Principals teach full time the rest is done before/after school.
APPENDIX 2.

Cluster Principals’ Questionnaire.

Please indicate and comment as you feel it appropriate.

BACKGROUND

1. Please circle as applicable: male / female
   primary / secondary Principal

2. Length of service in schools:
   10 - 19 years ..... 
   20 - 29 years ..... 
   30 and over years ..... 

3. Number of years as a:
   Principal ..... deputy Principal ..... 
   SEO2/PEO/CEO ..... assistant Principal ..... 
   leading teacher ..... head teacher ..... 
   other _____ ..... 

4. Degrees / Qualifications held: Teachers’ Cert / Dip Ed.
   Bachelor of ____________________
   Masters in ____________________
   Other _________________________

5. In general how would you describe your role as a school Principal? (circle one)
   rewarding stimulating enjoyable challenging stressful exhausting

   Please add your own feelings about the role ________________________

6. How likely is it you would choose teaching as a career if you were starting your work life
   over again? (circle one)

   Highly likely Unsure Not likely Definitely not

   Please comment _
EFFECTS OF PRINCIPAL'S ROLE

7. How would you describe the level of job satisfaction? (circle one)

<table>
<thead>
<tr>
<th>Very satisfactory</th>
<th>Fairly satisfactory</th>
<th>No feeling either way</th>
<th>Fairly dissatisfying</th>
<th>Very dissatisfying</th>
</tr>
</thead>
</table>

Please explain ____________________________________________________________

8. Please indicate ( ) particular aspects of the Principal’s position you find give satisfaction:

- intellectual challenge
- holidays
- working hours
- variety in job
- status
- worthwhile task
- influencing others' behaviour
- adequate salary
- recognition by senior officers
- other

9. In general how stressful is it being a Principal? (circle one)

<table>
<thead>
<tr>
<th>Not at all stressful</th>
<th>Fairly stressful</th>
<th>Moderately stressful</th>
<th>Very stressful</th>
<th>Extremely stressful</th>
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</thead>
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Please comment

10. In general how would you rate the following factors? ( x ) as applicable:
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<th>Issue</th>
<th>3 Years Ago</th>
<th>Now</th>
<th>little/no stress</th>
<th>causing stress</th>
<th>little/no stress</th>
<th>causing stress</th>
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<td>Frequent change</td>
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<td>Problems e.g. falling enrolments</td>
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11. Please indicate ( ) the management skills you:
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<th>would like training further training</th>
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<td>conducting meetings</td>
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</tbody>
</table>

12. Do you feel the job is a cause of a decline in health? YES / NO
13. Do you feel isolated or supported by peers, school staff, the system, community, or media?

14. Which group of persons causes you the most problems as a Principal?
   Rank in order with '1' the group causing the most problems.
   students
   teachers
   school assistants
   parents
   other

Please explain why you ranked that group as causing the most problems:

15. How do you spend your time? Rank all factors, with '1' as that given the most time over an average week. (add others if you wish)

   parent interviews
   teacher interviews
   school assistant interviews
   merit selection procedures
   tea/coffee/lunch breaks
   meetings
   planning
   professional reading
   executive interviews
   student interviews
   official correspondence
   social chats
   maintenance grounds/buildings
   telephone calls
   supervision of teachers
   other

382
16. Please indicate ( ) the frequency of the following as appropriate  
(CD = cluster director)  
<table>
<thead>
<tr>
<th></th>
<th>always</th>
<th>often</th>
<th>occasionally</th>
<th>never</th>
</tr>
</thead>
<tbody>
<tr>
<td>I feel supported by 'the system'</td>
<td>......</td>
<td>......</td>
<td>........</td>
<td>......</td>
</tr>
<tr>
<td>I feel supported in industrial</td>
<td>......</td>
<td>......</td>
<td>........</td>
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</tr>
<tr>
<td>matters by my union</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>My CD seeks my opinion</td>
<td>......</td>
<td>......</td>
<td>........</td>
<td>......</td>
</tr>
<tr>
<td>I believe my professional views</td>
<td>......</td>
<td>......</td>
<td>........</td>
<td>......</td>
</tr>
<tr>
<td>and opinions are shared by my</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>peers and CD</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>I feel I can discuss job</td>
<td>......</td>
<td>......</td>
<td>........</td>
<td>......</td>
</tr>
<tr>
<td>related difficulties and possible</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>solutions with peers/CD</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Please add any comments you wish regarding your support systems - in place or you those you would like to have in place

17. Indicate ( )your feelings regarding change in job structure:

<table>
<thead>
<tr>
<th>Change in student numbers creating change in level of Principal's position e.g. P1 to P2</th>
<th>positive</th>
<th>mixed</th>
<th>negative</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>......</td>
<td>......</td>
<td>......</td>
</tr>
<tr>
<td>Second Deputy Principals</td>
<td>......</td>
<td>......</td>
<td>......</td>
</tr>
<tr>
<td>Leading Teachers</td>
<td>......</td>
<td>......</td>
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<td>Change of personnel in position of Cluster Director</td>
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<tr>
<td>School based budgeting</td>
<td>......</td>
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</tr>
<tr>
<td>School based appointment of staff</td>
<td>......</td>
<td>......</td>
<td>......</td>
</tr>
</tbody>
</table>
**PERCEPTIONS OF SCHOOL CLIMATE**

18. Please indicate ( ) the frequency of the following as appropriate:

<table>
<thead>
<tr>
<th>Perception</th>
<th>always</th>
<th>often</th>
<th>occasionally</th>
<th>never</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teachers at the school mix well socially</td>
<td></td>
<td></td>
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<tr>
<td>I feel I receive help/support from the staff</td>
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<tr>
<td>In the school teachers have a feeling of belonging and being needed</td>
<td></td>
<td></td>
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<tr>
<td>Staff can be relied on to work with a steady persistence</td>
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<tr>
<td>Staff co-operate with each other to achieve common professional objectives</td>
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<tr>
<td>Staff come to me discuss their problems</td>
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<tr>
<td>Staff transfers occur</td>
<td></td>
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<tr>
<td>Vandalism occurs</td>
<td></td>
<td></td>
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<tr>
<td>Ideas for change are readily considered by staff</td>
<td></td>
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</tr>
<tr>
<td>Students are absent</td>
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</tr>
<tr>
<td>Staff are absent</td>
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<tr>
<td>Parents voluntarily participate e.g. tutors/excursions/meetings etc.</td>
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<tr>
<td>Parent surveys/information requests are returned</td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Student transfers occur</td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Displays of student work are held</td>
<td></td>
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<tr>
<td>Students are involved on committees with staff</td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Extra curricula activities are held e.g. productions/camps/o’night excursions</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Have you comments regarding your role, changes in your role and effects you perceive on the general functioning and climate of the school, including relationships with staff, students and their families?

(If you have a role statement I would appreciate a copy)

Please add any other comments, suggestions ..........

THANK YOU FOR YOUR TIME
Collated data from Cluster Principals’ Questionnaire.

Only responses with too much detail to present in Chapter 4 have been included in the appendix.

Primary Principals responses / Secondary Principals responses... are indicated e.g. 4/8

CQ Final Comments regarding:- role, changes in your role, and effect perceived on the general functioning and climate of the school, including relationships with staff, students and their families.

Role of Principal changed dramatically from leader involved in classroom, curriculum development, student welfare, staff development and good personal relations with parents-now a capable administrator and financial manager but not the same rewards...5/3;
Loss of time available for personal interaction with staff/students = remoteness of Principal...1/1;
Morale varies-not as high as in the past - constant cynicism lack of confidence(and low morale) in Dept. (NSW DET) procedures especially merit selection and political bias...1/1;
imbalance of roles between educational leadership and manager in restructuring...2/0;
given current government policy- change in Principal's role inevitable-it is the rate that is causing concern...2/0;
concept of primary/secondary schools in combined cluster meetings needs review- lack of relevance of cluster groups to school-cluster activities not relevant to daily routine of secondary school...0/2;
shift into 'management ' functions increasingly dominates available time. -moving Principal to a system representative function with resultant distancing from staff/students and an employer/employee relationship as distinct from a collegial relationship...0/1;
staff relationships deteriorate-competition for HT positions and AST-Principal held responsible for
person missing out on job...0/1;
emotion charged atmosphere...0/1; job getting more stressful but enjoy challenge...0/1;
hope equilibrium will be restored when renewal process complete and education a higher priority
than economics...1/0; have to rely on committees...0/1;
have received support from staff, students, parents so find role rewarding...1/0;
lack of time to consult adequately with staff and parents and to discuss issues = hard to allay
fears and concerns...1/0;
just when you have come to grips with a major change another more urgent arrives-direct
effect on relationship with staff and to a lesser degree parents...1/0;
CD's role changing-this must be stabilised before Principal's role clear...1/0;
Principal still tied to mundane things-need time and resources to be a visionary/leader/guiding light
for the staff...1/0;
find many new features rewarding and feel can effectively carry them out-problem haven't shed any
old responsibilities and can't continue to increase work load...1/0;
mid level executive don't share enthusiasm-do as they're told not extend sphere of influence...1/0.
APPENDIX 3. Retired Principals’ Questionnaire.

Please indicate and comment as you feel appropriate.

BACKGROUND

1. Length of service in schools ..................... 10 - 19 years .........
   20 - 29 years .........
   30 and over years .........

2. Number of years as ..................... Principal ______
   deputy Principal ______
   head teacher ______

3. Degrees / qualifications held ..................... Teachers’ Cert / Dip Ed.
   Bachelor of _______
   Masters in _______
   Other _______

4. Reason for retirement ____________________________________________
   ____________________________________________

5. Would like to be a Principal still? Yes / No
   Why / why not? ____________________________________________
   ____________________________________________

6. How likely is it you would choose teaching as a career if you were starting your work life over again?
   Highly likely  Unsure  Not likely  Definitely not
   Please comment ____________________________________________
EFFECTS OF PRINCIPAL’S ROLE

7. How would you describe the level of job satisfaction?

<table>
<thead>
<tr>
<th>Very satisfactory</th>
<th>Fairly satisfactory</th>
<th>No feeling</th>
<th>Fairly dissatisfying</th>
<th>Very dissatisfying</th>
</tr>
</thead>
</table>

Please explain


8. Please indicate particular aspects of the Principal’s position you found gave satisfaction.

- holidays
- working hours
- variety in job
- worthwhile task
- adequate salary
- recognition by senior officers
- other

9. In general how stressful was it being a Principal?

<table>
<thead>
<tr>
<th>Not at all stressful</th>
<th>Fairly stressful</th>
<th>Moderately stressful</th>
<th>Very stressful</th>
<th>Extremely stressful</th>
</tr>
</thead>
</table>

Please comment


389
10. In general how would you rate the following factors?

<table>
<thead>
<tr>
<th>Factor</th>
<th>5yrs before retirement</th>
<th>Year of retirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lack of participation in system decision making</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Frequent change</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Problems e.g. falling enrolments</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Inspector/Cluster Director system</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Transfer rights</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Student attitude</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Shortage of money/equipment</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Break and entry</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Maintenance/repairs</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Inappropriate industrial action</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Staff lack adequate skills</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Forward planning</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Financial management</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Curriculum matters &amp; Evaluation</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Checking clerical matters</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Dealing with mail</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Dealing with official requests</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Meetings in school</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Meetings in cluster/region</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
<tr>
<td>Other</td>
<td>little/no stress</td>
<td>causing stress</td>
</tr>
</tbody>
</table>
11. Please indicate the management skills you:

<table>
<thead>
<tr>
<th>Skill</th>
<th>gained yourself</th>
<th>gained through Dept. inservice</th>
<th>would have liked training/further training</th>
</tr>
</thead>
<tbody>
<tr>
<td>financial management</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>forward planning</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>personnel management</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>policy development</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>curriculum design</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>conducting meetings</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>resolving conflict</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>public relations</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>staffing plans</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>bringing about change</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>corrective interviews for staff</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>team building</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>evaluation</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>supervision</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>staff development</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>participative decision making</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>recruiting/selecting personnel</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>revising existing policies/structures/procedures</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>other</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

12. Did you feel the job was a cause of a decline in health? Yes / No
13. Did you feel isolated or supported by peers, school staff, the system, community, or media?

<table>
<thead>
<tr>
<th></th>
<th>isolated</th>
<th>or</th>
<th>supported</th>
</tr>
</thead>
<tbody>
<tr>
<td>peers</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>school staff</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>the system</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>community</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>media</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

14. Which group of persons caused you the most problems as a Principal? Please rank '1' the group causing the most problems.

- students
- teachers
- school assistants
- parents
- other

Please explain why you ranked that group as causing the most problems

15. How did you spend your time? Rank all the factors with '1' as that given the most time over an average week. (add others if you wish)

- parent interviews
- teacher interviews
- school assistant interviews
- merit selection procedures
- tea/coffee/lunch breaks
- meetings
- executive interviews
- student interviews
- official correspondence
- social chats
- maintenance grounds/buildings
- telephone calls

392
16. Please indicate the frequency of the following as appropriate (CD = cluster director)

<table>
<thead>
<tr>
<th>Statement</th>
<th>always</th>
<th>often</th>
<th>occasionally</th>
<th>never</th>
</tr>
</thead>
<tbody>
<tr>
<td>My inspector/CD sought my opinions on important matters before going ahead</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>In time of conflict my inspector/CD supported me</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>My professional views and opinions were shared by my peers and inspector/CD</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>My inspector/CD looked out for my personal welfare</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>I felt I could discuss job related difficulties and possible solutions with peers/inspector/CD</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

17. Indicate your feelings regarding change in job structure:

<table>
<thead>
<tr>
<th>Change in numbers/creating Principal 1 and 2 positions</th>
<th>positive</th>
<th>mixed</th>
<th>negative</th>
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</thead>
<tbody>
<tr>
<td></td>
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<td>Second deputy Principals</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Change in head teacher positions to fit key learning areas</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Change from inspector of schools to cluster director positions</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cluster director role changed from that of colleague to line supervisor</td>
<td></td>
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<td></td>
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<tr>
<td>Change of personnel in position of inspector/cluster director</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>School based budgeting</td>
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<td></td>
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<tr>
<td>School based appointment of staff</td>
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<td></td>
</tr>
</tbody>
</table>
PERCEPTIONS OF SCHOOL CLIMATE

18. Please indicate the frequency of the following as appropriate:

<table>
<thead>
<tr>
<th>Event</th>
<th>always</th>
<th>often</th>
<th>occasionally</th>
<th>never</th>
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<tbody>
<tr>
<td>Teachers at the school mixed well socially</td>
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<td>Staff could be relied on to work with a steady persistence</td>
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<tr>
<td>Vandalism occurred</td>
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<tr>
<td>Parent surveys/information requests were returned</td>
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<td></td>
</tr>
<tr>
<td>Displays of student work were held</td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Students were involved on committees with staff</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Extra curricula activities were held e.g. productions/overnight excursions/camps</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Please add any comments you would like ... everything is useful!

THANK YOU FOR YOUR TIME
APPENDIX 4. Interview with Cluster Principals. 1992

If no survey (remind of confidentiality)

1. Years as a Principal
   DP/AP
   other executive

2. Qualifications

3. Do you enjoy Principal’s role all / some of the time ...
   What aspects do you enjoy most
   What aspects cause the most problems - for your lifestyle ...
   - in your job ...

4. Would you follow the same career path if starting now ...
   Why / why not ...

5. On an average day what do you spend most time on ...
   - mail
   - interviews ... teachers / students / parents
   - maintenance / repairs / break and entry
   - planning / meetings
   - supervision / classroom visits ...

   What would you like to be able to spend more time on ...

6. Do you feel you are well supported in your position ...
   By whom... / in what manner ...
   Who would you like more support from... / of what kind ...

7. Did you feel well prepared to take up the role of Principal ...
   How did you gain your skills ...

   In hindsight - is there any knowledge / training you wish you had acquired in preparation for the position ...

   How would you like to have gained this ...
8. Would you talk about your school ... the good/ the problems/ the things you are working on ...

9. What are the greatest areas of change in your job you have seen since becoming a Principal...

   What further changes do you believe will affect you most within the next 2 years .../5 years...

   What do you think you will be doing 5 years / 10 years from now ...

10. Do you have any questions / further comments .....
INTERVIEW  Cluster Principals  1992

If a survey completed (remind about confidentiality)

1. What size / classification is your school ...
   no. of students...
   no. of teachers ...
   no. of school assistants ...

2. How long have you been the Principal at this school ...

3. What aspects do you enjoy most about the school ...

4. What travelling distance / time do you live from the school ...

5. Do you get called in often for problems e.g. break and entry ...
   Do you wish there could be other ways of dealing with this ...
   Have you any suggestions ...

6. Do you spend time on after school activities ...
   What are they ...

7. Who cares for the grounds / buildings ...
   Do parents / students help ... in what way ...

8. What do you do now that you did not need to do when you
   became a Principal ...
   Are there tasks you don't do now which you used to do ...

9. What has been the most significant change for you in your role
   in recent times ...
10. What would you like to be able to give more time to ... 

11. Do you agree with all the statements in the July, 1992 gazetted 'Role of the Principal'... 

12. If you have a school council is it problem free... 

13. How do you feel about quality assurance / performance appraisal ... 
   Would peer appraisal be workable ... 

14. What changes do you think you will have to make in the next 2 years ... 

15. What will you be doing in 5 years / 10 years time ... 

16. Do you have any questions / comments ... suggestions for Principals new to the positions e.g. training needed ...
Collated data from Interview with Cluster Principals.

Only responses with too much detail to present in Chapter 4 have been included in the appendix.

Primary Principals responses / Secondary Principals responses.

IQ8 What do you/don’t you do now that you did not need to do when you first became a Principal?

increased work/ more and more hours-can’t see the evidence you could in past years...2/2;
change not all in the best interests of children-need to control change...2/0;
staffing interviews...0/2;
staff aware of everything and involved in decisions e.g. nominated transfers...1/1;
community relations...0/1; school/industry links...0/1;
many things-just go ahead and do it...1/0; guide/implement OASIS...1/0;
getting more difficult have to be more removed from staff than before...1/0;
now manage people to do curriculum development...1/0; more removed from teaching...1/0;
more planning and documentation...1/0; more accountability, devolution, budget...0/1;
time on promoting school/competing for students...0/1;
resent increase in number of nights out e.g. school council and number of cluster/regional meetings of poor quality/content...0/1.

IQ9 What has been the most significant change in your role in recent times?

more administration/office work...13/6; planning/management...6/1; more delegation...2/0; less interaction with students...2/0; need time for extra duties...1/1;
more time trying to involve people in decision-making...1/1; OASIS...0/1;
can't get so involved in curriculum...1/0;
Principal meat in sandwich-responsible to everyone...1/0; going out into the community...0/1;
financial worries now enormous...1/0; need the money to be flexible...1/0;
work load impinges on life-problem with marriage...1/0; more work taken home...0/1;
should start with school plan and work up-(but)only feed down not up as region and cluster plans
come first...0/1.

IQ10 What would you like to give more time to?

students-we're teachers first!...13/4; staff...3/3; executive...2/2; curriculum...3/1;
get around school more...1/3; more time to do job properly rather than lots of jobs in bits...1/2;
time to work with individuals...1/1; developing climate...1/0;
problem-(I as Principal) taught (a class) to stop composite classes-can't do it with administrative
workload...1/0;
can't implement ideas when can't model...0/1; seeing the big picture...1/0;
family-administration interferes...1/0; policies, annual report, management plan...0/1;
had to skill myself -for a while I felt deskilled e.g. global budgeting, school-based programs and
frustrated because couldn't do as I liked/good at i.e. with 'kids'...1/0.
IQ13(i) How do you feel about Quality Assurance / Performance Appraisal?

depends on CD/some OK, others a problem...9/5; only if it enhances working environment for children and judged by effective student outcomes...3/0; who will do it?...0/1;
uncertain where will information go and what will reaction be...2/1;
Dept says OK-Federation says doom and gloom...2/0; loyalties a problem...1/0;
developmental rather than appraisal...1/0; window dressing/slap on wrist...1/0;
have to let parents know where at with children...1/0; different ideas by each group...1/0; what will happen-contracts?...1/0; Clayton’s effect unless crunch line-lose job/money...0/1;
not like business quantitative/impossible for Principal to prove a school is doing well...0/1.

IQ14 What changes do you think that you will have to make in the next two years?

waiting for early retirement...3/2; worry about the future (43 & 45yrs old)...3/1; changes will continue...2/0; delegation of staff funding/notional budget...2/0;
have to defend position this year(school size decreasing)/...2/0;
teachers don’t read change documents...2/0;
change will slow down as schools take control...1/1; keep staff morale up...1/1;
drive 33km /120km to school-need transfer won’t get it(46/48yrs old)...1/1;
Board(of Studies)/Dept (NSW DET)divorce a problem...1/0; flexible...1/0
personal CV-family loses to CV...1/0; merit selection...0/1;
administrative staff more problems-someone will have to set new procedures up...1/0;
long bank process- used to have one order book...1/0; industrial relations...1/0;
still here-like to be P1 can’t do this (50yrs old)... 1/0; same-have five years tenure... 1/0; more administration... 1/0; more work from Dept(NSW DET) ‘school-based’ is a ‘Furphy’... 1/0; (probably have to deal with a) heart/health problem... 1/0; enlarged budget role-site manager... 1/0; not cyclic maintenance unless new school... 1/0; not enjoy telling teachers to go... 1/0; share GA’s across schools... 1/0; problem-academics influence on curriculum... 1/0 system should butt out... 1/0; position up for review/not told what is wrong/right... 1/0; problems over recruiting students -need code of ethics... 0/1; role will keep changing-in 15yrs see pendulum swing twice more .. 1/0; change-cart before horse-no training... 1/0; need a mentor-cluster doesn’t work... 1/0; need options-career change for young Principals... 1/0; "I (NSW DET) will pretend to be democratic while I load all the work on your(Principal) shoulders-but I (NSW DET) will be autocratic when I like-cyclic have to change"... 1/0.

IQ16 Do you have any questions / comments...suggestions for Principals new to the position e.g. training needed?

need to take control -you are the most significant educator and decisions relevant to kids and staff... 3/0;

I don’t want any more change-too much-just when you think something settled-something else comes along e.g. industrial relations-pause needed... 1/2; cluster change a problem... 1/1; need to watch staff welfare now... 2/0; no change in classroom-only edgy staff-position/transfers... 0/2;
frustrating—not in charge of time...1/0; (Principals will be on) contracts...1/0; (Principals will experience more) stress...1/0; not enough AST’s given...1/0;
(there will be higher) staff turn over...1/0; lack effervescent young staff...1/0;
need bursar...1/0; cordless 'phone...1/0;
parents want to know about kids and curriculum not school council...1/0;
we are reactive to Dept not proactive...1/0; don’t want finance for staffing...1/0;
gave OASIS back—too many kids turnover(hospital school)...1/0;
won’t get rid of ‘public’ school...1/0; teachers can’t change overnight...1/0;
keep parents involved...1/0; (schools will have more) parents in to help...1/0;
pleased I’m not a young teacher...0/1; (there will be a) focus on the working classroom...0/1;
At Goulburn Principals’ Conference Boston said “morale low and I don’t know why”!...1/0;
self esteem problem—competition with other Principals...1/0;
(schools will be) selling off land...1/0; economics shouldn’t be driving force...1/0;
crisis management—other places work hard but are given support by management...1/0; industrial relations a problem—have to know all acts...1/0;
problem with expediency e.g. Industrial (Arts teacher) to teach Special Ed. so no forced transfer...1/0;
Principals co-operate rather than cluster and delegate areas of responsibility + manager of maintenance, budgeting...1/0;
no loyalty to Dept any more—staff in there don’t know you or schools—once worked for (the) person...1/0.
APPENDIX 5. Interview with Cluster Directors.

Thanks for assistance and the co-operation of Principals in the cluster - time and thoughts.

1. What do you see as the most significant change/s in the role of the Principal since the implementation of the recommendations in "School-Centred Education" ...

2. What competencies are essential to the tasks of a Principal...

3. What training do Principals need ... when and how should it be offered ... before becoming Principal...

   whilst in the position...

4. Other thoughts ... comments ...
Appendix 6.

Principals' Questionnaire 2. 1996.

Dear Colleague

It is vital to the conclusion of my doctoral research to have current data for comparison with that which I collected almost three years ago. Could you please complete this questionnaire and return it to me in the enclosed envelope. The Principals asked to complete this questionnaire are those in the two districts (then clusters) previously surveyed. The data collected is anonymous and as you will be aware the research has the approval of the Department of School Education.

Thank you for your assistance. Marie Lyall.

1. Year appointed as Principal 19....

2. Previous position

3. Male / Female

4. Do you have any formal training in educational administration? yes / no

PHD in .................. Master of .................. Bachelor of .................. Other ..................

5. Please indicate ( ) the management skills you gained

financial management
personnel management
curriculum design
bringing about change
legal issues
other areas in which you would like a training course

6. Which term most closely describes your role as a Principal? (circle one)

REWARDING ENJOYABLE CHALLENGING FRUSTRATING EXHAUSTING

Please comment on any recent changes in feelings about the role ...

7. In general how stressful is being a Principal? (circle one)

NOT AT ALL MODERATELY VERY EXTREMELY

Please comment on any recent changes in feelings about the role ...

8. Do you feel the job has been the cause of health problems? Yes / No

Please comment on any recent changes ...

9. How likely is it you would choose teaching as a career if you were starting your work life now? (circle one)

HIGHLY LIKELY UNSURE NOT LIKELY DEFINITELY NOT

Please comment ...

10. Please describe any changes in your role as the Principal since October 1995.
11. Do you see any effect in your school of the NSW DET changes made since October 1995? (curriculum, classroom practices, staff relationships, community)

12. What do you find takes the most of your time in an average school week? (e.g. correspondence, interviews, meetings, supervision, maintenance)

Please comment on any recent change ...

Is there an area to which you would like to devote more time? Please explain ...

13. Do you feel (please [ ]

by peers

school staff

the NSW DET structure

community

isolated or supported

...... ...... ...... ...... ...... ...... ...... ...... ...... ...... ...... ......

Please comment on any changes to the level of support since your appointment as Principal ...

14. Please add any thoughts and/or directions you see for the Principal's role in the future ...
Collated data from Principals’ Questionnaire 2.

Only responses with too much detail to present in Chapter 4 have been included in the appendix.

Q2 Q6: Role as Principal.

Additional comments:-
- the increasing administration load is becoming exhausting;
- the constant restructuring since 1989 is frustrating in the time / energy wasted;
- there are constant changes to policy with changing governments is frustrating and damaging to education;
- political interference is making the job very difficult;
- the Principal now exercises great responsibility with very little authority.
- what was once challenging is now exhausting due to the continual changes.

Q2 Q7: Stress.

Additional comments:-
- the peaks to high stress are more frequent now;
- more to do now - in less time;
- student rights issues are increasing and causing additional stress;
- no support from the NSW DET = extreme stress.

Q2 Q8: Health.

Additional comments:-
- I teach and feel good except for the day I worry about administration (P6 Principal).
- Not a rewarding position because of administration;
I wouldn’t do it because of the interview process;

lucky to have the job I’ve got - the world is not an easy place;

rewarding job...pay and conditions pathetic...colleagues / students make it worthwhile;

I would not advise my children to become teachers (though I did enjoy my first twenty years in education);

I would make more money if I put the effort into a trade based business.

Q2 Q10: Changes in role since October, 1995.

Additional comments:-

- more administration / management; greater degree of educational administration work;
- no confidence in long term policy development;
- more isolated due to recent restructure; I now work under less supervision;
- the unrealistic expectations of curriculum and administrative changes to allow consolidation;
- Is there a NSW DET? the isolation from colleagues.

Q2 Q11: Effect in school of changes since October, 1995.

Additional comments:-

- reduction in level of sources of support for classroom teachers; more bureaucratic;
- staff feel isolated / alienated by NSW DET attitude / bureaucracy;
- feel more on my own in larger district group; no curriculum development;
- difficult to get decisions; ambivalence; less support externally;
- Lack of support at cluster / regional office level...districts not yet operational;
- curriculum now just picking up momentum after the English crash.
Q2 Q14: Add any thoughts / directions you see for the Principal's role in the future:-

- exam domination ... takes the 'guts' out of teaching;

- increased pressure to become solely an administrator; conflict with the role of educator;

- asking more of us will be to the detriment of our health and welfare, and family;

- networking peer support structures; more difficult;

- more school based responsibility will need more experienced executive support to delegate to;

- move to issues:- legalities, industrial and personnel entitlements, accommodating rapid technological change, continuing emphasis on economic management;

- recent recentralisation of concern ... tired of faxes 'do this yesterday';

- greater focus on accountability rather than on improvements and curriculum;

- Head teachers should take a greater supportive and leadership role;

- Principals run schools - no one else does - because no one else can - this won't change;

- change will continue dominant;

- Principals must ensure the new district structure supports schools and does not become another bureaucracy supporting a larger bureaucracy;

- the 'right' persons are not applying for administrative / executive roles in the NSW DET.
APPENDIX 7. **Statement of Role of the Principal.** Metropolitan North Principals, September, 1987.

The Role of a High School Principal

The following duties are enormously demanding and help to explain:

(a) Why so many Principals are retiring early

(b) Why so many others are finding the position is placing them under enormous pressure.

The following list is not exhaustive, but certainly is exhausting:

* **FINANCIAL MANAGEMENT**
  - Budgeting, including negotiating and publishing. (Annual reports soon required).
  - Ordering, including the prior discussion.
  - Payment, including querying accounts.
  - Fee collection.
  - Fee chasing-up. Much correspondence generated.
  - Neighbour’s requests, leading to discussions, telephone calls, letters to Properties.
  - Auditing, including required modifications to procedures.
  - Annual requisition.
  - Special requests.
  - “Getting 3 quotes” - often easier said than done - for a variety of jobs.
  - Increasing costs, including via Government Contracts.
  - Choosing equipment (demonstrations, comparison of costs, checking with colleagues).
  - SERVICE (T. S. Branch; Contract; “Down” time)
  - Managing telephones, postage.

* **CANTEEN**
  - Income and expenditure.
  - Profitability.
  - Liaising with manageress.
  - Supervision - money, voluntary help, stock, physical conditions and problems.
  - Complaints (from manageress, staff, students).
  - Nature of food to be sold or not sold.

* **PROPERTY AND EQUIPMENT MANAGEMENT**
  - Cleaning (out of hours CONTRACTORS. Who supervises?).
  - Vandalism.
  - Break and Enter, including investigations, reports, claims, police visits.
  - Day to day crises - breakages, breakdowns, closures.
  - Liaising with Urgent Minors.
  - Liaising with District Inspector and / or Region - telephone calls letters, personal visits.
  - Industrial difficulties (staff “rebellions”).
  - Annual maintenance programs - compiling, visits.
  - Liaising with General Assistants - e.g. Grounds’ maintenance, problems.
  - Storage (never enough).
  - Pest control (not systematic).
  - FURNITURE - condition; replacements; graffiti; ergonometic design.
  - TECHNOLOGICAL CHANGE - new phones; computers; modems.

* **LIAISON WITH DEPARTMENT OF EDUCATION**
  (Head Office; Region; District; Services; Bi-Centenary).
  - Questionnaires - increasing rapidly.
  - Returns - increasing rapidly.
  - Memos; policy statements.
  - Reports - must be read, communicated to staff.
- Manuals - procedures must be implemented,
  - must be kept up to date.
- Gazette - follow up.
- Special requests: e.g. programs such as AIDS; Bicycle Safety; etc.
  visits, e.g. from overseas visitors; TV Stations; Film crews
  visits to meetings, functions, advisory groups.
- STAFFING - One problem can be enormously time-consuming.
- Pay (difficulties).
- Leave; sick; special; maternity; without pay; long service; JURY (increasing).
- Guidance - a major involvement, especially re special case transfers, suspensions.
- Enrolments - many requests for INTERVIEWS.
- Transfers - especially "special cases".
- Properties matters.
- Energy conservation.
- MONITORING.
- Reports required.
- PROGRAM EVALUATION - ENORMOUS increase in work - load.
- IN - SERVICE - Regional; within school; - now increasing.
- SCHOOL DEVELOPMENT DAYS: Whilst a boon, there is the need for:
  . many meetings to plan,
  . proposals for the day, must be submitted for approval,
  . detailed evaluation to Region,
  . follow up within the school,
  . parental involvement.
These once more have significantly increased the work load.
- Projects for Bi-Centenary Committee meetings, plans.
- R.S.I. Awareness (and avoidance) of problems is a major concern.
- Sport responsibilities. Dangers involved. Meetings, directives required.
- Legal responsibilities.
- Security arrangements - including being called to the school if doors / windows found not to be secure.

* LIAISON WITH STAFF (Teaching and Ancillary)
- PERSONAL SUPERVISION OF TEACHING. (vital - classes SHOULD, ARE, and must be visited; efficiency has to be certified).
- Discussions with individuals:
  Deputy Principal (half to one hour per day),
  Heads of faculties,
  Year Advisers,
  Counsellor (can be quite time-consuming on days they are at the school),
  Careers Adviser,
  Assistant teachers e.g. about:
    Certification,
    Personal problems,
    Leave,
    Retirement,
    Students,
    Transfer / Promotion,
    Practice teachers - from various teacher - training institutions.
- READING OF PROGRAMS: REGISTERS: EVALUATIONS (done in VACATION).
- EXCURSIONS - documentation including regional submissions.
- ASSESSMENT - (preparation for).
- Establishment of committees: Meetings - always after school.
- CASUALS - The TIME AND FRUSTRATION involved in hiring(?) the often unavailable casual relief is unbelievable.
- Parental complaints, all requiring investigation and reporting back.
- Staff meetings - Preparing agenda; follow up.

* LIAISON WITH STUDENTS. (Collective and Individual)
(A Principal MUST find time for this!)
- Assemblies; full school; separate years.
- Subject selection / changes - meetings, both collective and individual students.
- Complaints (both FROM students and ABOUT students).
- Leaving School?
- Careers. Students OFTEN need reports written, questionnaires completed by the Principal.
- Tertiary possibilities. Recommendations needed on specific students.
- Exchange - both going and coming (increasing).
- Uniform.
- Captains.
- Prefects - meetings.
- Student Council - meetings.
- DISCIPLINE - whole days can be taken up by a single problem.
- Declaring place vacant.
- Suspension.
- Warning letters (e.g. re discipline; School Certificate; Higher School Certificate).
- Joint student / parent interviews - school phobia is on the increase.
- Family difficulties / confrontations - increasing, frustrating and stressful.
- Leaving home?
- Maintaining current records.

* STUDENT WELFARE
EVERY DAY, students face real CRISES. We have to deal not only with things which happen AT school, but with the effects of events occurring outside the school.
STUDENT WELFARE has been, and will increasingly be, a major responsibility. We must deal with:
- School phobia
- Emotional problems
- Bereavement
- Family breakdown
- Threatened suicide
- Truancy
- Alcohol problems (students and parents)
- Other drug problems (occurring out of hours, but directly affecting attendance, performance, etc)
- Learning difficulties
- Rehabilitation after accidents
- Terminal illnesses (parents, students)
- The handicapped, including their integration
- Health problems - including diabetes, epilepsy.
- Crime
- Vandalism
- Prospects of unemployment
- Pregnancy / abortion
- Incest
- STDs

The SIZE of the school is very significant. The MORE students / families there are, the MORE of these problems there are to cope with.
* LIAISON WITH COMMUNITY (Parents)

- Transport, including passes, complaints, excursions, lateness.
- Dealing with neighbours, about fences, dogs, litter, noise.
- Publicising events, visits, successes.
- Open Day.
- Parent - Teacher nights.
- P & C Association, including monthly meeting:
  preparation of monthly report to meeting
  occasional executive meetings
  telephone calls to discuss current issues, developments
  preparation of monthly newsletter
  financial requests, arrangements.
- Ladies Auxiliary including: monthly meeting / report,
  arrangements re assistance with various functions.
- Local service clubs, including:
  visits to meetings where students are involved
  requests for help (reciprocal) e.g. Peer Support
  involvement with various exchange programs
- Charities - AN ENORMOUS DEMAND. Increasingly:
  interviews are sought; visits to assemblies,
  requests for assistance, e.g. door knocks; button days; special events,
  direct student involvement e.g. Readathons,
  telephone calls and correspondence e.g. re surveys, selling items to raise funds "for school",
  Competitions e.g. Mathematics, Science, Public Speaking,
  Committees. All committees have parent representatives. Outside school hours meetings
  concern:- curriculum; discipline; school grounds; School Development Days; Student Welfare; Aims and Objectives,
- Enrolments - very time-consuming (interviews): - e.g. new arrivals from overseas; transfers -
  often with problems...social, academic, physical, FAMILY.
- Leavers - often family difficulties and / or conflict.

* PUBLIC EXAMINATIONS

- Establishment of centre.
- Setting up of room / hall to meet strict requirements.
- Hiring of presiding officer and supervisors.
- Organising accommodation and facilities for their well-being.
- Entries and checking of entries (always errors).
- Arrangements re MARKERS from own staff.
  (Often takes staff out of school / normal time-table - we must find a replacement).
- Aural and Oral examinations.
- Correspondence school arrangements. We must adjust to fit their arrangements.
- RESULTS: analysis and follow up of School Certificate and Higher School Certificate;
  reports on each subject;
  statistics (adding marks for aggregates - no longer done for us).

- CHANGES: to syllabuses - usually draft first, inviting comment on format of papers;
  book lists - often queried by parents.
- Meetings with students to explain, do all the clerical activities, advise.
* INTERNAL ASSESSING AND REPORTING
- Determining POLICY to suit all parties - impossible task.
- Setting. Printing. - chasing up, meeting dead lines, complaints from all sides.
- Supervision - rosters, rooming.

- Reporting - what, how, how often, when
  - follow up...with students and parents (enormously time-consuming)
  - signing, commenting.
- Complaints. Interviews generated with parent, student, teacher.
- Seeking advice by parents.

* PRINCIPALS' MEETINGS
These are very necessary.
Meetings: State Council - 4 days per year;
         Regional - 1 day per term;
         District - 1 day per term;
         Sub-district - half day.. twice per term;
         Special requests e.g. with Regional or Head Office personnel.
Most of these require a report to the staff. Work to be caught up (weekends) from days missed at school.

* INDUSTRIAL CONCERNS
- Federation correspondence to Principals.
- Meetings - motions presented to Principal requiring action.
- Occupational Health and Safety Committees.

* CURRICULUM
- Implementing mandatory policies, including:- Talented Child
  EEO
  Multiculturalism
  Aboriginal perspectives.
- Committee meetings; reviews; evaluation.
- DOCUMENTATION. Booklets for students / parents.
- Courses to meet perceived needs: - OAS - submissions, evaluations
  School courses - submissions, evaluations.
- Draft / changes in syllabuses.
- Health, Personal Development.
- Careers.
- Work experience.
- Excursions. Demand from staff; restrictions from Region.
- Elective patterns:- meetings with students,
  meetings with parents (evening).

* SPORT
- Policy.
- Knock-out competitions.
- Additional out of hours competitions.
- Gala Days - with other schools.
- CARNIVALS (school, zone, region, State).
- VENUES AND TRANSPORT.
- COSTS.
- Maintenance and management of own grounds.
FUNCTIONS
- Induction of prefects.
- Concerts / musicals, etc.
- Open Day.
- Presentation Night.
- Graduation night and "FORMAL",
- Attending: - e.g. Opera House; Entertainment Centre; Martin Place; sporting venues - when own students involved.
- Arranging venues elsewhere (phone calls, letters, visits) when own facilities not appropriate or not there e.g. no hall.
APPENDIX 8. Letter Requesting approval for the Research from the Department of School Education. Sent to Directors in the two education regions represented in this study.

Street
253
24th January, 1992

Assistant Director General
Department of School Education

Dear

I seek your approval to interview and survey, on a voluntary basis, school Principals in the

Region.

For some time I have been working towards a Doctor of Philosophy in Management (education). I hold a Master of Management from the University of Wollongong and wished to combine that knowledge with my extensive educational experience in schools.

Attached is a copy of my letter of acceptance to candidature at the University of Wollongong, my supervisor is Dr Michael Hough. It is with his collaboration and in response to recent change within the Department of School Education that I have defined my area of research. Whilst I am concerned to explore the management skills of all executive and school climate I have confined my research to school Principals, their changing role and the implication of this for the climate of their schools.

My interest is in the individual Principal and the relevant skills, professional development and impact on their school rather than on system data. Information collected will not be attributed to a particular person, school or education region.

In particular I seek your approval to work with .......... who is receptive to my involvement in the ............... cluster of schools. I would like to develop a program to address skills needs if any are expressed by Principals. My theoretical, school and consultancy background equips me to raise awareness, develop and present professional development courses for Principals.

My long association with .......... region provides me with a network of retired Principals for historical data. I would also like to interview other Principals, including those new to the position in 1992.

I would be delighted to become involved in any .......... Region activities you may deem appropriate.

Yours sincerely
Marie Lyall
20 February 1992

Dear Marie

Permission is granted for you to carry out your research with Principals in South Coast Region providing the following conditions are met:

- the Principals are aware of the voluntary nature of the research;
- confidentiality of data is ensured;
- a copy of interview and survey forms as well as a copy of the results of the research is forwarded to:

  Assistant Director-General
  Department of School Education
  PO Box 1232

Please take a copy of this letter with you when you approach the Principal(s) involved.

I trust that your research goes well and the results prove suitable to your needs. I am sure that collaboration with ... will produce results that will be valuable to Region as well as to the Department of School Education as a whole.

Yours sincerely

Assistant Director-General
Region 2
Appendix 9. **Letters from the Department of School Education granting approval for the research**

Dear Marie,

I refer to your recent letter to me concerning your research and doctoral studies.

May I congratulate you on undertaking this work and say I am personally aware of the task involved. I would be only too pleased to provide whatever assistance I can and you are most welcome to use my thesis. I was going to get Rhonda to chase Rose up in a few weeks re my thesis, but we will leave this for another 5 weeks or so.

I would be only too pleased for principals from this Region to be involved and I believe Denis would be in contact with you shortly. May I suggest you also talk to Dr [“28 1055]. re his work in the area.

All the best for your study.

Regards,

Assistant Director-General
Metropolitan Region

[February, 1992]
Appendix 10.  **Letter to the directors of the selected clusters seeking their co-operation with the research**

Street
253
24th January, 1992

Dear .............

I trust you have had some respite over the Christmas period from the consistent problems of schools. I appreciate your receptiveness of my involvement in the ................. Cluster of Schools. For your information I have included a copy of my letter to (... Regional Director’s name...) and of my acceptance to candidature at the University of Wollongong.

I would like to speak with Principals in your Cluster either individually or as a group and have them complete questionnaires, whichever is acceptable to them. At the time will seek a twenty to thirty minute interview with each Principal at their convenience. data collected will not be attributed to an individual nor to a school unless requested by that Principal.

Enclosed are copies of a handout regarding my research which you may wish to give to the Principals. Thank you so much for your co-operation.

With kind regards
Yours Sincerely
Marie Lyall
Appendix 11. **Information handout on the research given to Principals at a cluster meeting by their director of schools**

Information handout on the research given to Principals at a cluster meeting by their director of schools

Research Topic: Doctoral Thesis: University of Wollongong

The change in the role of school Principals in NSW: Effect on individual Principals and school climate.

Thank you for your interest. I have been Deputy Principal at .......... for four years and relieved as Principal on several long term occasions so can appreciate your complex task and the time it takes. I hope to conduct an interview (30mins approx) and a survey (20mins approx) which would cover:

- your perception of your role when you were appointed as Principal
- your current role
- what you believe your role will be in 5 then 10 years
- the personal effect (if any) of being a Principal in relation to...
  - health
  - family and friends
  - time distribution
  - skills required
- your perceptions of the effect (if any) of your role on school climate.

I would also like to develop and trial a management skills session/course in response to needs which you may identify in relation to the role of Principal.

I will appreciate your involvement at whatever level you feel appropriate. Material gathered will not be attributed to any individual Principal, school or education region.

Marie Lyall  Telephone (042) 32----
APPENDIX 12.  Letter of request to Principals in the two sample clusters.

Street
253
15th March, 1992

Dear ...........

DOCTORAL THESIS   UNIVERSITY OF WOLLONGONG

RESEARCH TOPIC

The change in the role of school Principals in N.S.W: Effect on individual Principals and school climate.

Thank you for your interest. In your complex and busy job I appreciate the time you will give to the completion of the accompanying questionnaire. Attached is a stamped addressed envelope unless you sign your completed questionnaire I will not be aware of its source as there are forty of them out for completion.

Information obtained will not be attributed to any individual Principal, school or education region.

For your information I have included a copy of approval for my research in ............. Region. The list of schools requested is to prevent multiple research demands on particular schools, no connection is made to data collected.

I am conducting interviews to add the richness of anecdotal evidence to my thesis, if you would be prepared to allow me 30 minutes of your time at your convenience, I would be grateful. I will telephone to arrange a time.

My home telephone number is (042) 322—.

Thank you once again,

Marie Lyall
Appendix 13. **Letter seeking co-operation with the research from the executive of the Primary and Secondary Principals' Councils**

Street
253
24th August, 1992

The Executive
.......................... Principals' Council
..........................
NSW

Dear Executive Member of Council

Thank you for considering my research proposal. A copy of the questionnaire is attached. The same questionnaire was completed by .......... Principals attending the State conference in ........, 1992.

The research is for a Doctor of Philosophy, University of Wollongong. I am currently a Deputy Principal at .......... High School. My training and early teaching years were in primary schools and I consider it essential that my study includes both primary and secondary perspectives.

My thesis examines change in the role of the Principal since the implementation of recommendations in "School-Centred Education", the effects on the individual Principal and their perception of the effects on their school.

The information gathered by questionnaire is backed up with interviews from a cross-section of the education community and a detailed study conducted with Principals from two clusters in different regions. The study will be comprehensive when completed. I have been fortunate to have received generous assistance at all times from Principals, cluster directors, and regional research approval committees.

I appreciate the opportunity to gather information through your membership and trust that there will be some benefits for Principals in the future from this study. I will provide summaries of the data collected to your Council. The information obtained will not be attributed to any individual, school or region.

Yours sincerely

Marie Lyall
APPENDIX 14.  

Letter requesting co-operation from retired Principals

Street
NSW 253
18th February, 1992

Dear

Sorry to intrude on your retirement. I have always valued what I have learned from your contribution to schools with which I have worked. I hesitate to bother you but hope you will share a little more of your reflections on life in schools. If you feel it appropriate, would you please consider completing the attached questionnaire.

I am undertaking a doctoral thesis at the University of Wollongong. I originally set out to look at the management skills of school executive and their effect on school climate, however in the course of my research, I have become increasingly concerned about school Principals. I have refined my topic as a result of the recent changes and now wish to demonstrate how the role of the Principal has changed, the effect this has on the individual Principal and on their school.

The information returned will not be attributed to you, I have sent 20 of these to retired Principals, so unless you identify yourself, I will not be aware of the source of any questionnaire returned.

I appreciate the time you will spend in completing this questionnaire. I would like to think something useful for new Principals may emerge out of the final work.

Thank you for your consideration. I would also like to conduct some interviews to add the richness of anecdotal evidence to my thesis, if you are interested would you please contact me...phone (042) 322 843.

Kind regards,

Marie Lyall.

Goal 1
Establish and maintain a positive and open learning environment to facilitate the motivation and social integration of students and staff.

Goal 2
Build strong local, state, and national support for education.

Goal 3
Build and develop an effective curriculum which expands the definitions of literacy, competency, and cultural integration to include advanced technologies, problem solving, critical thinking skills, and cultural enrichment for all students.

Goal 4
Develop and implement effective / modes of instructional delivery that best utilise time, staff, advanced technologies, community resources, and financial means to maximise student outcomes.

Goal 5
Create programs of continuous improvement and evaluation of both staff and program, effectiveness as keys to student learning and development.

Goal 6
Skilfully manage system operations and facilities to enhance student learning.

Goal 7
Conduct and utilise research as a basis of problem solving and program planning of all kinds.

Competency 1
Designing, implementing and evaluating a school climate improvement program that utilises mutual staff and student efforts to formulate and attain school goals. This competency includes the following:
- human relations, organisational development, and leadership skills;
- collaborative goal setting and action planning;
- organisational and personal planning and time management skills;
- skills in participative management and variations in staffing;
- climate assessment methods and skills;
- skills in improving the quality and relationships among staff and students to enhance learning;
- multicultural and ethnic understanding; and
- group process, interpersonal communication, and motivation skills.

Competency 2
Understanding political theory and applying political skills in building local, state, and national support for education. This competency includes the following:
- skills in developing school / community or public relations, coalition building, and related public service activities;
- understanding the politics of school governance and operation;
- developing political strategies to pass bond, tax and other referenda;
- lobbying, negotiating, collective bargaining, power, policy development, and policy maintenance skills to assure successful education programs;
- communicating an articulate position for education;
- comprehending the role and function of mass media in shaping and forming opinions; and
- conflict mediation and the skills to accept and cope with inherent controversies.
Competency 3
Developing a systematic school curriculum that assures both extensive cultural enrichment activities and mastery of fundamental as well as progressively more complex skills required in advanced problem solving, creative, and technological activities. This competency includes the following:

a. planning / futures methods to anticipate occupational trends and their educational implications;
b. application of taxonomies of instructional objectives and validation procedures for curricular units / sequences;
c. application of theories of cognitive development and the sequencing / structuring of curricula;
d. development / application of valid and reliable performance indicators for instructional outcomes;
e. utilisation of computers and other technologies as instructional aids; and
f. development / utilisation of available cultural resources.

Competency 4
Planning and implementing an instructional management system which includes learning objectives, curriculum design, and instructional strategies and techniques that facilitate high levels of achievement. This competency includes the following:

a. skills in curriculum design and the use of instructional delivery strategies;
b. using instructional and motivational psychology;
c. knowing alternative methods of monitoring and evaluating student achievement;
d. management of change to enhance the mastery of educational goals;
e. using computer management applications with the instructional program;
f. utilisation of instructional time and resources; and
g. skills in cost - effectiveness analysis and program budgeting.

Competency 5
Designing staff development and evaluation systems to enhance effectiveness of educational personnel. This competency includes the following:

a. assessing system and staff needs to identify areas for concentrated staff development and new personnel resource allocation;
b. utilisation of system and staff evaluation data in personnel policy and decision making;
c. appraisal of the effectiveness of staff development programming in terms of professional performance;
d. using clinical supervision as a staff improvement and evaluation strategy; and

Competency 6
Allocating human, material, and financial resources to efficiently and accountably assure successful student learning. This competency includes the following:

a. facilities planning, maintenance, and operation;
b. financial planning and cash flow management;
c. personnel administration;
d. administering pupil personnel services and categorical programs;
e. knowledge of legal concepts, regulations, and codes for school operations; and
f. use of analytical techniques of management.
Competency 7
Conducting research and utilising research findings in decisions to improve long range planning, school, operations, and student learning. This competency includes the following:
a. research design and methods including gathering, analysing, and interpreting data;
b. understanding of descriptive and inferential statistics;
c. use of evaluation and planning models and methods; and

d. selection, administration, and interpretation of evaluation instruments.

(Duke, 1987:19-21)