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The role of goal consensus and teacher endorsement in policy implementation

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**THE ROLE
OF GOAL CONSENSUS AND TEACHER ENDORSEMENT
IN POLICY IMPLEMENTATION**

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

DOCTOR OF EDUCATION

from

UNIVERSITY OF WOLLONGONG

by

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Faculty of Education
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SUMMARY

This study begins as an investigation into the role of goal consensus and teacher endorsement in the implementation of education policy. The policy chosen as the focus of the study is a popular, firmly established, Commonwealth policy, administered by a State bureaucracy, which provides broad, ambiguous goals - The Equity Element of the National Equity Program for Schools.

The study was conducted within one discrete administrative education region. With input from teachers (by a questionnaire), principals and the government officers who oversee the implementation of the policy (by interview), information regarding school and workplace demographics, school climate and goal related variables is obtained. Information provided by official government records contributes to the investigation.

The resulting analysis presents an insight into the implementation of education policy at the point of delivery. In particular, the study reveals a complex process of personal perceptions at work, on the part of the implementors. In contrast to established models of policy implementation at delivery point, this study establishes the critical role played by subjectivity on the part of teachers, principals and others acting within this policy space. The study also reveals a number of intervening variables, some rigid, some malleable, which appear to either facilitate or impede the successful implementation of this policy.

The lack of a highly significant correlation of the variables related to school climate with the goal related variables of the policy was unexpected and raises questions regarding the generalisability of some aspects of the accepted literature. In contrast, the study supports the literature in regard to the importance of the principal's role in policy implementation within schools. It sheds light on the impact of official reviews on a policy such as this and focuses attention on the need to evaluate the achievement of the policy goals in relation to the students specifically targetted.

As an independent review of a policy with a previously rarely questioned record of 'success', this study makes an original contribution to education policy research by identifying the reasons and factors that have allowed a twenty year old and popular education policy to survive in the absence of a clear understanding of its goals by implementors, unaided in their actions by indicators of success, which the makers of this policy failed to both define and provide.

GLOSSARY

BST	Basic Skills Test
CAGC	Country Areas General Component
CAP	Country Areas Program
DSC	Disadvantaged Schools Component
DSE	Department of School Education
DEET	Department of Employment, Education and Training
EE	Equity Element
EP	Equity Program(s)
HSC	Higher School Certificate
N.A.	Not Applicable
NEPS	National Equity Program for Schools
NSW	New South Wales
P & C	Parents and Citizens Association
QA	Quality Assurance
SC	School Certificate
SD	Standard Deviation
TER	Tertiary Entrance Rank

INTRODUCTION

While reviewing public policy relating to education, it appeared to me that teacher endorsement of policy goals played a major role in the implementation of education policy. My interest centred on the role played by teacher endorsement of the goals of an externally imposed policy and the match between those policy goals and the pre-established goals of the school. The research literature on policy implementation identifies this match as central to success.

As a practising teacher in an executive position with thirty five years teaching experience, I have observed how within-school dynamics play an important role in shaping implementation of educational policies. In particular, I have observed how the effect of teacher attitude towards the goals established by the school and those imposed upon the school, appeared to be critical in this respect. This provided the stimulus for my interest in this research.

In order to study the role of teacher endorsement and goal alignment in policy implementation I needed to find an education policy upon which I could base my research, that is, a policy that could be considered successful. I focussed on the Commonwealth program targetting disadvantage, the National Equity Program for Schools (NEPS). Contained within it is the Equity Element and this is the policy targetted by my study. The Equity Element appeared to be an appropriate choice for the following reasons:

- (a) It had an uninterrupted twenty year history of implementation.
- (b) It had been the subject of several Commonwealth funded reviews by nationally acclaimed researchers most of which indicated that it was proceeding successfully.
- (b) It was well-accepted by school communities. In fact, its funding was highly sought after with 58% of schools in New South Wales (NSW) applying for funding for 1992 ("474 schools on DSP", 1992, p.3). Indeed, this program has appeared to generate an 'ethos', the "... sense of shared history that underpins activists' commitment to equality through education..." (Connell et al., 1991, p. 258). This is the funding period for which the schools in my study were successful (schools are accepted on the program for a three year period, in this case, 1993-1995 inclusive).
- c) Given its history, this policy appeared to deliver a research area in which my investigation could proceed without the danger of disruption caused by political unrest in the issue or antagonistic players (teachers, principals, students, departmental officers). Such distractions could have had a serious impact on the willingness of subjects to participate in the study.

In common with most researchers, I aimed to obtain the highest participation possible from teachers and principals. It was important to choose a policy regarded as politically 'safe' by the State government. The approval to conduct research in schools was to come from the representatives of the State government in the region in which my study took place. The use of an established, politically 'safe' and publicly popular policy should facilitate the progress of my research into the match/mismatch of policy goals and the role of teacher endorsement in policy implementation. By choosing Commonwealth policy being implemented within a State bureaucracy I hoped to avoid local

stakeholders who might be sensitive to a critical review. My previous experience with a less popular policy had highlighted the importance of the precautions above if permission to access education personnel was to be obtained.

At this point it is necessary to describe the different constitutional roles taken by Commonwealth and State governments in Australia in education. The interplay between these roles has had considerable influence on the results of my study. Pre-tertiary education in Australia is the responsibility of individual states and territories, but since 1946 the Commonwealth has been able to assume educational powers (e.g. the benefits to student power (section 51(xxiii) (a) of the Constitution). The Commonwealth seeks to strengthen the links between education and the workforce, careers, and the national economy, and the transition between school systems and departments and from school to further education and training. As part of the national effort for Australian schooling the Commonwealth promotes ideas of national curricula, educational benchmarks, and a national reporting standard. Commonwealth intervention has served to raise educational issues to the level of national concerns and has stimulated national interest in educational policies. Its financial strength has raised it to the status of a major partner in education policy-making in Australia.

The Commonwealth provides funding and periodical reviews for a wide range of programs as part of its contribution to better prepare students to participate successfully in the labour market and to contribute to, and benefit from, Australian society. The meaning of 'policy' for the purpose of this study is that defined by Hogwood and Gunn, 1984 (p.16) "...a defined and specific sphere of government activity involving a particular package of legislation, organization and resources." While the

Equity Element satisfies the requirements of this definition it is actually referred to as a 'program' by the Commonwealth Department responsible for it, i.e. Department of Employment, Education and Training (DEET). Throughout my study the words program and policy will be used as synonyms in relation to the Equity Element.

The Equity Element consists of two components, the Disadvantaged Schools Component (DSC) and the Country Areas General Component (CAGC). While both these components share the same objectives, the first caters for students disadvantaged by socio-economic circumstances and the second by students disadvantaged by geographical location. The Equity Element is unique in that it provides funding for DSC schools at levels based on the school's individual application for funding of projects designed at school level to cater for the specific needs of students within that school. It is also unique in the encouragement for parent and school community co-operation in the development and delivery of educational programs.

This research is conducted within the paradigm of public policy analysis (specifically, the area of policy implementation evaluation), integrated with theory and methodology from the paradigm of school effectiveness. Developed and established by the Commonwealth government, this policy has been subject to the procedures and influences of that bureaucracy. The Equity Element is public policy in that it satisfies the definition having been generated within the framework of government procedures, influences and organizations (Hogwood & Gunn, 1984). Analysis in the field of public policy gained momentum during the 1960s and 1970s with increasing interest shown by researchers in the subfield of policy implementation. Early researchers in this area considered that insufficient importance was placed on the extent to which the

implementation of a policy affected its outcomes. The case studies which emerged during this period reinforced a general view that, within given policy guidelines, variations appear in program planning and implementation if there is a large degree of local control over program delivery (Fullan & Pomfret, 1977; Hall & Loucks, 1978; McLaughlin, 1991).

This is a key issue in the delivery of educational programs and is particularly relevant to the Equity Element. While policy guidelines are processed through government channels, the implementation is reliant upon the players and climate at the point of delivery. In the case of the Equity Element, the players concerned are the school community (principals, teachers, students and parents) and the climate refers to the interaction between these players. The issue of climate falls into the area of school effectiveness. While schools and their communities share common features, they differ in fundamental and consequential ways.

Schools are required to develop school policy, defined as "A general statement incorporating the philosophy, aims and objectives which underpin the curriculum, organisation and administration of the school." (N.S.W. Department of Education, 1984, p.5) While the responsibility to ensure school policy is developed, implemented and evaluated rests with the principal and other school executive, appropriate consultation with all members of staff is required (N.S.W. Department of Education, 1984). This is based on the needs and resources of their individual school and could be expected to reflect the attitudes, philosophy and values of the school staff. My study specifically investigates the match/mismatch of school goals and Equity Element goals, the role of teacher endorsement of the Equity Element goals and the relationship, if any, of these with successful implementation of the Equity Element in individual schools.

My study begins with a review of the literature relating to the evaluation of policy implementation and research into school effectiveness. The evaluation of policy implementation is only a segment of the literature on policy studies but it is highly relevant for research into school effectiveness. These literature sources in tandem provide the conceptual framework for my study into the role played by practitioners in interpreting the education policy they are charged with implementing.

By reviewing this literature I was able to form four hypotheses relating to policy implementation. In particular, I considered literature relating to the alignment of school goals and policy goals and policy implementation and the relationship between teacher endorsement of policy goals and policy implementation. In the process I encountered considerable ambiguity and uncertainty regarding the nature of success for policy implementation. Against this background of uncertainty I derived the research questions for my study. The development of the hypotheses, the construction of the research questions and the enigma presented by the definition for policy implementation success are explained in Chapter One.

My study is patterned on research by Susan Rosenholtz in the United States published as "Teachers' Workplace" in 1989, and the links between that research and my study are fully explained in Chapter Two. The development of the questionnaire and interview schedules used in my study to obtain both quantitative and qualitative data, and the procedures used in the analysis of each follows in the same chapter. Data sources, which were additional to those duplicated or modified from the Rosenholtz research, i.e. principal and equity officer interviews, and school statistical and project report data, are also described.

Chapter Three explains in detail the sample, and the analysis of

data obtained from both qualitative and quantitative sources. The data analysis from each source is related to each of the research questions with a synthesis of the findings. This is accompanied by a data analysis from each source being related to each of the hypotheses with a synthesis of these findings.

From the outset it became apparent that evaluating the extent of implementation success would be difficult, if not impossible. Research within the policy paradigm looks at goal achievement, benchmarks, performance indicators and accountability procedures. For the Equity Element, the lack of semantic clarity concerning the objectives, the failure to provide benchmarks or performance indicators and accountability procedures which accepted program descriptions at a level deemed significant by the principal or program committee, combine to make evaluation technically elusive for both the schools and the bureaucracy.

Additionally, the number of policies being implemented concurrently prevents the identification of individual policy impact to any degree of clarity. At the time of this research there were no fewer than thirty distinct policies being implemented in NSW government schools, with several other policies targetting different aspects of equity (gender, racial, disability). External influences also impact on school communities in unforeseen and intangible ways. These may be as major as the closure of a local timber mill resulting in job losses or as minor as the change to a local school bus route resulting in the addition of an extra hour per day travel time for some of the targetted students. Staff changes, resulting in variation in subject choices, the impact of drought on the local economy or a new highway which bypasses the town can all impact on the learning outcomes, personal development and educational participation of students. And these are the specific objectives of the Equity Element. It

would not be feasible to adapt the evaluation procedures to allow for the incredible variation in such external impacts on a program.

Evaluation procedures and subsequent reporting requirements are major in shaping school behaviour. (NSW Department of School Education, 1997) The Annual Report forms that were supplied to the schools in this study by the Equity Unit of the NSW Department of School Education asked for little more than a description of the school's equity project and a statement concerning how the funds provided had been spent. There was no request for evidence to show that links had been made between the expenditure of the funds and the achievement of the objectives. The possibility exists that program players may be left with the impression that the funding itself is meant to balance the effect of disadvantage. There was little evidence that the specific program objectives were considered in the evaluations made at school level. The implications of the findings of my research for both theorists and practitioners are presented in Chapter Four.

Chapter Four begins by comparing and contrasting my findings with the knowledge gained from the research literature. Then there is a comparison between my findings and the results of the Rosenholtz study. Then, by examining the official reviews I was able to put some of my findings into a more coherent perspective considering theoretical and practical issues. At the same time some critical issues appear relating to the focus and methodology of these reviews, as well as to their impact. The contribution made by the research of Bob Connell to the manner in which policy success was determined for the Equity Element appears to be highly significant (Johnston, 1993). It raises the question of how policy research (and perhaps the ideology of individual researchers) can influence the maintenance or direction of public policy.

From the outset, policy implementation evaluation had appeared difficult. Some of my research findings shed light on the issues which surround policy evaluation and these are explained next. This is followed by a synopsis of my investigation as it relates to each of the hypotheses and research questions. This section also includes recommendations for practitioners, bureaucrats and policy researchers.

My study concludes with an overview of findings relating to the importance of teacher belief, the apparent disparity between teacher belief and government priorities, the difficulties in making a determination of policy success and a comment on the importance of these issues to be taken up by policy researchers.

The style of presentation is narrative layered over traditional quantitative research. This is the methodology developed by Emery Roe (1994) in which the traditional applications of tools of analysis are integrated with the interpretive protocols of the social sciences, protocols which explore narrative and linguistic forms of social constructs. This form of policy analysis seeks to understand the 'story' in the policy process being investigated, and in the recount, provide clarification and interpretation to situations of high complexity and uncertainty. Deborah Stone (1997) argues that policy analysis is a form of politics and narrative argument is a necessary part of the process. My experience in this research focussing on the Equity Element will serve to validate the need for a narrative perspective to be an adjunct to traditional policy analysis methodology. Without the narrative perspective there would have been less meaningful understanding of the issues surrounding this particular policy situation.

CHAPTER ONE

1.1 Introduction

As a student in the paradigm of public policy (particularly as it pertains to education), I reviewed the literature to ascertain if policies which were considered to have been implemented successfully, shared common features. In particular, I was interested in the role played by teacher endorsement of goals which had been imposed on schools and the match between these goals and the goals determined within the school. Common features found to exist in the successful implementation of policies would assist in the selection of empirical variables to focus on in this policy research.

Researchers in the area of implementation evaluation (Hjern, Hanf & Porter, 1978; Hjern & Porter, 1981; Premfors, 1981, cited in Winter, 1990, p. 22) have concluded that policies which have been implemented successfully have taken advantage of the goals and interests of the actors in the implementation process. Odden (1991) found that the enhancement of the implementation process of a policy aimed at a social problem (California Frameworks) was due to its 'fit' with local priorities. For education policy, this indicates that the successful implementation of a policy produced at a bureaucratic level will be enhanced if its goals are in agreement with the goals and interests of local actors. Teachers, in particular, could be expected to be among the key players to ensure implementation success. Their goals and interests qualified as important

research issues to investigate.

Despite recognition of the importance of these goals and interests, traditional investigations into the policy process view it from an 'outside-in' perspective. Policy makers and policy analysts trace the formal system from issue identification, through policy formulation and implementation to evaluation using established social science or policy analytic frameworks. Recognising that the delivery of education policy may depend on the will and capacity of teachers and teaching institutions, policy frameworks have been used to map backwards from the teacher's position in the education system (see Elmore, 1979-80). This 'backward mapping' does not address the need to understand the embedded context in which teachers are positioned. Acknowledging that policies often change in response to political pressures, without regard for the difficulties this can pose for teachers in practice, some researchers apply an 'inside-out' perspective.

This perspective, or policy 'interface', refers to the process inside the school. This focusses on the role of teachers in interpreting policy and takes contextual issues into consideration. For policymakers and researchers to understand the complex interactions that comprise teachers' multiple contexts, it is necessary to apply this additional perspective which serves to complement, rather than negate, the 'outside-in' perspective. It can reveal new forms of micropolitics and an institutional dimension only partly accessible to traditional researchers. Work by Anderson and Herr (1999) refers to the "hidden transcripts within social institutions" (p. 18). By exploring this interface, researchers can develop an understanding of the way broader influences, such as federal or state policies work through and within the school context to shape classroom activities and outcomes. The need to endorse the different perspectives of

practitioners, policymakers and researchers is described by Seddon (1999) as “acknowledging and negotiating the policy-practice-research nexus in an interactive way” (p. 12).

Research by McLaughlin and Talbert (1994) into how teachers’ practice and beliefs evolve within multiple embedded levels of the policy system found them to be important agents which were able to both ‘constrain and facilitate policy goals’. Despite an apparent acceptance of the importance of this policy ‘interface’ within the research community, as indicated above, McLaughlin and Talbert made the following statement. “We found little precedent in the social science literature for constructing a research design that adopted our bottom-up perspective and made problematic the question of which and how contexts of teaching matter.” (McLaughlin and Talbert, 1994, p. 67)

Porter, Smithson and Osthoff (1994) had a similar experience when they undertook research to identify the relative influence of various policy instruments as seen from the perspective of teachers. “This attempt to connect classroom practice to policy has been identified as lacking and much needed (Stecher, 1992; McDonnell, Burstein, Ormseth, Catterall and Moody, 1990).” They went on to conclude from their research that if teachers perceived their viewpoints and expertise reflected in policy initiatives, they appeared more likely to support those policies. Research by Weiss (1995) into school reform supports this view. She concluded that policymakers need to learn the values, interests and knowledge of practitioners. She found that when policy goals were divergent from the aspirations of teachers implementing the policy, the pace of implementation could be slowed significantly. Pauly (1991) extends this view when he asserts that “...what happens among teachers and students in the classroom determines whether policies succeed, fail or are totally

refashioned" (Cited in Weiss and Cambone, 1994, p.299). The big ideas of policy appear vulnerable to the will and capacities of the people and institutions that implement them.

Researchers have used the 'inside-out' perspective to investigate the will and capacity of implementors. Pauly (1991) used it to investigate the role played by administration. Weiss and Cambone (1994) used it to investigate the role played by shared decision making. Fullan (1994) used it to investigate the role played by school networking. Among these researchers there is consensus that change occurs when top-down and bottom-up initiatives connect. Marsh and Odden (1991) refer to this as the "confluence of two cultures: the professional and the bureaucratic." (p.229)

The effects of the alignment of professional and bureaucratic goals and professional endorsement of bureaucratic policy is an issue seldom addressed in the research literature although there have been calls for it (Hall & Hord, 1987; McLaughlin, 1987; McDonnell & Elmore, 1991). My thesis specifically examines the alignment of school and federal goals, as well as the role of goal endorsement by the policy implementors, teachers, principals and other local actors, in relation to the goals of the school and the goals of the Equity Element. The thesis investigates such goal alignment and endorsement in relation to practitioner-defined policy implementation success. In line with others who have undertaken research involving the role of practitioners in interpreting policy, my study adopts an 'inside-out' perspective. The remainder of this chapter develops a conceptual framework for this study, by identifying hypotheses, research questions and underlying analytical issues.

1.2 Policy goals, implementation and school goals

Within public schools in the state of NSW, the school executive, i.e. principals, assistant principals, deputy principals, head teachers and executive teachers, are charged with the task of formulating goals for their school with appropriate consultation with all members of staff, i.e. teachers. These school goals are based on the needs of each individual school and would be a reflection of the attitudes, educational philosophy and beliefs of the school staff. It is these school goals that would need to align with an externally formulated policy's goals if, as the literature indicates, successful implementation is to be achieved. **My first hypothesis is therefore: the degree of success of policy implementation correlates with the degree of match between policy goals and school goals.**

To test this hypothesis in NSW public schools I chose to use a policy which was formulated at Commonwealth government level, the Equity Element of the National Equity Program for Schools. While the Equity Element is referred to as a program, it satisfies the criteria accepted as valid for policy definition by Hogwood and Gunn (1984, p.16). Specifically, I want to know if there is a match between the goals of the Equity Element and the goals of each school included in the study. By considering the degree of match in each school with the degree of successful implementation it should be possible to draw inferences regarding the first hypothesis. This would necessitate comparing the statements of Equity Element objectives with the goals from the school policy for each school. The difficulty would be that school plans traditionally make statements regarding the practicalities of implementation with the goals implied, not stated. This strategy, avoiding the identification of policy goals and focusing on problem solving instead,

according to Winter (1990, p.22), is used to avoid goal ambiguity. Policy goals are often so vague or conflicting that they are useless as standards by which to evaluate implementation behavior and outcomes (Palumbo & Nachmias, 1983). This leaves the problem of comparing a set of stated goals (those of the Equity Element) with a set of implied goals (those of the school).

The solution to the problem of determining the degree of match between the stated and implied goals appeared to lie in asking teachers themselves to make a judgment on the alignment of Equity Element goals and school goals. **My first research question is therefore: is there a match between the goals of the Equity Element and the goals of the school?** By asking teachers about their perception of the implied, unwritten school goals which underpin the curriculum, organisation and administration of the school, my study moves into an additional paradigm, that of school effectiveness.

Research into "effective schools" indicates that goal consensus is necessary for all those involved in the delivery of a policy, if the degree of goal achievement is to be maximised (Popham, 1975; Little, 1982; Eisenhart, Cuthbert, Schrum & Harding, 1988; Rosenholtz, 1989). While the school policy should have been formulated by the teachers in a school, it might be the work of a small group (or perhaps, the principal in a small school situation), formulated elsewhere and taken to the staff to be ratified. It might not reflect the goals of the majority of staff members.

In some situations, particularly when a decision has been made on behalf of the group, e.g. by a committee or the principal, the decision may be endorsed by the remainder of the staff. This signifies that the decision has been ratified. In this case it has not only been accepted but it has their support. Throughout this study, the words 'support' and 'endorsement'

will be used as synonyms, with the meaning 'to confirm, to ratify' (Irvine, 1974, p. 210). While it could indicate total support, acceptance may have been given to speed the decision-making process, or to avoid confrontation or a prolonged debate. It would therefore be necessary to ascertain if individual teachers actually support their school plan, whether that teacher had been part of the goal-setting process or not. **This becomes my second research question: what is the extent of teacher support for the school goals?** A review of the school effectiveness literature indicates that teacher support or endorsement is an important factor in determining how teachers implement policy (Cohen & Ball, 1990).

Teacher endorsement of a policy appears to be a critical variable in policy implementation success (as intended by policy makers). Literature from policy studies supports the need for teacher endorsement. Huberman (1973, p.3) notes that "The most durable and effective innovations are those which the user has internalized; that is, which he has embraced because they satisfy his own specific needs". Mazmanian and Sabatier (1983, p.28) found that implementation success was unlikely unless "...officials in the implementing agencies are strongly committed to the achievement of those objectives." Evidence from effective schools research suggests that educational policies that are incompatible with teacher beliefs are not implemented as intended (Eisenhart, Cuthbert, Schrum & Harding, 1988; Marshall, 1988). When policy originates outside the school, teachers will interpret the objectives and implement the policy in the light of their prior knowledge, beliefs and educational philosophy. Policy analysts tell us that these pre-existing features are usually powerful enough to defeat administrative reforms if they are not compatible (Lynn, 1994). But this situation does not appear to remain static.

The literature tells us that as teachers become more familiar with

policy, the implementation process changes. Within the field of educational policy, Odden (1991, p.8) found that during the implementation process, 'mutual adaptation' occurred over time between practitioners and the education reforms, with state and federal initiatives eventually impacting on local practice; "There may be questions about the impact, but impact occurs." Studies reveal that teachers modify and change policy to suit themselves. McLaughlin (1991, p.148) found that policy was shaped and integrated in a variety of ways best suited to local resources, traditions and clientele; "...local practices do and will vary in significant ways among sites and over time". **This brings me to my second hypothesis: there is a correlation between policy implementation success and teacher endorsement of policy goals.**

To test this hypothesis in respect to the Equity Element, it will be necessary to determine both the extent of teacher endorsement of the policy goals, and the extent of implementation success. **This leads to the third research question: what is the extent of teacher endorsement for the goals of the Equity Element?** The extent of teacher endorsement can then be compared with the extent of policy implementation success at their school. Before the extent of success can be determined, it is necessary to define policy implementation success itself, and a search of the literature indicates that there are considerable difficulties (Linder & Peters, 1987).

1.3 Defining policy implementation success

The first two hypotheses from my study rely on an objective definition of policy implementation success. I claim that in any definition of public policy implementation success there is an unavoidable degree of

subjectivity, even more so for teachers in relation to the Equity Element because of the following factors:

The difficulty of isolating the program's impact.

External influences could benefit or detract from the program. In assessing the impact of the Equity Element, the evaluator has to decide if it is necessary to separate program impact from other influences. If the extent of implementation is not known, an evaluation of the desired effects will not be able to attribute the effects to the policy. A single problem or group in the population, in this case, disadvantaged students, can be the target of several programs with the same or related objectives. Schools may run special programs in student welfare or literacy as well as participating in the Equity Element.

Big problems tend to have a lot of 'solutions' thrown at them making it difficult to assess which, if any of them, are producing an effect. On the other hand, some programs may work only in conjunction with others, so a research strategy to try to determine the effects of such programs in isolation would be counter-productive. Program side effects may provide significant benefits or damage. It would be necessary to assess their importance relative to the central objectives and determine if, and to what extent, they should be included in any evaluation (Hogwood & Gunn, 1984; Owen, 1993).

Funding was provided to whole school projects and projects were evaluated on a whole school basis. There is no way of comparing the effect of programs on the cohort of disadvantaged students within the total school population. This is particularly problematic for schools in the Disadvantaged Schools Component where it is possible for a small but significant population of students to be considered advantaged. For

schools participating in the Country Area General Component, although all students will be disadvantaged geographically, considerable variation in disadvantage occurs between students who live some distance from the schools on isolated, low income properties and children of high income families who live in town. If whole school impact was assessed positively, it may be due to improvement occurring in the non-disadvantaged sector of the student population. When there is a rapid sequence of programs directed at the problem, it is also difficult to separate the effects. Some schools had been participating in the program for some time and had trialled numerous programs in successive years. Teachers will have to contend with these complexities in making their determination on implementation success.

The dilemma for determining success for the Equity Element in relation to its impact on the disadvantaged is therefore twofold. There is the lack of a means to identify the distribution of this particular program's impact due to it not occurring in isolation from other educational programs and additionally, the difficulty of isolating its impact on the target group within the total school cohort.

Failure to translate objectives into outcome measures.

The Equity Element, as commented on previously, does not include a means of assessing the extent of success or failure. At first glance, the objectives appear to be highly desirable 'motherhood statements'. Translating them into achievable goals or assessing them in terms of gains in attainment of program participants is a major issue. While external criteria for assessing success should never be so rigid that they exclude many acceptable and reasonable outcomes, in practice, if success is to be viewed as a factor of accountability, benchmarks for success should be

agreed upon by all program participants. Without guidelines for translating objectives into outcome measures, the definition of implementation success in relation to the goals of the Equity Element is open to a wide variation in interpretation by teachers.

Failure to relate success and time.

In the case of the Equity element, while school-based project goals may be linked to the objectives of the policy, albeit with a wide variation in interpretation, there is a failure to specify any valid measures of outcomes in relation to time. There is no way to determine if program success is to be assessed at the end of the project, or at annual intervals as indicated by the request for annual reports. It may be that program outcomes are to be sustained over time or to be sustained permanently or program outcomes may even be remote and occur at some time in the future.

The difficulty caused by site and program variation.

While the objectives of the Equity Element remain constant, individual school-based projects and the level of funding contain wide variations. For similar school populations, the type of project can vary considerably and sometimes the same project is undertaken at schools with quite dissimilar school populations, e.g. many/few minority groups, small/large school, urban/rural area. While variation in site or project might be considered appropriate if the objectives of the program are achieved, relative effectiveness at individual sites or for individual projects may be difficult to ascertain due to the lack of control mechanisms.

Failure to provide clear goals.

The objective of the Equity Element 'to assist schools and school community groups in improving the educational participation, learning outcomes and personal development of disadvantaged students' is not specified in any measurable form for teachers or evaluators and leaves the criteria for success unclear. Without being able to identify clear goals, the possibility of identifying absolute criteria as conditions of policy success appears remote. Any serious evaluation should identify not only differences in the quantity of outcomes produced by the policy being researched, but also variations in their quality. When objectives are not well-defined, making a decision as to which outcomes are desirable is extremely difficult to do with any certainty.

The term 'educational participation' has many connotations ranging from student attendance at school to the extent of active participation in learning activities. The term 'learning outcomes' could refer to any subject area, and short term or long term goals. It could refer to scores on norm referenced or standardised tests or to a subjective informal assessment procedure. The term 'personal development' can refer to the outcomes given in the Personal Development/Health/Physical Education syllabus or to a subjective assessment of the development of a student in relation to self-esteem and confidence. However, at best, it can be hoped that a determination can be made regarding the tendency of actions attributed to the policy to produce consequences acknowledged by the implementors as program goals.

The 'gap' between policy intent and outcome.

Implementation is an interactive process and the actors who implement a policy interpret the policy in individual ways. In doing so they contribute

to the definition of program success or failure. Yanow (1987) refers to the slippage between policy intent and outcome as the 'gap' and promotes the idea of policy study explaining the 'gap' rather than trying to explain the 'gap' away. Considering the number of people, equity officers, teachers, principals, parent and community members involved in the planning of projects to implement the Equity Element, there are multiple linkages which would allow for variations in interpretation. The understandings in relation to the intent of the policy will also vary considerably given the variation in experiences of the people involved in school-based project planning. It is highly likely that the variety of interpretations will impact on the goal orientation of the policy. Subversion of the original intent is also a possibility if planners see an opportunity to acquire funds to use in ways they consider desirable, ways which may or may not satisfy the original goal-orientation.

The danger of implementation success considered overall success.

Some researchers (Majone & Wildavsky, 1978) accept implementation success as an indicator of overall policy success but others (Linder & Peters, 1990) believe external criteria should have precedence in determining policy success or failure. An essential element of successful implementation and a precondition of meaningful evaluation is that activities involved in delivering the policy should be specified and the outputs, as far as possible, identified. The project reports provided to the Department of School Education as Annual School Reports satisfy this demand. It leaves open the possibility for any outcome to signify success. In the case of the Equity Element, the expenditure of funding and description of projects with anecdotal evidence of outcomes could purport, with or without justification, to be evidence of successful policy

implementation.

It is important to distinguish between failures of implementation and failures of policy (Hogwood & Gunn, 1984). Systematic failure to meet program goals may indicate that an evaluation of the practicability of meeting policy objectives should be carried out. Without an evaluation of the policy to determine if program goals have been achieved, it is difficult to determine if policy objectives can, in fact, be met. Current documentation of the Equity Element is heavily reliant upon empirical data which may, or may not be supported by scientific analysis.

Failure to address subjectivity.

In order to define success for the Equity Element the 'real' goals of the program need to be identified and the most appropriate ways to determine if the program has led to the attainment of the goals should be selected. Decisions such as these are never totally objective. The choice of data, the choice of ways to analyse the data and the conclusions drawn from it are all prone to unavoidable subjectivity, particularly when the evaluators will be driven by self-interest, motivated by the desire to continue to attract funding for the school. When evaluating policy success for the Equity Element, factors such as the identity of the report writers need to be considered. Teachers and parents involved in the design and implementation of the school-based projects complete the Disadvantaged Schools Component reports. Principals usually complete the reports for the Country Areas General Component.

Similarly the indicators need to be considered both individually and as a set against the norms on which judgments are made about the program and against their interpretability by the audience for which they were intended. Audience is seen as an important concept in reporting

success as well as in the evaluation itself. Every audience needs different information and importantly, each maintains different criteria for what it will accept as relevant, credible information. (Morris & Fitzgibbon, 1978) The writing and interpretation of school-based project reports provide an opportunity for the manipulation of information in respect to policy implementation success.

These eight factors and the inherent subjectivity limit the possibility of a definition for policy implementation success that all policy actors will agree upon. But both the first and second hypothesis rely on an objective definition of policy implementation success. A review of the official handbook containing the policy guidelines fails to produce a solution to the dilemma. In common with most educational programs reported in the literature, the Administrative Guidelines (DEET, 1994) do not include a means of assessing the extent of implementation success. The Administrative Guidelines request in 1994 that each state bureaucracy provides "...a summary statement of priorities and examples of associated activities, and outcomes for students and teachers." (DEET, 1994, p.152). This means that "For 1994, educational accountability requirements for NEPS will be met largely through satisfactory participation in the 1994 Annual National Report on Schooling (ANR)." (DEET, 1994, p. 214)

This refers to the supply of statistical information regarding retention rates, age participation rates, gender participation rates in subject areas, etc. The report went on to recommend that reporting was not on a census but rather on a sample survey basis (a range of 10-20 pages for NEPS of which the Equity Element is one of four programs). The question of what constitutes implementation success for the specific goals of the Equity Element remains unanswered.

From the literature, implementation success can be considered from

a number of perspectives. These include goal achievement, researcher observation, success as a factor of accountability and outcomes, the use of success indicators and school project success accepted as policy implementation success. At this point I will review each of these and theorise on how appropriate each could be considered to be for the policy in question (the Equity Element). Determining a definition for policy implementation success is crucial for my research. The first perspective considered is that of goal achievement.

Goal achievement

Tyler (1950) was the chief proponent of program evaluation based on goal achievement. For the purpose of this study 'goal' and 'object(ive)' are considered synonymous, both being defined as 'the end or aim' (Irvine, 1974, p. 440 & p.692). In Tyler's approach, the goals of a program are taken as given and decisions about the success of the program are based on the extent to which goals are achieved - according to some standard or level of achievement, or in some cases, in terms of the gains in attainment of program participants. In practice, the translation of program goals or objectives into valid measures of outcomes is a major issue for evaluators and stakeholders (Briggs, 1991; Winston, 1991). The objectives of the Equity Element programs are as follows;

"The objective of the Disadvantaged Schools Component (DSC) is to assist schools and school community groups in improving educational participation, learning outcomes and personal development of young people disadvantaged by socio-economic circumstances." (DEET, Commonwealth Programs for Schools 1994, p.69)

And in relation to the Country Areas General Component:

"This component's objective is to assist primary and secondary schools and community groups to improve the educational participation, learning outcomes and personal development of students disadvantaged by restricted access to social, cultural and educational activities and services because of their geographic isolation." (DEET, Commonwealth Programs for Schools 1994, p.71)

As stated, these goals appear to be somewhat vague and ambiguous. What exactly is meant by educational participation or personal development? And does learning outcomes refer to every subject in every grade? Is it possible that teachers have professional insight into this vocabulary and understand exactly what is meant by these statements. It could be assumed that if teachers find these goals as ambiguous as they could appear to those outside the teaching profession, they would be uncertain in their support. As professionals, it seems unlikely that they would support goals that were incomprehensible. Therefore teachers who support the program apparently place some meaning on these objectives. However, the lack of semantic clarity in these statements of the program's objectives limit the use of goal achievement as a means of determining implementation success for researchers reviewing the program.

The degree of tolerance in meeting objectives needs to be specified - how much deviation over how long a time would be acceptable overall and at the level of individual sites. For some programs the achievement of an objective at one point in time may constitute success. For another program, the achievement may have to be sustained permanently or over a specified length of time. In other programs a continuing improvement in performance may be expected. The Administration Guidelines (DEET, 1994) fail to identify an appropriate time for a school evaluation other than participation by supplying statistics for the 1994 Annual National Report on Schooling in Australia. The most appropriate time to assess a

particular objective could be at the end of the year, end of the triennium of the program, end of secondary schooling, or upon entry into the workforce. Just as appropriate time frames for the assessment of objectives vary, educational sites vary considerably.

If sites are similar, comparing results can give clues about the relative effectiveness of the program. Frequently in educational programs the only common feature across sites will be the target students and the funding source (Morris & Fitzgibbon, 1978). The dilution of the target students within the general school population (particularly at DSC schools) would make the comparison of results problematic. A program may have been allowed so much variation from site to site that common features are not readily apparent. Depending on the point of view of the planners, variability might be considered desirable or undesirable. Some programs encourage variation. However variation across sites needs to be specified in the program planning and would necessitate separate evaluations (Hopkins, 1989).

In considering the issue of variability, the Equity Element presents a considerable challenge. Each community, each student body, each staff is unique. The situation is compounded with each school designing its own project for the policy. Some CAGC schools share projects but bring their individual identities with them to the experience. Add to this the idea that 'mutual adaptation' will occur, the players will vary in the degree to which they will implement the program, and the possibility of using this perception of evaluation for the Equity Element appears remote.

Overrigid enforcement of program goals may actually be counter-productive if it eliminates creative initiatives to meet more effectively the overall objectives of the policy (Hogwood & Gunn, 1984). The Commonwealth's objective is to strengthen Australian schools by assisting

schools and systems in providing educational services of the highest quality (DEET, 1994, p.1). It may be necessary to prioritise into degrees of importance, the program goals, the expected outcomes and the program's impact within the policy space in order to assess the degree of successful implementation achieved.

As outlined above, there are considerable difficulties in using goal achievement as a means of determining program implementation success. Therefore we will now consider another perspective, that of researcher observation.

If broad objectives (as is the case for the Equity Element) are vague or conflicting there will be a problem about determining which program goals would be appropriate. Vagueness in goals or concentration on immediate operational goals can be a consequence of divergences in views about policy objectives - often support from many quarters is necessary to get a program off the ground and this may be better met by vague statements on which all can agree (Winder, 1991). Researcher observation of programs with poorly defined goals is offered as an evaluation method (Morris & Fitzgibbon, 1978).

Researcher observations

Researcher observation appears to be the method of choice for Commonwealth government reviews of the program with a small (13 case studies in one review, data from 87 schools in another) sample of schools across the nation selected for review (Connell, White & Johnston, 1990; Connell, Johnston & White, 1992). While 150,000 projects had been funded by 1991, 8000 project descriptions were documented for research purposes (Connell, White, & Johnston, 1991). Creative initiatives attracted considerable praise during these reviews but the problems of researcher

bias, observer subjectivity and the small percentage of schools involved in the Equity Element considered by the reviews presents a problem for this researcher. A determination of what constitutes the 'overall objectives of the policy' appears to be a value-laden decision. These issues have been dealt with in greater depth in Chapter Four.

With the difficulty of subjectivity influencing the determination of success in the researcher observation perspective, the next to be considered is success as a factor of accountability and outcomes.

Success as a factor of accountability and outcomes

While success can be viewed as a factor of accountability with outcomes (both financial and non-financial) assessed in terms of input costs, the achievement of non-economic goals within an educational program is usually considered to be highly significant (Angus, 1991). Connell maintains in each of his reviews that the achievement of non-economic goals for the Equity Element is highly significant but difficult to define.

Success may also refer to knowledge about the impact or effectiveness of a program; that is, how the program influenced those for whom it was intended. This necessitates the retrieval of information on the distribution of the program's impact and the extent to which it reached the target group as well as the extent to which program goals were achieved. Determining how the program influenced those for whom it was intended is problematic. It is not possible to isolate either the targetted students (the effects of labelling are considered too detrimental) or indeed, the effect of the Equity Element. At the time this research was conducted there were no fewer than thirty distinct policies being implemented in NSW schools and other policies also targetted disadvantage. (e.g. Country Areas National Component, Students at Risk

Component, Literacy and Learning National Component). This issue is addressed more fully in Chapter Four. The next perspective to be considered is implementation success determined by indicators of success.

Indicators of success

Evaluators need to develop instruments which validly reflect the intention of the program under review (Owen, 1993). Even an apparently clearly stated objective may leave open how the success of the objective is to be judged or measured. Whatever criteria are stipulated it will be necessary to operationalize them in some measurable form. It may be impracticable to measure attainment of objectives directly, so a more or less indirect indicator or range of indicators may be employed. There is a danger that relatively hard or measurable criteria may be used at the expense of more qualitative indicators which may be more valid indicators of program success (Hogwood & Gunn, 1984). Even when a statement of clear, specific and reasonable goals is attained there are still a number of problems. e.g. the relative importance to each other of goals when more than one is specified. Program staff may emphasize trivial goals or those on which the organization scores highly.

When objectives have been specified and priorities among them established, the issues remain of which outcomes are seen as relevant to meeting those objectives and what level of achievement in meeting those objectives would constitute success. It may be that movement in the desired direction could be considered an indicator of success, and, if it is, exactly how much movement is the necessary reference. The key issue is the identification of program outcomes. Once these have been identified there are technical and logistical issues associated with creating operational indicators of success (Owen, 1993). Users need to be aware of

the assumptions made in the development of indicators.

Issues such as validity, reliability, availability and practicability need to be addressed. Individual indicators and the indicators collectively need to be considered in relation to their significance, uniqueness and comprehensiveness. Similarly the indicators need to be considered both individually and as a set against the norms on which judgments are made about the program and against their interpretability by the audience for which they were intended. Owen (1993) cautions against using indicators as the only means of evaluating success because of the tendency to result in a partial rather than a complete description of the impact of a program. Once known to the implementors, indicators could displace the program objectives as the outcomes to be achieved, a 'teach to the test' syndrome (Healy, 1990).

Performance indicators are becoming increasingly common in education. The most recent school curriculum documents in NSW, e.g. Mathematics K-6. Outcomes and Indicators, (Board of Studies NSW, 1998), look to the use of performance indicators to determine the achievement of objectives. While some programs in industry include indicators of success in their planning, most educational programs produced in response to societal problems, as reported in the literature, do not include a means of assessing the extent of their success or failure. The Administrative Guidelines (DEET, 1994) do not provide any performance indicators for schools in relation to the Equity Element.

Since the Administrative Guidelines (DEET, 1994) do not include performance indicators and current accountability procedures do not support teachers by setting norms on which judgments can be made about benchmarks for implementation success, teachers cannot use this means of

guidance towards the achievement of program objectives. Such guidance may be established at the school level however, and this possibility will be investigated through the research instruments.

The last perspective that I wish to review is that of school project implementation success being considered as program implementation success.

The goals of a program can be intangible and difficult to measure. Some program objectives are remote and occur at some time in the future after the program has concluded and its participants have moved on. The program is intended to move its participants **toward** achievement of the objective. In such instances, where judging of the program completely on the basis of achievement of objectives might be impractical or even unfair, program evaluation can focus on implementation (Morris & Fitzgibbon, 1978). Some researchers accept that the necessary conditions for policy success reside in implementation (Linder & Peters, 1990) while others (Majone & Wildavsky, 1978) accept implementation success a sufficient condition for overall success. Following this line of reasoning, within schools in the Equity Element program, teachers could interpret successful implementation of the school-based project as being successful program implementation. But is this valid?

Linder and Peters (1990) caution that successful implementation should not have precedence over external criteria in judging success or failure. Should this occur the possibility of any outcome signifying success becomes a reality. For the Equity Element, program evaluation appears to have focussed on project reports made at school level. The Annual School Report forms provided by the Equity Unit of the N.S.W. Department of School Education for each school to complete at the end of the school year request a description of the school's project and its

outcomes, and a description of how the funding was spent. The person completing the report was either the principal (CAGC schools) or a project committee member (DSC schools). The possibility of any outcome signifying success must indeed be regarded as a reality. The reports were filed at the Equity Unit. There appears to have been no feedback on these reports provided to schools by the Unit. These Annual School Reports do not allow space for, or encourage schools to provide an evaluation of the extent to which the outcomes of the school-based project achieved implementation success for the Equity Element.

The need to protect the level of funding received by the school would be a priority for the principals compiling Annual Reports for CAGC schools and for committee members at DSC schools. There would be a vested interest in reporting the school's project in the most favourable light, regardless of the achievement of objectives. In such a situation, subjective bias is understandable and most likely. The possibility of attitudinal barriers to objective reporting are a reality and are reported upon in Chapter Four. To consider school-based project implementation success as successful program implementation does not appear to be a reliable or valid option.

Of the perspectives reviewed none facilitated a definition for policy implementation success, or provided the specifications associated with policy implementation success or operationalised the means to determine policy implementation success for policies with broad, ambiguous goals. For the Equity Element, an alternative perspective needed to be found. This necessitated a move from the measurement of policy implementation success to the perception of the extent of implementation success as expressed by those implementing the policy. In the case of the Equity Element this refers to teachers.

1.4 Perceiving policy implementation success.

Since teachers appear to place meaning on the program objectives (see below), it is anticipated that teachers can construct a definition of implementation success. The original hypotheses will now refer to perceived policy implementation success rather than policy implementation success.

Taken as they appear in the Administrative Guidelines (DEET, 1994), the three objectives of the Equity Element lack semantic clarity, as indicated earlier in this chapter. Yet the evidence presented in program reviews indicates that teachers are very enthusiastic in their planning efforts for school-based projects aimed at achieving the program goals (Connell, White & Johnston, 1991). Considerable time and expertise is volunteered by individual teachers in preparing these designs to be submitted to regional committees to obtain funding. These teachers design school-based projects to achieve the program objectives as stated in the Administrative Guidelines (1994). There is no evidence to suggest the meaning of the objectives has ever been queried. Therefore it must be assumed that for teachers planning the project, the objectives, as broad and ambiguous as they appear, have an explicit meaning.

With school effectiveness literature indicating that teacher support is necessary for program success and reviews indicating that this program is considered successful, we can conclude that it has the support of teachers in general. Teachers who are not involved in designing the school-based project, but who will be involved in its implementation, must be basing their support on the project design itself, since the objectives are never clarified in the submissions. **This leads me to my third hypothesis: when policy goals are given in broad, ambiguous terms, a teacher's perception**

of implementation success will correlate with the teacher's support for the project design, believing the goals to be explicit.

Teachers involved in the project design process appear to concur on these explicit meanings for the goals of school-based projects in order for the project to be accepted by the planning group and also by the school staff. In an effort to understand how such broad, ambiguous goals can become explicit for teachers in the project design process, it is necessary to find the factors that impact on school goal-setting.

School effectiveness literature indicates that collaboration is an important factor in school goal-setting (Little, 1982; Rosenholtz, 1989)). Policies such as the Equity Element are made in order to change practice, but they can only work through the process they seek to change. Teachers are at once the targets and agents of change. School change researchers (Sarason, 1971; Rosenholtz, 1989; Fullan, 1991; Hargreaves, 1994) focus on ways the culture of teaching enables or limits the reform process. The development of a collaborative school climate is seen as a means of overcoming the isolation of teachers, making them more receptive and engaged with educational reform. To assist in making sense of goal-setting in the project design process, in spite of the conundrum of the objectives as stated in the Guidelines, we could look at the extent of collaboration to determine if it has been a facilitating factor. **Therefore my fourth research question becomes: to what degree is goal-setting in relation to the school's project for the Equity Element seen as a collaborative process by the staff?**

To investigate the third hypothesis (When policy goals are given in broad, ambiguous terms, a teacher's perception of implementation success will correlate with the teacher's support for the project design, believing the goals to be explicit.), it will be necessary to determine if

teachers at the schools studied do, in fact, endorse the design of the school-based project and for comparison purposes, it is necessary to find the extent of that endorsement. **My fifth research question is therefore: to what degree do teachers endorse the design of their school's Equity Element project?** The extent of endorsement will be compared to just how successful teachers believe the policy implementation has been, being mindful of the difficulties in actually determining implementation success. **The sixth research question investigates teachers' perceptions of implementation success to enable the comparison to be made: what is the degree of satisfaction expressed by teachers in the achievement of the objectives of the Equity Element?**

The first five research questions focus on five variables that the literature, either from policy studies or from school effectiveness, indicates impact on successful implementation of policy, either directly or indirectly. These five variables are:

- 1) the match between goals of the Equity Element and goals of the school,
- 2) the extent of teacher support for school goals,
- 3) the extent of teacher support for the goals of the Equity Element,
- 4) the degree to which goal-setting in relation to the school's Equity Element project is seen as a collaborative process by the staff, and
- 5) the degree to which teachers endorse the design of the school's Equity Element project.

The sixth research question investigates the success of the Equity Element as the degree of satisfaction expressed by teachers. Since my study seeks to find any correlation between each of these variables and policy implementation success (as perceived by teachers), **the seventh research question follows: which of the variables in the first five research questions, if any, shows a stronger correlation with the degree**

of perceived successful implementation of the Equity Element in the school? In other words, do any of these variables appear to have a stronger association with policy implementation success?

In considering the implementation of an education policy it is important to recognise that while schools have many common features, each school is unique. While the same Guidelines are provided for all schools, there is considerable variation in the local setting (the school), the target group (disadvantaged students) and the dynamics of the implementing agency (the school staff).

In regard to the local setting, the Equity Element is implemented in both high schools and primary schools, urban schools and rural schools. The size of schools on the Program varies from one-teacher schools to large high schools with dozens of staff members in up to ten faculties. Any of these variables could impact on the Program's implementation. While certain features of the target group would be common to all schools based on the normal population spread, (gender, ages) and the factor that caused the group to be included in the Program (disadvantage), the presence and extent of minority groups within the student body must be considered as a variable. Minority groups within a student body include non-English speaking students, students who speak English as a second language, aboriginal students and students whose religion or ethnic background necessitate special consideration during the routine school day. All the variables associated with the school's location and the student group or groups, which attend the school, can be considered to be demographic variables and the demographic variables mentioned above will be included in my study.

Schools, as social organizations, vary considerably. (Dornbusch & Scott, 1975; Natriello, 1983; Rosenholtz, 1985) Teachers from different

settings hold altogether different definitions of school reality. In order to determine if the sample of teachers used is truly representative of the population and also to determine if individual teacher attributes are important variables in the research hypotheses, the following information is requested from participants through the teacher questionnaire; gender, if holding a promotions position, years of experience, and length of time at the current school. Policy studies have indicated that goal acceptance is a critical aspect in achieving goal performance (Erez & Kanfer, 1983; Erez & Zidon, 1984). We should not assume that individual teachers believe in the need for the government to address the issue. Therefore it is included as a variable.

School effectiveness research indicates the importance of school climate in the capacity of a school to achieve program objectives. McLaughlin (1987, p.147) wrote that for a policy to be implemented there must be the 'will and capacity'. Schools in which teachers were involved in decision-making in school-specific situations which really matter, where teachers had the opportunities to shape organizational goals and could access forums for staff input were found to be more effective (Renihan & Renihan, 1992). Fullan (1991) suggests that such a climate raises morale, increases teacher enthusiasm and is a key factor in furthering effective school change. School leadership is an important variable in determining the climate of a school (Meyer, 1984; Sergiovanni, 1984). All these factors which contribute to the school climate are considered to be teacher workplace variables.

Any of the school climate variables mentioned could impact upon any of the first six research questions. Any of the school demographic variables mentioned previously could impact upon any of the first six research questions. **Therefore my eighth research question is: do any**

school demographic or teacher workplace variables have a significant relationship with any of the variables in the first six research questions.

1.5 Defining indicators of success

At this point I will return to the problem caused by the failure of the Administrative Guidelines (DEET, 1994) to provide a definition for implementation success, and the dilemma created by the lack of semantic clarity in the program objectives. Implementation is an interactive process and the actors who implement a policy interpret the policy in individual ways. In so doing they contribute to the definition of program success or failure. Once an implementor interprets a policy and acts on that interpretation, the next implementor is no longer dealing with the original policy (Yanow, 1990). Each interpretation provides a new view which may include consequential modifications.

These interpretations may impact on the goal-orientation of the policy in either a conscious or inadvertent way. When guidelines fail to provide indicators of success, implementors are free to devise indicators for their own definition of policy implementation success. Given the possibilities existing for individual interpretations of policy, these could be many and varied. **Therefore my fourth hypothesis is; when policy is formulated without indicators of success, implementors will define their own idiosyncratic ones, which are likely to be diverse.**

In the case of the Equity Element there are three stated objectives without indicators of success being provided. **To test the fourth hypothesis there is the ninth research question; what do individual schools see as the indicators of success for each program objective?** It could be reasonably expected that each of the objectives has its own

unique set of indicators and that across the sample of schools, there would be some agreement on a common set of indicators for each of the objectives. It may be possible to use the common set of indicators to make decisions regarding successful program implementation, particularly if there is widespread agreement. **This leads to the final research question, the tenth: which indicators can be used as a common baseline of success from which comparisons can be drawn?**

1.6 Subjectivity

Throughout this journey into a conceptual framework from which both the hypotheses and the research questions emerged, we find both policy studies and school effectiveness research proceeding in tandem. Within the field of public policy, implementation research investigates the structures and processes within which policy implementation becomes operational. Within the field of school effectiveness research, improvements to policy implementation are advocated through the reform of school system processes. From research into policy implementation we find definitions of implementation success are most often based on the achievement of policy goals (Tyler, 1950; Hogwood & Gunn, 1984; Linder & Peters, 1990; Owen, 1993) while literature on school effectiveness emphasises the importance of teacher consensus on goals for successful implementation within the school (Popham, 1975; Little, 1982; Eisenhart, Cuthbert, Schrum & Harding, 1988; Rosenholtz, 1989). The difficulty in bridging these bases for defining implementation success for the Equity Element lies in its broad, ambiguous goal statements. Both the first and second hypothesis depend on an explicit determination of policy implementation success.

Defining success as the extent to which the policy goals are achieved is not possible. When this occurs implementation success can no longer be an objective measure but is a perception held by those implementing the policy with reference to their personal construction of the policy goals. This can be measured as the level of teacher satisfaction in the extent to which they perceive the goals have been achieved. **The first hypothesis becomes: The degree of perceived success of policy implementation correlates with the degree of match between policy goals and school goals. The second hypothesis becomes: There is a correlation between perceived policy implementation success by teachers and their endorsement of policy goals .** The other hypotheses were developed in the knowledge that it was not possible to determine an objective measure for implementation success therefore they remain in their original form. The issue of subjectivity is inherent in each of the research questions. Tables containing the set of hypotheses and the set of research questions follow (Tables 1A and 1B). These are presented as a concept map at the end of Chapter One (page 47).

TABLE 1A THE HYPOTHESES

Hypothesis 1	The degree of perceived success of policy implementation correlates with the degree of match between policy goals and school goals.
Hypothesis 2	There is a correlation between perceived policy implementation success by teachers and their endorsement of policy goals.
Hypothesis 3	When policy goals are given in broad ambiguous terms, a teacher’s perception of implementation success will correlate with the teacher’s support for the project design believing the goals to be explicit.

Hypothesis 4 When policy is formulated without indicators of success, implementors will define their own idiosyncratic ones, which are likely to be diverse.

Subjectivity must be considered as a factor, both for teachers determining what they perceive to be the ‘real’ goals and also for teachers deciding which ways of determining success would be the most appropriate. This highlights the role of decision-making on the part of the evaluator (teacher or researcher).

TABLE 1B THE RESEARCH QUESTIONS

Question 1	Is there a match between the goals of the Equity Element and the goals of the school?
Question 2	What is the extent of teacher support for the school goals?
Question 3	What is the extent of teacher endorsement for the goals of the Equity Element?
Question 4	To what degree is goal-setting in relation to the school’s project for the Equity Element seen as a collaborative process by the staff?
Question 5	To what degree do teachers endorse the design of their school’s Equity Element project?
Question 6	What is the degree of satisfaction expressed by teachers in the achievement of the objectives of the Equity Element?
Question 7	Which of the variables in the first five research questions, if any, shows a stronger correlation with the degree of perceived successful implementation of the Equity Element in the school?

- Question 8 Do any school demographic or teacher workplace variables have a significant relationship with any of the variables in the first six research questions?
- Question 9 What do individual schools see as the indicators of success for each program objective?
- Question 10 Which indicators can be used as a common baseline of success from which comparisons can be drawn?

Evaluators are involved in a chain of decisions throughout each evaluation. They are open to challenge. The evaluator must be able to defend the decisions made. In the reviews made by Connell, White & Johnston, (1990) and by Connell, Johnston & White, (1992) considerable attention focusses on defending the choice of qualitative analysis for the program. This will be discussed at length in Chapter Four.

No evaluation is totally objective, each is subject to a series of linked decisions. These relate particularly to the relevance of data when analysing the data, whether qualitative or quantitative. Evaluators judge which data to collect, which forms of analysis to use and how they should be interpreted, the effect on findings and ultimately, any conclusions drawn. The Coleman Report (1966, cited in Coleman, 1975) is a classic example of the choice of analysis method resulting in results which led to conclusions found to be reversed by reanalysis of the original data by other methods. Different people looking at the same data come up with different conclusions so it is important to try to establish standards considered to constitute success before the data are collected and analysed. An apparently simple objective may contain a word that is interpreted differently by different groups of people, and the way options for answering a question on it are set out, may produce spurious results.

Information may be misleading with central interpretations differing from those at program sites. Recording procedures may vary across sites and points in time. The information necessary to assess program outcomes may not be readily available at the time of evaluation or may be available in unsuitable forms. Evaluating a program within constraints such as time, evaluation budget, access to data without considering overall goals or other key issues, poses ethical questions. The value placed on particular criteria for successful implementation may vary according to the status of the person making the judgment. The criteria themselves may differ according to whether the person making the judgment is an implementor of the policy, an evaluator from the bureaucracy or a researcher from outside the policy space. At this point it is necessary to separate the subjectivity of an evaluator (researcher and/or bureaucrat employed by the government body to evaluate the implementation of the policy) from the subjectivity of the implementors (in the case of this research, teachers). For those who are implementing the policy (implementors), all the issues of subjectivity, given for evaluators, exist, and are exacerbated by an added complication.

The considerable difference which becomes apparent when viewing subjectivity in relation to evaluators from outside the implementation process and implementors, is in the need to provide a defence for the decisions made. Throughout the process, evaluators must be mindful of this need, while implementors in general, make their decisions in isolation or with the support of colleagues or others working in the policy space. It is quite possible that for the purpose of this study, many of the teacher respondents will have given a response regarding implementation success, without accessing any established framework for the decision. Individual teachers may prefer a particular evaluation perspective

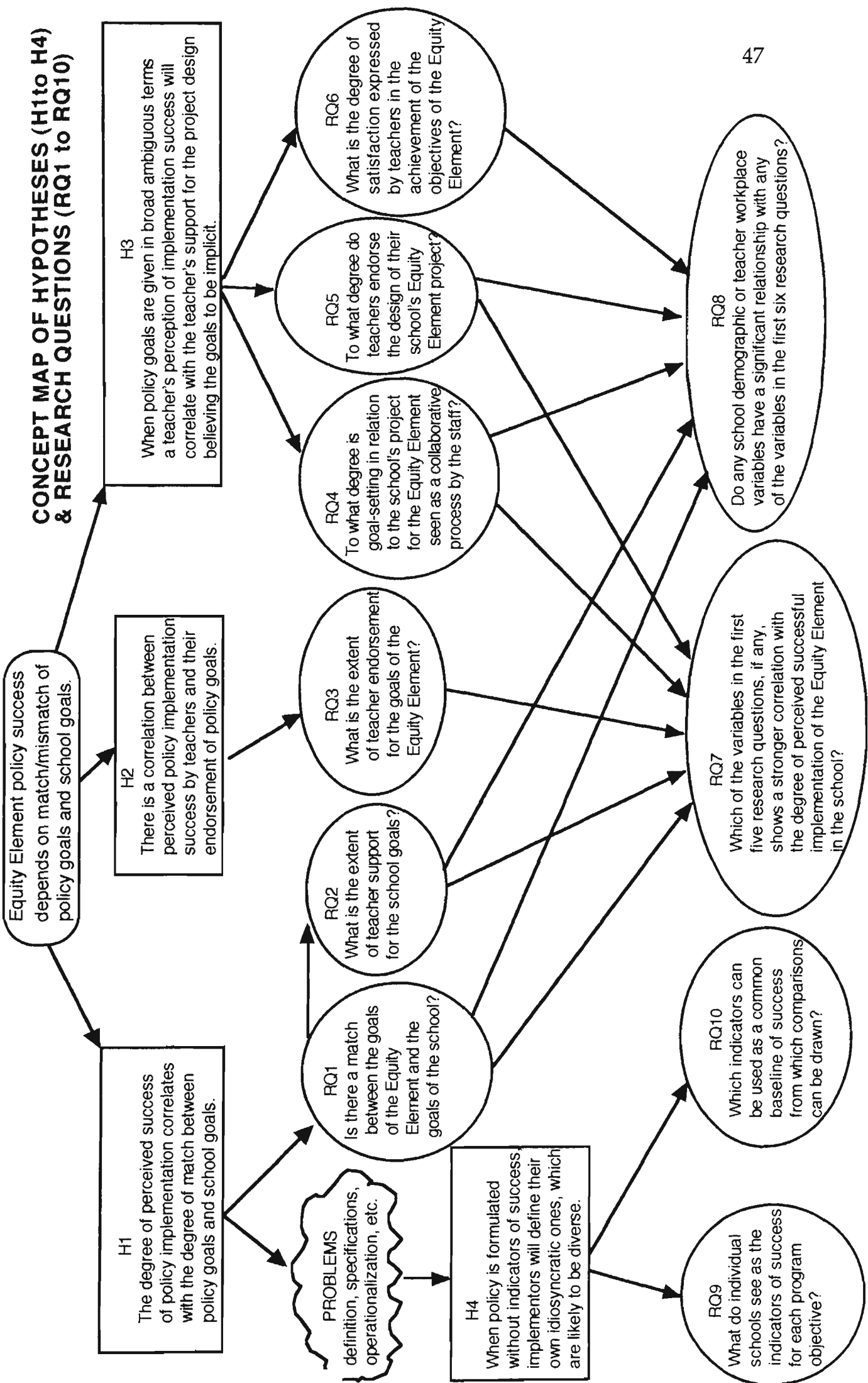
(evaluation perspectives were discussed earlier in this chapter) or combination of perspectives when they make their own interpretation of implementation success.

However, it could be expected that teachers who have been active in the design process within each school would be most likely to provide an evaluation procedure. This is a departmental requirement for school-based planning (NSW Department of Education, 1984). Their choice of evaluation procedure will be subject to some or all the subjectivity issues facing evaluators. Teachers, who did not participate in the planning process, could likely rely on their interaction with colleagues and students throughout the program, their past experience and their individual understanding of the policy objectives, when making a determination of implementation success.

The ease with which evaluation research can be conducted by evaluators from outside the implementation process (including this researcher) is affected by the political sensitivity of the issue. Evaluation, with its subsequent determination of success or failure, may be seen as a threat to the continuation of the program. The compliance of officials, implementors and the target group is often required (Popham, 1975; Eisenhart, Cuthbert, Schrum & Harding, 1988). The target group may be receiving benefits from participation in the program even if the impact does not constitute success. Their interest in maintaining the program for the purpose of maintaining these benefits may bias the information offered (Hogwood & Gunn, 1984; Marshall, 1988). However school improvement researchers suggest that federal and state sponsored proposals are likely to leave schools fundamentally the same. They maintain that these politically motivated reforms neglect the problems of implementation (Gitlin & Margonis, 1995).

The support received by this policy at Commonwealth and State level by both major political parties for the twenty years prior to this study are indicative of its popular appeal. Very few education policies have continued for so long without major structural reform. My study into goal alignment and the role of teacher endorsement in perceived policy implementation success may also provide insight into whether this Commonwealth sponsored proposal, albeit with State support, is likely to leave schools fundamentally the same, and whether this politically motivated reform does indeed neglect the problems of implementation.

While the issue of subjectivity is both complex and confounding, it is an unavoidable complication. It is a factor in any research, but with the capacity of teachers to thwart bureaucratic control by reason of their working conditions i.e. behind closed doors, its effects may be heightened for school effectiveness research. Any rigorous studies into school effectiveness will have made provision for the subjectivity of both evaluators and implementors to be taken into consideration. Therefore, for my choice of research study on which to model my own investigation, I have turned to a benchmark study of effective schools, *Teachers' Workplace*, by Susan Rosenholtz (1989). The following chapter outlines the modelling.



CHAPTER TWO

2.1 Introduction

This chapter presents the designs, methodology and relevant underlying analytical issues. These are developed from the teacher-focussed Rosenholtz study on the social organization of schools, and are complemented by other tools and methodologies introduced to take into account other implementors involved at the local level, namely principals and regional equity officers.

2.2 The sample

All the high schools and their feeder primary schools which participated in the implementation of the Equity Element in the South Coast Region in 1994 were asked to participate in the study. Only public schools were included. The South Coast Region is an administrative division of the New South Wales Department of School Education (DSE) which stretches from the northern suburbs of the City of Wollongong southwards along the coast to the Victorian border. It is bounded to the west by the coastal ranges of the Great Dividing Range. All the schools in this study lie in close proximity to the coast with the exception of the most distant high school and its two feeder primary schools which are situated in the coastal ranges.

The Equity Element, the focus of this research, contains two components, the Disadvantaged Schools Component (DSC) and the

Country Areas General Component (CAGC). It is one of four elements of the National Equity Program for Schools (NEPS), the others being Access Element, National Priorities Element and Incentives Element. The study involved four high schools with a total of seven feeder primary schools which were involved in the Disadvantaged Schools Component and four high schools with a total of ten feeder primary schools which were involved in the Country Area General Component. Two of the CAGC primary schools received additional funding from the DSC program, but for the purposes of this research their results were included with CAGC schools as they functioned predominantly in a CAGC mode with the benefit of the additional funding from the DSC.

Schools with less than three classroom teachers were not included in the study. Due to the nature of some questionnaire items it would be possible to identify individual teachers in a small school setting. The number of teaching staff at each school varied from four at the smallest CAGC primary school to sixty at the largest DSC high school. Approximately 600 questionnaires were distributed to all permanent classroom teachers at these schools.

At an individual level, of teachers who responded (not every teacher responded to every item), 86 were males, 106 were females, 86 teachers taught in primary schools and 110 teachers taught in secondary schools, 96 taught in urban schools and 100 in rural schools, 49 were executives (assistant principals, deputy principals, head teachers, executive teachers) and 143 were assistants (teachers not holding an executive position), 12 teachers had been at their current school for 20 years or longer, 62 had been at their current school at least 10 years but less than 20 years and 102 teachers had been at their current school less than 10 years. Reflecting the State's aging teaching population, 86 teachers

had more than 20 years experience, 93 teachers had at least 10 but less than 20 years teaching experience and only 26 teachers had less than 10 years teaching experience.

The principals of each of the twenty five participating schools agreed to be interviewed as did all three equity officers employed by the Department of School Education to support and monitor the schools in the program. Data was collected for each school using Equity Unit archival records. These records provided summaries of the activities conducted in each school as the equity program for 1994 and the total funding received for the year. Additional data was obtained from the Department of School Education Annual Report for 1994 and The 7th Equal Employment Opportunity Annual Report and 1995 EEO Management Plan of the New South Wales Department of School Education.

2.3 Research design and methodology: Concepts and issues

To investigate the match/mismatch between policy goals and school goals as well as teacher support for policy goals and the relationship with policy implementation success, two distinct research methodologies were combined. Teacher questionnaires provided data for quantitative analysis, principal and equity officer interviews provided data for qualitative analysis and Departmental records regarding program projects provided statistical information for quantitative analysis and descriptive information for qualitative analysis.

By combining the use of quantitative and qualitative methods in analysis, this study satisfies the definition of a mixed-method evaluation design (Caracelli & Greene, 1993). In that the results from one method type are intended to enhance, illustrate, or clarify results from the other

(Greene & McClintock, 1985; Mark & Shotland, 1987; Rossman & Wilson, 1985) with qualitative and quantitative methods used to measure overlapping but distinct facets of the phenomenon under investigation, a complementary purpose is indicated.

My study is modelled on the research study by Susan Rosenholtz into the social organization of schools, published under the title, "Teachers' Workplace" (1989). Her research has been modified to suit the purpose of the study and archival evidence, not included in the Rosenholtz study, has been included in my analysis. The Rosenholtz study investigates the social organization of schools through teachers' beliefs, cognition and behaviours and the reciprocal effect of those beliefs, cognition and behaviours on their school's social organization. It considers the linkages between policy and the intended beneficiaries of policy, namely teachers and students, through the question of what teaching is, how it is performed and how it is changed within the social organization in which it occurs.

The Rosenholtz study begins with an investigation into 'Shared School Goals', the belief underpinning her research being that the means to understand the success, mediocrity or failure of a school can be found in the structure of organizational goals. "...the hallmark of any successful organization is a shared sense among its members about what they are trying to accomplish" (Peters & Waterman, 1982). Effective schools researchers report that successful schools engage in a constant process of program design and review. Rosenholtz investigated the part played by the principal in this process using teacher questionnaires as well as principal and teacher interview data. In my study, the part played by the principal is considered in teacher questionnaires and principal interviews. In the current political climate in NSW, it is unlikely that access to teachers

for interview purposes would be granted, particularly for a researcher external to the bureaucracy.

At the theoretical/conceptual level Rosenholtz challenges school effectiveness literature for its failure to provide information on the manner in which school structure interrelates with its functioning and its productivity. In her view the dilemma is not how to measure school effectiveness but what to measure. This theme is central to my research also. Among the issues she confronts is the lack of “convincing rationales and empirical support” (Rosenholtz, 1989, p.2) to explain how the specific characteristics attributed to ‘effective schools’ came to affect the internal dynamics of the schools. Her research provides insight into this question from the perspective of within-school variation while I have investigated how the specific characteristics attributed to ‘effective schools’ came to effect the perceived success of policy implementation from the perspective of between-teacher variation. The specific characteristics we have both referred to are goal consensus, teacher collaboration, teacher commitment and school climate.

The questionnaire

The Rosenholtz questionnaire is given in Appendix D. It consists of six sections, School Demographic and Teacher Background Variables, Shared School Goals, Teacher Collaboration, Teacher Learning, Teacher Certainty, and Teacher Commitment. Within these sections the items are grouped into a total of eighteen divisions of which I have chosen to replicate and/or adapt three. One general question from each of two other groupings has also been included. The specific details of each item used in my research are given later in this chapter.

I needed to keep the questionnaire for this study as focussed and

concise in appearance as possible to maximise the number of completed questionnaires returned. Therefore, despite the possibility of finding other significant variables in the remainder of the Rosenholtz questionnaire, I limited the questionnaire items for this study to variables that the literature indicated would be significant and did not include items which teachers could regard as being too personal or collegially inappropriate.

Section 1 -School Demographic and Teacher Background Variables

This section, which has no internal divisions in the Rosenholtz questionnaire, has been included in my research but adapted for local conditions and for the specific purpose of providing information for my research questions.

Section 2 -Shared School Goals

In the Rosenholtz questionnaire there are seven groupings for items under this heading:

(2.1) Shared Teaching Goals. Items from this grouping have been included in my research.

(2.2) School Goal-setting. Items from this grouping have been included in my research.

(2.3) Teacher Recruitment. Items in this section relate to teacher recruitment by principals. This is not relevant in the NSW public school setting where principals do not participate in recruiting classroom teachers.

(2.4) Teacher Evaluation. This is another area considered irrelevant to NSW Department of School Education conditions and therefore not replicated in my study. The questionnaire items on teacher evaluation related specifically to evaluation procedures used

in the American context. Decisions about whether teachers are performing at the level required in NSW public schools is made in the context of professional judgment exercised by principals and executive staff. Each classroom teacher is assigned a supervisor (principal or executive) at the beginning of each school year. The supervisor has the duty of monitoring the performance of that teacher on an ongoing basis and of providing appropriate feedback. While a teacher's efficiency can be questioned at any time during the school year, all teachers have their efficiency assessed annually through the 'Teacher Assessment and Review Schedule'. The categories provided are: satisfactory, unsatisfactory and causing concern. The responsibility for ensuring that a teacher's efficiency is satisfactory is placed on the supervisor. This contrasts with the American situation where the teacher is responsible for his/her own efficiency.

(2.5) Teacher Socialization. Items in this section related to teachers who are new to the school. The socialization of new teachers was not considered relevant to my research. There are also comparatively few changes in staff in the South Coast Region with teachers applying for teaching positions having to wait up to 10 years for a position to become available at many of the schools considered in this study.

(2.6) Isolation/Cohesiveness. Items under this heading could be considered rather intrusive into personal relationships on the staff. These items were not included as they did not appear to be linked to my research questions, and some items could actually be regarded as offensive.

(2.7) Managing Student Behavior. While items from this

grouping could provide some relevant information, size restrictions for the study did not allow for any groupings other than those having very evident links to the research questions to be included.

Section 3 -Teacher Collaboration

In the Rosenholtz questionnaire there are four groupings of items under this heading.

(3.1) Collaboration. The items in this grouping relate to collaboration in general. The item I have used for collaboration is from School Goal-setting. It relates to discussion at staff meetings in regard to school goals and the means of achieving them. While the investigation of collaboration in general may have provided information for comparisons, the size of my study limited this being used as a perspective. I used the total sample, not a between-schools perspective.

(3.2) Team Teaching. This is not a common practice in the schools taking part in the study and therefore could not have been considered as a useful variable given the small size of the sample.

(3.3) Teachers' Certainty about a Technical Culture and Instructional Practice. There are two recurring conceptual themes in the Rosenholtz study, teacher uncertainty and threatened self-esteem. Teacher uncertainty refers to the technical culture within which teachers work. Teacher uncertainty in relation to policy goals and implementation success became a recurrent conceptual theme in my research. Teacher interviews provided a large amount of the qualitative data in the Rosenholtz study, particularly in relation to these themes. Without access to teacher interview data (permission to conduct teacher interviews being extremely difficult to obtain

within the State education bureaucracy), it was not considered appropriate to include these items in my study.

(3.4) Involvement in Decision-making. The items on decision-making in the Rosenholtz questionnaire were not relevant to decision-making in the areas of my research, i.e. school goals, Equity Element project design. Therefore they were not included in my study.

Section 4 - Teacher Learning

In the Rosenholtz questionnaire there is only one grouping of items, Teachers' Learning Opportunities. Under this heading, Rosenholtz considered teachers' opportunities to learn. These have not been included in my research due to the size constraints of the study and lack of a clear link to my research questions.

Section 5 - Teacher Certainty

In the Rosenholtz questionnaire there are three groupings under this heading:

(5.1) Positive Feedback (or Psychic Rewards). Items within this grouping relate to personal satisfaction. Teacher satisfaction, strongly linked by Rosenholtz to workplace commitment and good performance, has been linked to success in school program implementation (Huberman & Miles, 1984). Although there may be some information in this area which could contribute to better understandings in the area of my research, the size limitations of my study did not enable the inclusion of areas which did not appear to relate specifically to my research questions. A general question relating to satisfaction was included in the demographic section of

my questionnaire.

(5.2) Teacher Complaints about Students or Parents. This item was not relevant to my research questions.

(5.3) Parent Involvement in Children's Learning. An item on parent involvement in relation to the Equity Element in particular has been included in the demographic section of my questionnaire. The items on the Rosenholtz questionnaire are more general and relate to parent participation in the learning of their own child or in volunteer work in the classroom. Parent involvement was found to be a significant variable in relation to schools with a low socioeconomic status in the Rosenholtz study and the Commonwealth Programs for Schools 1994 Administrative Guidelines strongly urge parent participation in program development.

Section 6 - Teacher Commitment

In the Rosenholtz questionnaire there are two groupings under this heading.

(6.1) Teacher Commitment. Items under this heading relate to job satisfaction and while these items could contribute to the understanding of the results of my research, there was no direct link to the research questions evident. Therefore they are not included in my questionnaire.

(6.2) Task Autonomy and Discretion. Unlike the schools in the Rosenholtz study, the schools in my research operate within the regulations of a centralized bureaucracy. The items regarding task autonomy and discretion anticipated variations in regulations and were not appropriate in the context of NSW public schools.

The interviews

Two distinct approaches have developed in contemporary social science research, the scientific and the humanistic. An analysis of these two traditions in scientific thought, their data and their claims clearly demonstrates two distinct perspectives on the method, metatheory and philosophy. Both perspectives have surveys and empirical evidence to support their positions.

‘Clearly, the validity of interview data always must be questioned. Yet the interview can provide a wealth of unique data. The safest approach is to consider interview data as tentative: a hypothesis or set of hypotheses to be confirmed by other sources of data. Interview data may be of dubious value without the support of more standardized procedures. Results from standardized test, on the other hand, are often meaningless if not placed in the context of case history or other interview data. The clear and simple conclusion is that the two go together, each complementing the other.’ (Kaplan & Saccuzzo, 1989)

While this research into policy implementation contains a unified science perspective whose vision of science is positive, quantitative, applied and cumulative, the interview schedule and document analysis were used to reconcile and make use of the subjective, interpretive, pluralistic and non-cumulative vision of social science. This position is based on the research in social science by Donald Campbell (1988) who demonstrated that these opposing perspectives are able to be synthesised. His position demonstrates that importance rests, not on the choice of either perspective, but on the ability of the social scientist to reconcile and make use of opposing perspectives.

The sociology of science applied in the interview situation is hermeneutic in almost all of Habermas’s (1993) senses, emphasising

intentional communicative acts and intentional interpretive efforts, presuming the rationality and communicative intent of the communicators. With this in mind, the equity officer interview schedule was designed to endorse and supplement information gained from teacher questionnaires and principal interviews (See Appendix A.). It was also hoped to gain some insight into departmental attitudes towards match/mismatch of policy and school goals and indicators of policy implementation success.

The principal interview schedule was designed to provide a replicable situation across the principals interviewed, and a source of cross-validation with the teachers' responses to the questionnaire or to responses to the interviews by equity officers. The degree of structure in the principal interview and the questions asked were dependent upon the interviewer's purpose. The research suggests that a highly structured interview in which specific questions are asked in a specific order can produce highly stable results. The evidence is overwhelming that a substantial number of biases can be introduced by an interviewer (Hyman et al., 1954; Kahn & Connell, 1957). Political, cultural and even personal biases are likely sources of interference. Other investigators have found that even slight differences in the wording of questions or the order in which they are presented may lead to significant differences in the outcome of an interview (Turner & Krauss, 1978). Therefore, in contrast to the interviews in the Rosenholtz study, the interviews for this study were structured.

Records Analysis Instrument

The use of administrative records as an important source of data, is

common in process and evaluation research in organizational studies (Blau, 1963; Wrench & Lee, 1982; Edwards & Scullion, 1984), when it serves to complement other research methods which provide crucial information for interpretation. The records are part of the reality being studied and their value depends on their accuracy, completeness, degree of detail and the selective filter of the writer as well as that of the researcher. Documents typically only provide partial evidence (Webb et al., 1981) and contain both manifest (directly visible, objectively identifiable) and latent (hidden) content. There are significant differences between data collected specifically for research purposes and information which is rewarded as a by-product of an organization's activities.

Some understanding of the nature and original purpose of any set of records is important, not only with reference to the quality, consistency and completeness of the data they provide, but also for the interpretations that can be placed on the results. The interpretation of data from records should incorporate a detailed knowledge and understanding of the social processes involved in the production of data.

The records investigated for the purpose of this research are the 1994 school Accountability Reports held at the Regional Equity Unit of the NSW Department of School Education. The requirements for these reports in 1994 were based on the 1993 Australian Education Council framework. State authorities were required to account for grants received under Commonwealth Programs for Schools, both financially and educationally. Data was to be collected for two sample studies. One related to the measurement of performance under the National Action Plan for the Education of Girls, and the second related to the definition of non-English speaking background (NESB). Specific mention of accountability for equity programs from the guidelines was "...a summary statement of

priorities and examples of associated activities, and outcomes for students and teachers.” (DEET, Commonwealth Programs for Schools, 1994, p. 153)

The process has resulted in the guidelines changing with changes in government, thus suggesting a political factor at work. Programs were based on a triennium with the previous triennium looking to ‘equality of experience’ and the triennium, 1994-1996, reflecting the new culture of ‘equality of outcomes’. The 1993 guidelines state “...committees should...develop techniques and processes to evaluate the outcomes of the component” (in regard to DSC) and have regard to “appropriate provision for evaluation” and the “extent to which the project will achieve the objective of the component” (p.85) in relation to CAGC. In 1994 educational accountability is a section in Appendix R of the Administrative Guidelines. “Educational accountability indicates whether there is any improvement in the educational outcomes of the target groups. It also indicates where improvements are necessary to achieve agreed objectives.” (DEET, Commonwealth Programs for Schools, p. 214) The analysis of administrative records for 1994 would be expected to reflect these statements.

2.4 Development of the research instruments

The questionnaire

Replicating research into the social organization of schools by Rosenholtz (1989), a questionnaire (See Appendix A.) was constructed consisting of 21 items (compared with 164 items on the original) designed primarily with five-point Likert responses ranging from strongly agree to strongly disagree or from almost never to almost always. Some items were divided into three parts to allow for differing responses in respect to each of the

three Equity Element goals, i.e. improving the educational participation, learning outcomes and personal development of young people disadvantaged by socio-economic circumstances or geographic isolation. To avoid generalized response patterns, negatively and positively worded items were positioned at random throughout. From the questionnaires 39 variables relating to teacher background, school demographics, shared goals, teacher endorsement or goal success were provided for analysis.

The section on school demographics and teacher background characteristics, under the heading of 'Data about the Teacher Workplace', I placed first on my questionnaire because demographic questions do not usually offend and lead the respondent well into the questionnaire, thereby making it more difficult for him/her to withdraw (Burns, 1990). The other section that I chose to replicate (but not in its entirety) was that addressing Shared School Goals which I placed under the headings of 'Data about Shared Goals' and 'Data about School Goal-setting'. Two sections which I added have the headings 'Data about Teacher Endorsement' and 'Data about Indicators of Success'. These were added to provide information relevant to my research questions.

Data about the Teacher Workplace

School demographic and teacher background variables considered in the Rosenholtz study and included in my research are; socioeconomic status, school location (urban/rural), school size, descriptors of the school population in terms of ethnic and minority groups, years of teaching experience and tenure at the current school. Additional information on school/teacher demographics sought on my questionnaire relates to:

- 1) school type (primary/high). This was not necessary in the

original study as it was solely concerned with elementary schools.

2) gender and position. There is no reference to either of these in the Rosenholtz analysis. Teachers are consistently referred to as female so presumably there were only female teachers in the study. Principals, as reported in the study, were male and female and superintendents were male. No reference is made to teacher employment status so the situation as occurs in NSW of executive teacher positions in schools apparently does not exist in Tennessee where the Rosenholtz study was conducted or was not considered relevant to the study. It appears from the focus afforded by Rosenholtz that teacher status in Tennessee is more dependent upon the degree held by teachers and the status of the institution from which they obtained the degree. Since the degree and the institution from which it was obtained has no impact in the NSW system on teacher status or employment after qualification as a teacher, questions relating to these were not included. The question on 'position' would replace it within the concept of our workplace environment.

3) teacher satisfaction. There are numerous questions in the original study related to satisfaction linked to other variables, e.g. students, classwork, colleagues. In my study the question is only linked to working at the current school in the interest of maintaining reasonable size and variable limits to the study.

4) the importance placed by teachers on the need for the government to address the issue of equity. While the benchmark of the Rosenholtz study is basic skill mastery, a school goal reflecting a primary purpose of schooling and one of the least likely to be disputed as an instructional priority, the focus of my study is the

goals of the Equity Element. This policy could be interpreted as a reaction by politicians to a need expressed by the general public for a means to address the inequities of disadvantage for young people. Its underlying goals may be external to the primary purpose of schooling. Therefore a variable was included in the teacher questionnaire which captures the importance individual teachers place on the need for the government to address equity issues in schools.

5) the extent of parent involvement in determining school goals in relation to the National Equity Element. There were four questions with reference to parents in the original questionnaire relating to home-study programs, parent-teacher conferences, volunteer work in classrooms and home academic instruction. The guidelines for the policy at the focus of my study specifically identify as one of its underlying principles:

An essential element for the success of the NEPS will be the active participation of teachers, parents, students and the community in planning for and delivering the Program.”
(DEET, Commonwealth Programs for Schools 1994, p.209)

Since the success of the program is seen to be linked to parent involvement I included the extent of parent involvement in the questionnaire. Other questions relating to parent participation generally are included in the principal and equity officer interviews.

The Rosenholtz study also considered whether teachers were ‘locals’, teacher turnover for the three previous years samplewide, class size and its academic composition. These were not included in my study for the reasons outlined below.

Within the teaching culture of NSW, the movement of teachers between schools has been an accepted practice. It is difficult to define 'local'. Does the word imply that the teacher lives within a particular radius of the school, and if so, exactly what distance is the standard for local/not local? Does the word imply that the teacher has always lived within the defined 'local' boundary? How long would a teacher need to live in the area defined as 'local' to be considered local? The difficulty with the definition was felt to be too complex to include local as a variable.

The variable for teacher turnover for the three previous years samplewide is actually obtainable from the item 'Number of years service at THIS school'.

Class size was included in the Rosenholtz study because that study dealt only with elementary schools in an area where permissible class sizes between districts varies. My study involves primary schools with class sizes regulated by the Department of School Education and high schools where teachers teach several different classes of varying class size but always within guidelines set by the Department of School Education. Since the same regulations apply to all primary and all high schools in the sample, this variable is not appropriate for my research.

Class academic composition in primary schools in NSW, particularly DSC and CAGC schools, is invariably inclusive of the range of abilities that exists within the school. In the light of equity issues, within these schools, it is considered educationally sound practice for exceptional students to be integrated in mainstream classes. At high school level, students are frequently placed in classes according to academic ability (or according to the results of testing), but teachers usually take on a balanced class load (classes from across the ability range) unless they have been identified as specialist teachers for students with learning difficulties. The

accepted practice of including the range of academic ability within primary school classes contrasts with the variability in class academic composition observed by Rosenholtz in her study of elementary school teachers in Tennessee. The use of this variable for my research appeared to be unwarranted.

Other factors which were included as demographic information but were not items on the Rosenholtz questionnaire were school size and funding per student. School size was obtained from departmental statistics and was included as a variable in the data analysis. Similarly, the annual funding per student for the 1994 school year was obtained from departmental data and included as a variable in the data analysis.

Data about Shared Goals

The section in the Rosenholtz instrument (Appendix D) gathering information on Shared School Goals contains seven topic areas. Two of these topic areas have been duplicated and modified to provide data relevant to my research questions (See Chapter One.). The first topic area is Shared Teaching Goals which I have renamed Shared Goals as I added a question not related to teaching.

In the comparisons which follow, I have provided the questionnaire item from the Rosenholtz questionnaire, with its item number from that questionnaire followed by any corresponding item from my (i.e. Eyding) questionnaire, with its item number.

Item 1. The first item on the Rosenholtz questionnaire under the heading Shared Teaching Goals has been included with the addition of the word 'overall' qualifying 'objectives'. This was to eliminate the possibility that the question might refer only to Equity Element

objectives.

- | | |
|---------------|--|
| Rosenholtz 1. | At this school, we agree on the objectives we're trying to achieve with students. |
| Eyding 1. | At this school we agree on the overall objectives we're trying to achieve with students. |

Items 2. and 3. These items were not included because they were not seen as providing any information relating to goal alignment or teacher endorsement of school or policy goals.

- | | |
|---------------|--|
| Rosenholtz 2. | If most teachers at this school feel that another teacher is not doing a good job, they will exert some pressure on him or her to improve. |
| Rosenholtz 3. | I don't approve of the ways in which most of the other teachers in this school teach. |

Item 4. This item on the teacher's agreement with the principal's values and philosophy of education was included unchanged.

- | | |
|---------------|--|
| Rosenholtz 4. | My principal's values and philosophy of education are similar to my own |
| Eyding 2. | My principal's values and philosophy of education are similar to my own. |

Item 5. This item on the concurrence of values and philosophies of education with most of the staff was also included unchanged.

- | | |
|---------------|---|
| Rosenholtz 5. | Most teachers at this school have values and philosophies of education similar to my own. |
| Eyding 3. | Most teachers at this school have values and philosophies of education similar to my own. |

Item 6. The sharing of a high level of commitment to student learning was changed to commitment to improving the three objectives of the Equity Element, i.e., from a general commitment to a commitment for the specific goals of the policy.

- Rosenholtz 6. Teachers at this school share a high level of commitment to student learning.
- Eyding 4. Teachers at this school share a high level of commitment to improving:
- (a) educational participation for our students
 - (b) learning outcomes for our students.
 - (c) the personal development of our students.

Additional item. This was included in this section on shared goals. It sought information about the teacher's belief that participation in the program can actually achieve the objectives of the program.

- Eyding 5. Participation in the National Equity Program can improve:
- (a) educational participation for our students.
 - (b) learning outcomes for our students.
 - (c) the personal development of our students.

Data about School Goal-Setting

Item 1. This item was not included in my questionnaire as it was not relevant to my research questions.

- Rosenholtz 1. There are explicit guidelines in the school about the things teachers are to emphasize in their teaching.

Item 2. The information from this item relating to discussion about school goals was particularly relevant so the item was included with the word 'staff' replacing 'school faculty or inservice' reflecting the common usage in local conditions. The phrase 'and means of achieving them' was deleted as this was considered to be an entirely separate issue.

- Rosenholtz 2. Discussion about school goals a faculty or inservice meetings.
- Eyding 1. Discussion about shared school goals is a regular part of our staff meetings.

Item 3. This item was altered so that information regarding the school principal encouraging teachers to talk with each other related to the three objectives of the equity program rather than instructional objectives as in the original questionnaire.

- Rosenholtz 3. The principal of this school encourages teachers to talk with each other about instructional objectives.
- Eyding 3. The principal of this school encourages teachers to talk with each other about ways to improve:
- (a) student educational participation.
 - (b) student learning outcomes.
 - (c) student personal development.

Item 4. "...we spend most of our time on the small stuff" seemed superfluous combined with "we rarely get a chance to talk about the bigger issues in teaching and learning" so it was deleted from the item and the objectives of the Equity Element were substituted for "the bigger issues in teaching and learning". Once again 'staff' was substituted for 'faculty' to reflect common usage in local conditions.

- Rosenholtz 4. At faculty meetings, we spend most of our time on the small stuff; we rarely get a chance to talk to each other about the bigger issues in teaching and learning.
- Eyding 2. At staff meetings we rarely get a chance to talk about improving:
- (a) educational participation for our students.
 - (b) student learning outcomes.
 - (c) student personal development.

I placed this item before the previous one as it fitted on the page with all three objectives together. Otherwise, there would have been two objectives on one page and one on the next and the meaning could have been lost for the teacher completing the questionnaire.

Item 5. This item was not included as the information sought is not relevant to my research questions.

Rosenholtz 5. There are a lot of irrelevant side conversations that go on at our faculty meetings.

Item 6. In this item the explicit goals were changed to being those of the Equity Element rather than for student achievement.

Rosenholtz 6. We have explicit goals for student achievement in this school.

Eyding 4. In this school we have explicit goals for:

- (a) student educational participation.
- (b) student learning outcomes.
- (c) student personal development.

Data about Teacher Endorsement

Additional items on 'Teacher Endorsement' have been included. These allow for comparisons to be made between support for school goals in general and the school's equity project in particular, as well as providing information about teacher support for the design of the equity project. Information is sought regarding each of the objectives of the school's equity project in relation to the teacher's endorsement of the school's project and support for the design.

Eyding 1. My support for our school goals is:

Eyding 2. The equity program in this school was designed to improve:

- (a) educational participation for our students.
- (b) learning outcomes for our students.
- (c) personal development for our students.

Eyding 3. My endorsement of the school's program to improve

- (a) educational participation for our students was:
- (b) learning outcomes for our students was:
- (c) personal development for our students was:

Data about Degree of Success

The Rosenholtz study focusses on basic skills mastery as the benchmark by which success for the schools involved in the study would be

determined. The choice of basic skill mastery makes outcome measures more readily available and facilitates comparisons between schools. The broad goals (improved student participation, improved learning outcomes and improved personal development for students) of the Equity Element created a dilemma for my endeavours to determine if and to what extent the goals of the Equity Element have been met.

Evaluators need to develop instruments which validly reflect the intention of the program under review. An apparently clearly stated objective may leave open how the success of the objective is to be judged or measured. While teachers use the term 'learning outcomes' in teaching programs there is no indication given of the 'learning outcomes' which should be the focus of the program. The terms 'student participation' and 'personal development' cover a much wider field in educational terminology. Whatever criteria are selected it will be necessary to operationalize them in some form.

Given the complexity of the issue of indicators of success for this program, as discussed previously in Chapter 1, I decided to give the determination of success to teachers, as program implementors, to assess subjectively. The last item on the questionnaire solicits the teacher's opinion of program success.

- Eyding 1. The equity program in this school is successful in improving:
- (a) educational participation for our students.
 - (b) learning outcomes for our students.
 - (c) personal development for our students.

The Principal Interview Schedule

My study includes structured interviews of the principals from each of the twenty five schools involved in the study. There are twenty six questions on the interview schedule, most of which relate directly to the questions in

the teacher questionnaire on the match/mismatch of policy goals and school goals and policy implementation success. This contrasts with the open-ended questions of the teacher interviews conducted in the Rosenholtz study which were conducted in such a way as to encourage free expression. The qualitative data garnered from teacher interviews in the Rosenholtz study was used to find examples and cases that enrich and extend the understanding of how elementary schools work. In contrast, the principal interviews in my study provided complementary data to supplement the data obtained from the teacher questionnaires.

Due to time restrictions placed on the interviews in the Rosenholtz study, not all questions were asked of each of the 74 interviewed teachers from the 1,213 teachers who completed the questionnaire. In my study, all principals in the study responded to each interview question. Interviews were conducted by telephone in the Rosenholtz study whereas I conducted my interviews in person. Links between principal interview items and teacher questionnaire items are as follows:

- | | |
|----------------------|---|
| Principal 1. | How would you describe teacher agreement on school goals within this school? |
| Questionnaire 9. | At this school we agree on the overall objectives we're trying to achieve with our students. |
| Principal 2. | What is the extent of support amongst your teaching staff for the National Equity Program objective of improved educational participation for students? |
| Questionnaire 12(a). | Teachers at this school share a high level of commitment to improving
(a) educational participation for our students. |
| Principal 3. | What is the extent of support amongst your teaching staff for the National Equity Program objective of improved learning outcomes for students? |
| Questionnaire 12(b) | Teachers at this school share a high level of commitment to improving
(b) learning outcomes for our students. |

- Principal 4. What is the extent of support amongst your teaching staff for the National Equity Program objective of personal development for students?
- Questionnaire 12(c) Teachers at this school share a high level of commitment to improving
(c) personal development for our students.
- Principal 5. In your opinion, how closely do the goals of your school align with the goal of improved educational participation for students.
- Questionnaire 17(a). In this school we have explicit goals for (a) student educational participation.
- Principal 6. In your opinion, how closely do the goals of your school align with the goal of improved learning outcomes for students?
- Questionnaire 17(b). In this school we have explicit goals for (b) student learning outcomes.
- Principal 7. In your opinion, how closely do the goals of your school align with the goal of improved personal development for students?
- Questionnaire 17(c). In this school we have explicit goals for (c) student personal development.
- Principal 8. In what way is school goal-setting related to the Equity Element a collaborative process in this school?
- Questionnaire 16 The principal of this school encourages teachers to talk with each other about ways to improve
(a) student educational participation.
(b) student learning outcomes.
(c) student personal development.
- Principal 9. What do you consider to be the level of endorsement by teachers here for your school's program to improve educational participation for students?
- Questionnaire 20(a). My endorsement of the school's program to improve
(a) educational participation for our students was:
- Principal 10. What do you consider to be the level of endorsement by teachers here for your school's program to improve learning outcomes for students?
- Questionnaire 20(b) My endorsement of the school's program to improve
(b) learning outcomes for our students was:
- Principal 11. What do you consider to be the level of endorsement by teachers here for your school's program to improve personal development for students?
- Questionnaire 20(c) My endorsement of the school's program to improve
(c) personal development for our students was:

- Principal 12. How would you describe the level of teacher participation in designing the school program to improve educational participation for students?
- Questionnaire 15(a) At staff meetings we rarely get a chance to talk about improving:
(a) educational participation for our students.
- Principal 13. How would you describe the level of teacher participation in designing the school program to improve learning outcomes for students?
- Questionnaire 15(b) At staff meetings we rarely get a chance to talk about improving
(b) student learning outcomes.
- Principal 14. How would you describe the level of teacher participation in designing the school program to improve personal development for students?
- Questionnaire 15(c) At staff meetings we rarely get a chance to talk about improving
(c) student personal development.
- Principal 15. How successful do you think your school has been in improving educational participation for students?
- Questionnaire 21(a). The equity program in this school is successful in improving:
(a) educational participation for students.
- Principal 16. What do you consider to be the indicators of success for this?
This question links with the interview schedule for equity officers viz.
- Equity Officer 3. Which indicators of success would you look for in school project reports?
- Principal 17. How successful do you think your school has been in improving learning outcomes for students?
- Questionnaire 21(b) The equity program in this school is successful in improving
(b) learning outcomes for our students.
- Principal 18. What do you consider to be the indicators of success for this?
This question links with the interview schedule for equity officers viz.
- Equity Officer 3. Which indicators of success would you look for in school project reports?
- Principal 19. How successful do you think your school has been in improving the personal development of students?
- Questionnaire 21(c) The equity program in this school is successful in improving:
(c) personal development for our students.
- Principal 20. What do you consider to be the indicators of success for this?
This question links with the interview schedule for equity officers viz.
- Equity Officer 3. Which indicators of success would you look for in school project reports?

The next three items in the principal interview schedule provide insight into the principal's perception of teacher satisfaction in relation to the school's achievement of the goals of the Equity Element. They may also provide insight into the school climate.

- Principal 21. In your opinion how satisfied are the teachers here in the school's achievement of improved educational participation for students?
- Principal 22. In your opinion how satisfied are the teachers here in the school's achievement of improved learning outcomes for students?
- Principal 23. In your opinion how satisfied are the teachers here in the school's achievement of improved personal development for students?

The last three questions on the principal interview schedule serve to support the last item on the equity officer interview schedule.

- Principal 24. To what extent do you think parent participation has influenced the success of the program to improve educational participation for students?
- Principal 25. To what extent do you think parent participation has influenced the success of the program to improve student learning outcomes?
- Principal 26. To what extent do you think parent participation has influenced the success of the program to improve personal development for students?
- Equity Officer 7 To what extent do you feel parent involvement contributes to the program's success?

The last three questions on the principal interview schedule are linked to, but do not necessarily support the following:

- Questionnaire 8 At this school the extent of parent involvement in determining school goals in relation to the National Equity Element is:

In order to make the link between those implementing the policy at the local level and the bureaucracy overseeing the process, information was solicited from the government representatives for the Equity Element at the regional level, the equity officers. Their office was the Equity Unit at the region's Professional Services Centre.

The Equity Officer Interview Schedule

The interview schedule for the three equity officers involved in the implementation of the Equity Element in the South Coast Region contained 7 open-ended questions relating specifically to the match/mismatch of school and policy goals and policy implementation success. They were also conducted in person with each officer answering every question. As departmental representatives, the definition supplied by the equity officers should be the 'official' response and provide a baseline for the analysis.

Equity Officer 1. How would you define success for school-based projects in the program?

Successful projects may be identified by distinguishable common characteristics which may or may not include the variables considered in my hypotheses.

Equity Officer 2. In your opinion what are the common characteristics of successful projects?

Indicators of success may have been identified already by the equity officers and these would provide benchmarks for the school project report search.

Equity Officer 3. Which indicators of success would you look for in school project reports?

The following item may provide anecdotal evidence regarding the hypotheses which are the focus of this study.

Equity Officer 4. Have you observed any common characteristics in staff behaviour or attitude, particularly in relation to goal consensus and endorsement, that appear to be an indicator of future project success?

From the 'effective schools' literature researchers (Crowther in Crump, 1993; Fullan, 1991) have shown the importance of teacher collaboration on the development of school-based policies. However, other researchers (Bates, 1983; McClure, 1979; Smyth, 1992) have questioned the reality of

this approach for a variety of reasons. The following question was set to provide insight into this issue in relation to the Equity Element.

Equity Officer 5. To what degree do you see collaborative goal-setting by the staff for school or project goals affecting the success of the program?

The next question relates directly to my first hypothesis with regard to the match/mismatch between school and policy goals.

Equity Officer 6. During your experience as an Equity Element officer which observations have you made, if any, relating to the relationship between school goals and program goals?

There is a direct link between the last question and the last three questions on the principal interview schedule. The answers should provide further insight into the relationship between parent participation and program success.

Equity Officer 7. To what extent do you feel parent involvement contributes to the program's success?

Principal 24. To what extent do you feel parent participation has influenced the success of the program to improve educational participation for students?

Principal 25. To what extent do you think parent participation has influenced the success of the program to improve student learning outcomes?

Principal 26. To what extent do you think parent participation has influenced the success of the program to improve personal development for students?

Administrative Records

Data was collected for each school using Equity Unit archival records. These records provided summaries of the activities conducted in the school as the Equity Element projects for 1994 and the total funding received for the year. While some data sets extracted from government records are routinely released for public use, permission to access the school accountability Reports had to be obtained from the Co-ordinator, Regional Equity Unit. They were not made available for photocopying. In order to maximise the use of the limited time made available for perusal of

the records, an instrument was prepared providing a grid of dimensions (See Appendix A.). The three program goals were investigated in relation to parent involvement, staff involvement in the design, satisfaction, recommendations for future directions and amount of space devoted to each goal. Additional comments were sought from the reports to provide information related to variables associated with the four hypotheses.

2.5 The methodologies used in the analysis

The Questionnaire

In formulating the questionnaire other studies in the field were considered and the questions regarded as crucial for the four hypotheses were drawn up. Each item on the questionnaire developed was included on the grounds that it can logically be expected that the answer will be significant and constitutes a part of one or more of the four hypotheses.

The quantitative (questionnaire and departmental statistics) data was analysed using a stepwise regression, an approach to multiple regression analysis in which predictor variables are entered one at a time but can be deleted if they do not contribute significantly to the regression when considered in combination with newly entered variables. (Judd & McClelland, 1989) The Rosenholtz study upon which this research is modelled, used multiple regression and structural modelling to analyse the quantitative data. While both methods involve statistical explanations which speak of 'predictor' variables, structural modelling indicates not only the strength of an association between variables, but also the connection between them. This is referred to as path analysis or factor analysis. (Jaeger, 1990)

Many statisticians have concerns about the use of path analysis,

arguing that - since correlation does not imply causation - it is dangerous to draw inferences about causes from evidence based on correlations. Both Wermuth (1980) and Cochran (1965) caution against making the step from dependencies to causation. "Attempts to interpret these associations as causal or non-causal must rely heavily on information not supplied by the study, though some information may come from previous studies of a different type." (Cochran, 1965, p.238) For this reason and also because the computer package for structural modelling was not compatible with my computer, I did not proceed with the structural modelling.

In order to research the match between policy and school goals and to investigate teacher perception of implementation success, representative sampling was deemed appropriate. The size of the sample necessitated the aggregation of data, essentially eliminating between-school variance on teacher survey responses. The inclusion of a dummy variable for urban/rural location of schools meant that it was possible to model each of these populations separately. Similarly, by banding schools according to their fund per student ratios, it was possible to compare models for statistically significant differences.

As in the Rosenholtz research, the reliability of each grouping was measured by Cronbach's Alpha Coefficient (Jaeger, 1990) and the range of item-to-scale correlations are included. As in the original study, the scales were constructed with individual rather than school-level data.

The interviews

Content analysis (McNeill, 1990) was the research methodology used to make inferences from the texts of the interviews. It was used to code the responses to the open-ended questions. words, phrases or other units of text were classified into categories. This compares with the inductive

approach used to analyse the data in the Rosenholtz study. The structured questions of this study's interview schedules are much less complex than the 'free expression' encouraged in the Rosenholtz study with responses in my study lending themselves more readily to classification for content analysis.

In order to audit communication content against objectives (in this research, determining the degree of success of a policy) it is necessary to utilize a research methodology which objectively and systematically identifies the linguistic properties of a text in order to develop measures which allow comparisons to be made between project evaluations. Content analysis is a method of analysing the contents of documents or other non-statistical material in such a way that it is possible to make statistical comparisons between them. Content analysis yields unobtrusive measures in which neither sender nor receiver of the message is aware that it is being analysed. Therefore there is little danger that the act of measurement itself will become a force for change to confound the data (Weber, 1985).

Systematic procedure is a prerequisite for valid results. The central idea in content analysis is that many words of the text are classified into much fewer categories. In order to draw valid inferences from the text it is important that the classification procedure used is reliable in the sense of being consistent. It must generate variables that are valid to the extent that it measures or represents what the researcher intends it to measure. A logical way to construct a system of categories begins by establishing the relevant dimensions of meaning. Rules must be formulated which define those syntactical sequences of categories which can be interpreted as indicators of achievement-motivated action (Mayntz, 1976). The content categories under which the units of analysis are to be subsumed

constitute the real link between the variables in the hypothesis and the units of language which both act as indicators for them and for their expression in individual cases. All the aspects of textual material under analysis must be taken into consideration otherwise there is the danger of recording only those features of text which support the relevant hypothesis. A taxonomy of outcomes was constructed from which an evaluation was made to determine if it is possible to define the success of Equity Element projects in any qualitative or quantitative way.

The records analysis instrument

"...data from administrative records is seriously deficient, particularly in relation to value-laden topics..." (Hakim, 1987). Recognising the dependence of this study on perception and belief, it was understood that the records might not provide information specifically addressing the research questions. It was anticipated that the reports would be subjected to content analysis and quantitative analysis in accordance with the type of information provided.

An analysis was made of the annual reports on projects in the participating schools. As administrative records, they constitute secondary analysis, given that the primary use of the records was for administrative purposes. This documentary evidence was not accepted uncritically. The researcher, trying to arrive at scientific statements that have validity beyond the data from which it has been drawn recognised that the representativeness of the data was of concern, also its authenticity. The researcher was able to gain valuable insight into key issues as much from what was included in these records as from what had been omitted.

2.6 The pilot study

A pilot study was undertaken at a DSC school not included in the sample. The ten teachers and the principal at the school agreed to participate in the pilot and agreed to discuss the research instruments after their administration on the understanding the results would not be part of the actual study and would not be recorded. The reliability of the sections on Shared Goals, School Goal-setting and Teacher Endorsement were measured by Cronbach's Alpha Coefficient (Jaeger, 1990). This was not appropriate for the section on Indicators of Success as it contained only one item and scale reliabilities can be computed only with three or more items. (Rosenholtz, 1989) The reliabilities were found to be equal or better than those for the Rosenholtz study.

The results of the pilot for the questionnaire were satisfactory. The discussions with individual teachers indicated that the teachers found the vocabulary appropriate, teachers felt that they understood each item, and that the length of time taken to complete the questionnaire was within the limits of 'good will'. Three of the ten felt it was actually at the time limit, indicating that if it was any longer they would not have felt inclined to complete it. Two typographical errors were found and were corrected prior to the questionnaires being issued to the schools in the study.

From the pilot of the principal interview I was made aware that by asking the same question for each of the objectives of the Equity Element, principals might find the items repetitious. Due to the nature and phrasing of the objectives in the official documents, this problem was unavoidable.

2.7 The research process

With support from Cluster Directors, all principals were contacted in the first semester of 1995 and a request was made for an interview appointment. All CAGC principals were interviewed on Monday mornings and DSC principals on Wednesday mornings. At these appointments the purpose of the study was outlined, the letter of permission was handed to the principal and copies of the questionnaire were left for the principal's perusal and distribution to staff. Teachers were provided with a covering letter explaining study purposes and methods to protect their anonymity and an informed participation agreement to sign. It was estimated that the questionnaire would take approximately 20 minutes to complete. A stamped self-addressed envelope was provided to enable the questionnaires to be returned to the researcher.

During second semester 1995 I obtained permission to access the school Accountability Reports at the regional Equity Unit. Perusal and recording relevant information from the records took longer than the one day I had requested and I obtained permission to attend on a second day to complete my search. I also interviewed the three equity officers during second semester. The interviews were held at the regional Equity Unit on a day when all three officers were present at the unit although the interviews were conducted in private. It was agreed that the interviews would be taped to facilitate analysis.

Despite personal requests made by phone two schools failed to return any questionnaires. I am unable to say whether the teachers were actually given the questionnaires because they were left with the principals to be handed out at the principal's discretion. By late 1995 when it became apparent no further questionnaires would be returned, the

data analysis began. The next chapter presents this analysis in detail.

CHAPTER THREE

3.1 Introduction

As this research report unfolds, the teachers and principals provide the perspective at the program’s point of delivery, while the equity officers and administrative records provide what is called here, the bureaucratic overview. The results fall into two categories. On one hand we have the information directly associated with the hypotheses and the research questions as was anticipated in Chapter One. On the other hand the data point to some unexpected variations and issues, other than those raised in Chapter One. These will be mentioned only briefly in this chapter and explored in greater detail in Chapter Four, where the report moves to analytical considerations cutting across the categories of data.

Reporting on the detailed data analysis, a format of presentation is adopted in this chapter which allows for the display of specific outcomes for each hypothesis and research question, complemented by relevant summation. To avoid the text becoming encumbered by lengthy explanations each time a variable is included in the reports, abbreviations have been used. A list of such abbreviations related to the teacher questionnaire is given below (Tables 3.1, 3.2, 3.3, and 3.4). Abbreviations for variables created from statistics available in Department of School Education reports are provided in Table 3.5 below. These tables also offer a bird’s eye view of outcomes from this analysis by listing, for each questionnaire and statistical variable, the relevant mean and standard deviation. Other abbreviations, relating to principals and equity officers

are given as needed when reporting on the interview results.

TABLE 3.1 TEACHER WORKPLACE

Variable*	Questionnaire Number	Mean	Standard Deviation
High/ Primary	1a	0.464	N.A.
Urban/ Rural	1b	0.490	N.A.
Many	2a	0.263	N.A.
Several	2b	0.180	N.A.
Few	2c	0.557	N.A.
Experience	3	17.832	7.704
Service Here	4	8.637	6.040
Male/ Female	5a	0.528	N.A.
Position	5b	0.256	N.A.
Satisfaction	6	4.510	0.660
Government Need	7	4.383	0.665
Parent Involvement	8	3.071	0.974

* DEFINITIONS

High/Primary: a dichotomous variable where 0 = high school and 1 = primary school

Urban/Rural: a dichotomous variable where 0 = urban and 1 = rural (referring to the area in which schools are located)

The questionnaire contained an item intended to capture a teacher’s perception of the size of the school’s population in relation to ethnic or minority groups. Given three possible perceptions (many, several, few), for the purposes of the regression analysis these become three variables.

Many: a dichotomous variable where 1 = a teacher’s view of their school as having many ethnic or minority groups in the school population and 0 = several or few minority groups

Several: a dichotomous variable where 1 = a teacher’s view of their school as having several ethnic or minority groups and 0 = many or few minority groups

Few: a dichotomous variable where 1 = a teacher’s view of their school as having few ethnic or minority groups and 0 = many or several minority groups

Experience: a teacher’s number of years teaching experience

Service Here: a teacher’s number of years teaching at their current school

Male/Female: a dichotomous variable where 0 = male teacher and 1 = female teacher

Position: a dichotomous variable where 0 = a teacher not holding an executive position

(an assistant) and 1 = a teacher holding an executive position in the school

Satisfaction: on a scale of 1 = none to 5 = considerable, a description of a teacher's satisfaction in working at the current school

Government Need: on a scale of 1 = strongly disagree to 5 = strongly agree, the teacher's rating of the importance that the government address equity issues in schools

Parent Involvement: on a scale of 1 = none to 5 = considerable, the teacher's rating of the extent of parent involvement in determining school goals in relation to the National Equity Element

TABLE 3.2 SHARED GOALS

Variable*	Questionnaire Number	Mean	Standard Deviation
Agreed Objectives	9	3.949	0.840
Principal's Philosophy	10	3.480	0.936
Teachers' Philosophies	11	3.582	0.777
Commitment to 1	12a	4.087	0.693
Commitment to 2	12b	4.102	0.664
Commitment to 3	12c	4.102	0.744
NEPS can improve 1	13a	3.969	0.750
NEPS can improve 2	13b	3.281	0.775
NEPS can improve 3	13c	3.990	0.771
Goal Discussion	14	3.158	1.228
Talk to improve 1	15a	3.306	1.118
Talk to improve 2	15b	3.281	1.113
Talk to improve 3	15c	3.418	1.113
Principal encourages 1	16a	3.730	0.963
Principal encourages 2	16b	3.281	1.113
Principal encourages 3	16c	3.735	0.972
Explicit goals for 1	17a	3.750	0.868
Explicit goals for 2	17b	3.781	0.852
Explicit goals for 3	17c	3.816	0.827

*DEFINITIONS

On a scale of 1 = almost never to 5 = almost always

Agreed Objectives: the extent to which a teacher believes the teachers at the school agree on the overall objectives the school has for students

On a scale of 1 = strongly disagree to 5 = strongly agree

Principal's Philosophy: the extent to which a teacher believes the principal shares his/her values and philosophy

Teachers' Philosophies: the extent to which a teacher believes his/her colleagues share values and philosophy of education

Commitment to 1: a teacher's belief that a high level of commitment to improving educational participation for their students is shared by teachers at the school

Commitment to 2: a teacher's belief that a high level of commitment to improving student learning outcomes is shared by teachers at the school

Commitment to 3: a teacher's belief that a high level of commitment to improving personal development for students is shared by teachers at the school

NEPS can improve 1: a teacher's belief that participation in the program can improve educational participation for students

NEPS can improve 2: a teacher's belief that participation in the program can improve student learning outcomes

NEPS can improve 3: a teacher's belief that participation in the program can improve personal development for students

On a scale of 1 = almost never to 5 = almost always

Goal Discussion: the extent to which a teacher believes that discussion about school goals is a regular part of staff meetings

On a scale of 1 = strongly disagree to 5 = strongly agree

Talk to improve 1: a teacher's belief that talk does not occur in staff meetings about improving educational participation for students

Talk to improve 2: a teacher's belief that talk does not occur in staff meetings about improving student learning outcomes

Talk to improve 3: a teacher's belief that talk does not occur in staff meetings about ways to improve personal development for students

Principal encourages 1: a teacher's belief that the principal encourages teachers to talk with each other about ways to improve student educational participation

Principal encourages 2: a teacher's belief that the principal encourages teachers to talk with each other about ways to improve student learning outcomes

Principal encourages 3: a teacher's belief that the principal encourages teachers to talk with each other about ways to improve personal development for students

Explicit goals for 1: a teacher’s belief that the school has explicit goals for student educational participation

Explicit goals for 2: a teacher’s belief that the school has explicit goals for student learning outcomes

Explicit goals for 3: a teacher’s belief that the school has explicit goals for student personal development

TABLE 3.3 TEACHER ENDORSEMENT

Variable*	Questionnaire Number	Mean	Standard Deviation
School Goal Support	18	4.663	0.544
Design to improve 1	19a	3.990	0.816
Design to improve 2	19b	3.969	0.784
Design to improve 3	19c	3.959	0.783
Endorsement for 1	20a	4.296	0.767
Endorsement for 2	20b	4.316	0.746
Endorsement for 3	20c	4.301	0.775

*DEFINITIONS

On a scale of 1 to 5 where 1 = none and 5 = considerable

School Goal Support: a teacher’s rating of their support for the goals of the school

On a scale of 1 to 5 where 1 = strongly disagree and 5 = strongly agree

Design to improve 1: the degree to which a teacher believes that the equity project at their school was designed to improve educational participation for students

Design to improve 2: the degree to which a teacher believes that the equity project at their school was designed to improve student learning outcomes

Design to improve 3: the degree to which a teacher believes that the equity project at their school was designed to improve personal development for students

On a scale of 1 to 5 where 1 = none and 5 = considerable

Endorsement for 1: a teacher’s rating of their endorsement of the school’s project to improve educational participation for the students

Endorsement for 2: a teacher’s rating of their endorsement of the school’s project to improve student learning outcomes

Endorsement for 3: a teacher’s rating of the school’s project to improve personal development for students

TABLE 3.4 DEGREE OF SUCCESS

Variable*	Questionnaire Number	Mean	Standard Deviation
Success for 1	21a	3.745	.677
Success for 2	21b	3.740	.678
Success for 3	21c	3.776	.702

*DEFINITIONS

On a scale of 1 to 5 where 1 = strongly disagree and 5 = strongly agree

Success for 1: a teacher’s rating of the success of the equity program at the school in improving educational participation for students

Success for 2: a teacher’s rating of the success of the equity program at the school in improving student learning outcomes

Success for 3: a teacher’s rating of the success of the equity program at the school in improving personal development for students

NOTE: Items marked with and asterisk (*) were recoded in calculating scale scores.

TABLE 3.5 FROM GOVERNMENT RECORDS

Variable	Government Records	Mean	Standard Deviation
Census	G.R.1*	519.813	226.174
Funds/Student	G.R.2**	67.923	42.256

*(G.R.1) Census: the number of students enrolled at the school in 1994, according to the Department of School Education records

**(G.R.2) Funds/Student: the ratio of the number of dollars allocated to a school for the National Equity Program to the student enrolment for the year 1994

3.2 Success and the policy/school goals match

Hypothesis #1

The degree of perceived success of policy implementation correlates with the degree of match between policy goals and school goals.

Teachers

To support Hypothesis #1 at the teacher level, significant positive statistical linkages should exist between

- a teacher's belief in the success of the Equity Element implementation and
- the extent to which a teacher believes the teachers at the school agree on the overall objectives the school has for its students

If either support for school goals or support for the goals of the Equity Element has a stronger correlation with a teacher's belief in success, significant positive statistical linkages should exist between

- a teacher's belief in the success of the Equity Element implementation and either
- a teacher's rating of their support for school goals, or
- a teacher's belief that a high level of commitment to the goals of the Equity Element is shared by the staff.

We begin by considering the degree of perceived success as indicated by teachers. Questions 21a, 21b, 21c on the Teacher Questionnaire asked teachers to indicate the degree of success they believe was achieved for each of the three Equity Element goals respectively. These variables are referred to as 'Success for 1', 'Success for 2' and 'Success for 3'.

Teachers were not asked directly to comment on the match of policy and school goals. Such a question would require a detailed explanation as an answer. This was felt to be too involved for a Likert scale response. Teacher frustration at being unable to answer the question fully, or the time needed to consider such a complex question could have jeopardised the response rate. Instead respondents were asked about the

extent to which teachers at the school agree on the overall objectives the school has for its students (Question 9 on the Teacher Questionnaire). This variable known as 'Overall Objectives' would include school and policy goals. Questions on the teacher's support for the goals of their school (Question 18 on the Teacher Questionnaire) and a teacher's belief in the level of staff commitment to each of the Equity Element goals (Questions 12a, 12b and 12c on the Teacher Questionnaire) should provide information indicating if variation in support exists between school goals and policy goals. These variables are referred to as 'School Goal Support' and 'Commitment to 1', 'Commitment to 2' and 'Commitment to 3'.

Some of the results of the statistical analysis were unexpected. The multiple regression analysis did not provide any significant positive statistical linkages between the relevant variables. As Table 3.6 below shows, the variables most strongly related to success were not the ones indicated above, but the teacher's belief that the school's project was designed to achieve each of the three Equity Element goals (Design to Improve 1, 2 and 3), the teacher's endorsement of the school's project for each of the three goals (Endorsement for 1, 2 and 3) and the belief that the school had explicit goals for each Equity Element goal (Explicit Goals for 1, 2 and 3). The variable High/Primary is also a strong predictor of a teacher's belief in policy implementation success.

The expected variables, 'Agreed Objectives', 'School Goal Support' and 'Commitment to 1', 'Commitment to 2' and 'Commitment to 3' are not represented in the framework at all. The data analysis indicates that for teachers, a complex situation exists in respect to predictability for success. This is evidenced by the strength of the variables 'Design to Improve...', 'Endorsement for...' and 'Explicit Goals for...' in respect to each Equity

Element goal as predictors of the teacher’s belief in policy implementation success.

TABLE 3.6 EXPLANATORY FRAMEWORK FOR POLICY GOALS
(from teacher questionnaires, Appendix B, Pages 256-258)

Goal 1: improved student educational participation

These predictor variables:		are most useful in explaining:	
Questionnaire Number		Questionnaire Number	
19a	Design to Improve 1 (P-Value <.0001)	21a	Success for 1
1a	High/Primary (P-Value .0050)	21a	Success for 1
20a	Endorsement for 1 (P-Value .0067)	21a	Success for 1
17a	Explicit Goals for 1 (P-Value .0064)	21a	Success for 1

Goal 2: improved student learning outcomes

These predictor variables:		are most useful in explaining:	
Questionnaire Number		Questionnaire Number	
19b	Design to Improve 2 (P-Value <.0001)	21b	Success for 2
20b	Endorsement for 2 (P-Value <.0001)	21b	Success for 2
17b	Explicit Goals for 2 (P-Value <.0001)	21b	Success for 2
1a	High/Primary (P-Value .0015)	21b	Success for 2

Goal 3: improved personal development for student

These predictor variables:		are most useful in explaining:	
Questionnaire Number		Questionnaire Number	
19c	Design to Improve 3 (P-Value <.0001)	21c	Success for 3
20c	Endorsement for 3 (P-Value <.0001)	21c	Success for 3
17c	Explicit Goals for 3 (P-Value <.0001)	21c	Success for 3
1a	High/Primary (P-Value .0017)	21c	Success for 3

Each of these variables relates to the teacher’s beliefs about the school’s projects to achieve the Equity Element goals. The first (‘Design to

Improve...') refers to the teacher's belief that the projects were designed to achieve each of the Equity element goals. Let's call this the 'designed-to-achieve factor'. The second variable ('Endorsement for...') refers to the teacher's endorsement of the school's projects to achieve each of the Equity Element goals. Let's call this the 'design endorsement factor'. The third variable ('Explicit Goals for...') refers to the teacher's belief that the school has explicit goals for each of the Equity Element goals. This will be referred to in future as the 'explicitness factor'.

Principals' responses were, on the other hand, quite straight forward in lending support to the hypothesis. The variation in responses by principals and teachers could be clarified by taking into account the type of school. This will be referred to as the 'school type factor' in the remainder of this research.

'High/Primary' is a strong variable in this framework. Most primary teachers believed the program to be successful while a significant number of high school teachers were uncertain of the program's success (Table 3.7 below).

TABLE 3.7 TEACHERS POSITIVE RESPONSES TO QUESTION ON
GOAL SUCCESS BY TYPE OF SCHOOL

(expressed as a percentage out of a total sample of 196 teachers)

<u>Goal*</u>	<u>HIGH</u>	<u>PRIMARY</u>
1	55%	81%
2	56%	81%
3	54%	86%

*: Goal 1: improved educational participation.
 Goal 2: improved learning outcomes.
 Goal 3: improved personal development.

Four of the eight high school principals responded to Principal Interview

items 1, 2 and 3 by indicating that not all teachers at their particular schools would be familiar with the equity goals. The uncertainty expressed by high school teachers in relation to program success may be caused by a lack of familiarity with the school's equity project rather than being uncertain of the success of the program itself.

The results of an unpaired t-test reject the null hypothesis of no difference between the responses to questions on goal success for each of the three equity element goals by high school teachers and primary school teachers (Table 1 in Appendix G). With a P-value equal to .0001, <.0001 and <.0001 for goals 1, 2 and 3 respectively, the variation in responses between high and primary teachers is highly significant. This provides us with information about the 'school type factor'.

Principals

Items 5, 6 and 7 on the Principal Interview Schedule asks principals about the degree of alignment of the goals of their school with each goal of the Equity Element. Items 15, 17 and 19 on the Principal Interview Schedule ask principals about the degree to which their school has been successful for each of the three Equity Element goals. By matching the principal's response to the question on goal alignment to the same principal's response to the question on success for each goal it was possible to investigate Hypothesis #1 from the perspective of principals.

Of the 75 pairs of responses (25 pairs of responses in respect to each of three goals) it was found that for 46 of these, the category of each response was the same (61%). That is to say, a positive response to the question on alignment was followed by a positive response to the question on success, a negative response to the question on alignment met with a negative response to the question on success or an uncertain response to

the question on alignment met with an uncertain response to the question on success in 46 of the 75 cases (see Table 3.8 and Table 3.9 below).

TABLE 3.8 PRINCIPAL’S RESPONSES TO DEGREE OF ALIGNMENT OF SCHOOL GOALS AND EQUITY ELEMENT.(N=25)

GOALS*	VERY POSITIVE	POSITIVE	POSITIVE WITH QUALIFICATION	NEGATIVE	UNCERTAIN
1	18	3	4	0	0
2	17	4	3	1	0
3	17	1	2	4	1

*: Goal 1: improved educational participation.
Goal 2: improved learning outcomes.
Goal 3: improved personal development.

TABLE 3.9 PRINCIPAL’S RESPONSES TO HOW SUCCESSFUL THE SCHOOL HAS BEEN IN ACHIEVING THE GOALS OF THE EQUITY ELEMENT.(N=25)

GOALS*	VERY POSITIVE	POSITIVE	POSITIVE WITH QUALIFICATION	NEGATIVE	UNCERTAIN
1	12	4	5	2	2
2	5	5	9	2	4
3	8	4	9	0	4

*: Goal 1: improved educational participation.
Goal 2: improved learning outcomes.
Goal 3: improved personal development.

In contrast with the results obtained from teacher questionnaires, these findings lend support to the first hypothesis.

Equity officers

Equity Officer Interview Schedule Item 6 solicited information regarding

the match between program goals and school goals. Replies tend to support Hypothesis #1. All three officers referred to the 'need to match' policy goals and school goals in order to achieve policy success. They referred to policy goals needing to be 'embedded' in school plans, 'aligned' with school goals, or 'driving in the same direction'.

Equity office records

There was no information relating to this hypothesis in records available for public scrutiny.

In summary, responses made by teachers indicate that 'Agreed Objectives', 'School Goal Support' and 'Commitment to 1, 2 and 3' are not major predictors of policy implementation success. Yet the hypothesis was supported by principals and equity officers. Perhaps looking at other teacher responses in detail will bring some clarification to the matter. Some answers can be supplied by data from the two specific research questions related to Hypothesis #1.

Research Question 1:

Is there a match between goals of the Equity Element and the goals of the school?

Teachers

As indicated in Table 3.10 below:

- The variable 'Agreed Objectives' is only significant in predicting that a teacher believes the staff share a high commitment to improving educational participation and that the school has explicit goals for student learning outcomes.
- The variable 'School Goal Support' predicts that the teachers believed the school had explicit goals for each of the three Equity Element goals.
- Believing that the staff share commitment to each of the Equity Element

goals ('Commitment to ...' for each of the three goals) predicts not only that the school has explicit goals for each ('Explicit Goals for ...'), but also that the teacher will endorse the school's project to achieve the goals ('Endorsement for ...').

'School Goal Support' and 'Commitment to ...' are both significant predictors of 'Explicit Goals for ...' and 'Endorsement for ...' to varying degrees for each of the three goals. But, Table 3.1 on page 86 indicated that both 'Explicit Goals for' and 'Endorsement for ...' are significant predictors of perceived policy implementation success for each of the three goals ('Success for ...'). Therefore, while it appears that for teachers, policy/school goal match does not correlate directly with perceived successful implementation, significant statistical linkages exist that point to a 'once-removed' correlation of these two variables with implementation success.

In contrast, the response by principals regarding the match between school goals and policy goals provides a direct link.

Principals

The responses to Items 5, 6 and 7 of the Principal Interview Schedule provide an insight into Research Question 1. Using the categorised responses given by principals in the Principal Interview Table 3.3 on page 89 was drawn up. It illustrates the degree of alignment between school goals and each goal of the Equity Element as indicated by the school principal.

Overall, principals responded very positively to questions on the alignment of goals of the Equity Element with the goals of the school.

TABLE 3.10 EXPLANATORY FRAMEWORK FOR POLICY GOALS
(from teacher questionnaires, Appendix B, Pages 231-233, 236-238, 246-248, 251, 253-255)

Goal 1: improved student educational participation

These predictor variables: are most useful in explaining:

Questionnaire Number		Questionnaire Number	
9	Agreed Objectives (P-Value .0052)	12a	Commitment to 1
18	School Goal Support (P-Value .0004)	17a	Explicit Goals for 1
12a	Commitment to 1 (P-Value .0337)	6	Satisfaction
12a	Commitment to 1 (P-Value .0123)	9	Agreed Objectives
12a	Commitment to 1 (P-Value .0181)	13a	NEPS Can Improve 1
12a	Commitment to 1 (P-Value <.0001)	17a	Explicit Goals for 1
12a	Commitment to 1 (P-Value .0001)	20a	Endorsement for 1

Goal 2: improved student learning outcomes

These predictor variables: are most useful in explaining:

Questionnaire Number		Questionnaire Number	
9	Agreed Objectives (P-Value .0050)	17b	Explicit Goals for 2
18	School Goal Support (P-Value .0161)	17b	Explicit Goals for 2
18	School Goal Support (P-Value .0052)	20b	Endorsement for 2
18	School Goal Support (P-Value .0002)	13b	NEPS Can Improve 2
18	School Goal Support (P-Value .0075)	19b	Design to Improve 2
12b	Commitment to 2 (P-Value .0004)	17b	Explicit Goals for 2
12b	Commitment to 2 (P-Value .0141)	20b	Endorsement for 2

Goal 3: improved personal development for student)

These predictor variables: are most useful in explaining:

Questionnaire Number		Questionnaire Number	
18	School Goal Support (P-Value .0005)	17c	Explicit Goals for 3
18	School Goal Support (P-Value .0015)	13c	NEPS Can Improve 3
12c	Commitment to 3 (P-Value .0012)	17c	Explicit Goals for 3
12c	Commitment to 3 (P-Value .0015)	20c	Endorsement for 3

The use of such expressions as “all the way”, “central”, “fairly well”, “quite well and still improving” came from rural principals. Urban principals supplied such comments as “powerful alignment”, “very closely”, “top priority”, “100% match”, “a knockout”, and “we try to do that”.

While there was considerable overlap, the language used by urban principals in general was stronger and more convincing. The following remarks from rural principals leave the impression of uncertainty and probable lack of documented proof: “slight clash”, “marginally”, “as it occurs”, “wouldn’t be formalised”, “we mightn’t write things down”, “not as closely”. Such comments generally came in response to goal alignment for improved personal development.

These data from teachers and principals provide details on the outcome mentioned before, i.e. differing views on a match between school goals and policy goals. The comparison with the bureaucratic response below provides more information on this issue.

Equity officers

Item 6 on the Equity Officer Interview Schedule sought observations eliciting points of view beyond individual schools, on the relationship between school and program goals. While all three equity officers indicate that this match is necessary for projects to be successful, they all mentioned the difficulty of schools ‘adding on’ projects after the school plans had been drawn up. The implication was that this was common practice and such projects did not align with school goals.

Equity office records

There is no mention of the need to align school and policy goals in any of

the records available for public perusal.

Issues arising from research question 1

From teachers there is evidence to suggest that policy/school goal match does not correlate directly with a teacher's perception of successful implementation. However, significant statistical linkages point to a 'once removed' correlation. The belief in a match is supported by principals interviewed on alignment between school goals and policy goals. Equity officers supported the need for this match but expressed doubt that it was occurring in all schools. The role played by teacher belief in the policy process will be considered in more detail in Chapter Four.

Teachers indicating positive support for the goals of their school are also positive in their belief that the school has explicit goals for each objective of the Equity Element. Yet there was no documented evidence of explicit goals for any objective of the Equity Element produced by principals at any of the 25 schools in the survey. Neither was there documented evidence of explicit goals in the school reports which formed part of the administrative records. Data analysed in relation to Research Question 2 provides more food for thought on this issue.

Research Question 2:

What is the extent of teacher support for the school goals?

In Chapter One the reasoning behind Research Question 2, was based on the possibility that school goals had been the work of a small group, or perhaps the principal, and might not reflect the goals of the majority of staff members. It has already been noted that support for school goals scored highly by both primary and high school teachers (pages 94-95). Perhaps while teachers as individuals believe they support the goals of the

school, it may be necessary for the support to be a collective agreement for it to be an important variable in policy implementation success. We have seen from the explanatory framework for Research Question 1 that ‘Agreed Objectives’ was the least significant of the three variables investigated (the other two being ‘School Goal Support’ and ‘Commitment to ...’ for each of the policy goals). Why is it that ‘teacher belief in staff agreement on the overall objectives that the school has for students’ play such an insignificant role? We now consider teacher support for school goals from the collective viewpoint. It will be referred to as teacher agreement on school goals so as to avoid confusion with teacher support which will be used to refer to the support of individual teachers.

Teachers

As reported in Table 3.11 below, satisfaction in working at the school (‘Satisfaction’) and the teacher’s belief that they share their values and philosophy with other teachers at the school (‘Teachers’ Philosophies’) are the significant predictors of the teacher’s belief that staff agree on overall objectives (‘Agreed Objectives’).

TABLE 3.11 EXPLANATORY FRAMEWORK FOR AGREED OBJECTIVES
(from teacher questionnaires, Appendix B, page 232)

These predictor variables:		are most useful in explaining.	
Questionnaire Number		Questionnaire Number	
6	Satisfaction (P-Value <.0001)	9	Agreed Objectives
11	Teachers’ Philosophies (P-Value .0082)	9	Agreed Objectives

Agreement on overall objectives may prove to be quite difficult to achieve, particularly in the case of schools with large staff numbers. The positive

comments regarding small schools and consensus made by principals and equity officers may have their basis in these results.

Principals

The responses to Item 1 on the Principal Interview Schedule (see Table 3.12 below) indicate that most principals believe teachers agree on goals established by the school. These results strongly support the results from the teacher questionnaire. On the 5 point Likert scale, the question on the extent of teacher support for school goals (Questionnaire Number 18) has a mean response of 4.663, S.D. 0.544. (See page 89.) on a scale of 1-5 where 5 is ‘Strongly Agree’. It appears that teachers view themselves as being very supportive of school goals. Some principals however qualified their positive remark by referring to doubt about consensus on ways of achieving the goals. A number of principals indicated that collective agreement on action appears to be difficult to achieve due to differing values and philosophies across teachers. This will be referred to as the ‘individual/collective factor’ in the remainder of this research.

TABLE 3.12 PRINCIPAL’S RESPONSE TO EXTENT OF TEACHER AGREEMENT ON SCHOOL GOALS (N=25)

VERY POSITIVE	POSITIVE	POSITIVE WITH QUALIFICATION	NEGATIVE	UNCERTAIN
14	3	5	1	2

Equity officers

Item 4 in the Equity Officer Interview Schedule asked for observations which included goal consensus. Teacher agreement on school goals was mentioned as being noticed in the small school situation by two of the officers and the other officer mentioned that, in his experience, teacher

agreement on school goals was only evident in three of the schools he dealt with. (The total number of schools these officers would have had dealings with would have been considerably more than the number involved in my research.) This will be referred to in future as the 'school size factor'. These comments lend support to the results from teacher questionnaires and principal interviews.

Equity officers

There were no comments relating to either school goal support by teachers individually or by the staff collectively in school or departmental records made available to me.

Issues arising from research question 2

The picture that emerges is of teachers acting on agreed objectives in the company of satisfied teachers who share their values and philosophy, more likely in the small school situation. Otherwise teachers support school goals but doubt that there is staff agreement. From principals of large schools we are given to understand that this relates to the ways of achieving the goals rather than the goals themselves. Comments made by equity officers tend to support these assumptions.

Synthesis of information relating to the first hypothesis

At the most highly significant level, for teachers, program success is linked to variables based on teacher belief and attitude rather than the degree of match. These teacher data do not support the first hypothesis directly. However, there are indirect links between the degree of match and a teacher's perception of implementation success which I have termed 'once-removed' correlations.

Principal interviews were very supportive of the hypothesis. All 25 principals interviewed indicated that they believed there was a need for a match between school goals and policy goals to enable successful policy implementation. Equity officers, also, were unanimous in the need to match policy goals and school goals in order to achieve policy success. There was no information available on these issues from equity office records.

While principals and equity officers indicate support for the first hypothesis, the reality for teachers appears more complex. This research has drawn attention to several issues which appear to play important roles in this area.

- The 'school type factor', i.e. the variation between responses from high school teachers and primary school teachers in relation to policy implementation success. High school teachers were significantly more uncertain in their response to policy implementation success than primary school teachers.
- The 'school size factor', i.e. the variation between small schools and large schools in relation to goal consensus. Principals and equity officers indicate that goal consensus is more frequently observed in the small school situation.
- The 'individual/collective factor', i.e. the variation between individual support for goals per se and collective agreement on ways to achieve them. Teachers support school goals at an individual level. In comparison, principals and equity officers indicate uncertainty regarding teacher support due to difficulties experienced at the school level in reaching agreement on action towards achieving the goals.
- The 'once-removed' correlations. The research results which indicate that there are intervening factors (the 'design endorsement factor', the

‘designed-to-achieve factor’ and the ‘explicitness factor’) between goal match and perceived implementation success.

These issues will be explored in greater detail in Chapter Four.

3.3 Success and teacher endorsement

Hypothesis #2:

There is a correlation between perceived policy implementation success by teachers and their endorsement of policy goals.

It should be made clear that teachers were not asked directly if they endorsed the goals of the Equity Element. It was considered that since the teachers were being asked if they endorsed their school’s project to achieve the goals of the Equity Element, whether they believed that the teachers at their school shared a high level of commitment to achieving the goals of the Equity Element and whether the school has explicit goals for each objective, enough information would be forthcoming whereas an extra question on endorsement could be confusing.

Teachers

As has already been shown (page 93), the variables most useful in explaining success for each of the policy goals are not the expected variables related to teacher endorsement of the policy goals. Instead the data analysis indicates clearly that the most significant predictors of a teacher’s belief in success are the teacher’s belief that the school’s project was designed to achieve the policy goals, the teacher’s endorsement of the school’s project and the teacher’s belief that the school has explicit goals for each policy objective.

As was mentioned in relation to Hypothesis #1, there are significant differences in responses between primary school and high school teachers to the question of success. Indications from school principals are that many high school teachers are not familiar with the Equity Element projects within their school. Also mentioned in relation to Hypothesis #1, is the lack of evidence through documentation that schools do indeed have explicit goals in relation to each of the Equity Element objectives. The strong relationship between the belief in explicit goals and the belief in success would also indicate that if there was uncertainty about the goals there would be uncertainty regarding success. Similarly if there was negativity regarding explicit goals, there would be negativity regarding success.

Principals

In relation to the second hypothesis, by comparing the responses to Questions 2 and 15, Questions 3 and 17, Questions 4 and 19, it was possible to match the principal's response regarding teacher support for each of the goals of the Equity Element with the principal's response regarding success for each of the three Equity Element goals. Of the 75 pairs of responses it was found that for 28 of these, the category of each response was the same. The variation in results between this (37%) and the previous comparison (61%) was largely due to principals being less positive (12 responses) or uncertain (7 responses) about teacher support.

The Principal Interviews do not provide as much support for the second hypothesis as for the first. Principals had commented with conviction that policy goals and school goals aligned but were less certain or unsure that teachers supported the policy goals. It should be noted here, that as has been stated previously, principals admitted to being

unsure themselves as to the meaning of the policy goals. It may be expected, therefore, that their understanding of teacher support for these same goals would also be uncertain.

Equity officers

Item 4 of the Equity Officer Interview Schedule asked specifically about goal endorsement by teachers in relation to policy implementation success. The responses by equity officers were noncommittal.

Equity office records

No information was forthcoming in relation to this hypothesis from school records or departmental reports.

Synthesis of information relating to the second hypothesis

The teacher questionnaire data analysis fails to support this hypothesis. From the information provided by teacher questionnaires, we can construct a belief scaffold for this group of teachers.

TABLE 3.13 TEACHER BELIEF SCAFFOLD
(ranked from 1 being the most strongly supported belief to 5 being the least)

RANK	BELIEF	QUESTIONNAIRE NUMBER
1	There is a need for government to address equity issues in schools.	7
2	The staff at the school share a high level of commitment to the policy goals.	12a-12c
3	Participation in the equity program can be successful.	13a-13c
4	The school has explicit goals for equity program objectives.	17a-17c
5	The equity program has been successful at the school.	21a-21c

Reflecting on this information, teachers appear to endorse, and be

confident that staff as a whole endorse, the concept of programs to address equity issues. They believe such programs can be successful. They believe that schools have explicit goals for the program objectives, but with increasing uncertainty. From principal interviews this uncertainty is reflected by many principals. The level of uncertainty increases for the belief in program success.

Equity officer interviews did not provide information relating to the second hypothesis, nor was there any information forthcoming from annual school reports provided to the Equity Unit. The uncertainty surrounding the policy goals and program success as expressed by teachers and principals will be considered again in this chapter in relation to the third hypothesis.

Principal interviews provide some support for the hypothesis in general. The principals who indicated uncertainty regarding teacher endorsement for the goals of the Equity Element have also indicated that the goals of the program are not clear. Their conclusion was less positive, or uncertain regarding a teachers' belief in program success. The next step is to look more closely at teacher endorsement for the goals of the Equity Element through the relevant research questions.

Research Question 3:

What is the extent of teacher endorsement for the goals of the Equity Element?

Teachers

Teachers believe that the staff share a high level of commitment to each of the goals. On the 5 point Likert scale, the means for the question relating to teacher commitment for each of the Equity Element objectives (Table 3.2 on page 87) are:

- 4.087 (SD = .693) for improved student educational participation

- 4.102 (SD = .664) for improved student learning outcome, and
- 4.102 (SD = .744) for improved personal development for students

These are very positive results. Perhaps teachers share a high level of commitment to the general principles of equity but are uncertain as to what the goals are or uncertain as to the exact meaning of the goals.

TABLE 3.14 EXPLANATORY FRAMEWORK FOR POLICY GOALS
(from teacher questionnaires, Appendix B, pages 231-236, 246-248, 253-255)

Goal 1: improved student educational participation

These predictor variables:		are most useful in explaining:	
Questionnaire Number		Questionnaire Number	
12a	Commitment to 1 (P-Value <.0001)	17a	Explicit Goals for 1
12a	Commitment to 1 (P-Value .0001)	20a	Endorsement for 1
12a	Commitment to 1 (P-Value .0123)	9	Agreed Objectives
12a	Commitment to 1 (P-Value .0181)	13a	NEPS Can Improve 1
12a	Commitment to 1 (P-Value .0337)	6	Satisfaction

Goal 2: improved student learning outcomes

These predictor variables:		are most useful in explaining:	
Questionnaire Number		Questionnaire Number	
12b	Commitment to 2 (P-Value .0004)	17b	Explicit Goals for 2
12b	Commitment to 2 (P-Value .0141)	20b	Endorsement for 2

Goal 3: improved personal development for students

These predictor variables:		are most useful in explaining:	
Questionnaire Number		Questionnaire Number	
12c	Commitment to 3 (P-Value .0012)	17c	Explicit Goals for 3
12c	Commitment to 3 (P-Value .0015)	20c	Endorsement for 3

Further correlations provide more information on this issue.

From these results it is apparent that there are strong linkages between teachers believing that the staff share a high level of commitment to the program goals and

- a belief in the school having explicit goals for the Equity Element and
- teacher endorsement of the school’s project to achieve the goals.

This would support the notion that teachers’ commitment to Equity Element goals is strongly linked to the school’s project and the goals associated with it.

Principal

To gain an insight into this question the responses to Questions 2, 3 and 4 of the Principal Interview Schedule were considered. As shown in Table 3.15 below, most principals indicated their belief in teacher endorsement for the goals of the Equity Element, but the comments are not as positive for this question as they were for the question on goal alignment.

TABLE 3.15 PRINCIPAL’S RESPONSES TO DEGREE OF
TEACHERS ENDORSEMENT FOR THE GOALS OF
THE EQUITY ELEMENT (N=25)

GOALS*	VERY POSITIVE	POSITIVE	POSITIVE WITH QUALIFICATION	NEGATIVE	UNCERTAIN
1	14	6	1	2	2
2	14	7	0	2	2
3	12	6	0	3	4

*: Goal 1: improved educational participation.
Goal 2: improved learning outcomes.
Goal 3: improved personal development

The number of negative or uncertain responses now totals 16% for the first and second goal and 28% for the third goal. The difference between the response pattern for the third goal and the other two goals was largely due to responses by rural principals. While acknowledging that the sample is small, the results and trends appear consistent.

Equity officers

In relation to the third research question, there was no mention of teachers' endorsement of policy goals by any of the three officers.

Equity office records

There is no reference made to teacher endorsement of policy goals in school reports or departmental records which were made available for scrutiny.

Synthesis of information for research question 3

The analysis of teacher questionnaire data reveals a strong linkage between a teacher's belief that teachers at the school share a high level of commitment to the goals of the Equity Element and a teacher's belief that the goals for the Equity Element are explicit. The extent of teacher endorsement for the goals of the Equity Element appears to be strong, but not as strong as support for school goals (means given on page 89). This high level of commitment is associated positively with a high level of belief in the school having explicit goals for each Equity Element objective. From this it appears that teachers place an explicit meaning on the goals of improved educational participation, improved learning outcomes and improved personal development for students, goals which appears to those outside teaching as vague and ambiguous. Some

principals also indicate that the meaning for these goals is unclear and therefore the extent to which they have been achieved is difficult to assess. We are left to conclude that at the point of program delivery uncertainty exists regarding both the meaning of program goals and the extent of program success. It appears that for teachers and principals there may be quite different sets of belief.

Principals in interviews indicated that they believed teachers were committed to the goals of the Equity Element supporting the data from the teacher questionnaire. There was no data related to this question obtained from equity officer interviews or from departmental records.

3.4 Success and goal ambiguity

Hypothesis #3:

When policy goals are given in broad, ambiguous terms, a teacher's perception of implementation success will correlate with the teacher's support for the project design, believing the goals to be explicit.

From the teacher questionnaire data analysis significant linkages are shown to exist between a teacher's belief in success and

- a teacher's support for the project design, and
- a teacher's belief that the school has explicit goals for the program objectives. Despite the confusion indicated by principal interviews regarding the meaning of goals, a majority of teachers believed that the goals were explicit. It cannot be inferred from the data that this means explicit for the teacher. Perhaps the teacher believes that the goals were explicit for those who designed the school's project.

From the principal interviews it is clear that uncertainty exists as to the meaning of the goals. The confusion surrounding goal definition lends credence to the description of the policy goals as being broad and ambiguous. Principal interviews confirmed strong teacher endorsement for the design of projects and reported teachers as being much less certain of program success than the principals themselves.

Equity officers were strongly supportive of the idea that the more staff involved in program planning, the greater the commitment to the project and the greater the belief in success. They did not indicate that teachers working on school-based projects requested clarification of the program's goals. It is possible to infer that these teachers believed the goals to be explicit.

For the Department of School Education Annual Report 1994 to state that "The DSE's strategic planning process was refined to ensure that its goals, strategic initiatives and student outcomes were fundamentally linked..." (NSW Department of School Education, 1995, p.21) indicates that at the bureaucratic level there is an acceptance of the following:

- there is a need to link goals and outcomes and
- the situation had been in need of improvement.

There was nothing to indicate how the process had been refined or what the impact had been. The assumption can be made that the program had not met expectations. This data contributes evidence to support the third hypothesis. The details of the data collected from the four sources in relation to this hypothesis follows.

Teachers

The construction of a diagram representing the relationship of predictor variables at the most highly significant level ($<.0001$) (Appendix C)

provides strong visual support for this hypothesis. The linkages between a belief in success and both a teacher's endorsement of the school's project and the belief that the project was designed to achieve the program goals are clearly indicated.

The explanatory frameworks most useful in explaining 'Success' for each of the objectives include 'Explicit Goals', but while this variable is highly significant for the objectives of improving student learning outcomes and improving personal development for students, it is slightly less significant for the objective of improving educational participation for students (Appendix B, pages 256-258).

While schools had explicit goals for projects or teachers believed that schools had explicit goals for projects, the policy goals were given in broad, ambiguous terms. Although no item on the questionnaire addresses this issue specifically because of the confusion which would arise in comparing policy goals with the goals of a school's project for this policy, there can be little doubt that the terms 'educational participation', 'learning outcomes' and 'personal development' are broad and ambiguous. There is no explanation of these terms provided in the policy guidelines.

Principals

In relation to this hypothesis the principal interview schedule does not provide specific data. However, by comparing each principal's responses to Questions 9 and 21, Questions 10 and 22, and Questions 11 and 23, it was possible to match each principal's perception of teacher endorsement for each Equity Element goal, with their perception of teacher satisfaction in the school's achievement of that goal. See table 3.15 (as previously given on page 111) and table 3.16 below. Of the 75 pairs of responses it

was found that the category of response was the same for only 20 pairs (27%). Principals, admitted to being uncertain as to the meaning of the goals (therefore the goals are not explicit), and provided a negative or uncertain response when questioned on teachers' perceptions of program success. This is despite the principals' belief that the teachers endorse the school's project.

TABLE 3.15 PRINCIPAL'S RESPONSES TO THE DEGREE OF
TEACHER ENDORSEMENT FOR THE GOALS OF THE
EQUITY ELEMENT (N=25)

GOALS*	VERY POSITIVE	POSITIVE	POSITIVE WITH QUALIFICATION	NEGATIVE	UNCERTAIN
1	14	6	1	2	2
2	14	7	0	2	2
3	12	6	0	3	4

TABLE 3.16 PRINCIPAL'S RESPONSES REGARDING TEACHER
SATISFACTION IN EQUITY ELEMENT GOAL
ACHIEVEMENT (N=25)

GOALS*	VERY POSITIVE	POSITIVE	POSITIVE WITH QUALIFICATION	NEGATIVE	UNCERTAIN
1	3	7	2	13	0
2	3	9	1	12	0
3	6	6	4	8	1

*: Goal 1: improved educational participation.
Goal 2: improved learning outcomes.
Goal 3: improved personal development

The information from principals tells us that while they believe that teachers endorse the school's project, principals do not see the goals as explicit and they doubt that teachers regard the implementation as

successful. This tends to support the hypothesis.

Equity officers

One equity officer mentioned that projects supported by teachers continue year after year, whereas projects which the staff do not support are likely to be discontinued. The more staff involved in the planning, the greater the commitment to the project and the greater the commitment, the more successful the project was felt to be. This view was expressed by all three officers. While the project design was not mentioned, it can be assumed that staff involved in the planning will endorse the design of the project they have prepared for the school. The involvement of staff in the planning will be investigated through Research Question 4.

Equity office records

School reports give the impression that teachers and students regard school projects as highly successful. There is no reference to the success or otherwise of the equity programs in the NSW Department of School Education's Annual Report 1994. There is, however, the indication that the planning process had needed to be refined (as discussed on page 114). In the absence of any other official information, it can only be assumed that the reporting format had been the subject of some criticism.

We will now investigate staff participation in the planning process through Research Question 4.

Research question 4:

To what degree is goal-setting in relation to the school's project for the Equity Element seen as a collaborative process by the staff?

To further understand collaboration within the school, the extent to which

discussion about school goals is a regular part of staff meetings is investigated first and then staff discussion in relation to the goals of the Equity Element.

Teachers

As indicated in Table 3.17 below, teachers believe regular discussion about school goals occurs in the presence of:

- shared values and philosophy
- regular discussions on ways to improve student learning outcomes and
- the principal encouraging teachers to talk about ways to improve educational participation.

TABLE 3.17 EXPLANATORY FRAMEWORK FOR COLLABORATION
IN GENERAL
(from teacher questionnaires, Appendix B, Page 239)

These predictor variables:		are most useful in explaining:	
Questionnaire Number		Questionnaire Number	
1a	High/Primary (P-Value <.0001)	14	Goal Discussion
11	Teachers' Philosophies (P-Value .0028)	14	Goal Discussion
15a	Talk to Improve 2 (P-Value .0030)	14	Goal Discussion
16a	Principal Encourages 1 (P-Value .0219)	14	Goal Discussion
5b	Position (P-Value .0259)	14	Goal Discussion

The strength of the relationship between the type of school (High/Primary) and the extent to which a teacher believes discussion about school goals occurs regularly at staff meetings is highly significant. This adds to our understanding of the 'school type factor'. Investigation into this relationship reveals that the majority of primary school teachers are positive (73%) and the majority of high school teachers negative (65%)

in their responses to this question. While 7% of primary respondents were uncertain, 13% of high school teachers were. These figures suggest primary teachers would have greater familiarity with school goals than high school teachers.

In looking for reasons as to why 'Position' is significant in this model the figures show that less than half the executives (46%) believe that discussion about school goals occurs regularly at staff meetings. While it is not possible from the questionnaire to ascertain why this should be so, staff meetings being a regular occurrence in every school, it appears that a significant number of executives believe discussions centre on topics other than school goals.

The only other regression summaries in which 'Position' is a significant predictor variable are summaries for 'Explicit Goals' and 'Endorsement'. It appears that executives are much less likely to believe that the school has explicit goals for Equity Element objectives (which supports the position expressed by principals) and are more supportive of school projects when compared with teachers generally. Without access to executives in an interview situation, the reasons for these differences cannot be determined from this research

Principals

In describing teacher agreement on school goals (Item 1 on the Principal Interview Schedule), 20 principals were positive in their responses, 3 negative and 2 were uncertain. The comment was made twice that in a small school it was not difficult to get an agreement. This adds to our knowledge of the 'school size factor'. Several principals mentioned an 'extensive consultative process' used to come to an agreement. For one school this involved an executive review, negotiations with the P&C, the

School Council and then a staff meeting. At another school it was mentioned that staff changes meant that teachers were having to 'adapt to preset plans'. 'Difficulties with underlying philosophies' was also mentioned. These issues could impact on the 'individual/collective factor'.

Collaboration was mentioned by two principals and consensus by five principals. The general impression is that collaboration occurs in the small school setting. In larger schools attempts at achieving consensus can be accompanied by a time-consuming and convoluted process. The resulting 'agreement' may or may not be regarded as collaborative.

Equity officers

No comments were made regarding staff collaboration on school goals.

Equity office records

Collaboration in regard to school goal-setting is not mentioned in school reports or departmental records.

We now consider collaboration in relation to the Equity Element project.

Teachers

Despite some differences, the explanatory frameworks for each goal (see Table 3.18 below) have four variables in common. These are 'High/Primary', 'Principal Encourages ...' (for each of the three policy goals), 'Goal Discussion' and 'Male/Female'. The type of school (High/Primary) is highly significant in predicting a teacher's belief that talk about achieving Equity Element goals occurs at staff meetings.

TABLE 3.18 EXPLANATORY FRAMEWORK FOR POLICY GOALS
(from teacher questionnaires, Appendix B, Pages 240-242)

Goal 1: improved student educational participation

These predictor variables:		are most useful in explaining:	
Questionnaire Number		Questionnaire Number	
1a	High/Primary (P-Value <.0001)	15a	Talk to Improve 1
16a	Principal Encourages 1 (P-Value .0002)	15a	Talk to Improve 1
17a	Explicit Goals for 1 (P-Value .0008)	15a	Talk to Improve 1
5a	Male/Female (P-Value .0009)	15a	Talk to Improve 1
14	Goal Discussion (P-Value .0064)	15a	Talk to Improve 1
4	Service Here (P-Value .0237)	15a	Talk to Improve 1
10	Principal's Philosophy (P-Value .0315)	15a	Talk to Improve 1

Goal 2: improved student learning outcomes

These predictor variables:		are most useful in explaining:	
Questionnaire Number		Questionnaire Number	
1a	High/Primary (P-Value <.0001)	15b	Talk to Improve 2
16b	Principal Encourages 2 (P-Value <.0001)	15b	Talk to Improve 2
5a	Male/Female (P-Value .0004)	15b	Talk to Improve 2
14	Goal discussion (P-value .0015)	15b	Talk to Improve 2
17b	Explicit goals for 2 (P-Value .0132)	15b	Talk to Improve 2

Goal 3: improved personal development for students

These predictor variables:		are most useful in explaining:	
Questionnaire Number		Questionnaire Number	
1a	High/Primary (P-Value <.0001)	15c	Talk to Improve 3
14	Goal Discussion (P-Value .0013)	15c	Talk to Improve 3
16c	Principal Encourages 3 (P-Value .0015)	15c	Talk to Improve 3
5a	Male/Female (P-Value .0037)	15c	Talk to Improve 3
10	Principal's Philosophy (P-Value .0124)	15c	Talk to Improve 3

This provides more information on the ‘school type factor’ which will be discussed in greater detail in the next chapter. Almost as significant is the principal encouraging teachers to talk about ways to achieve Equity Element goals. The assumption can be made that primary school principals are much more likely to encourage the staff to discuss ways to achieve Equity Element goals. Our understanding of the ‘school type factor’ continues to grow.

From the significance of ‘Goal Discussion’ in these explanatory frameworks it appears that discussion about school goals is a regular part of staff meetings at schools where discussion about Equity Element goals also occurs and is encouraged by the principal.

From the following table (Table 3.19) the variation in responses between high school and primary school teachers is very evident.

TABLE 3.19 TEACHERS BELIEVING THAT TALKS ABOUT WAYS TO ACHIEVE EQUITY ELEMENTS GOALS OCCURS AT STAFF MEETINGS (N=196)

Goal*	Positive		Negative		Uncertain	
	High	Primary	High	Primary	High	Primary
1	42%	81%	50%	11%	8%	8%
2	36%	80%	49%	12%	15%	8%
3	47%	80%	43%	11%	10%	9%

*: Goal 1: improved educational participation.
Goal 2: improved learning outcomes.
Goal 3: improved personal development.

Goal 2 (improved student learning outcomes) is a core business for schools. The responses from this question indicate that almost half the

high school respondents believe discussion in relation to this goal does not occur in staff meetings. This appears to be a critical issue calling for further investigation and contributes towards our understanding of the ‘school type factor’.

These responses support the information already noted regarding the greater familiarity primary teachers appear to have with policy goals in comparison with high school teachers.

The presence of a teacher’s belief that the school has explicit goals for the Equity Element objective occurs in the explanatory frameworks for educational participation and learning outcomes. The variable ‘Explicit Goals for ...’ occurs as being significant frequently during this research (in 10 of the 28 regression summaries). Without access to teachers for interview purposes in this research it is not possible to determine why this is so.

Principals

Using the categorised responses from the principal interviews (Item 8) the following table (Table 3.20a) has been constructed to demonstrate the degree to which goal-setting for the school’s Equity Element project is seen to be a collaborative process.

TABLE 3.20a PRINCIPAL’S RESPONSES TO WHICH DEGREE, GOAL SETTING FOR THE EQUITY ELEMENT PROJECT IS SEEN AS A COLLABORATIVE PROCESS BY THE STAFF (N=25)

VERY POSITIVE	POSITIVE	POSITIVE WITH QUALIFICATION	NEGATIVE	UNCERTAIN
7	6	7	5	0

There were a significant number (20%) of principals whose response indicated that collaboration did not occur in the process of goal-setting for

their school’s Equity Element project, despite this being a recommendation given to all schools by equity officers.

The spread of these results mirror the variety of processes used in goal-setting in relation to school projects for the Equity Element. Question 8 in the Principal Interview schedule was designed to provide information for this question. There was considerable variation in the procedures used in the process of setting school goals in relation to the Equity Element project as indicated in Table 3.20b below.

TABLE 3.20b PRINCIPAL’S RESPONSES ON METHODS OF SCHOOL GOAL-SETTING IN RELATION TO THE EQUITY ELEMENT (N=25)

METHOD	NUMBER OF SCHOOLS
Goal-setting by a small committee which reports back to the whole staff for refinement & agreement	8
No formalised process	5
Goals set by principal go to executive for input, then to staff approval	3
Whole school planning (small schools)	3
Whole staff sets priorities which go to a committee for refining	3
Faculties submit requests to a committee which prioritises and presents to staff.	1
Various staff committees submit their ideas to the principal, these are collated and sent back to committees for comment.	1
A member of staff sets the goals and submits it to the staff for approval.	1

Equity officers

Although the equity officers promote collaborative planning for school

goal-setting in relation to the Equity Element, all three officers reported this happens to a limited degree in most schools. They reported that it occurs to a greater degree in few schools, generally referring to smaller, country schools. This provides information regarding teacher collaboration on externally imposed policies for the 'school size factor' issue.

All equity officers explained that their focus for the year was to encourage schools to start with the school's management plan and provide equity projects which built on the needs of individual schools based on this plan and in line with the equity element objectives. Despite six regional planning meetings to explain the recommended process the equity officers reported that schools continued to 'tack on', 'add on' the 'experiential ones' or 'resource type programs which don't necessarily show project success at all'. The projects which were popular with the students, parents and which teachers enjoyed were repeated ('entrenched') without consideration given to the school's management plan, current needs or the Equity Element goals.

This process would be particularly applicable to Country Areas General Component (CAGC) schools which encouraged the sharing of resources/programs independent of any school's individual needs. Each school in the rural area cluster sent a representative to a CAGC meeting to decide on Equity Element projects and to negotiate on behalf of their school. The opportunity to discuss ways to achieve program objectives at a school staff meeting would be less likely to lead to an individualised school initiative in such a situation. It is foreseeable that teachers with more experience at a school would recommend a project, enjoyed by all previously, to continue. The concern to be raised here is why this situation was repeated over a period of years despite this expressed

concern of departmental officers.

Equity office records

School reports from DSC schools mention committees formed to design and plan Equity Element projects. There is no mention of whole school planning or of collaboration at all in the departmental records.

Synthesis of information relating to research question

Primary teachers are more familiar with both school goals and program goals through more opportunities for discussion. High school teachers' responses were much more negative regarding collaboration occurring. This was supported by principal interviews reporting the difficulty of facilitating collaboration in the current faculty-structured high school setting. This information adds to our understanding of the 'school type factor' and the difficulty appears to have been largely responsible for the variety of methods used in school goal-setting for Equity Element projects reported by high school principals.

Teacher data also confirmed that for school goal-setting in general and for the Equity Element projects in particular, the principal encouraging teachers to talk about goals is a significant predictor. This is supported by some principals who explained in interview why goal-setting is not collaborative in their school. Indications from these explanations relate lack of collaboration to the way in which the principal had structured the process. This evidence supports the notion that the principal is a key figure in the collaboration process.

Executive teachers were less likely than other teachers to believe that goal discussion was taking place for either school or program goals and perhaps as a result, that the school had explicit goals for the Equity

Element objectives.

Collaboration is easier to achieve and occurs more frequently in the small school setting. This in turn leads to teachers in small schools being more familiar with school and policy goals.

The longer a teacher is at the school the less likely the teacher is to believe discussion occurs on ways to improve educational participation (See 'Service Here' variable in Table 3.18, page 121.). Combining this information with comments made by equity officers that projects become 'entrenched' at some schools because they are enjoyed by the school community as a whole, we can speculate on the reasons why. It is possible that over time the projects change slightly and the link to the program objectives is no longer valid. When goals are not discussed it is likely that the participants can lose sight of the original objectives. It is disturbing to note, however, that the equity officers are not only aware of the problem, but had tried to correct the situation without success.

RESEARCH QUESTION 5:

To what degree do teachers endorse the design of their school's Equity Element project?

Teachers

From the following table (Table 3.21) it is evident that a teacher's belief that the school's project has been successful in achieving all three goals is a highly significant predictor that the teacher will believe that it was designed to achieve the goals. A teacher's belief that the principal of the school has similar values and philosophy to his/her own (Principal's Philosophy) is also significant in predicting that teachers will endorse the design of the school's project for Goals 1 and 3.

TABLE 3.21 EXPLANATORY FRAMEWORK FOR POLICY GOALS
(from teacher questionnaires, Appendix B, Pages 250-252)

Goal 1: improved student educational participation

These predictor variables:		are most useful in explaining:	
Questionnaire Number		Questionnaire Number	
21a	Success for 1 (P-Value <.0001)	19a	Design to Improve 1
10	Principal's Philosophy (P-Value .0241)	19a	Design to Improve 1

Goal 2: improved student learning outcomes

These predictor variables:		are most useful in explaining:	
Questionnaire Number		Questionnaire Number	
21b	Success for 2 (P-Value <.0001)	19b	Design to Improve 2
18	School Goal Support (P-Value .0075)	19b	Design to Improve 2
1b	Urban/Rural (P-Value .0211)	19b	Design to Improve 2

Goal 3: improved personal development for students

These predictor variables:		are most useful in explaining:	
Questionnaire Number		Questionnaire Number	
21c	Success for 3 (P-Value <.0001)	19c	Design to Improve 3
10	Principal's Philosophy (P-Value .0175)	19c	Design to Improve 3

The reason for this may well be that teachers who believe that the principal shares their values and philosophy may be inclined to trust the principal to ensure that the design is appropriate. However, further investigation reveals that the mean for each of the three items is 3.990 (SD .816), 3.969 (SD .784) and 3.959 (SD .783) for the first, second and third goal respectively. These means indicate a high level of uncertainty exists.

DSC teachers were positive (84%), negative (2%) or uncertain (14%)

and CAGC teachers were positive (78%), negative (5%) or uncertain (17%) in their response to the question regarding their belief that the school's project was designed to improve student learning outcomes. The question that arises from these figures is an explanation for the variation in response by DSC teachers. None were uncertain of their endorsement of the school's project to improve student learning outcomes, but 14% were uncertain of their belief that the project was designed to achieve the policy objective. The reason for this is unclear. Again, it could be that they did not participate in the design process but are willing to endorse any project to improve learning outcomes.

As indicated previously in relation to uncertainty expressed by CAGC teachers, uncertainty of endorsement of project design may indicate that teachers were unable to participate in the design process and are therefore unfamiliar with it.

The teacher's support for school goals is a significant variable in explaining a teacher's endorsement of the design of the school's project to improve student learning outcomes. The strength of the relationship with school goal support for this policy goal in comparison to improved educational participation and improved personal development would be expected given the importance placed upon improved student learning outcomes in drawing up school goals for school management plans.

Principals

Principals were not asked about teacher endorsement of the design of the school's project. They were asked about the level of teacher endorsement for the school's project to achieve each program goals (Items 9, 10 and 11) and they were asked about the level of teacher participation in designing the school project for each of the Equity Element goals (Items 12, 13 and

14). Table 3.22 below represents principals’ responses to the first question.

TABLE 3.22 PRINCIPAL’S RESPONSES REGARDING TEACHER
ENDORSEMENT FOR THE SCHOOL’S PROJECTS
RELATING TO EACH GOAL(N=25)

GOALS*	VERY POSITIVE	POSITIVE	POSITIVE WITH QUALIFICATION	NEGATIVE	UNCERTAIN
1	18	4	1	2	0
2	15	5	2	3	0
3	15	6	1	2	1

*: Goal 1: improved educational participation.
Goal 2: improved learning outcomes.
Goal 3: improved personal development.

These results indicate that most principals believe that teachers are very positive in their endorsement of the school’s Equity Element projects.

In the analysis of responses to the items on teacher participation in project design, there is a very different response. While 6 principals rated teacher participation in a very positive way, three of these were from CAGC schools where teacher participation in the design was very limited as has been explained previously. In one case, a principal commented that the staff had ‘worked out what the school wanted, went to the cluster and then it all changed’. It became evident that principals regarded teacher participation on one of the committees co-ordinating the CAGC project at the school as ‘teacher participation in the design of the school’s project’. They spoke of ‘trying to involve everyone in some area’.

High school principals left it to faculties to organise (for CAGC this meant with teachers from other schools in the cluster, usually using projects established previously). Two principals from small primary schools were very positive about teacher participation in the design

process and referred to 'everyone being the committee'. There were several remarks made about committees which left the impression that the committee structure could actually be an impediment. The ideas were raised of teachers leaving the work to a small group and 'if this group didn't organise it, nobody would'. There was a reliance on 'someone else to do the designing'. There was not the wider involvement of staff and in high schools it tended to fall to the responsibility of year advisers. One principal regarded the level of involvement in project design as being high but doubted that the staff would see it that way.

While comments for improved educational participation and learning outcomes were invariably the same, 11 of the comments for improved personal development varied, either more or less positively, than the comments regarding the other two goals. This was more common for CAGC schools with such comments as, 'changes week to week as they react to what's happening in the school', and 'difficulty adapting a project initiated by the cluster'.

While the information from principals did not specifically address teacher endorsement of the school's project design, it contributes a great deal towards understanding the issues surrounding this variable.

Equity officers

The equity officers indicated that they believed teacher endorsement of the design of the Equity Element project at a school was most likely to occur in small primary schools where all teachers are involved in the design of the project contributing information to the 'school size factor'. The lack of further comment by equity officers appeared to imply that uncertainty existed regarding teacher endorsement of project design occurring elsewhere.

Equity office records

There was no information provided in the equity office records regarding teacher endorsement of the design for Equity Element projects at schools.

Synthesis of information relating to research question

There appears to be considerable variation in regard to the endorsement of Equity Element project designs, ranging from whole school endorsement of school projects to projects being carried out by individual, enthusiastic teachers with the assent, rather than endorsement of other members of staff.

While teachers are generally positive in their endorsement of all the Equity Element projects, very few participate in designing the projects. If the teacher believes that a project has been successful in achieving the program's objectives, the teacher will also believe that it was designed to do so. However, with a high level of uncertainty existing in regard to program success, a high level of uncertainty exists in relation to the design of the school's projects.

The issues arising from this research question concern the problems associated with the use of committees in general, and the cluster committee for the CAGC schools in particular. It appears that the alignment of school projects with the needs of individual schools is compromised by the use of cluster committees. Program success may in fact depend on whole-school planning processes. The indications from the results of this research are that the schools which used whole-school planning reported the highest belief in success. This may be indicative of the 'individual/collective factor'. The use of committees leading to the 'filtering' of ideas, the lack of familiarity with projects for staff members not on a particular committee, and lack of familiarity with program goals

for individual teachers may actually jeopardise the possibility of success. The use of committees was a departmental recommendation.

This leads us to Research Question 6 to explore the issue of ‘Success’.

RESEARCH QUESTION 6:

What is the degree of satisfaction expressed by teachers in the achievement of the objectives of the Equity Element?

Teachers

The explanatory framework for satisfaction in the achievement of the objectives of the Equity Element as a teacher’s perception of program success has been detailed in relation to the first hypothesis (pages 91-95). On pages 94-95 the significant difference between primary and high school teachers in relation to perceptions of success for each of the Equity Element objectives has been discussed. Without access to teacher interviews the reasons for these differences are unclear. We can say that primary teachers are much more positive in their perception of success than high school teachers. A greater percentage of high school teachers are uncertain and only a small percentage of either primary or high school teachers are negative in response to these items on the questionnaire. The next comparison is between each of the components.

In the following table (Table 3.23) there is a comparison between responses from teachers at DSC schools and teachers at CAGC schools regarding satisfaction in the achievement of Equity Element objectives. An unpaired t-test to determine the significance of variations in these means (Appendix G, Table 2) resulted in P-Values of .0686 for Goal 1, .0055 for Goal 2 and .0296 for Goal 3. These are significant.

TABLE 3.23 TEACHER’S RESPONSES TO SATISFACTION IN THE ACHIEVEMENT OF EQUITY ELEMENT OBJECTIVES (N=196)

Goal*	Positive		Uncertain		Negative	
	DSC	CAGC	DSC	CAGC	DSC	CAGC
1	70%	64%	28%	34%	2%	2%
2	74%	61%	24%	36%	2%	3%
3	71%	66%	27%	31%	2%	3%

*: Goal 1: improved educational participation.
Goal 2: improved learning outcomes.
Goal 3: improved personal development.

However, the DSC figures include the results from a high school where only 21%, 27% and 19% of staff gave positive responses for goals 1, 2 and 3 respectively. Since this school provided 16 of the 96 DSC questionnaires the influence of these figures on skewing the results is evident. When the unpaired t-test was repeated without the results from this particular DSC high school being included in the data, the results (Appendix G, Table 3) are P-Values of .0057, .0004, .0008 for Goals 1, 2 and 3 respectively. The significance of these results is very high. It is apparent that, with the exception of this one individual school where considerable uncertainty regarding the achievement of program outcomes exists, the teachers in DSC schools are significantly more satisfied in relation to the achievement of Equity Element objectives than teachers in CAGC schools.

Principals

Questions 21, 22 and 23 of the principal interview schedule were designed to provide information for this research question in respect to each of the Equity Element objectives. Using the categorised responses we have the

following table, already presented on page 116.

TABLE 3.16 PRINCIPAL’S RESPONSES REGARDING TEACHER SATISFACTION IN EQUITY ELEMENT GOAL ACHIEVEMENT (N=25)

GOALS*	VERY POSITIVE	POSITIVE	POSITIVE WITH QUALIFICATION	NEGATIVE	UNCERTAIN
1	3	7	2	13	0
2	3	9	1	12	0
3	6	6	4	8	1

*: Goal 1: improved educational participation.
Goal 2: improved learning outcomes.
Goal 3: improved personal development.

It appears that a significant number of school principals believe that teachers are dissatisfied with goal achievement in relation to the objectives of the Equity Element, particularly for the goals of improved student educational participation and improved student learning outcomes. Teacher responses were uncertain rather than negative, so it appears there is a difference between teacher belief and principals’ perceptions of teacher belief.

Equity officers

There was no mention of the teachers being satisfied with the achievement of the Equity Element objectives, rather it was being ‘happy’ with the outcomes they’ve achieved from the program (mentioned by one officer).

Equity office records

School reports indicate that the teachers involved in the programs are

satisfied with the 'results'. No criteria or definition of 'results' are provided in the records. Recommendations are made for projects to continue to be funded or that projects require an increase in funding. There is no hard evidence of success provided in relation to any of the program goals. There was no evidence of teacher satisfaction in goal achievement found in records available for perusal in the equity office.

Synthesis of information relating to research question

Information from teacher questionnaires indicates that primary teachers are more positive in relation to perceived success than high school teachers. It is also evident that teachers in DSC schools are more positive in relation to perceived success than teachers in CAGC schools. Only a very small percentage of teachers were negative in responding to this question in respect to any of the three Equity Element goals. As explained previously, it is possible that when teachers register uncertainty for the project's success, the uncertainty may indicate that they are unfamiliar with the project. This would apply to high school teachers in particular given the percentage which indicated discussion about ways to achieve the Equity Element goals did not occur at staff meetings (approximately 50%).

Another possible explanation for the variations noted in perceptions of success is the role played by committees in the design of the school's project for each of the program's goals. The lack of teacher participation in project design or even project choice has been discussed previously in relation to the faculty structure in high schools and the cluster committee structure for CAGC schools.

The content analysis of principal interviews provides an even less positive response regarding teacher satisfaction in Equity Element goal

achievement. A significant number of the total responses (33 of the 75) were, in fact, negative. While principals indicated that their own response to the question was more positive, it is apparent that they believe teachers are not satisfied. It is interesting that the principals' assessments of teachers' satisfaction levels varies so much from the levels provided by questionnaire respondents. This is an issue calling for further research.

Equity officer interviews did not provide any information on teacher satisfaction in the achievement of Equity Element goals. Their comments were more along the lines of teachers being happy to participate in the program.

In accordance with the research plans set out in Chapter One this analysis proceeds now to Research Question 7 and 8. These research questions attempt to identify the strongest correlation between perceived implementation success and perceptions/beliefs on one hand (Research Question 7) and objective data on the other hand (Research Question 8).

RESEARCH QUESTION 7:

Which of the variables in the first five research questions, if any, shows a stronger correlation with the degree of perceived successful implementation of the Equity Element in the school?

Table 3.24 below gives a synthesis of the data collected from the four data sources relevant to Research Question 7. From the information already gathered, teacher data indicate that teacher endorsement of the school's project design has the strongest correlation with perceived implementation success. All other predictor variables are linked with teacher belief in the school having explicit goals for the policy.

TABLE 3.24 DEGREE OF CORRELATION BETWEEN RESEARCH QUESTION VARIABLES AND PERCEIVED SUCCESSFUL IMPLEMENTATION OF EQUITY ELEMENT

Research Question	Variable	Code	Teachers	Principals	Equity Officers	Equity Office Records (16)
1	Match between goals of schools and goals of Equity Element	V1	No direct correlation, but 'once removed' correlation found (1)	Strong correlation (6)	Correlation should be there (11)	No mention of V1
2	Extent of teacher support for school goals	V2	No direct correlation, but 'once removed' correlation found at individual level; 'once removed' correlation at collective level for improved learning outcomes (2)	Strong correlation at individual level; doubts on correlation at collective level (7)	Correlation should be there (12)	No mention of V2
3	Extent of teacher endorsement for the goals of the Equity Element	V3	No direct correlation, but 'once removed' correlation found (3)	Weak correlation (8)	No information provided (13)	No mention of V3
4	Degree to which goal-setting in relation to school's Equity Element project is seen to be collaborative by staff	V4	No direct correlation, but 'once removed' correlation found in opposite direction (4)	Correlation indicated but examples fail to provide evidence (9)	Strong correlation but too few examples to be significant (14)	No mention of V4
5	Degree of teacher endorsement for the design of the school's Equity Element project	V5	Strong correlation (5)	No significant correlation (10)	No information provided but likely to correlate in small schools only (15)	No mention of V5
(1)	As explained on pages 97-98.		(2) As explained on pages 102-103.		(3) As explained on pages 109-111.	
(4)	As explained on pages 120-123.		(5) As discussed on pages 127-129.		(6) As discussed on page 98.	
(7)	As discussed on page 103.		(8) As discussed on pages 111-112.		(9) As discussed on pages 123-124.	
(10)	As discussed on pages 129-131.		(11) As discussed on page 100.		(12) As discussed on pages 103-104.	
(13)	As discussed on page 112.		(14) As discussed on pages 124-126.		(15) As discussed on page 131.	
(16)	Equity Office Records did not provide any information on either the variables or the extent to which the objectives of the policy were achieved.					

For principals and equity officers the match between school goals and policy goals has the strongest correlation with perceived implementation success. For all other variables, principals and equity officers indicate that the reality of the situation prevents the provision of significant observation or evidence. The reality of the situation includes the lack of collective agreement on ways to achieve school goals, the lack of semantic clarity of policy goals, the impediments to collaboration within the school setting, and teacher unfamiliarity with the project goals. Equity office records provide no relevant information.

The issues arising from the key findings from Research Question 7 as well as the unexpected findings, including the lack of information (other than indications of continuing success) provided in official reports, will be discussed in Chapter Four.

RESEARCH QUESTION 8:

Do any school demographic or teacher workplace variables have a significant relationship with any of the variables in the first six research questions?

Table 3.25 below gives a synthesis of the data collected from the four sources relevant to Research Question 8. The significant demographic or workplace variables noted in this synthesis are school location, school type, school size, school planning system, the individual/collective factor and several issues relating to the principal (philosophy, leadership, variation in belief related to success, collaboration). While length of service, gender, satisfaction and agreed values and philosophies with other teachers occur for individual research question variables, the significant variables noted in the preceding sentence each occur at least several times throughout the synthesis.

TABLE 3.25 DEGREE OF CORRELATION BETWEEN RESEARCH QUESTION VARIABLES AND DEMOGRAPHIC OR TEACHER WORKPLACE VARIABLES

Research Question	Variable	Code	Teachers	Principals	Equity Officers	Equity Office Records (19)
1	Match between goals of schools and goals of Equity Element	V1	Correlation for 'School Goal Support' not so 'Agreed Objectives; individual/collective factor (1)	Correlation between location (7)	Correlation for school planning process (13)	No mention of V1
2	Extent of teacher support for school goals	V2	Teacher satisfaction in working at the school; the belief that staff share values and philosophy predictors of collective factor (2)	Correlation involving individual /collective factor (8)	Correlation with school size (14)	No mention of V2
3	Extent of teacher endorsement for the goals of the Equity Element	V3	Correlation with school planning process (3)	Correlation involving location (9)	No information provided (15)	No mention of V3
4	Degree to which goal-setting in relation to school's Equity Element project is seen to be collaborative by staff	V4	Correlation involving school type, gender, role of principal, length of service, school planning process (4)	Correlation involving location and collaboration but confusion regarding the latter (10)	Correlation involving school size, location and school planning process, possibly principal (16)	No mention of V4
5	Degree of teacher endorsement for the design of the school's Equity Element project	V5	Correlation with location and belief principal shares teacher's values and philosophy (5)	Correlation for location, school type and planning process (11)	Correlation for school size (17)	No mention of V5
6	Degree of satisfaction expressed by teachers in the achievement of Equity Element objectives	V6	Correlation for school type and location (6)	Correlation for position - principal (12)	No information provided (18)	No mention of V6

(1) As explained on pages 97-98.

(2) As explained on pages 102-103.

(3) As explained on pages 109-111.

- (4) As explained on pages 120-123.
- (5) As explained on pages 127-129.
- (6) As explained on pages 133-134.
- (7) As explained on pages 98-100.
- (8) As explained on page 103.
- (9) As explained on pages 111-112.
- (10) As explained on pages 123-124.
- (11) As explained on pages 129-131.
- (12) As explained on pages 134-135.
- (13) As explained on page 100.
- (14) As explained on pages 103-104.
- (15) While information provided by equity officers indicated that they believed the best conditions for policy implementation occurred in small, rural schools where everyone was involved in implementing the policy, there was no correlation mentioned with implementation success. The results from the data analysis actually indicate that the most successful schools were not small and not rural.
- (16) As explained on pages 124-126.
- (17) As explained on page 131.
- (18) Equity officers did not comment on the extent of teacher satisfaction in policy implementation success.
- (19) The Equity office records provided no information on any of the variables in the first six research questions.

While the same factors recur across the table, there is no factor which correlates with a particular variable for more than two data sources. Location, school type, principal and the planning process are mentioned by each of the three data sources furnishing information, but for a variety of variables. Equity office records indicated that teachers were satisfied with the results, not with the achievement of objectives. Due to the process and form of CAGC school reports, there was considerably less detail given than for DSC school reports. Neither form of school report mentioned demographic or workplace variables which would correlate with implementation success. The implications of these results will be discussed further in Chapter Four.

The implications of these results are considerable, particularly in relation to the level of funding provided. Given the competitive nature of the submission process for DSC schools it was anticipated that the variable fund/student would appear as significant. Since this was not the case, this unexpected finding was investigated.

In the process of investigating the impact of funding, particularly in relation to teacher belief in successful policy implementation, two schools with the highest teacher success rankings were identified. In relation to success for the first goal of the Equity Element, the average ranking given by teachers at these schools was 4.200 and 4.333 respectively, while the mean for all schools was 3.745. In relation to success for the second goal of the Equity Element, the average ranking given by teachers at these schools was 4.200 and 4.500 respectively, while the mean for all schools surveyed was 3.740.

In relation to success for the third goal of the Equity Element, the average ranking given by teachers at these two schools was 4.200 and 4.833 respectively, while the mean for all schools surveyed was 3.776 (See

page 90.). The two schools with the highest success rankings according to teachers were both in the DSC, and fell into the mid-range for school size. Per capita funding was \$101 for one school and \$208 for the other. That is, both schools were funded in excess of the average per capita fund for schools in this region in either program (\$86 for DSC schools and \$80 for CAGC schools).

While the statistical analysis did not provide other information which would contribute to an understanding of the high ranking given by teachers at these two schools, principal interviews provided some insight into the climate at these schools.

Both principals stressed in the interview situation that parent problems were a significant factor in the problems facing their students and that the design of the school's Equity Element project had been a collaborative effort by the entire school. Both principals indicated that they were very supportive of the teachers at their school. It may be that school climate (in this case, whole school collaboration on projects, principal support for teachers and an insight provided by principals into the problems facing students) are significant variables related to teacher belief in policy implementation success.

3.5 'Define-It-Yourself' indicators of success

Hypothesis #4:

When policy is formulated without indicators of success, implementors will define their own idiosyncratic ones, which are likely to be diverse.

Principal interviews provide overwhelming support for this hypothesis. The many indicators provided by principals (Table 3.26 below), the

admission by principals that there was considerable uncertainty regarding what could be considered to be indicators of success, the lack of agreement by more than six principals on any of the indicators suggested and the considerable diversity is explained below.

Equity officers were asked which indicators of success they would look for in school reports on Equity Element projects. Their responses (Table 3.26 below) reflect the pattern of indicators of success offered by principals. The same diversity and lack of agreement applies to the list of indicators provided by equity officers. The three officers offered 35 indicators across seven categories, of which only 6 had also been offered by principals. This strongly supports the fourth hypothesis, and, given that the equity officers made no attempt to make recommendations or provide consensus on indicators, it may well be that bureaucrats, could be included in this hypothesis with implementors.

Research questions 9 and 10 on success indicators were designed to provide information for the fourth hypothesis. As for teacher data it has to be noted that the teacher questionnaire was not designed to provide information for the fourth hypothesis or contributing research questions. To do this, teachers needed to be asked an open-ended question. In order to maximise the number of questionnaires completed by teachers and returned, there were no such questions included. The individual items relating to success were restricted to statements toward each of which subjects were asked to indicate their agreement or disagreement along a five-point scale. This facilitated the completion of the questionnaire and the statistical analysis of the results.

RESEARCH QUESTION 9:

What do individual schools see as the indicators of success for each program objective?

Principals

Questions 16, 18 and 20 of the Principal Interview schedule were designed to provide insight into this question for each of the Equity Element objectives. The list of indicators supplied by principals for each of the three objectives are given in the following synthesis of results (Table 3.26).

The indicators have been categorised into subsets in order to identify any significant relationships or to provide a clearer understanding of the ways in which program success may be identified. The subsets used are

- ‘quantifiable indicators’ (M),
- ‘report-based indicators’ (R),
- ‘attitudinal indicators’ (A),
- ‘behavioural indicators’ (B),
- ‘systemic indicators’ (S),
- ‘parental indicators’ (P) and
- ‘community indicators’ (C).

Each indicator within a subset has been numbered, viz. M1 refers to the first quantifiable indicator, M2 refers to the second, etc. In this way attention can be drawn to instances where the same indicator has been given for more than one objective. An example of this is ‘retention rates’ which is given as an indicator of success for both improved educational participation and improved learning outcomes.

The following abbreviations have been used in the synthesis:

Indicators offered by:	D	principal in DSC
	C	principal in CACG
	E	equity officer

Other abbreviations indicate:

EP	Equity Program(s)	HSC	Higher School Certificate
BST	Basic Skills Test(s)	QA	Quality Assurance
SC	School Certificate	TER	Tertiary Entrance Rank

For the first objective (improved educational participation), principals provided 45 indicators. For the second objective (improved student learning outcomes), principals provided 40 indicators and for the third objective (improved personal development for students), principals provided 46 indicators. There is considerable variation and lack of agreement shown in these results. There is no clear pattern emerging in relation to the subsets other than 'report-based' indicators are not a preferred option for 'personal development' (only one DSC principal offered such an indicator) but 'behavioural' indicators are (30 indicators offered by principals from both DSC and CAGC schools). There is a relatively even scattering of suggestions from DSC and CAGC principals within each subset.

Some indicators of success refer primarily to high schools (SC and HSC results and TER averages) while BST results would not be relevant to high school programs. The overwhelming number of indicators offered are applicable to primary and high schools, DSC and CAGC projects. While individual schools may run unique programs (e.g. one high school ran a program in which students built an aeroplane) leading perhaps to particularly unique indicators of success, the only unique indicator within the synthesis appears to be 'HSC results for mature age students' which obviously relates to a discrete group of students.

TABLE 3.26 INDICATORS OF SUCCESS AS SUGGESTED BY PRINCIPALS FOR EACH GOAL

EDUCATIONAL PARTICIPATION			LEARNING OUTCOMES		PERSONAL DEVELOPMENT	
M1	RETENTION RATES	DDDDCC	M1	RETENTION RATES	M2	TRUANCY RATES
M3	LEVEL OF ABSENTEEISM	D	M4	COURSES STUDENTS GO ON TO	M5	DETENTION RATES
M6	OUT OF AREA ENROLMENTS	D	M7	JOB STUDENTS GO ON TO	M8	SUSPENSION RATES DDC
M9	ALL STUDENT GROUPS ACTIVE	DC	M10	FUTURE SUCCESS	M10	FUTURE SUCCESS
M11	MAJORITY OF STUDENTS PARTICIPATE IN EP	CC			M12	POST SCHOOL OCCUPATION
R1	BEST RESULTS	DDCC	R1	BEST RESULTS	R2	PERFORMANCE
R3	SC RESULTS	DC	R3	SC RESULTS	A2	TEACHER ATTITUDE TO THE SCHOOL
R4	HSC RESULTS	DC	R4	HSC RESULTS	A3	STUDENTS' SELF-CONFIDENCE
R5	EXTERNAL COMPETITIONS	C	R5	EXTERNAL COMPETITIONS	A4	STUDENTS' SELF-ESTEEM
R6	QA REPORT	C	R6	QA REPORT	A5	STUDENTS' APPROVAL OF THE SCHOOL
R7	HSC REPORTS FOR MATURE AGE STUDENTS	C	R8	TER AVERAGE	A6	STUDENTS' APPROVAL OF WHAT TEACHERS DO
R9	STANDARDS	DDCC	R10	EXAM RESULTS	A7	ATTITUDES WHEN STUDENTS LEAVE THE SCHOOL
R11	LEARNING LEVELS	DDCC	R12	TEACHER ASSESSMENT	A8	LEARNING CLIMATE
R13	BOOKWORK	D	R14	STUDENT REPORTS	A9	REDUCTION IN PLAYGROUND UNHAPPINESS
R15	NATURE OF PROGRESS MADE	D	R16	IMPROVEMENT IN RESULTS	A10	ACCEPTANCE OF INDIVIDUAL DIFFERENCES
R17	STUDENT'S SELF-ASSESSMENT	D	R18	WORK PRESENTED	A11	ATTITUDE TO CULTURAL PURSUITS
R19	SUCCESS STUDENTS EXPERIENCE IN EP	CC	R20	NATURE OF ACHIEVEMENT	A12	ACCEPTING RESPONSIBILITY FOR SELF
A1	TEACHER SATISFACTION	D	R21	DEGREE OF PROGRESS	A13	PERSISTENCE IN PURSUIT OF GOALS
A14	HAPPINESS AT SCHOOL	DDC	R22	REPORTS MADE TO LOCAL MEDIA	A15	ATTITUDES AS EXPECTED BY COMMUNITY
A16	CLASSROOM MOTIVATION	C	R23	RANGE OF LEARNING OUTCOMES	A17	SCHOOL REPUTATION
A18	STUDENTS WANTING TO ATTEND SCHOOL	DDC	R24	LITERACY IMPROVEMENT		
A19	STUDENTS WANTING TO BE INVOLVED IN OWN EDUCATION	D	R25	NUMERACY IMPROVEMENT		
A20	STUDENTS' ENJOYMENT OF EP	CC	A4	STUDENTS' SELF-ESTEEM	B1	PARTICIPATION IN STUDENT COUNCIL
A21	STUDENTS INTERESTED IN SCHOOL	C	A14	HAPPINESS AT SCHOOL	B2	INTERACTION IN PEER SUPPORT
A23	POST-SCHOOL INTEREST IN EDUCATION	C	A24	STUDENTS' FEELINGS OF SUCCESS	B3	CITIZENSHIP WHEN STUDENTS LEAVE SCHOOL
			A25	ATTITUDE OF STUDENTS	B4	SKILLS WHEN STUDENTS LEAVE SCHOOL
B6	STUDENTS' ENGAGEMENT IN LEARNING PROCESS	DDCC	A26	STUDENTS' ENJOYMENT OF SCHOOL	B5	GOAL-SETTING ABILITY DDC
B8	DECISION-MAKING ABILITY	D	A27	SCHOOL TONE		
B9	STUDENTS EXPRESSING THEMSELVES	D			B7	STUDY SKILLS
					B9	STUDENTS EXPRESSING THEMSELVES
					B10	ABILITY TO MANAGE COURSE SELECTED

TABLE 3.26 INDICATORS OF SUCCESS AS SUGGESTED BY PRINCIPALS FOR EACH GOAL (cont.):

EDUCATIONAL PARTICIPATION			LEARNING OUTCOMES		PERSONAL DEVELOPMENT	
B11	INCREASED SKILLS	C	B11	INCREASED SKILLS	B11	INCREASED SKILLS
B12	ACTIVE PARTICIPATION	DDC	B13	WORKING PURPOSEFULLY	B14	BEHAVIOUR AS EXPECTED BY COMMUNITY
B15	BEHAVIOUR IN GENERAL	D	B15	BEHAVIOUR IN GENERAL	B16	FEWER BEHAVIOUR PROBLEMS
			B16	FEWER BEHAVIOUR PROBLEMS	B17	VERTICAL GROUP INTERACTION
			B18	SELF-DIRECTED LEARNING	B19	BETTER SOCIAL SKILLS
			B20	USE OF TECHNOLOGY	B21	SKILLS TO COPE, GROW & ENDURE
			B22	INDEPENDENT LEARNING	B23	REDUCTION IN PLAYGROUND VIOLENCE
			B24	PARTICIPATION IN CIVICS	B25	NATURE OF CONFLICT IN THE SCHOOL
					B26	INCIDENCE OF CONFLICT IN THE SCHOOL
S1	STUDENT MANAGEMENT BY SCHOOL	D	S2	CLUSTER APPROVAL OF PROGRAMS	S3	"SAFE & HAPPY" SCHOOL CC
S4	PEER SUPPORT ORGANISED	D	S5	ADDITIONAL FUNDING RECEIVED	S6	CASUAL TEACHERS' RESPONSE
S7	COOPERATIVE LEARNING PROMOTED	DC			S8	APPROVAL GIVEN PUBLIC RECOGNITION
S9	PROVISION OF CULTURAL EXPERIENCES	C				
P1	SUPPORTIVE PARENTS	DC	P1	SUPPORTIVE PARENTS	P2	PARENT WILLINGNESS TO PARTICIPATE
P3	PARENT OBSERVATION	C	P3	PARENT OBSERVATION	P4	PARENT COMMENT
P6	PARENTAL APPROVAL	DE			P5	STUDENT/PARENT INVOLVEMENT IN SCHOOL
P8	PARENTS INVOLVED IN CHILD'S LEARNING	DC			P7	PARENT WILLINGNESS TO SHARE
P9	FAMILY INVOLVEMENT IN EP	DC				
P10	PARENTS REQUEST PROGRAMS TO SUPPORT THEM IN THEIR ASSISTANCE OF THEIR CHILD	C				
C1	COMMUNITY APPROVAL	DE	C2	INTEREST FROM OTHER SCHOOLS IN EP	C3	STUDENT/COMMUNITY INTERACTION
C2	INTEREST FROM OTHER SCHOOLS IN EP	D			C4	COMMUNITY SATISFACTION IN SCHOOL
C5	EP TAKEN UP BY THE COMMUNITY	C				
C6	RECOGNITION OF EP BY EXTERNAL SOURCES	D				

TABLE 3.27 INDICATORS OF SUCCESS IN SCHOOL REPORTS AS SUGGESTED BY EQUITY OFFICERS

M13	NUMBER OF STAFF INVOLVED IN E.P. DELIVERY	B27	WIDER PARTICIPATION BY TARGETED STUDENTS	P1	PARENT SUPPORT
M 14	NUMBER ATTENDING DEV. PROG. ON FOCUS	B28	STUDENT PARTICIPATION OUTSIDE SCHOOL IN FOCUS	P2	PARENT PARTICIPATION
M15	NUMBER JOINING PROF. ORG. DUE TO NEW INT.	B29	CHANGE IN TEACHING PRACTICE INVOLVED	P6	PARENT APPROVAL
R1	BST RESULTS	S10	STAFF COLLABORATION	C7	COMMUNITY INVOLVEMENT
R5	EXTERNAL COMPETITIONS	S11	STAFF RECOGNISED NEED FOR PROGRAM	C8	COMMUNITY PARTICIPATION
R22	REPORTS MADE TO LOCAL MEDIA	S12	PROGRAM INITIATED BY STAFF, NOT IMPOSED	IN ALL LEVELS OF THE PROGRAM	
R26	NEED WAS IDENTIFIED	S13	STAFF DEVELOPMENT IN FOCUS AREA OCCURRED		
R27	PROGRAM ADDRESSES THE NEED	S14	RESOURCE OFFICER INVOLVED		
R28	INTENDED OUTCOMES WERE IDENTIFIED	S15	E.P. EMBEDDED IN SCHOOL PLAN		
R29	INTENDED OUTCOMES MATCH THE NEED	S16	E.P. ALIGNS WITH CURRENT SCHOOL PLANS		
R30	KIDS' ACHIEVEMENT	S17	E.P. SUPPORTS & EXTENDS EXISTING PROGRAMS		
A28	KIDS' SATISFACTION	S18	ACHIEVEMENT OF INTENDED OUTCOMES		
A29	STAFF COMMITMENT	S19	E.P. NOT CONFINED TO GRADE/SECTION OF SCHOOL		
A30	STAFF ENTHUSIASM	S20	PARTICIPATION IN PLANNING BY PARENTS OF TARGETED GROUP		
A31	STAFF ENJOYMENT	S21	PARTICIPATION IN PLANNING BY ALL STAKEHOLDERS		

Documentation showing that the indicators of success had been pre-determined and were available for use as a reference was not forthcoming or referred to. The very general nature of most of the success indicators (e.g. 'happy outlook' and 'school tone') would make them applicable to much of what is considered to be the core business of schools and very difficult to evaluate definitively. There is little evidence to suggest that most indicators relate specifically to the policy goals. Of the indicators that relate most clearly to the policy goals, viz. 'retention rates' (6) and 'level of absenteeism' (1) for 'improved educational participation', 'BST results' (5), 'SC results' (3), 'HSC results' (3) and 'TER average' (1) for 'improved learning outcomes', and 'better social skills' (3) for 'improved personal development', concern would have to be expressed that these were offered by so few principals. (The number in brackets indicates the number of principals who offered these indicators.

It could be assumed from these results that collective consideration of success indicators and a list of agreed-upon ones has not occurred. This could be because either the principals have not met to make a collective list or, they have met but could come to no agreement. Either way, this issue qualifies for further research.

Equity officers

The officers offered 35 indicators of success (page 149) which would apply to schools in general. These were categorised in the same way as those offered by principals (pages 147-148). They were not asked for indicators for each of the program objectives, rather a general list. Only 6 of the 35 indicators had also been proposed by principals. Three of these were in the 'reporting' category and the other three in the 'parent' category. All seven categories were represented but there were relatively more

indicators from the 'system' category offered by equity officers than by principals.

Equity office records

There was no information found in the records relating to indicators of success.

Synthesis of information relating to research question

While teacher questionnaire data analysis was not designed to provide information for this research question, specific questions in the principal interview schedule were. Given the number of indicators offered (45, 40 and 46 for each of the objectives respectively), the lack of agreement (no more than six principals agree on any one indicator, and that only occurred once), the situation of an indicator being offered by different principals for different goals (this occurred several times) and the lack of consistency being apparent in both high school and primary school interviews and for both Disadvantaged Schools Component and Country Areas General Component principals, it appears that the question of indicators is problematic.

The content analysis of equity officer interviews reflects the pattern of indicators of success offered by principals. The same diversity and lack of agreement applies to the list of indicators provided by equity officers.

RESEARCH QUESTION 10:

Which indicators can be used as a common baseline of success from which comparisons can be drawn?

Principals

In relation to the first goal of the Equity Element (improved educational

participation), of the 45 indicators given by the 25 principals interviewed, the indicator suggested most frequently was 'improved retention rates' (by 6 principals). 'Learning levels', 'students engagement in the learning process' and 'standards' were each suggested by 4 principals. 'Happiness at school', 'students wanting to attend school', 'students as active participants' and the 'results of the Basic Skills Tests' were each suggested by 3 principals. A total of 10 indicators were each suggested by 2 principals and 27 indicators were suggested by individual principals.

In relation to the second goal of the Equity Element (improved learning outcomes), of the 40 indicators given by the 25 principals interviewed, the indicator suggested most frequently was 'results of the Basic Skills Tests' (by 5 principals). 'Teacher assessment' was suggested by 4 principals. 'External competition results', 'improvement in results', 'feeling of success', 'Higher School Certificate results', 'School Certificate results' and 'improved literacy' were each suggested by 3 principals. A total of 7 indicators were suggested by 2 principals and 25 indicators were suggested by individual principals.

In relation to the third goal of the Equity Element (improved personal development for students), of the 46 indicators given by the 25 principals interviewed, the indicators mentioned most frequently were 'self-esteem' and 'fewer behaviour problems' (by 5 principals each). 'Goal-setting by students', 'fewer suspensions', 'student/parent involvement in school activities', 'interaction in peer support' and 'better social skills' were each suggested by 3 principals. A total of 10 indicators were each suggested by 2 principals and 29 indicators were suggested by individual principals.

In the cases where an indicator was suggested by more than one principal (a total of 50 indicators), 36 had input from both Disadvantaged

Schools Component and Country Areas General Component principals. Some of the most frequent indicators were suggested by high schools only (Higher School Certificate results, School Certificate results, retention rates) and one by primary schools only (Basic Skills Test results).

Sometimes the same indicator was suggested as indicating success for more one of the Equity Element goals. 'Retention rates', 'Basic Skills Test results', 'School Certificate results', 'Higher School Certificate results', 'external competitions', 'Quality Assurance report', 'behaviour in general', 'supportive parents', 'parent observation', and 'interest from other schools in educational programs run at the school' were suggested for both the first and second goals. 'Future success', 'student's self-esteem', and 'fewer behaviour problems' were suggested for both the second and third goals. 'Decision-making ability' was suggested for both the first and third goals. 'Increased skills' was suggested as an indicator for all three goals.

Equity officers

The 'achievement of the intended outcomes' was offered by all three officers as well as the 'participation of the targeted students'. It could be suggested that these indicators are defined at such level of generality as to be of little use in the determination of success. Indeed, when questioned directly, the equity officers produced a large, diverse array of indicators (See Table 3.27 page 149.), some of which could be included in the general statements given above, but many of which are outside them.

Equity office records

There was no mention of indicators of success in the available records. No doubt if there had been, it would have helped focus the understanding of those charged with implementing the policy at the local level.

Synthesis of information relating to research question

In relation to indicators of success for the first goal (improved student participation), the indicators offered by more than two principals (exact number given in brackets) were:

- 1) improved retention rates (applies only to high schools) (6)
- 2) learning levels (4)
- 3) students engaged in the learning process (4)
- 4) standards (4)
- 5) students wanting to attend school (3)
- 6) happiness at school (3)
- 7) students as active participants and (3)
- 8) results of the Basic Skills Test (applies only to primary schools) (3).

In relation to indicators of success for the second goal (improved student learning outcomes), the indicators offered by more than two principals (the exact number given in brackets) were:

- 1) results of the Basic Skills Test (applies only to primary schools) (5)
- 2) teacher assessment (4)
- 3) external competition results (3)
- 4) improvement in results (3)
- 5) feeling of success (3)
- 6) Higher School Certificate results (applies only to high schools) (3)
- 7) School Certificate results (applies only to high schools) (3) and
- 8) improved literacy (3).

In relation to indicators of success for the third goal (improved personal development for students), the indicators offered by more than two principals (the exact number given in brackets) were:

- 1) self-esteem (5)
- 2) fewer behaviour problems (5)
- 3) goal-setting by students (3)
- 4) fewer suspensions (3)
- 5) student/parent involvement in school activities (3)
- 6) interaction in peer support (3) and
- 7) better social skills (3).

Indicators providing a common baseline of success from which comparisons may be drawn cannot be identified from these results, given the number of indicators offered, the lack of agreement on indicators and the imprecise nature of many of the indicators. While baselines could be set for many of the given indicators, the current situation, as indicated by principals, clearly indicates a need for an agreed set of indicators.

Equity officers referred to the 'achievement of the intended outcomes' and the 'participation of the targeted students' as the common baseline of success for projects. While both these indicators appear to be self-evident, the reality of the situation as indicated by the results of this study, provides them with little credibility. The definition of the 'intended outcomes' appears problematic in the light of confusion indicated by principals regarding the meaning of specific terminology in the statement of objectives. Since the targeted students are never specifically identified, and remain diluted within the total school student population, logistical difficulties would be encountered in making an assessment of their participation in school programs. The failure to identify targeted students is based upon ethical considerations as well as the considerable research into the effects of 'labelling' according to the equity officers.

This completes the data analysis for the ten research questions and the four hypotheses. Chapter Four continues the reflection on meaning for these results. This is accompanied by a discussion on their relevance to the literature that provided the original information for the study. The implications of this research for both theorists and practitioners are presented as well as discussions on the issues which arose in the course of the analysis. The impact of previous research into this policy is discussed from the perspective of the results provided by this study. Chapter Four also presents the findings related to the apparent bureaucratic priorities, associated lack of action and inherent difficulties of determining implementation success.

CHAPTER FOUR

4.1 Introduction

Although the focus of policy implementation research usually concerns the level of bureaucratic interaction with policy, I have chosen to examine a different aspect. My research focusses on the group of people (teachers, principals and equity officers) who have the legal mandate to implement the policy, to monitor the process and to verify the outcomes. My research does not address the impact of policy on the target group directly, although this is an issue which my findings indicate is in need of review. It is the reality of the implementation process, the challenge of delivery point factors, the within-school dynamics which have become the focus of my study.

The research literature failed to indicate that implementation of a policy such as the Equity Element of the National Equity Program for Schools would be so reliant on subjective variables, the perceptions and beliefs at the point of delivery, as is revealed by my research. The methodology which I used, narrative overlaying quantitative (questionnaire), semi quantitative (content analysis of principal interviews, equity office records) and qualitative (equity officer interviews), has been used before in school effectiveness studies (Little, 1982; Rosenholtz, 1989). It has rarely been used in the evaluation of policy implementation in the past. It is perhaps due to this variation in methodological treatment that the contrast between the theory and the reality of policy implementation becomes apparent. Theory or policy

reporting regulations fail to predict the complex nature of teacher perceptions and belief, the very factors my research indicates play a critical role in the implementation process at the point of delivery.

While the sample size for teachers is 33% of the population targetted in this study, this is an acceptable return rate for educational research. Although mindful that only government schools were included in the study, the response rate for the 25 principals was 100% of the targetted population and the three equity officers are 100% of that population. Therefore, the sample size is not insignificant. I approached the research with a valid methodology, with a significant sample size and with expectations supported by a sound literature base. I will now explain the results of my research in respect to the expectations indicated by the research literature.

4.2 Research literature: a comparison

The research literature has consistently reported that a match of policy and school goals is central to implementation success. My study showed that while principals indicated they believed there was a strong correlation and equity officers believed there should be one, teachers responses showed a once removed correlation only with the 'match', with other factors intervening (Table 3.1, p.85). For teachers, the strongest predictors of implementation success did not relate to either the policy goals or the match with school goals, but reflected personal endorsement of school goals and the principles of equity. Nothing relevant was found in equity office records.

While there was little in the research literature on teacher endorsement of policy goals, I believed the indications were that teacher

endorsement of policy goals, rather than, or as well as, the match, plays a major part in policy implementation. Teacher data indicated no direct correlation between teacher endorsement of policy goals and policy implementation success (Table 3.5 p.89). Principal data indicated a correlation at the individual level only. Equity officers believed that there should be a correlation but had no evidence of it. The explanation for the uncertainty regarding the correlation for local implementors may possibly be in the notion put forward during the research, that teachers agree on goals, but not necessarily on ways to achieve them. Apparently individual teacher support of goals and collective teacher agreement on ways to achieve the goals are variables which play quite different roles in policy implementation success. This issue needs to be explored further.

From my research it appears that teachers operate on the basis of perceptions and beliefs, a subjective interpretation about several important areas related to policy implementation. These include the policy goals themselves, implementation success, the staff agreement on school goals, and the extent of staff commitment to policy goals.

The research literature indicated that implementation was reliant on the players and climate at the point of delivery. My study indicates that while the players and climate in particular situations facilitate the implementation (e.g. smaller primary schools in urban areas), there are certain rigid variables which act as barriers (school size, type and location). This information expands rather than disputes the literature. The larger the size of the school, the less likely collaboration will include all staff, particularly when we consider high schools with their faculty structure. For this particular policy, the location determined the extent of staff involvement in the planning process, due to the use of an external committee in planning for rural (CAGC) schools and an in-school process

for urban (DSC) schools.

An issue that emerged from this section of the research was the effectiveness of the use of committees in school planning. The use of committees within schools gained prominence during the 1970s and was part of the school effectiveness movement. It was a recommended substitute for whole school planning in the case of the policy this research focusses on. However, it appears from my evidence that its success is questionable. The schools which used committees in the planning process for this policy were also the schools where teachers registered a high level of uncertainty regarding implementation success.

My results support the research which indicates that improvement is achieved when planning and design occur together. The results of the questionnaire analysis support the process of internal planning. This is not to be confused with the effective schools research which indicate effective schools have a high degree of teacher participation in goal-setting. In the case of the Equity Element, the goals were set externally by the Commonwealth. School goals can be determined within each individual school and the success of school goals was not a focus of this study.

Principals of schools in the Country Areas General Component reported a loss of teacher ownership in the planning process due to current organisational structures. This relates to schools within a cluster sharing resources or using common projects, which may or may not relate to needs identified within individual schools. While whole-school collaboration in project design is seen as highly desirable, for a variety of reasons it is currently not common practice. Despite both programs having the same goals, there are clear differences between the Disadvantaged Schools Component (DSC) and the Country Areas General Component (CAGC). Additional differences found in this research will be

explored later in this chapter (pages 176-178).

Principals from CAGC schools with only one exception indicated that there was little collaboration in the development of equity element programs although the guidelines indicate that the project should come from a need clearly identified by stakeholders. Literacy and numeracy were not a common focus (in sharp contrast to DSC projects) and staff development was not involved although country principals indicated that they believed it to be a priority.

As the data analysis progressed, a new issue emerged. In several major areas, the perceptions held by teachers were significantly different to those held by principals. One such area relates to teacher support for the project design. The importance of the decision-making process and its relationship with school size was highlighted by the strength of the correlation between teacher support for the project design and teacher belief in implementation success. Principals indicated there was no significant correlation and equity officers mentioned it as a possibility in relation to small schools (where all teachers participate in the decision-making process, presumably for the design of the school's project too). Equity office records did not refer to this issue.

In comparison, there appears to be no direct correlation for teachers between school goal-setting being a collaborative process and implementation success. There is a once removed correlation for teachers, a weak correlation for DSC principals and no correlation for CAGC principals. There was no information provided by equity officers and no relevant information in equity office records relating to school goal-setting.

Teachers believed that the school had explicit goals for each of the three Equity Element objectives. We learned from principals that this was

not the case. Yet this is one of the critical variables for perceived policy implementation success, as indicated by the data analysis of the teacher questionnaire.

Similarly teachers believed that the school's project had been designed to achieve the policy objectives. We learned from principals and equity officers that there is no evidence to support this. In fact, the processes involved in some cases would have made this highly unlikely.

Teacher acknowledgement of the policy should not lead to the assumption that teacher knowledge of the policy was clear. Confusion over the terminology appears to have contributed significantly to uncertainty in program planning and delivery. The failure of the administration to acknowledge this problem or to try to remedy the situation is a serious issue. The program was funded for twenty years. Throughout that period it appears that uncertainty surrounded program goals and program success, obviously without the policy modification or termination which could be expected.

The first three hypotheses in this study use perceived success of policy implementation as a variable. The data analysis of the questionnaire indicates that 29% of teachers who responded were uncertain of the policy's success or failure. This rate of uncertainty may have limited the possibility of finding a correlation from the data analysis for the first two hypotheses. While it is not possible from the questionnaire data to find an explanation for this rate of uncertainty, several issues were referred to in interviews which may have contributed to this figure. These issues include teachers' lack of knowledge of the program goals, the lack of standardised and/or recommended evaluation procedures or indicators of success, and the lack of semantic clarity in the goals.

These are some of the issues previously described as factors impeding evaluation of implementation success. The role played by these issues in this study appears to have been quite profound, yet there is little evidence in the research literature to suggest that the importance of these issues in policy implementation has been explored. It should be acknowledged that absence of data on achieving policy objectives does not necessarily mean that the policy has failed. It simply indicates that a means of recognising successful implementation has not been identified by the group contributing data.

The data analysis of my teacher questionnaire supports the position expressed in policy studies literature that when a policy is in agreement with the existing behaviours and norms of the group expected to implement it, the policy will be endorsed. In this case, the belief that the government should address equity issues in schools is a strong predictor of the belief that the Equity Element program can be successful. The teacher questionnaire data analysis indicates most teachers believe the government should address equity issues in schools. This is a highly significant predictor of their belief that the National Equity Program for Schools can be successful. I will now compare the results of my study with the results of the study upon which it was modelled.

Comparison of findings with the Rosenholtz study

The Rosenholtz research provided insight into how the specific characteristics attributed to 'effective' schools came to affect the internal dynamics of the schools. While she used a within-school and between-schools perspective I looked at an across-schools perspective only, but the referents, i.e. goal consensus, teacher collaboration, teacher commitment and school climate, were common to both studies. For the referent goal

consensus (agreed objectives), my research indicates it is predicted by teacher satisfaction and the teacher's belief that the staff share values and educational philosophy. The results support the notion that workplace satisfaction predicts agreement on overall objectives.

In relation to collaboration, my research supports the findings in the Rosenholtz study that improvement is achieved when planning and design occur together. Within the function and structure of the school, the principal's role in promoting this collaboration is highly significant. However my study shows a distinction between collaboration in regard to the general goals of the school and the goals of the Equity Element. The issue of specific, externally mandated programs was not raised in the Rosenholtz study.

Comparable findings regarding teacher commitment came from both studies. The Rosenholtz study found a strong relationship existed between commitment and the achievement of work goals (Rosenholtz, 1989). My study links commitment and successful goal achievement through the belief that the goals are explicit and teacher endorsement of the school's project to achieve these goals.

My research fails to support the importance of the school climate variables considered by Rosenholtz. Within this area she considered goal-setting, evaluation, recruitment, managing student behaviour, socialization, isolation/cohesiveness, shared goals, school socioeconomic situation (SES), school size, teaching experience and undergraduate status. While my study also considered goal-setting, shared goals, school size and teaching experience, the school SES was uniformly low for all the schools in my study. Recruitment and undergraduate status are considered to be regimented in the NSW public school system so these were not considered as variables. Teacher evaluation is not practised in NSW public schools,

unless a supervisor or principal considers that a teacher's efficiency needs to be questioned. Teacher socialisation and isolation/cohesiveness were not included in my research due to the highly sensitive nature of questions asked in the Rosenholtz study. It was considered that the good will of teachers in completing the questionnaire could be jeopardised by asking such questions. Questions on managing student behaviour may well have been included. The size restrictions on the questionnaire limited their inclusion but given the many success indicators provided by principals which relate directly to managing student behaviour, this must be considered as an area for further study.

The school climate variables considered in my study (teacher satisfaction, teacher agreement on philosophy and values, teacher/principal agreement on philosophy and values, agreed objectives, teacher commitment, goal discussion, goal discussion at staff meetings, principal encouraging goal discussion at staff meetings) were not found to have a significant relationship with the perception of policy implementation success. However, there may be other school climate variables such as teacher collegiality or teacher cohesiveness, which are significantly related to teacher perception of successful implementation of policy in this region or for this particular policy.

The Rosenholtz study found that teacher socialization and teacher evaluation were the strongest predictors of shared goals and to a lesser extent faculty isolation/cohesiveness and collectively enforced standards for student behaviour accounted for differences in schools' goal consensus. Unfortunately these variables were not considered in my study. In comparison to the Rosenholtz study, my results indicate that school size and consensus on ways to achieve school goals are important factors. My results also differed in regard to the impact of teacher

experience. Rosenholtz found that experienced teachers were equally likely, when compared to their younger counterparts, to take risks in experimentation with new and challenging programs (Rosenholtz, 1989). In my research, the more experienced teachers were satisfied to continue projects which had been 'enjoyable' in the past. My study uncovered other issues as being critical for teacher perception of successful implementation of the Equity Element.

Some of the results of my research were surprising compared with the results anticipated from the literature review. The first two hypotheses, on implementation success depending on the match between school goals and policy goals and on teacher endorsement of policy goals, had appeared to be almost 'motherhood' statements as they had such a strong base from the literature. Finding support for them had appeared to be almost a forgone conclusion. What I had not anticipated as being so significant, and what appears to be critical in the implementation of this policy, is the role of teacher belief.

For this policy there are factors which the results of my research indicate play a crucial role in policy implementation success as perceived by teachers. Two of these are not negotiable, i.e. school type (high or primary) and school size. Linked to school size is the factor I refer to as individual/collective - the relationship between the individual teacher's support for school goals and the collective agreement on action to achieve the goals. It appears, from the evidence gathered in my study, that collective agreement on ways to achieve school goals is not easily achievable in a large school (as discussed on pages 100 -102). At this point, without further research into this area, it is not possible to determine whether this factor can be regarded as malleable.

The crucial factors which do appear to be malleable are the teacher

belief in the school having explicit goals for the policy, the teacher belief that a school project was designed to achieve those goals and the teacher's endorsement of the project's design. The key figure in the process appears to be the principal. The processes for goal-setting, for project design, for facilitating collaboration and participation throughout and for 'selling' the project are dependent upon the principal. An enhancement to the process would seem to be the sharing of values and educational philosophy, between teachers and between teachers and the principal.

Issues in relation to successful implementation raised by rural principals included staff development. This was also referred to by equity officers who reported a need for teacher change related to attitudes and teaching practices. Equity officers believed teachers needed to change their current teaching practices and that staff development in the program was necessary. Principals supported this, but cautioned that this problem was exacerbated by the movement of staff in and out of schools. In reviewing the staffing of the schools involved in this research, the movement of principals attracts the most notice. In the four years since the interviews took place at least 13 of the 25 principals interviewed have either retired or moved to other schools. This study supports the importance of the principal as facilitator in goal discussion and some school effectiveness research indicates the principal is the most significant variable in establishing the school climate.

Before presenting conclusions regarding my study, these issues will be investigated further by examining prior policy reviews undertaken at the official level, looking for explanations as well as indications of whether these issues might be a common complication in education policy research. The first issue investigated is the lack of correlation between school effectiveness variables and the variables relating to the Equity

Element.

4.3 Official reviews of the Equity Element policy: contextualizing research findings

In searching for an explanation for this lack of correlation which my research showed exists between the goal-related variables of this policy and the variables relating to the school processes, school goals and school effectiveness in general (See the Diagrammatic Representation, Appendix C.), I have identified some events in the history of the program which may have contributed to the situation. In the process I became aware of a group of people who appear to have exerted considerable influence on the review processes, particularly in the decade leading up to my research. This progression of events began with the funding organisation for the policy.

When the Interim Committee of the Schools Council organised the funding for specific purpose programs (Commonwealth programs for schools specifically targetting disadvantage) it was felt that the high degree of centralised control over schools in public systems should be avoided. While the explanation given by the Committee (Blackburn, 1989) indicated that this was done to allow teachers to exercise professional initiative and expertise, the suggestion could be made that the Commonwealth was assuming more power in the direction of Australian education, constitutionally a state responsibility. Since projects within the Program would have a degree of freedom from State control, school communities would be able to plan and develop projects to suit local needs. Projects were funded to the extent that they complied with what the Commonwealth body perceived as appropriate. The locus of power over state school projects targetting disadvantage had shifted from State

to Commonwealth and the Commonwealth body relied on a series of reviews to guide the policy nationwide.

The reviews for the Disadvantaged Schools Program (DSP) which occurred between 1985 and when my research took place in 1995, were highly reliant on a particular theory of educational process and its relationship with educational disadvantage through the involvement of Bob Connell and the Macquarie Team. The reviews Connell directed (Project Overview and Discussion of Policy Questions, 1990; *Measuring Up: Assessment, Evaluation and Educational Disadvantage*, 1992) and his considerable influence on other reviews through consultation and provision of documentation (Australian Education: Review of Recent Research, Keeves, 1987; *Getting it Right*, McRae, 1990; Johnston in *Schooling Reform in Hard Times*, Lingard et al. (eds), 1993), facilitated the continuation of the policy with little change, despite any concern which may have been voiced at school level that policy objectives might not be being met. Its situation, as a policy apart, cocooned the DSP from regulatory school processes and set it adrift from democratic reform at school level. In particular, the notion of a 'DSP culture' as separate from school management mechanisms enabled the processes of accountability to differ between Equity Element projects and projects related to school goals.

Of the components within the Equity Element of the National Equity Program for Schools, the DSP has consistently attracted funding for review. The Country Areas Program (CAP) was introduced in 1982 as a separate program to meet the particular needs of students in rural areas. While funding and annual school project reports vary (CAP is funded per capita and the reports written by the principal, not a committee) the program objectives are the same. The reasons given for the DSP priority

for reviews include its "considerable history and its record of success" (Ref. Lindsay Connors, Chairperson, Schools Council, in the Foreword to 'Getting it Right', McRae, 1990).

Reviews of the DSP formed a critical part of my literature search as I tried to establish criteria by which policy implementation success could be determined. Two reviews undertaken to consider the effectiveness of the Disadvantaged Schools Program were published in 1985. Neither the Report of the National Review of the Disadvantaged Schools Program (Ruby, Redden, Sobski and Wilmot, 1985) which presented evidence of the greatly increased number of children in poverty nor the report of the Quality of Education Review Committee (Quality of Education in Australia: Report of the Review Committee, 1985) advocated the need for other strategies to be developed (or even an increase in funding) to meet the increased need. No assessment was made of the extent to which the Program was achieving its objectives.

The first report (Ruby, 1985) recommended that the program continue with its focus on schools rather than individuals and the second (Quality of Education Review Committee, 1985) recommended that the Disadvantaged Schools Program should operate with a small number of simply stated objectives, and with a small number of predefined indicators of the effectiveness of the program. Arrangements should be made for reporting that would allow progress towards the stated objectives to be noted. There should be ongoing arrangements for the evaluation of the program. "These recommendations would tighten very significantly the conditions under which grants were provided to State systems and to schools, and would serve to focus the grants on highly specific objectives that could be achieved in a limited period of time." (Keeves, 1986, p.86) The failure of the Program to provide an assessment

of the extent to which it was meeting its goals was evident to this review committee. However, these recommendations were not acted upon and were strongly argued against by the Macquarie Project Team.

The Macquarie Project Team (Bob Connell, Viv White and Ken Johnston) have played a major role in the review processes since those 1985 reviews. It is the impact of the Team's role on the capacity of the Equity Element to demonstrate its effectiveness and on the process of policy implementation evaluation that I wish to raise as an issue of concern. The School's Commission (responsible at the time for administration of the Equity Element) funded a research effort based on the Commission's Task Force (1986-1987) recommendations. Of the six research tasks posed, one went to Jean Blackburn "Policy Ideas in the Disadvantaged Schools Program" and was funded separately. A grant to complete the other five tasks went to Macquarie University, the project to be directed by Bob Connell. He was joined that year (1987) by Viv White and in 1989 by Ken Johnston. These three researchers became the Macquarie Project Team and proceeded to gather resources and data relating to the program which became known as the Macquarie Collection.

As a sign of a change in political direction, the Schools Commission was wound up early in 1988, to be replaced by the less autonomous School's Council. The issuing of 'Strengthening Australia's Schools' (Dawkins, 1988) and the appearance of a national Social Justice policy statement with an educational component prompted a response from the Team, unclear how it would connect with the new administration. Contrary to accepted practice, the Team produced progress reports prior to the completion of the data gathering process. The first of these was a 'Working Paper' summarizing the research to date, and discussing policy

and design issues, published in 1988. While 'evaluation' had been one of the 12 areas the Task Force had indicated as needing research, it did not feature in any of the nine reports produced by the Team or in the publication of the Project Overview and Discussion of Policy Questions (Connell et al. 1990).

Professor Peter Karmel, who had chaired the committee which led to the establishment of the Equity Element went on to chair a committee in 1985 which produced the report entitled *Quality of Education in Australia*. This shifted the focus from education's role in the reproduction of poverty to its contribution to the production of wealth. The Quality of Education Report Committee raised concern about the quality of education. Indicators were seen as a way in which reform efforts, as well as the general status of education could be measured. Governments began to demand evidence of efficient and effective use of funds. They also seemed concerned that, having mandated devolution, they might have difficulty monitoring or controlling the process. By 1988, the State and Federal education authorities had been adopting a more proactive and rigorous approach to assessing the performance of education systems and schools. The Australian Education Council established working parties to report on national goals, curriculum, assessment and reporting.

In 1989 the Schools Council engaged David McRae to report on the Disadvantaged Schools Program. The Council wanted to incorporate the issues from his report into its current work program and use the recommendations and advice for its report to the National Board on Social Justice and Schooling. They requested the identification of specific measures for strengthening the program. His report, 'Getting it Right', was published in 1990 with acknowledgement of the "most helpful" Macquarie Team and noting that access to the Macquarie Collection had

been 'fundamental' to the consultation process.

In such a political climate, dominated by economic and managerial reform it is surprising that the Program continued virtually unchanged. McRae had indicated that the idea of 'whole school change' based on needs identified by the school community, was extremely difficult to put into practice. In considering collaboration with the school community, the picture of 'substantial parent involvement' was dominated by difficulties rather than success. Few schools were found to have mounted projects which could be described as whole school change. 'By and large, they were nibbling away at persistent problems which they had identified.' (McRae, 1990, p. 31)

Despite the advice and recommendations provided in the McRae report, the guidelines for project committees continued to highlight the importance of parent participation in collaborative planning for whole school change with the DSP program embedded in school management plans. The issue of parent involvement is most interesting. While the policy guidelines encourage parent involvement and equity officers maintain the need for parents to be involved in the planning, parent participation in equity projects is not a significant variable in the analysis of the teacher questionnaire. Principal interviews provided a variety of examples of situations in which schools had solicited parent support, support which had resulted in frustration for all concerned and impeded the delivery of programs. Some difficulties appear to stem from a misunderstanding of the parent's role in the process. While one principal indicated that educating parents has helped raise the level of student achievement, another reported that the time required to in-service parents was not available and referred to the difficulties of 'power-sharing'. Several principals indicated that parents were unwilling to take an active

part in the planning process. 'Parent participation in the learning process', as indicated by principals in interviews, is most commonly viewed as parents being supportive of school programs and providing physical help with reading programs, sport or transport. Some principals I interviewed expressed the belief that success in learning has a lot to do with parents' attitudes.

In particular, it appears that parents do not place the same value on personal development that teachers do. There is evidence to support this provided by the comparison of the school reports furnished by teachers and principals annually to the Equity Unit and the report forms provided to parents annually on their child's progress at school.

In the school reports for 1994, most space is devoted to the improvement of personal development for students. Improved learning outcomes as would be reported to parents are not included. Comments regarding Basic Skills Tests, School Certificate and Higher School Certificate results are not provided although some reports mention improvement in literacy and numeracy levels generally. This emphasis reflects the importance teachers place on improved personal development. Principals provided more success indicators for improved personal development than for either improved educational participation or improved learning outcomes. Some of the indicators provided for improved learning outcomes (e.g. self-esteem, fewer behaviour problems) are also provided, and seem more appropriate for, improved personal development. It appears that principals, as well as teachers, value personal development for students highly.

Parent surveys conducted in schools consistently indicate that parents prefer grades and comparisons. "Principles for assessment and reporting in NSW government schools" (NSW Department of School

Education, 1996) was developed after consultation with parents as well as teachers, principals, district and state office personnel. This document explains norm-referenced and criterion-referenced reporting as well as a standards framework. The publication contains nine pages on assessment and reporting of student achievement in relation to learning outcomes. Two sentences relate to improved personal development. "Values and attitude outcomes are an important part of learning that should be assessed and reported. They are distinct from knowledge, understanding and skill outcomes." (Page 5)

Political and public reporting of schools in this climate of economic rationalism reflects the current importance placed on public examination results (e.g. the HSC results) in comparing the relative value of schools. Teachers, through their union, consistently reject this as inappropriate, particularly for schools in disadvantaged areas. This stance would be supported by Connell. Teachers report on individual student's social skills, ability to work collaboratively, co-operation and acceptance of responsibility in student reports for parents, but these attributes are not reported within the bureaucracy or publicly. Parents and school personnel do not place the same value on this particular Equity Element objective.

Specific focus on the evaluation of program effectiveness and assessment of student performance came when the Schools Council commissioned Macquarie University to undertake a report to inform and stimulate debate on these issues. "...the experience and expertise gained by educators who have tried to devise and use both qualitative and quantitative 'indicators' should be especially valuable in informing the development of educationally useful and valid approaches to assessment and evaluation." (Ref. Lyndsay Connors, Foreword to *Measuring Up: Assessment, Evaluation and Educational Disadvantage*, Connell et al.,

1992)

This report (Connell et al., 1992) argues against the use of formal, competitive examinations and standardised competitive testing. It places anecdotal evidence above 'measurement'. Regarding evaluation approaches, it advocates the focus of evaluation being on the quality of new thinking and the range of new practice being generated and more broadly the stimulus imparted to schools. For an action-research program, 'The extent of dissemination of useful innovations would be an important measure of the Program's organisational effectiveness. For an implementation program the focus of evaluation would be the efficiency with which known techniques were put into play and the consequences they have in schools.' (Connell et al., 1992, p.54) This 'co-operative ethnography' rhetoric appears to be at odds with the policy of economic rationalism that was holding sway in the political forums at the time. It is not possible to determine the extent of Connell's influence in either shaping the nature of the program or in precluding any form of quantitative evaluation, but his interaction with the program has certainly been considerable, both at a personal level through interviews and consultation, and in the area of research.

Not only do we find a variation in the level of goal approval between stakeholders, and variation in the choice of assessment practices, there is a variation in the level of disadvantage in the populations targetted by each component. From the '94 Administrative Guidelines (DEET, 1994), the intended coverage of the Equity Element is about 16% of the national student population. For Disadvantaged School Component (DSC) schools, the disadvantaged students may be 16% of the school population. In a Country Areas General Component (CAGC) school, all students are disadvantaged by distance, some more so than others (e.g.

distances students travel to school). Therefore the student cohort in CAGC schools would appear to be a more homogenous group in relation to the extent of disadvantage than the student cohort in DSC schools.

In considering Equity Element funding in relation to the extent of disadvantage, considerable variations in per capita funding occur within and between each component. Within the DSC schools surveyed, funding levels ranged from \$49 per student at a large high school to \$208 per student at a mid-size primary school. Within the CAGC schools surveyed, funding levels ranged from \$34 per student at a mid-size high school to \$205 per student at a small primary school. Schools with apparently comparable levels of disadvantage do not have the same per capita level of funding. This is due to the submission process by which funding is allocated.

Schools which qualify (as a result of a parent survey) for inclusion in the DSC of the Equity Element prepare a submission describing the school's individual proposal for combatting disadvantage, and its anticipated costs. In comparison, schools which qualify for inclusion in the CAGC of the Equity Element provide their submission as part of a cluster of schools proposal, with variations in costs associated with factors such as school size (census) and distance to travel to proposed activities. There is allowance made for the inclusion of individual projects at schools requesting special consideration.

As a result of the difference in submission preparation, 'ownership' of the school's project should be felt more strongly by teachers working in DSC schools. My study shows that within DSC schools, teacher **satisfaction** (my emphasis), increases significantly with per capita funding. Given the competitive process through which the submissions pass before funding is allocated, it is likely that teachers feel 'rewarded' by

the allocation of the funding. However, my study indicates that there is no significant relationship between the per capita level of funding and teacher belief in policy implementation success at either DSC or CAGC schools (See Appendix B, pages 256-258.). In comparison, the size of the school was significant, with teachers at small schools more likely to indicate that they believed the policy implementation to be successful (Table 3.25, pp.139-140).

It appears that, in the case of the Equity Element, the level of funding has little significance in policy implementation success as indicated by teachers. Other variables are likely to be more closely related to what teachers believe to be policy implementation success than the level of per capita funding. There is little from this study to suggest that by increasing funding levels for this policy, greater levels of successful implementation will be recognised by teachers. However, it cannot be excluded that a 'threshold impact' (a level below which funding does not matter, but at which and above, funding does make a difference) might be at work here. This issue warrants further investigation.

McRae was particularly concerned that there was little concrete evidence schools, teachers or communities could use to demonstrate program success. He felt success indicators should be measurable to provide the defences programs such as this frequently require. He drew up a list of factors which he felt would get students to "...the starting line for what schools have to offer and what schools wanted students to succeed at." (McRae, 1990, p. 35) He recommended the latest forms of literacy measurement to evaluate the quality and relative effectiveness of various strategies used in the program. He offered a starting point for indicators, despite the difficulties he acknowledged with their acceptance by teachers. He maintained that the important thing was that the process

was related to the problem, that it was carried out systematically and had a demonstrable effect. But the forms provided for the annual school reports required nothing more than a project description and the funding allocation for each. There was no effort to demonstrate the effectiveness or successful implementation of the policy in relation to goal achievement.

The form used for the Annual School Report to be sent to the Equity Unit at the end of each year differed according to which component the school was associated with. The DSC school form was completed by the school's DSC committee and contained substantially more detail of the school's funded projects. There were invariably attitudes expressed regarding the need to maintain the projects and regarding the pleasure associated with them. The CAGC form was completed by the principal on the last day of the school year and contained several sentences at most. Given that the funding was guaranteed for schools in this component, there would not be the need to promote the school's projects.

There is no indication if future equity programs will continue to target the two different types of schools by the same policy (DSC and CAGC). The differences between DSC schools and CAGC schools in relation to the determination of projects (pp.158-159) has already been discussed. Differences were also found in teacher attitudes to the goal of improved personal development (page 130), teacher endorsement of the project design (page 128), and teacher satisfaction in the achievement of Equity Element objectives (pp.132-133). Reporting styles varied between the components, too. However, the task of evaluating policy implementation was subject to the same difficulties for both components.

4.4 The difficulties in evaluating implementation

An issue which was anticipated before the data collection began was the difficulty of evaluating implementation. It was apparent that implementation evaluation would be technically elusive both within schools and between schools. Within schools there is the difficulty of isolating the program's impact when other policies are being implemented concurrently, often targetting the same problem. The movement of staff impacts on projects. It appears that many projects have been highly dependent on enthusiastic, talented teachers. The removal of key staff members from a school can mean the abandonment of a project. Changes in the local context such as the collapse of a local industry (timber, dairy, steel works) can cause increased hardship, or sudden population decline. The possibility for projects to adapt to change in local circumstances would seem limited. The possibility to evaluate within the changing context would also appear to be limited.

To evaluate implementation across schools would also appear to be difficult due to site and project variation. Even when projects are identical, they are delivered by different teachers to student cohorts which vary considerably in their level of disadvantage. Each school population has its own features and idiosyncracies.

At the system level there is the failure to translate the program objectives into outcome measures, the failure to provide clear goals and to set a time frame for evaluation. Due to the lack of semantic clarity in the policy objectives, there is considerable difficulty in defining indicators of success. These issues have not been fully explored in the literature. In this research it appears that for most schools, completing the school's project was considered indication of implementation success. From records, even the expenditure of funding was considered to be such an indicator. This

highlights the lack of documented evidence to link policy intent and policy outcome at school level. Policy intent was to redress the effect of disadvantage. For disadvantaged students generally, there is no evidence to indicate that policy outcome was any significant change in the extent of their disadvantage. The annual reports requested of schools by the government only bear on how the funding has been dispersed. The provision of very limited reporting requirements by government has persisted for many years, despite concerns expressed at various points by the same government that kept the reporting format in place (pp.169-170).

Any future effort at improving the accountability of schools in relation to policy implementation could take into account the following issues which emerged in this study.

Teachers' lack of knowledge of program goals

My research indicated that significant numbers of staff members were not aware of the program goals, other than the broad idea that the goal was to combat disadvantage. By stating policy goals in broad, ambiguous terms, the policy may have attracted more support politically, but it created confusion for implementors and it could be construed as facilitating, in some cases, the siphoning of funds into projects not congruous with the intent of the policy. The specific objectives underpinning Commonwealth school programs are given in Appendix E. The official objectives of the policy refer to 'young people' as its target group. They do not specify if the term means a majority, a minority or individual young people. Depending on the interpretation of the phrasing of the objective, as well as the remainder of the policy text, some projects involving only one, or a few selected students could appear inappropriate. An example of this incongruity was the funding provided to a student to travel considerable

distances to attend dance classes in the city. Another school used a large amount of its funding allocation on a project (the construction of an aeroplane) which was unlikely to have benefitted more than a small group of students. Principals provided some examples of projects whereby they believed that the profile of the school was raised, e.g. through participation in cultural projects. This was anticipated by the project designers to raise the self-esteem of all students at the school, including those considered disadvantaged. No evidence was provided about these students having participated in the project at all. These projects could appear at odds with the policy intent of improving outcomes for the disadvantaged in comparison with the school population in general. Unfamiliarity with program goals could have facilitated the acceptance of such projects. It is a recommendation from this research that the people who are given the task of designing projects for the policy should be familiar with the full text of the policy, to ensure that decisions about any project are well informed.

A number of principals (seven of the twenty five interviewed) indicated that they believed their staff were generally unaware of the program objectives. Equity officers reported a lack of match between policy objectives and project goals but there is no evidence available to indicate if there is a connection.

The lack of standardised evaluation procedures or indicators of success

Evaluation by the Commonwealth or State to determine if the policy goals have been achieved has not taken place. Report forms provided to schools to be completed annually provided for a description of the school's projects and an explanation for the expenditure of the funds. The absence of information explicitly linking projects and expenditure to the official

objectives makes it difficult to evaluate the implementation of the policy at school level. Because of this difficulty the policy appears vulnerable to criticism. For two of the three equity officers and several principals, success was indicated by the program continuing, that is, by the government decision that it should be so, regardless of the lack of specific information on goal achievement.

Yet, from my research, the predictors of teacher belief in success for the Equity Element have a strong association with goal-related variables. For all three program objectives, endorsement of the project, belief that the design was linked to the objective and that the goals are explicit are significant predictors of belief in success. My research supports the need for explicit goals. The majority of teachers believed that the goals were explicit. However, just as the researcher, Ken Johnston (1993, p.106), believed he knew the policy goals, they were subject to his individual interpretation of their meaning. This is also true for teachers involved in Equity Element policy implementation. It could be suggested that reliance on subjective interpretations of policy goals is a somewhat risky strategy to employ in order to ensure implementation success.

The lack of semantic clarity in the goals

Attention should be drawn to the issue of cognitive inconsistency relating to implementors believing on one hand that the school has explicit goals for the policy but being uncertain as to their meaning. Some teachers and principals were confused as to the meaning of the terminology used in the goal statements despite annual program reviews. This confusion over the meanings of such words as 'educational participation' and 'personal development' was as evident in schools where teachers had been involved in the Equity Element for many years, as in schools where teachers were

new to the program. It is a recommendation from this research that teachers have a clear understanding of the terminology used in the goal statements. A clear understanding of the terminology used in the goal statements would allow teachers to ensure that they make informed decisions about their participation in policy implementation.

Failure to isolate the target group for treatment or evaluation

A further element of concern to address in future studies and policy development is that an evaluation to determine policy success or failure by determining the effect of the policy on a group of targetted students appears not to have taken place. The N.S.W. Department of School Education (now N.S.W. Department of Education and Training) publishes an Annual Report each year. The only statistics specifically relating to Disadvantaged Schools Component and Country Areas General Component showing comparisons with 'All Students', are as follows:

'Apparent Retention Rates for students in Government Schools' (Annual Report 1995, Overview, p.36).

It should be noted that in this official government report, the Country Areas General Component is actually referred to by its previous title (Country Areas Program), a name change which had occurred two years previously. The only other reference to either program occurs under the heading of 'Extent to which targeted programs achieve improved student outcomes' on page 33 and consists of two paragraphs. The Disadvantaged Schools Component is described in the first paragraph and four state initiatives which occurred within the program were listed in the second. The appropriateness of the heading would have to be questioned. It appears that this extent of reporting has been common practice.

My research indicates that teachers strongly support the need for the government to address equity issues. The results also indicate that teachers strongly believe that government intervention can be successful. However, there is currently no way to isolate the impact of the Equity Element from other programs which are running within the school, just as there is no way to isolate the targetted students who are currently diluted within the student body. When we consider the nature of the statistics that are included in the Annual Review which form the Department of School Education's data for the Equity Element evaluation, serious issues regarding their validity could be raised.

While levels of absenteeism, the distribution of grades in the Higher School Certificate, mean test scores for Basic Skills tests and Tertiary Entrance Requirement (TER) bands are compared for schools across the State and within each Region, including DSC schools and CAGC schools in the South Coast Region, these statistics are not published. They are on file at the Regional Equity Unit, South Coast Region. The Director-General of School Education (NSW) was quoted as saying that the intention was to improve the statistical profile of NEPS schools until their profiles mirrored the profiles of schools not participating in the program (conversation with the Equity Unit Coordinator, South Coast Region, 1995). Without being able to isolate the target group or the program for the purpose of evaluation it is difficult to establish any link between the program at a NEPS school and any change in its statistical profile.

The inaccessibility of statistical information

Access to the statistical information which the bureaucracy regards as pertinent to success is not freely available, not to the public via the Annual

Report, nor to the teachers implementing the policy. My research indicates a high level of uncertainty in teacher's perceptions of implementation success. I suggest a link may exist between inability to access statistical information and uncertainty of implementation success.

For the bureaucracy, implementation success appears to be based on the use of statistics as well as periodical ethnographical reviews. However, the choice of which statistics are used in monitoring implementation success is problematic. No link has been established between participation in the Equity Element and students remaining at high school. Yet, Year 12 completion rates are used to support the role of the Equity Element in both State (Annual Reports) and Commonwealth (National Board of Employment, Education and Training, 1993) reviews. It would be difficult to isolate the impact of the Equity Element programs from the impact of other policies, such as new procedures for Home School Liaison Officers (who deal with truancy), changes to Youth Allowance rates, and participation in the Students at Risk Component. This is particularly valid for country students when there are no jobs for them to go to in their local community and school is a better option socially than staying at home. (Dusseldorp Skills Forum, 'Australia's Youth: Reality and Risk', 1998) For country children hoping to take up an occupation in their local area, the subjects appropriate to their aspirations may not be of an academic nature, thereby jeopardising their access to higher education.

This issue has recently been addressed by the NSW Department of Education and Training with the introduction of Vocational Education and Training (VET) in the Higher School Certificate. (Sobski in Inform, 29 July, 1998) New procedures for Home School Liaison Officers to use to combat absenteeism also impact on statistics relating to absenteeism. The

Department of School Education actively promoted Equity Element projects being 'embedded' in school management plans. The more the Equity Element project is integrated into the life of the school, the less easy it is to evaluate as a separate program.

The lack of hard evidence of success with the target group, and perhaps, the reliance on teachers endorsing projects aimed at achieving unclear goals, resulted in the Schools Council recommending 'the development of strong reporting and monitoring mechanisms' (National Board of Employment, Education and Training, 1993, p.34). Their research provided 'continuing evidence' that there were unacceptable differences in the range of educational outcomes for different social groups of students. The Australian Education Council, in an effort to achieve a higher level of equity in educational outcomes, are currently developing a National Strategy for Equity in Schools. For the first time there is mention of the aim to monitor the educational outcomes of **identified groups of students** (my emphasis). As part of the recommendations from this review by the Schools Council there is:

"... the establishment of a national database which makes possible the comparison of the range of educational outcomes of disadvantaged groups with that of the average student population..." (National Board of Employment, Education and Training, 1993, p.35).

No doubt, program funding will link State and non-government system compliance with the intentions of the Commonwealth as it has done in the past. At the time of my research being conducted in the South Coast Region in 1995, none of these developments were mentioned either by principals or equity officers.

Official reviews fail to address the issue of program (as distinct from project) evaluation.

Education policies issued in the past by Commonwealth or State ministries have been the subject of a review process, usually by a committee established for the purpose. The policy which has been the subject of this study has undergone several reviews, as explained on pages 168-171. Following the report by Ruby in 1985, the Schools Commission, responsible at the time for the administration as well as the design of the DSP, set up a national 'Task Force' which identified 'evaluation' as one of 12 areas where new information was required or where existing research needed to be compiled.

The subsequent reports were compiled by a team of researchers (referred to as the Macquarie Project Team) from Macquarie University in Sydney over 1987-1989 and a book 'Running Twice as Hard' (Connell, White & Johnston, 1991) was produced for Deakin University's Open Campus Program based on these reports. The reports look closely at the issue of poverty and education, provide case studies and a compilation of projects, provide a profile of teachers in DSP schools and provide a comparison of administrative routines. This descriptive ethnographical research casts light on the problem of socio-economic disadvantage in schooling and provides a variety of resources and evidence of local practice, but fails to address the issue of evaluation in terms of policy implementation success.

While these reviews focussed on the Disadvantaged Schools Program, an earlier study, 'Isolated Schools' (Turney, Sinclair & Cairns, 1980), focussed on the NSW Disadvantaged Country Areas Program. It had also been commissioned by the Schools Commission but it provided a comprehensive analysis of the characteristics and needs of students in

geographically isolated schools. The methodology used in this study was technically such that it could have provided a benchmark for later policy implementation evaluation. It appears that this option was never taken up and the evaluation program for country schools in subsequent years was considered as part of the DSP reviews.

Annual National Reports and a triennial system of program review have concentrated on systems administration and financial accountability, rather than in evaluating either the impact on the target group or the achievement of goals. There is little documented evidence to link policy intent and policy outcomes at the point of delivery. The implications of my research for workers in the field are given hereafter. The reporting format involves giving an overview of the results from the Chapter Three analysis in respect to each of the four hypotheses and ten research questions. Where appropriate these are followed by specific recommendations in respect to future policy implementation targeting researchers, practitioners and administrators.

4.5 Implications and Recommendations

Success and policy/school goals match

Hypothesis #1:

The degree of perceived success of policy implementation correlates with the degree of match between policy goals and school goals.

The data obtained from the teacher questionnaires failed to support this hypothesis although the information obtained from principal and equity officer interviews indicates that this hypothesis exists as a belief held officially and by school leadership.

My research draws attention to an apparent lack of correlation at

the most significant level between school structure (type of school, student census) and its functioning (school goal discussion, talk about ways to achieve program goals) on one hand and productivity (belief in successful policy implementation) on the other. Rosenholtz (1989) challenged school effectiveness literature for its failure to provide information on the manner in which school structure interrelates with its functioning and productivity.

My research does not provide the reason for the lack of significant correlation between Equity Element policy goal-related variables and school structure related variables but I suspect that the lack of familiarity with program goals is a contributing factor. It is also a possibility that the policy is regarded as being externally mandated, externally controlled and not part of the individual school's management plan. This view would be supported by the equity officers who raised concerns about the program not being part of the school plan in some instances. They referred to the equity projects as 'add ons'. The lack of information on program success provided by the equity element office records, is a concern.

The recommendations from the investigation into this hypothesis are:

- ensure teachers implementing the policy are familiar with its goals
- ensure that the program is integrated into the school management plan and
- provide information on program success.

These recommendations target the bureaucracy.

Success and teacher endorsement

Hypothesis #2:

There is a correlation between perceived policy implementation success by teachers and their endorsement of policy goals.

The data obtained from the teacher questionnaires failed to support this hypothesis although the information obtained from principal interviews indicates there is some support but a high level of uncertainty exists. There was no data relating to this hypothesis from equity officer interviews or equity office records.

The recommendations from the investigation into this hypothesis are:

- ensure policy goals are explicit
- ensure the semantic clarity of policy objectives
- ensure teachers are familiar with the projects undertaken within the school
- investigate the difference between urban and rural teacher endorsement of the goal of improved personal development for students
- investigate the variation in belief sets held by principals and teachers relating to policy implementation success

The first two recommendations target policy makers, the third targets school management and the last two target researchers.

Success and goal ambiguity

Hypothesis #3:

When policy goals are given in broad, ambiguous terms, a teacher's perception of implementation success will correlate with the teacher's endorsement of the project design, believing the goals to be explicit.

There is strong support for this hypothesis provided by the teacher questionnaire. Uncertainty was indicated by principal interviews. Equity officers indicated that they believed a teacher's perception of implementation success will correlate with the teacher's endorsement of

the project design although they could not provide evidence for it. No relevant information was found in equity office records.

The recommendation from this area of the study is:

- ensure teacher endorsement of the project design.

This recommendation targets the school management.

'Define-it-Yourself' indicators of success

Hypothesis #4:

When policy is formulated without indicators of success, implementors will define their own idiosyncratic ones, which are likely to be diverse.

There is no data for this hypothesis from teacher questionnaires but strong support from both principal and equity officer interviews. No relevant information was found in equity office records.

The recommendation from this area of the study is:

- ensure policy is formulated to include manageable indicators of success which are known to, and accepted by, those implementing the policy.

This recommendation targets policy makers.

First Research Question:

Is there a match between the goals of the Equity Element and the goals of the school?

This research fails to support a direct relationship between school goal support and belief in Equity Element implementation success. The link between them is an association with explicit goals. Equity officers support the need to align school goals and Equity Element goals. Most principals were very positive about the close alignment of school goals with the goals of the Equity Element at their school, but the diagrammatic

representation of highly significant predictor variables from the teacher questionnaire data analysis shows a distinct lack of association at this level of significance between school goal-related variables and variables relating specifically to the Equity Element goals (See Appendix C.). The lack of an association at this level of significance may be related to the current situation, as evidenced by data collected for this study. This suggests the lack of whole school planning for Equity Element objectives or the lack of clearly defined objectives, or to a combination of both. Policy literature indicates that there should be an understanding of, and agreement on, objectives by the members of the organisation who will be implementing the program (Hogwood & Gunn, p. 204).

The recommendations arising from this research question are:

- ensure whole school planning takes place and
- ensure understanding of and agreement on, the policy objectives by those who will implement the policy.

These recommendations target school management.

Given the difficulty of whole school planning for high schools and large primary schools, I believe that either faculty planning or grade level planning could enhance the possibility of success.

Second Research Question:

What is the extent of teacher support for the school goals?

At the highest level of significance there is a strong association between the staff agreeing on the overall objectives for the school and the variables teacher satisfaction and teacher belief that the teaching staff at the school share similar values and philosophies of education. It appears that when teachers feel satisfaction in working at a school with like-minded colleagues, the likelihood of there being agreement on the intended

objectives for student achievement will be high. This appears to be irrespective of the school structure (opportunity for goal discussion, size and type of school).

The recommendation from this research question is:

- try to form groups of teachers working on whole school, whole faculty or whole grade planning according to their agreement on educational philosophy and values.

This recommendation targets school management.

Third Research Question

What is the extent of teacher endorsement for the goals of the Equity Element?

Principals reported there was staff agreement on the program goals but differing philosophies frequently excluded staff agreement on the way to achieve them. The teachers who felt that the principal shared their values and educational philosophy were more likely to believe that the principal encouraged the staff to discuss ways to achieve program goals. Just as there are a variety of learning styles and teaching styles, it can be surmised that it would be advantageous to provide alternative ways to achieve program goals.

It is a recommendation from this research that:

- teacher endorsement of projects be sought through the process of the principal encouraging teachers to discuss a variety of ways to achieve program goals.

This recommendation targets school principals.

Fourth Research Question:

To what degree is goal-setting in relation to the school's project for the Equity Element seen as a collaborative process by the staff?

The results support the notion that effective schools have a high degree of teacher participation in goal-setting. The diagrammatic representation of highly significant predictor variables (Appendix C) indicates the linkages between goal discussion-related variables and variables relating to the Equity Element goals are not highly significant. Given the importance placed on collaboration for successful program planning by equity officers, this situation has been explored further. The inclusion of minority groups in the student body promotes more staff activity in program design.

Other information relating to goal discussion from the teacher questionnaire data analysis shows that teachers talking about ways to achieve program goals is more likely to occur in a small school with a greater fund/student ratio. High school principals supported these findings and referred to the faculty-based structure of high schools as the prime barrier to facilitating goal discussion. Primary schools appear to be more open to discussion, planning, collaboration and teacher satisfaction. It should be of concern that the current structure of our high schools not only makes the process of internal planning difficult, but actually works against the process through the competitive tendering practices of faculties.

The recommendation from this research question is:

- seek a solution to the current problems associated with the faculty structure in high schools to facilitate collaboration.

This recommendation targets the bureaucracy.

Fifth Research Question:

To what degree do teachers endorse the design of their school's Equity Element project?

The teacher questionnaire data analysis indicates the highly significant link between belief that the project was designed for the objectives and the belief that the program has been successful.

The recommendation from this research question is:

- ensure staff endorsement of the school's projects.

This recommendation targets school management.

Sixth Research Question:

What is the degree of satisfaction expressed by teachers in the achievement of the objectives of the Equity Element?

Most principals believed the program to be successful but acknowledged they were unable to prove this. Principals were significantly more positive in their perceptions of goal success within their school than were teachers, and principals freely acknowledged their awareness of this variation. Principals' responses to the extent of success for the Equity Element programs in their schools are considerably more positive than their responses to the extent of teacher satisfaction in the success of the same programs. This may be an indication that teachers set higher benchmarks for success than principals in general. Apparently discussion on the extent of implementation success has not taken place. This would seem at odds with requests to continue or improve projects.

The recommendation from this research question are:

- discuss and reach consensus on the extent of policy implementation success with the planning group i.e. whole school, whole faculty or whole grade.

This recommendation targets school management.

Seventh Research Question:

Which of the variables in the first five research questions, if any, shows a stronger correlation with the degree of perceived successful implementation of the Equity Element in the school?

The match between school goals and policy goals appears to be the variable with the strongest correlation to perceived implementation success across all data sources. For teachers this match takes the 'once-removed' form with the variable 'Explicit Goals for ...' as the intermediate variable. Indications are that this intermediate variable is crucial to the policy process. The data indicate that there are conflicting beliefs concerning the explicitness of the policy goals held by teachers and principals. This is the variable which occurs most often throughout the data analysis appearing as significant in explanations for many other of the policy variables. Given its apparent significance, the extent of teacher uncertainty regarding policy implementation success may be the direct result of teacher uncertainty regarding the explicitness of policy goals. If the goals for this policy are not explicit, the reason appears to lie in the lack of semantic clarity. If this is so, how is it possible that the administration has allowed this circumstance to continue? Or is there some bureaucratic or political benefit to be gained by maintaining broad, ambiguous goals?

The recommendations from this research question are:

- ensure that policy goals are explicit including semantic clarity and
- explore the relationship between belief in explicit goals and policy implementation success further.

The first of these recommendations targets the bureaucracy and the second targets policy researchers.

Eighth Research Question:

Do any school demographic or teacher workplace variables have a significant relationship with any of the variables in the first six research questions?

The variables with the most frequent significant relationship were found to be school type, location, size, the school planning process, the principal and the individual/collective factor. It is important to note that while these variables recur throughout the data analysis, there is a lack of agreement between or within the data sources as to their significance in respect to individual variables or in the perception of each data source.

While the lack of definition in this regard is an issue in itself, it does not detract from the level of significance for these factors in the delivery of this policy.

The recommendations from this research question are:

- investigate impediments to policy delivery in high schools, rural schools and large schools with a view to improving the process
- explore the individual/collective factor to determine how best to reach teacher agreement on collective action to achieve school goals
- determine 'best practice' in school planning process for schools involved in policy delivery (There may be individual rather than general solutions.)
- investigate the role and attributes of principals as affecting policy delivery (There may be individual rather than general recommendations in this area, too.)
- ensure the bureaucracy is aware of the effect on policy implementation when there are no procedures in place to monitor and adjust policy delivery

The first four recommendations target policy theorists. The last one targets the bureaucracy.

Ninth Research Question:

What do individual schools see as the indicators of success for each program objective?

Principals identified a failure to provide indicators of success for projects. There were no clearly-defined indicators of success for any of the program objectives provided by the guidelines. The list of indicators offered by principals reflects the lack of clear objectives and the use of imprecise terminology. Terms should be clearly defined. One equity officer indicated the extent of the problem by commenting that schools did not understand what 'equity' meant. During interviews, several principals indicated confusion existed for their staff and themselves as to the meaning of key terminology used in the policy objectives. This refers to 'student participation' and 'educational outcomes' in particular.

The recommendations from this research question are:

- ensure the semantic clarity of policy objectives
- provide clearly defined indicators of success for policy implementation

These recommendations target policy makers and bureaucrats.

Tenth Research Question:

Which indicators can be used as a common baseline of success from which comparisons can be drawn?

For this policy there was no common baseline of success. Comparisons could not be drawn. There was a heavy reliance on subjectivity at the point of delivery. Within the bureaucracy documentation was reliant on statistical data which failed to correlate directly with policy implementation. The acceptance of anecdotal evidence which did not allow for comparisons between schools, between groups of targetted

students or comparisons at the same school over time ensured the continuation of a situation clouded by uncertainty. The report format provided to schools contributed to the triumph of subjectivity over objectivity.

Recommendations from this research questions are:

- provide the means by which schools can determine implementation success without reliance on subjective comment
- establish objectives which focus on the impact of the policy on the targetted students
- ensure that the measures of success provided at bureaucratic level correlate with the policy being implemented

The first two recommendations target policy makers and the last one targets the bureaucracy.

This concludes my research. I hope that the issues I have raised will have stimulated sufficient interest in the topic that others will take up the challenge provided and will continue to explore this field. While the question of transferability of findings has always to be considered cautiously, a policy such as the Equity Element is not unique in the area of education. To facilitate the identification of similar policies, its defining attributes are summarized here as:

- a Commonwealth policy being implemented by a State bureaucracy
- a popular policy with its rationale strongly founded in teacher belief
- a policy affecting a widely scattered target group
- a policy with a highly sought after funding set at a comparatively trivial level
- a policy with broad, ambiguous objectives formulated without indicators of success.

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APPENDIX A

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TEACHER QUESTIONNAIRE

Your willingness to participate in this questionnaire is greatly appreciated. Thank you for your time and consideration.

Please tick one or more boxes as appropriate.

A. Data about the Teacher Workplace

1. School Type

(a) Primary
☐

(b) Urban
☐

DSC
☐

High School
☐

Rural
☐

CAGC
☐

2. Descriptors of the school population in terms of ethnic and minority groups

(a) Many groups
☐

(b) Several groups
☐

(c) Few groups
☐

3. Your number of years teaching experience _____

4. Your number of years service at THIS school _____

5. Are you a:

(a) Female (b)executive
☐

(a) Female (b) assistant
☐

(a) Male (b)executive
☐

(a) Male (b)assistant
☐

6. A descriptor of your satisfaction in working at this school

Considerable
☐

Some
☐

Uncertain
☐

Minimal
☐

None
☐

7. It is important for the government to address equity issues in schools.

Strongly agree
☐

Agree
☐

Uncertain
☐

Disagree
☐

Strongly disagree
☐

8. At this school the extent of parent involvement in determining school goals in relation to the National Equity Element is:

Considerable	Some	Uncertain	Minimal	None
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

B. Data about Shared Goals

9. At this school we agree on the overall objectives we're trying to achieve with students.

Almost always	Often	Uncertain	Not often	Almost never
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

10. My principal's values and philosophy of education are similar to my own.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

11. Most teachers at this school have values and philosophies of education similar to my own.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

12. Teachers at this school share a high level of commitment to improving:

(a) educational participation for our students.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(b) learning outcomes for our students.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(c) the personal development of our students.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

13. Participation in the National Equity Program can improve:

(a) educational participation for our students.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(b) learning outcomes for our students.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(c) the personal development of our students.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

14. Discussion about school goals is a regular part of our staff meetings.

Almost always	Often	Uncertain	Not often	Almost never
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

15. At staff meetings we rarely get a chance to talk about improving:

(a) educational participation for our students.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(b) student learning outcomes.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(c) student personal development.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

16. The principal of this school encourages teachers to talk with each other about ways to improve:

(a) student educational participation.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(b) student learning outcomes.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(c) student personal development.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

17. In this school we have explicit goals for:

(a) student educational participation.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(b) student learning outcomes.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(c) student personal development.

Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

C. Data about Teacher Endorsement

18. My support for our school goals is:

None	Minimal	Uncertain	Some	Considerable
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

19. The equity program in this school was designed to improve:

(a) educational participation for our students.

Strongly agree	Agree	Uncertain	Disagree	Strongly disagree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(b) learning outcomes for our students.

Strongly agree	Agree	Uncertain	Disagree	Strongly disagree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(c) personal development for our students.

Strongly agree	Agree	Uncertain	Disagree	Strongly disagree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

20. My endorsement of the school's program to improve

(a) educational participation for our students was:

None	Minimal	Uncertain	Some	Considerable
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(b) learning outcomes for our students was:

None	Minimal	Uncertain	Some	Considerable
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(c) personal development for our students was:

None	Minimal	Uncertain	Some	Considerable
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

D. Data About The Degree of Success

21. The equity program in this school is successful in improving:

(a) educational participation for our students.

Strongly agree	Agree	Uncertain	Disagree	Strongly disagree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(b) learning outcomes for our students.

Strongly agree	Agree	Uncertain	Disagree	Strongly disagree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(a) personal development for our students.

Strongly agree	Agree	Uncertain	Disagree	Strongly disagree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

PRINCIPAL INTERVIEW

1. How would you describe teacher agreement on school goals within this school?
2. What is the extent of support amongst your teaching staff for the National Equity Program objective of improved educational participation for students?
3. What is the extent of support amongst your teaching staff for the National Equity Program objective of improved learning outcomes for students?
4. What is the extent of support amongst your teaching staff for the National Equity Program objective of improved personal development for students?
5. In your opinion how closely do the goals of your school align with the goal of improved educational participation for students?
6. In your opinion how closely do the goals of your school align with the goal of improved learning outcomes for students?
7. In your opinion how closely do the goals of your school align with the goal of improved personal development for students?
8. In what way is school goal-setting relating to the Equity Element a collaborative process in this school?
9. What do you consider to be the level of endorsement by teachers here for your school's program to improve educational participation for students?
10. What do you consider to be the level of endorsement by teachers here for your school's program to improve learning outcomes for students?
11. What do you consider to be the level of endorsement by teachers here for your school's program to improve personal development for students?
12. How would you describe the level of teacher participation in designing the school program to improve educational participation for students?
13. How would you describe the level of teacher participation in designing the school program to improve learning outcomes for students?
14. How would you describe the level of teacher participation in designing the school program to improve personal development for students?
15. How successful do you think your school has been in improving educational participation for students?

16. What do you consider to be the indicators of success for this?
17. How successful do you think your school has been in improving learning outcomes for students?
18. What do you consider to be the indicators of success for this?
19. How successful do you think your school has been in improving the personal development of students?
20. What do you consider to be the indicators of success for this?
21. In your opinion how satisfied are the teachers here in the school's achievement of improved educational participation for students?
22. In your opinion how satisfied are the teachers here in the school's achievement of improved learning outcomes for students?
23. In your opinion, how satisfied are the teachers here in the school's achievement of improved personal development for students?
24. To what extent do you think parent participation has influenced the success of the program to improve educational participation for students.
25. To what extent do you think parent participation has influenced the success of the program to improve student learning outcomes.
26. To what extent do you think parent participation has influenced the success of the program to improve personal development for students.

EQUITY OFFICER INTERVIEW

1. How would you define success for school-based projects in the program?
2. In your opinion what are the common characteristics of successful projects?
3. Which indicators of success would you look for in school project reports?
4. Have you observed any common characteristics in staff behaviour or attitude, particularly in relation to goal consensus and endorsement, that appear to be an indicator of future project success?
5. To what degree do you see collaborative goal-setting by the staff for school or project goals affecting the success of the program?
6. During your experience as an Equity Element officer which observations have you made, if any, relating to the relationship between school goals and program goals?
7. To what extent do you feel parent involvement contributes to the program's success.

GRID OF DIMENSIONS FOR SCHOOL REPORTS

SCHOOL _____	COMPONENT _____	DATE _____	LENGTH OF REPORT _____
AMOUNT RECEIVED _____		AMOUNT ALLOCATED TO PROGRAMS AIMED AT:	
EDUCATIONAL PARTICIPATION	LEARNING OUTCOMES	PERSONAL DEVELOPMENT	PERSONAL DEVELOPMENT
INDICATION OF PARENT INVOLVEMENT IN:		RANGE: STRONGLY POSITIVE \longleftrightarrow STRONGLY NEGATIVE	
EDUCATIONAL PARTICIPATION	LEARNING OUTCOMES	PERSONAL DEVELOPMENT	PERSONAL DEVELOPMENT
SPACE DEVOTED TO:		LEARNING OUTCOMES	
EDUCATIONAL PARTICIPATION	PERSONAL DEVELOPMENT	PERSONAL DEVELOPMENT	
NEW/CONTINUING/UPDATED PROGRAM	NEW/CONTINUING/UPDATED PROGRAM	NEW/CONTINUING/UPDATED PROGRAM	
CLUSTER AND/OR SCHOOL INITIATIVE	CLUSTER AND/OR SCHOOL INITIATIVE	CLUSTER AND/OR SCHOOL INITIATIVE	
INDICATION OF STAFF INVOLVEMENT IN DESIGN FOR:		RANGE: CONSIDERABLE \longleftrightarrow MINIMAL	
EDUCATIONAL PARTICIPATION	LEARNING OUTCOMES	PERSONAL DEVELOPMENT	PERSONAL DEVELOPMENT
SATISFACTION EXPRESSED IN ACHIEVEMENT OF:		RANGE: CONSIDERABLE \longleftrightarrow MINIMAL	
EDUCATIONAL PARTICIPATION	LEARNING OUTCOMES	PERSONAL DEVELOPMENT	PERSONAL DEVELOPMENT
RECOMMENDATIONS GIVEN FOR FUTURE DIRECTIONS IN:		NUMBER/CONTINUE OR NOT/EXPAND/SIZE (CONSIDERABLE \longleftrightarrow SMALL)	
EDUCATIONAL PARTICIPATION	LEARNING OUTCOMES	PERSONAL DEVELOPMENT	PERSONAL DEVELOPMENT

APPENDIX B

This appendix contains:

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GLOSSARY

The number in parenthesis following an explanation refers to the corresponding item on the Teacher Questionnaire (where applicable).

AGREED OBJECTIVES	The extent to which a teacher believes the teachers at the school agree on the overall objectives the school has for students (6)
CENSUS	The number of students enrolled at the school in 1994, according to the Department of School Education records
COMMITMENT TO 1	A teacher's belief that a high level of commitment to improving educational participation for students is shared by teachers at the school (12 a)
COMMITMENT TO 2	A teacher's belief that a high level of commitment to improving student learning outcomes is shared by teachers at the school (12 b)
COMMITMENT TO 3	A teacher's belief that a high level of commitment to improving personal development for students is shared by teachers at the school (12 c)
DESIGN TO IMPROVE 1	The degree to which a teacher believes that the equity project at their school was designed to improve educational participation for students (19 a)
DESIGN TO IMPROVE 2	The degree to which a teacher believes that the equity project at their school was designed to improve student learning outcomes (19 b)
DESIGN TO IMPROVE 3	The degree to which a teacher believes that the equity project at their school was designed to improve personal development for students (19 c)
ENDORSEMENT FOR 1	A teacher's rating of their endorsement of the school's project to improve educational participation for students (20 a)
ENDORSEMENT FOR 2	A teacher's rating of their endorsement of the school's project to improve student learning outcomes (20 b)
ENDORSEMENT FOR 3	A teacher's rating of their endorsement of the school's project to improve personal development for students (20c)

EXPLICIT GOALS FOR 1	A teacher's belief that the school has explicit goals for student educational participation (17 a)
EXPLICIT GOALS FOR 2	A teacher's belief that the school has explicit goals for student learning outcomes (17 b)
EXPLICIT GOALS FOR 3	A teacher's belief that the school has explicit goals for student personal development (17 c)
FUNDS/STUDENT	The ratio of the number of dollars allocated to a school for the National Equity Program to the student enrolment for the year 1994
GOAL DISCUSSION	The extent to which a teacher believes that discussion about school goals is a regular part of staff meetings (14)
GOVERNMENT NEED	The teacher's rating of the importance that the government address equity issues in schools (7)
HIGH/PRIMARY	The type of school (1 a)
MALE/FEMALE	The gender of the teacher responding (5a, 5b)
MANY GROUPS	A teacher's view of their school as having many ethnic or minority groups in the student population (2 a)
NEPS CAN IMPROVE 1	A teacher's belief that participation in the program can improve educational participation for students (13 a)
NEPS CAN IMPROVE 2	A teacher's belief that participation in the program can improve student learning outcomes (13 b)
NEPS CAN IMPROVE 3	A teacher's belief that participation in the program can improve personal development for students (13 c)
POSITION	The position on the staff held by the respondent (5 b)
PRINCIPAL ENCOURAGES 1	A teacher's belief that the principal encourages teachers to talk with each other about ways to improve student educational participation (16 a)
PRINCIPAL ENCOURAGES 2	A teacher's belief that the principal encourages teachers to talk with each other about ways to improve student learning outcomes (16 b)

PRINCIPAL ENCOURAGES 3	A teacher's belief that the principal encourages teachers to talk with each other about ways to improve personal development for students (16 c)
PRINCIPAL'S PHILOSOPHY	The extent to which a teacher believes the principal shares his/her values and philosophy of education (10)
SATISFACTION	A description of the teacher's satisfaction in working at the current school (6)
SCHOOL GOAL SUPPORT	A teacher's rating of their support for the goals of the school (18)
SERVICE HERE	A teacher's number of years teaching at their current school (4)
SUCCESS FOR 1	A teacher's rating of the success of the equity program at the school in improving educational participation for students (21 a)
SUCCESS FOR 2	A teacher's rating of the success of the equity program at the school in improving student learning outcomes (21 b)
SUCCESS FOR 3	A teacher's rating of the success of the equity program at the school in improving personal development for students (21 c)
TALK TO IMPROVE 1	A teacher's belief that talk occurs in staff meetings about ways to improve educational participation for students (15 a)
TALK TO IMPROVE 2	A teacher's belief that talk occurs in staff meetings about ways to improve student learning outcomes (15 b)
TALK TO IMPROVE 3	A teacher's belief that talk occurs in staff meetings about ways to improve personal development for students (15 c)
TEACHERS' PHILOSOPHIES	The extent to which a teacher believes his/her colleagues share values and philosophy of education (11)
URBAN/RURAL	A descriptor of the area in which the school is located (1 b)

METHODOLOGY

The Rosenholtz research (Rosenholtz, 1989) upon which this study is modelled, presented a variety of variables which may or may not make a significant contribution to policy implementation success in the case of the National Equity Program. The methodological problem which follows is one of selecting an effective set of these predictor variables that can be shown to be highly correlated with the criterion variable, taking into consideration that the effects of these variables may be separate and additive (See pages 78-79.). The methodology chosen, regression analysis, measures the relationship between variables and investigates the nature of the relationship. It helps choose the independent variables which are most useful in explaining or predicting (therefore, predictor variables) the dependent or criterion variable. In this research, each of the variables is considered independently to illuminate the nature of the relationship between them, acknowledging that none of the variables occurs in isolation.

The software used here is Abacus Concepts, StatView. The analysis used is stepwise regression. The computer is instructed to make a series of calculations adding in and removing variables. The first variable selected for inclusion into the regression model is the predictor variable that has the highest correlation with the criterion variable. The next predictor variable selected is the one with the highest partial correlation with the criterion variable with the effects of the first variable partialled out. The next variable is similarly selected. At each step after a new predictor variable is added to the model, a second significance test is conducted to determine the contribution of each of the previously selected predictor variables, as if it were the last variable entered. Therefore it is possible for a predictor variable to be deleted if it loses its effectiveness as a predictor when considered in combination with newly entered predictors. The model selected at the completion of each stepwise regression will indicate which predictor variables from the data collected for this research are most useful in explaining the criterion variable chosen for that regression.

REFERENCE

Abacus Concepts, Inc. (1992). Abacus concepts, statview, Berkeley, CA: Author

Regression Summary
SATISFACTION vs. 6 Independents

Count	194
Num. Missing	2
R	.532
R Squared	.283
Adjusted R Squared	.260
RMS Residual	.569

Regression Coefficients
SATISFACTION vs. 6 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	2.566	.432	2.566	5.933	<.0001
PRINCIPAL ENCOURAGES 3	.167	.044	.245	3.766	.0002
SCHOOL GOAL SUPPORT	.278	.082	.229	3.395	.0008
AGREED OBJECTIVES	.189	.056	.242	3.385	.0009
MANY GROUPS	.242	.096	.161	2.522	.0125
CENSUS	-4.410E-4	1.930E-4	-.151	-2.284	.0235
COMMITMENT TO 1	-.138	.064	-.145	-2.139	.0337

A stepwise regression analysis was used to choose which of the 42 independent variables were most useful in explaining or predicting the dependent variable, teacher satisfaction.

The model selected for 'Satisfaction' indicates that 28% (R Squared = .283) of the variation in teacher satisfaction in working in a school is explained by the staff at the school agreeing on the school's objectives (Agreed Objectives), the teacher's support for the school's goals (School Goal Support), the principal at the school encouraging teachers to talk about ways to improve personal development for students (Principal encourages 3) and the teacher describing the school as having many ethnic or minority groups.

Additionally, negative t-values for Census and Commitment to 1 indicate that the relationship between these variables and satisfaction is significant but negative, i.e. as Commitment to Student Participation goes down, all other variables remaining the same, Satisfaction rises; similarly, as the school Census becomes less, all other variables remaining the same, Satisfaction goes up.

That Agreed Objectives makes such a significant contribution to teacher satisfaction (P-Value .0009) supports this study's conceptual model regarding teacher consensus in school goals. Research by Rosenholtz (1989) found a strong linear relationship existed between the extent to which school goals were shared and the collegiality (with the inference of satisfaction) of the staff.

Regression Summary

AGREED OBJECTIVES vs. 6 Independents

Count	193
Num. Missing	3
R	.611
R Squared	.373
Adjusted R Squared	.353
RMS Residual	.669

Regression Coefficients

AGREED OBJECTIVES vs. 6 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	.083	.450	.083	.184	.8539
SATISFACTION	.351	.077	.277	4.581	<.0001
TEACHERS' PHILOSOPHIES	.181	.068	.170	2.672	.0082
COMMITMENT TO 1	.195	.077	.162	2.527	.0123
EXPLICIT GOALS FOR 2	.156	.063	.160	2.466	.0146
MALE/FEMALE	.248	.100	.149	2.475	.0142
HIGH/PRIMARY	.258	.104	.155	2.476	.0142

A stepwise regression was used to choose which of the 42 predictor variables were most useful in explaining or predicting the response variable, 'Agreed Objectives' (the extent to which a teacher believes the teachers at the school agree on the overall objectives the school has for students).

The model selected for 'Agreed Objectives' indicates that 37% (R Squared = .373) of the variation in the school staff agreeing on the overall objectives of the school is explained by teacher satisfaction in working at the school (Satisfaction), a teacher's belief that the staff share values and educational philosophy (Teachers' Philosophies), a teacher's belief that the teachers at the school share a high level of commitment to improving student educational participation (Commitment to 1), and a teacher's belief that the school has explicit goals for student learning outcomes (Explicit Goals for 2). The gender of the teacher and the type of school (high or primary) also contribute to this model.

Regression Summary

COMMITMENT TO 1 vs. 3 Independents

Count	196
Num. Missing	0
R	.506
R Squared	.256
Adjusted R Squared	.244
RMS Residual	.602

Regression Coefficients

COMMITMENT TO 1 vs. 3 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	1.762	.299	1.762	5.898	<.0001
EXPLICIT GOALS FOR 1	.222	.054	.279	4.123	<.0001
ENDORSEMENT FOR 1	.203	.059	.225	3.420	.0008
AGREED OBJECTIVES	.157	.056	.191	2.829	.0052

A stepwise regression analysis was used to choose which of the 26 independent variables were most useful in explaining or predicting the dependent variable, 'Commitment to 1', a teacher's belief that teachers at the school share a high level of commitment to improving educational participation for students.

The model selected indicates that 26% (R Squared = .256) of the variation for this is explained by the teachers believing the school has explicit goals for improving educational participation (Explicit Goals for 1), the teacher endorses the school's program to improve educational participation for students (Endorsement for 1) and the teacher believes that the staff at the school agree on the overall objectives they are trying to achieve (Agreed Objectives).

Regression Summary

COMMITMENT TO 2 vs. 5 Independents

Count	194
Num. Missing	2
R	.576
R Squared	.332
Adjusted R Squared	.314
RMS Residual	.550

Regression Coefficients

COMMITMENT TO 2 vs. 5 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	1.096	.346	1.096	3.165	.0018
EXPLICIT GOALS FOR 2	.196	.050	.252	3.937	.0001
ENDORSEMENT FOR 2	.187	.058	.211	3.217	.0015
TEACHERS' PHILOSOPHIES	.163	.055	.191	2.944	.0036
GOVERNMENT NEED	.181	.063	.181	2.886	.0044
HIGH/PRIMARY	.175	.082	.131	2.137	.0339

A stepwise regression analysis was used to choose which of the 26 independent variables were most useful in explaining or predicting the dependent variable 'Commitment to 2', a teacher's belief that teachers at the school share a high level of commitment to improving learning outcomes for students.

The model selected indicates that 33% (R Squared = .332) of the variation for this is explained by the teachers agreeing that it is important for the government to address equity issues in schools (Government Need), by the teachers believing that they share the same values and philosophies of education with most of their teaching colleagues at the school (Teachers' Philosophies), by the teachers believing that the school has explicit goals for improving student learning outcomes (Explicit Goals for 2), and by the teacher's endorsement of the school's program to improve learning outcomes for students (Endorsement for 2). The type of school (high or primary) also contributes to this model.

Regression Summary

COMMITMENT TO 3 vs. 4 Independents

Count	194
Num. Missing	2
R	.543
R Squared	.295
Adjusted R Squared	.280
RMS Residual	.632

Regression Coefficients

COMMITMENT TO 3 vs. 4 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	1.645	.329	1.645	4.997	<.0001
EXPLICIT GOALS FOR 3	.209	.059	.232	3.544	.0005
TEACHERS' PHILOSOPHIES	.209	.061	.219	3.421	.0008
HIGH/PRIMARY	.307	.095	.206	3.226	.0015
ENDORSEMENT FOR 3	.178	.063	.186	2.850	.0049

A stepwise regression analysis was used to choose which of the 26 independent variables were most useful in explaining or predicting the dependent variable, 'Commitment to 3', a teacher's belief that teachers at the school share a high level of commitment to improving personal development for students.

The model selected indicates that 29% (R Squared = .295) of the variation for this is explained by the teacher's belief that the school has explicit goals for improving personal development for students (Explicit Goals for 3), the teacher's belief that most teachers at the school have values and philosophies of education similar to their own (Teachers' Philosophies) and the teacher's endorsement of the school's program to improve personal development for students (Endorsement for 3). The type of school (high or primary) also contributes to this model.

Regression Summary

NEPS CAN IMPROVE 1 vs. 4 Independents

Count	196
Num. Missing	0
R	.546
R Squared	.299
Adjusted R Squared	.284
RMS Residual	.635

Regression Coefficients

NEPS CAN IMPROVE 1 vs. 4 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	.556	.414	.556	1.344	.1805
GOVERNMENT NEED	.360	.071	.319	5.068	<.0001
SUCCESS FOR 1	.287	.069	.259	4.143	<.0001
COMMITMENT TO 1	.165	.069	.152	2.384	.0181
URBAN/RURAL	.181	.094	.121	1.918	.0565

A stepwise regression was used to choose which of the 26 independent variables were most useful in explaining or predicting the dependent variable, 'NEPS Can Improve 1' (a teacher's belief that participation in the National Equity Program can improve educational participation for students).

The model selected for 'NEPS Can Improve 1' indicates that 30% (R Squared = .299) of the variation is explained by a teacher's belief that it is important for the government to address equity issues in schools (Government Need), by a teacher's belief that the equity program in their school has been successful in improving educational participation for students (Success for 1) and by a teacher's belief that the teachers at the school share a high level of commitment to improving educational participation for students (Commitment to 1). The location of the school (which indicates the program involvement - urban/DSC or rural/CACG) also contributes to this model.

Regression Summary

NEPS CAN IMPROVE 2 vs. 3 Independents

Count	196
Num. Missing	0
R	.527
R Squared	.278
Adjusted R Squared	.266
RMS Residual	.664

Regression Coefficients

NEPS CAN IMPROVE 2 vs. 3 Independents

	Coefficient	Std. Error	Std. ...	t-Value	P-Value
Intercept	-.101	.479	-.101	-.212	.8326
GOVERNMENT NEED	.373	.074	.320	5.033	<.0001
SCHOOL GOAL SUPPORT	.359	.094	.252	3.797	.0002
SUCCESS FOR 2	.186	.075	.163	2.495	.0134

A stepwise regression was used to choose which of the 26 independent variables were most useful in explaining or predicting the dependent variable, 'NEPS Can Improve 2' (a teacher's belief that participation in the National Equity Program can improve student learning outcomes).

The model selected for 'NEPS Can Improve 2' indicates that 28% (R Squared = .278) of the variation is explained by a teacher's belief that it is important for the government to address equity issues in schools (Government Need), by a teacher's support for the goals of the school (School Goal Support) and by the teacher's belief that the program has been successful in improving student learning outcomes at the school (Success for 2).

Regression Summary

NEPS CAN IMPROVE 3 vs. 3 Independents

Count	196
Num. Missing	0
R	.525
R Squared	.276
Adjusted R Squared	.264
RMS Residual	.661

Regression Coefficients

NEPS CAN IMPROVE 3 vs. 3 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	.106	.476	.106	.223	.8237
GOVERNMENT NEED	.367	.074	.317	4.968	<.0001
SCHOOL GOAL SUPPORT	.302	.094	.213	3.216	.0015
SUCCESS FOR 3	.230	.072	.209	3.198	.0016

A stepwise regression was used to choose which of the 26 independent variables were most useful in explaining or predicting the dependent variable, 'NEPS Can Improve 3' (a teacher's belief that participation in the National Equity Program can improve personal development for students).

The model selected for 'NEPS Can Improve 3' indicates that 28% (R Squared = .276) of the variation is explained by a teacher's belief that it is important for the government to address equity issues in schools (Government Need), by a teacher's support for the goals of the school and by the teacher's belief that the school's equity program has been successful in improving personal development for students at the school (Success for 3).

Regression Summary

GOAL DISCUSSION vs. 5 Independents

Count	193
Num. Missing	3
R	.602
R Squared	.363
Adjusted R Squared	.346
RMS Residual	.999

Regression Coefficients

GOAL DISCUSSION vs. 5 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	.320	.419	.320	.765	.4453
HIGH/PRIMARY	.802	.166	.325	4.844	<.0001
TEACHERS' PHILOSOPHIES	.296	.098	.187	3.033	.0028
TALK TO IMPROVE 2	.244	.081	.220	3.005	.0030
PRINCIPAL ENCOURAGES 1	.188	.082	.148	2.311	.0219
POSITION	-.375	.167	-.133	-2.245	.0259

A stepwise regression was used to choose which of the 42 predictor variables were most useful in explaining or predicting the response variable, 'Goal Discussion' (the extent to which a teacher believes discussion about school goals occurs regularly at staff meetings).

The model selected for 'Goal Discussion' indicates that 36% (R Squared = .363) of the variation in the responses to this question is explained by the type of school (high or primary), a teacher's belief that the staff share similar values and philosophy of education (Teachers' Philosophies), a teacher's belief that opportunity exists in staff meetings to talk about improving student learning outcomes (Talk to Improve 2), a teacher's belief that the principal encourages teachers to talk about ways to improve student educational participation (Principal Encourages 1) and the position held by the teacher, executive or assistant (Position).

Regression Summary

TALK TO IMPROVE 1 vs. 7 Independents

Count	193
Num. Missing	3
R	.678
R Squared	.460
Adjusted R Squared	.439
RMS Residual	.835

Regression Coefficients

TALK TO IMPROVE 1 vs. 7 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	.366	.356	.366	1.028	.3054
HIGH/PRIMARY	.815	.140	.366	5.816	<.0001
PRINCIPAL ENCOURAGES 1	.271	.072	.235	3.751	.0002
EXPLICIT GOALS FOR 1	.251	.074	.195	3.403	.0008
MALE/FEMALE	-.425	.125	-.191	-3.391	.0009
GOAL DISCUSSION	.160	.058	.177	2.755	.0064
SERVICE HERE	-.023	.010	-.124	-2.281	.0237
PRINCIPAL'S PHILOSOPHY	.157	.073	.133	2.168	.0315

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Talk to Improve 1' (a teacher's belief that talk about improving educational participation for students occurs at staff meetings).

The model selected for 'Talk to Improve 1' indicates that 46% ($R^2 = .460$) of the variation in responses to this question is explained by school type (high or primary), by the teacher's belief that the principal encourages teachers to talk with each other about ways to improve student educational participation (Principal Encourages 1), by the teacher's belief that the school has explicit goals for student educational participation (Explicit Goals for 1), by the gender of the teacher, by the teacher's belief that discussion about school goals is a regular part of staff meetings (Goal Discussion), by the teacher's length of service at the current school (Service Here) and by the teacher's belief that the principal shares similar values and philosophy of education (Principal's Philosophy).

Regression Summary

TALK TO IMPROVE 2 vs. 5 Independents

Count	193
Num. Missing	3
R	.658
R Squared	.433
Adjusted R Squared	.418
RMS Residual	.850

Regression Coefficients

TALK TO IMPROVE 2 vs. 5 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	F-Value
Intercept	.530	.341	.530	1.555	.1217
HIGH/PRIMARY	.843	.142	.379	5.935	<.0001
PRINCIPAL ENCOURAGES 2	.345	.068	.290	5.038	<.0001
MALE/FEMALE	-.459	.127	-.206	-3.598	.0004
GOAL DISCUSSION	.189	.059	.209	3.219	.0015
EXPLICIT GOALS FOR 2	.191	.076	.146	2.502	.0132

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Talk to Improve 2' (a teacher's belief that talk about improving learning outcomes for students occurs at staff meetings).

The model selected for 'Talk to Improve 2' indicates that 43% (R Squares = .433) of the variation in response s to this question is explained by school type (high or primary), by the teacher's belief that the principal encourages teachers to talk with each other about ways to improve student learning outcomes (Principal Encourages 2), by the gender of the teacher, by the teacher's belief that discussion about school goals is a regular part of staff meetings (Goal Discussion) and by the teacher's belief that the school has explicit goals for student learning outcomes (Explicit Goals for 2).

Regression Summary

TALK TO IMPROVE 3 vs. 5 Independents

Count	193
Num. Missing	3
R	.596
R Squared	.356
Adjusted R Squared	.338
RMS Residual	.901

Regression Coefficients

TALK TO IMPROVE 3 vs. 5 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	1.078	.316	1.078	3.411	.0008
HIGH/PRIMARY	.685	.151	.309	4.539	<.0001
GOAL DISCUSSION	.197	.060	.219	3.259	.0013
PRINCIPAL ENCOURAGES 3	.250	.078	.220	3.217	.0015
MALE/FEMALE	-.397	.135	-.179	-2.939	.0037
PRINCIPAL'S PHILOSOPHY	.201	.080	.171	2.526	.0124

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, Talk to Improve 3' (a teacher's belief that talk about improving personal development for students occurs at staff meetings).

The model selected for 'Talk to Improve 3' indicates that 36% (R Squared = .356) of the variation in responses to this question is explained by school type (high or primary), by the teacher's belief that discussion about school goals is a regular part of staff meetings (Goal Discussion), by the teacher's belief that the principal encourages teachers to talk with each other about ways to improve personal development for students (Principal Encourages 3), by the gender of the teacher, and by the teacher's belief that the principal shares similar values and philosophy of education (Principal's Philosophy).

Regression Summary

PRINCIPAL ENCOURAGES 1 vs. 6 Independents

Count	194
Num. Missing	2
R	.589
R Squared	.347
Adjusted R Squared	.326
RMS Residual	.788

Regression Coefficients

PRINCIPAL ENCOURAGES 1 vs. 6 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	-.625	.549	-.625	-1.139	.2561
PRINCIPAL'S PHILOSOPHY	.290	.067	.284	4.302	<.0001
CENSUS	.002	3.879E-4	.385	4.202	<.0001
TALK TO IMPROVE 1	.240	.057	.277	4.175	<.0001
SATISFACTION	.301	.090	.207	3.333	.0010
FUNDS/STUDENT	.007	.002	.292	3.210	.0016
MANY GROUPS	-.359	.144	-.165	-2.498	.0134

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Principal Encourages 1' (a teacher's belief that the principal encourages teachers to talk with each other about ways to improve student educational participation).

The model selected for 'Principal Encourages 1' indicates that 35% (R Squared = .347) of the variation in responses to this question is explained by the teacher's belief that the principal shares similar values and philosophy of education (Principal's Philosophy), by the number of students in the school (Census), by a teacher's belief that talk about improving educational participation for students occurs at staff meetings (Talk to Improve 1), by the teacher's satisfaction in working at the school (Satisfaction), by the amount of Equity funding per student at the school (Funds/Student) and by the school containing many ethnic or minority groups (Many Groups).

Regression Summary

PRINCIPAL ENCOURAGES 2 vs. 3 Independents

Count	196
Num. Missing	0
R	.552
R Squared	.304
Adjusted R Squared	.294
RMS Residual	.785

Regression Coefficients

PRINCIPAL ENCOURAGES 2 vs. 3 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	1.008	.367	1.008	2.747	.0066
PRINCIPAL'S PHILOSOPHY	.370	.063	.371	5.830	<.0001
TALK TO IMPROVE 2	.200	.054	.238	3.740	.0002
ENDORSEMENT FOR 2	.186	.078	.149	2.384	.0181

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, Principal Encourages 2' (a teacher's belief that the principal encourages teachers to talk with each other about ways to improve student learning outcomes).

The model selected for 'Principal Encourages 2' indicates that 30% (R Squared = .304) of the variation in responses to this question is explained by the teacher's belief that the principal shares similar values and philosophy of education (Principal's Philosophy), by a teacher's belief that talk about improving learning outcomes for students occurs at staff meetings (Talk to Improve 2) and the teacher's endorsement of the school's program to improve learning outcomes for students (Endorsement for 2).

Regression Summary

PRINCIPAL ENCOURAGES 3 vs. 5 Independents

Count	194
Num. Missing	2
R	.607
R Squared	.368
Adjusted R Squared	.351
RMS Residual	.780

Regression Coefficients

PRINCIPAL ENCOURAGES 3 vs. 5 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	.447	.424	.447	1.053	.2938
PRINCIPAL'S PHILOSOPHY	.360	.065	.350	5.564	<.0001
MANY GROUPS	-.580	.162	-.264	-3.575	.0004
SATISFACTION	.319	.088	.218	3.636	.0004
URBAN/RURAL	.436	.146	.226	2.978	.0033
TALK TO IMPROVE 3	.158	.054	.180	2.904	.0041

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Principal Encourages 3' (a teacher's belief that the principal encourages teachers to talk with each other about ways to improve personal development for students).

The model selected for 'Principal Encourages 3' indicates that 37% (R Squared = .368) of the variation in responses to this question is explained by the teacher's belief that the principal shares similar values and philosophy of education (Principal's Philosophy), by the presence of many ethnic or minority groups in the student body (Many Groups), by the teacher's satisfaction in working at the school (Satisfaction), by the location of the school (Urban/Rural) and by a teacher's belief that talk about improving personal development for students occurs at staff meetings (Talk to Improve 3).

Regression Summary
EXPLICIT GOALS FOR 1 vs. 5 Independents

Count	195
Num. Missing	1
R	.587
R Squared	.345
Adjusted R Squared	.328
RMS Residual	.712

Regression Coefficients
EXPLICIT GOALS FOR 1 vs. 5 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	-.482	.499	-.482	-.966	.3352
COMMITMENT TO 1	.334	.078	.266	4.282	<.0001
POSITION	-.430	.119	-.217	-3.606	.0004
SCHOOL GOAL SUPPORT	.372	.104	.233	3.582	.0004
TALK TO IMPROVE 1	.158	.050	.203	3.176	.0017
SUCCESS FOR 1	.191	.084	.149	2.272	.0242

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Explicit Goals for 1' (a teacher's belief that the school has explicit goals for improving student educational participation, the first goal of the Equity Element).

The model selected for 'Explicit Goals for 1' indicates that 35% (R Squared = .345) of the variation in responses to this question is explained by the belief that teachers in the school share a high level of commitment to improving educational participation for students (Commitment to 1), by the teacher's position, either executive or assistant (Position), by the teacher's support for the goals of the school (School Goal Support), by the teacher's belief that teachers at the school have the opportunity to talk about ways to improve student educational participation at staff meetings (Talk to Improve 1) and by the teacher's belief that the school has been successful in improving educational participation for students (Success for 1).

Regression Summary

EXPLICIT GOALS FOR 2 vs. 5 Independents

Count	195
Num. Missing	1
R	.577
R Squared	.333
Adjusted R Squared	.315
RMS Residual	.705

Regression Coefficients

EXPLICIT GOALS FOR 2 vs. 5 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	-.451	.492	-.451	-.916	.3610
SUCCESS FOR 2	.304	.081	.242	3.741	.0002
COMMITMENT TO 2	.303	.084	.235	3.613	.0004
POSITION	-.342	.117	-.175	-2.929	.0038
AGREED OBJECTIVES	.190	.067	.185	2.838	.0050
SCHOOL GOAL SUPPORT	.255	.105	.163	2.429	.0161

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Explicit Goals for 2' (a teacher's belief that the school has explicit goals for improving student learning outcomes, the second goal of the Equity Element).

The model selected for 'Explicit Goals for 2' indicates that 33% (R Squared = .333) of the variation in responses to this question is explained by the teacher's belief that the school has been successful in improving student learning outcomes (Success for 2), by the teacher's belief that teachers at the school share a high level of commitment to improving student learning outcomes (Commitment to 2), by the teacher's position, either executive or assistant (Position), by the teacher's belief that there is agreement at the school on the overall objectives (Agreed Objectives) and by a teacher's support for the goals of the school (School Goal Support).

Regression Summary

EXPLICIT GOALS FOR 3 vs. 5 Independents

Count	195
Num. Missing	1
R	.620
R Squared	.384
Adjusted R Squared	.368
RMS Residual	.658

Regression Coefficients

EXPLICIT GOALS FOR 3 vs. 5 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	-.542	.450	-.542	-1.206	.2294
SUCCESS FOR 3	.384	.073	.325	5.244	<.0001
SCHOOL GOAL SUPPORT	.339	.096	.223	3.519	.0005
COMMITMENT TO 3	.225	.069	.202	3.283	.0012
POSITION	-.344	.110	-.182	-3.139	.0020
PRINCIPAL ENCOURAGES 3	.132	.051	.155	2.563	.0112

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Explicit Goals for 3' (a teacher's belief that the school has explicit goals for improving personal development for students, the third goal of the Equity Element).

The model selected for 'Explicit Goals for 3' indicates that 38% (R Squared = .384) of the variation in responses to this question can be explained by a teacher's belief that the school has been successful in improving personal development for students (Success for 3), by a teacher's support for the goals of the school (School Goal Support), by a teacher's belief that teachers at the school share a high level of commitment to improving personal development for students (Commitment to 3), by a teacher's position, either executive or assistant (Position), and by a teacher's belief that the principal encourages teachers to talk about ways to improve personal development for students (Principal Encourages 3).

Regression Summary

SCHOOL GOAL SUPPORT vs. 5 Independents

Count	196
Num. Missing	0
R	.597
R Squared	.356
Adjusted R Squared	.339
RMS Residual	.442

Regression Coefficients

SCHOOL GOAL SUPPORT vs. 5 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	1.854	.289	1.854	6.422	<.0001
EXPLICIT GOALS FOR 3	.178	.040	.271	4.422	<.0001
ENDORSEMENT FOR 2	.151	.047	.207	3.242	.0014
SATISFACTION	.145	.051	.176	2.855	.0048
NEPS CAN IMPROVE 2	.116	.046	.165	2.531	.0122
DESIGN TO IMPROVE 2	.094	.043	.135	2.178	.0306

A stepwise regression was used to choose which of the 42 predictor variables were most useful in explaining or predicting the response variable, 'School Goal Support' (a teacher's support for the goals of the school).

The model selected for 'School Goal Support' indicates that 36% (R Squared = .356) of the variation in responses to this question can be explained by a teacher's belief that the school has explicit goals for improving personal development for students (Explicit Goals for 3), by a teacher's endorsement of the school's program to improve learning outcomes for students (Endorsement for 2), by a teacher's satisfaction in working at the school (Satisfaction), by a teacher's belief that participation in the National Equity Program can improve student learning outcomes and by a teacher's belief that the school's equity program was designed to improve student learning outcomes.

Regression Summary

DESIGN TO IMPROVE 1 vs. 2 Independents

Count	196
Num. Missing	0
R	.464
R Squared	.215
Adjusted R Squared	.207
RMS Residual	.727

Regression Coefficients

DESIGN TO IMPROVE 1 vs. 2 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	1.678	.325	1.678	5.170	<.0001
SUCCESS FOR 1	.497	.078	.412	6.343	<.0001
PRINCIPAL'S PHILOSOPHY	.129	.057	.148	2.274	.0241

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Design to Improve 1' (a teacher's belief that the equity program at the school was designed to improve the educational participation for students).

The model selected for 'Design to Improve 1' indicates that 22% (R Squared = .215) of the variation in responses to this question can be explained by a teacher's belief that the equity program at the school has been successful in improving student educational participation (Success for 1) and by a teacher believing that the principal has similar values and philosophy of education to his or her own (Principal's Philosophy).

Regression Summary

DESIGN TO IMPROVE 2 vs. 3 Independents

Count	196
Num. Missing	0
R	.509
R Squared	.259
Adjusted R Squared	.248
RMS Residual	.680

Regression Coefficients

DESIGN TO IMPROVE 2 vs. 3 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	1.064	.442	1.064	2.405	.0171
SUCCESS FOR 2	.427	.077	.370	5.527	<.0001
SCHOOL GOAL SUPPORT	.256	.095	.178	2.702	.0075
URBAN/RURAL	.230	.099	.147	2.325	.0211

A stepwise regression analysis was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Design to Improve 2' (a teacher's belief that the equity program at the school was designed to improve student learning outcomes).

The model selected for 'Design to Improve 2' indicates that 26% (R Squared = .259) of the variation in responses to this question is explained by a teacher's belief that the equity program at the school has been successful in improving student learning outcomes (Success for 2), by the teacher's support for the school's goals (School Goal Support), and by the location of the school (Urban/Rural).

Regression Summary

DESIGN TO IMPROVE 3 vs. 2 Independents

Count	196
Num. Missing	0
R	.526
R Squared	.277
Adjusted R Squared	.269
RMS Residual	.670

Regression Coefficients

DESIGN TO IMPROVE 3 vs. 2 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	1.536	.290	1.536	5.303	<.0001
SUCCESS FOR 3	.526	.070	.471	7.497	<.0001
PRINCIPAL'S PHILOSOPHY	.126	.053	.151	2.396	.0175

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Design to Improve 3' (a teacher's belief that the equity program at the school was designed to improve personal development for students).

The model selected for 'Design to Improve 3' indicates that 28% (R Squared = .277) of the variation in responses to this question is explained by a teacher's belief that the equity program at the school has been successful in improving personal development for students (Success for 2) and by a teacher believing that the principal has similar values and philosophy of education to his or her own (Principal's Philosophy).

Regression Summary

ENDORSEMENT FOR 1 vs. 4 Independents

Count	195
Num. Missing	1
R	.521
R Squared	.271
Adjusted R Squared	.256
RMS Residual	.659

Regression Coefficients

ENDORSEMENT FOR 1 vs. 4 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	1.002	.425	1.002	2.360	.0193
SUCCESS FOR 1	.301	.072	.266	4.178	<.0001
COMMITMENT TO 1	.280	.071	.253	3.953	.0001
POSITION	.323	.108	.185	2.980	.0033
GOVERNMENT NEED	.216	.074	.188	2.931	.0038

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Endorsement for 1' (a teacher's endorsement of the school's program to improve educational participation for students).

The model selected for 'Endorsement for 1' indicates that 27% (R Squared = .271) of the variation in responses to this question is explained by a teacher's belief that the equity program at the school has been successful in improving student educational participation (Success for 1), by a teacher's belief that the staff at the school share a high level of commitment to improving educational participation for students (Commitment to 1), by a teacher's position, either executive or assistant (Position) and by a teacher's belief that it is important for the government to address equity issues in schools (Government Need).

Regression Summary

ENDORSEMENT FOR 2 vs. 6 Independents

Count	195
Num. Missing	1
R	.609
R Squared	.371
Adjusted R Squared	.351
RMS Residual	.597

Regression Coefficients

ENDORSEMENT FOR 2 vs. 6 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	.508	.447	.508	1.137	.2571
SUCCESS FOR 2	.272	.069	.248	3.937	.0001
POSITION	.296	.099	.175	2.997	.0031
SCHOOL GOAL SUPPORT	.248	.088	.182	2.828	.0052
URBAN/RURAL	.241	.090	.163	2.695	.0077
COMMITMENT TO 2	.180	.073	.160	2.477	.0141
GOVERNMENT NEED	.162	.069	.145	2.341	.0203

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Endorsement for 2' (a teacher's endorsement of the school's program to improve student learning outcomes).

The model selected for 'Endorsement for 2' indicates that 37% (R Squared = .371) of the variation in responses to this question is explained by a teacher's belief that the equity program at the school has been successful in improving student learning outcomes (Success for 2), by a teacher's position, either assistant or executive (Position), by a teacher's support for the goals of the school (School Goal Support), by a school's location (Urban/Rural), by a teacher's belief that the staff at the school share a high level of commitment to improving student learning outcomes (Commitment to 2) and by a teacher's belief that it is important for the government to address equity issues in schools (Government Need).

Regression Summary
ENDORSEMENT FOR 3 vs. 3 Independents

Count	196
Num. Missing	0
R	.594
R Squared	.353
Adjusted R Squared	.343
RMS Residual	.628

Regression Coefficients
ENDORSEMENT FOR 3 vs. 3 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	.509	.390	.509	1.303	.1942
SUCCESS FOR 3	.437	.067	.396	6.533	<.0001
GOVERNMENT NEED	.298	.069	.256	4.296	<.0001
COMMITMENT TO 3	.203	.063	.195	3.229	.0015

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Endorsement for 3' (a teacher's endorsement of the school's program to improve personal development for students).

The model selected for 'Endorsement for 3' indicates that 35% (R Squared = .353) of the variation in responses to this question is explained by a teacher's belief that the equity program at the school has been successful in improving personal development for students (Success for 3), by a teacher's belief that it is important for the government to address equity issues in schools (Government Need) and by a teacher's belief that the staff at the school share a high level of commitment to improving personal development for students (Commitment to 3).

Regression Summary
SUCCESS FOR 1 vs. 5 Independents

Count	194
Num. Missing	2
R	.604
R Squared	.365
Adjusted R Squared	.348
RMS Residual	.547

Regression Coefficients
SUCCESS FOR 1 vs. 5 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept .	.876	.304	.876	2.887	.0044
DESIGN TO IMPROVE 1	.266	.051	.321	5.273	<.0001
HIGH/PRIMARY	.229	.081	.169	2.844	.0050
ENDORSEMENT FOR 1	.153	.056	.173	2.742	.0067
EXPLICIT GOALS FOR 1	.135	.049	.173	2.755	.0064
NEPS CAN IMPROVE 1	.137	.058	.152	2.370	.0188

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Success for 1' (a teacher's belief that the equity program at the school is successful in improving educational participation for students).

The model selected for 'Success for 1' indicates that 37% (R Squared = .365) of the variation in responses to this question is explained by a teacher's belief that the equity program was designed to improve educational participation for students (Design to Improve 1), by the type of school (High/Primary), by a teacher's endorsement of the school's program to improve educational participation for students (Endorsement for 1), by a teacher's belief that the school has explicit goals for student educational participation (Explicit Goals for 1) and by a teacher's belief that participation in the National Equity Program can improve educational participation for students (NEPS Can Improve 1).

Regression Summary
SUCCESS FOR 2 vs. 4 Independents

Count	194
Num. Missing	2
R	.647
R Squared	.418
Adjusted R Squared	.406
RMS Residual	.524

Regression Coefficients
SUCCESS FOR 2 vs. 4 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	.679	.281	.679	2.412	.0168
DESIGN TO IMPROVE 2	.285	.050	.329	5.682	<.0001
ENDORSEMENT FOR 2	.257	.053	.282	4.850	<.0001
EXPLICIT GOALS FOR 2	.188	.047	.236	4.053	<.0001
HIGH/PRIMARY	.247	.077	.182	3.224	.0015

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, 'Success for 2' (a teacher's belief that the equity program at the school is successful in improving student learning outcomes).

The model selected for 'Success for 2' indicates that 42% (R Squared = .418) of the variation in responses to this question is explained by a teacher's belief that the equity program was designed to improve student learning outcomes (Design to Improve 2), by a teacher's endorsement of the school's program to improve student learning outcomes (Endorsement for 2), by a teacher's belief that the school has explicit goals for student learning outcomes (Explicit Goals for 2) and by the type of school (High/Primary).

Regression Summary
 SUCCESS FOR 3 vs. 4 Independents

Count	194
Num. Missing	2
R	.704
R Squared	.496
Adjusted R Squared	.486
RMS Residual	.501

Regression Coefficients
 SUCCESS FOR 3 vs. 4 Independents

	Coefficient	Std. Error	Std. Coeff.	t-Value	P-Value
Intercept	.475	.260	.475	1.829	.0689
DESIGN TO IMPROVE 3	.302	.048	.339	6.232	<.0001
ENDORSEMENT FOR 3	.263	.050	.292	5.232	<.0001
EXPLICIT GOALS FOR 3	.227	.047	.269	4.844	<.0001
HIGH/PRIMARY	.236	.074	.169	3.181	.0017

A stepwise regression was used to choose which of the 26 predictor variables were most useful in explaining or predicting the response variable, ' Success for 3' (a teacher's belief that the equity program at the school is successful in improving personal development for students).

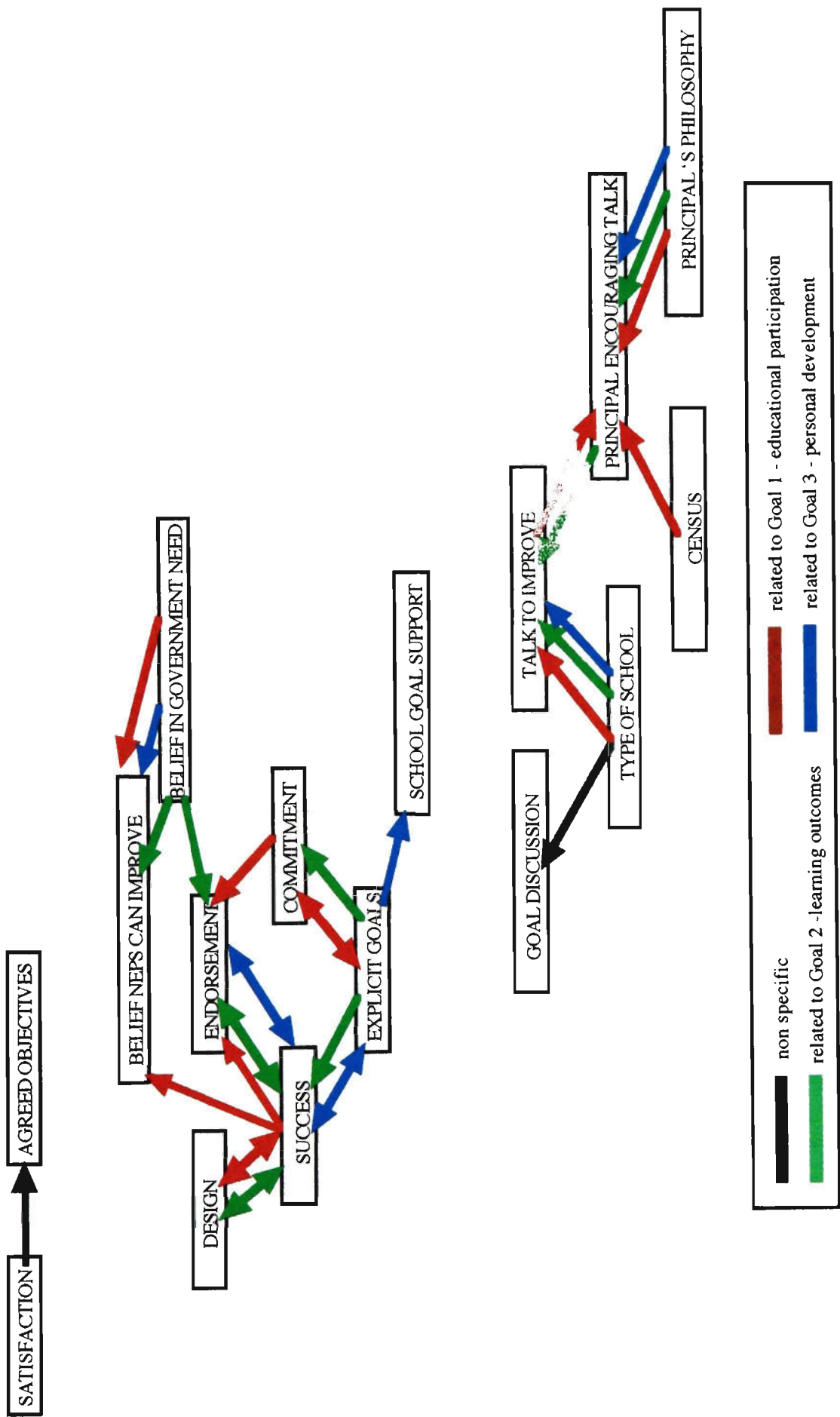
The model selected for 'Success for 3' indicates that 50% (R Squared = .496) of the variation in responses to this question is explained by a teacher's belief that the equity program was designed to improve personal development for students (Design to Improve 3), by a teacher's endorsement of the school's program to improve personal development for students (Endorsement for 3), by a teacher's belief that the school has explicit goals for improving personal development for students (Explicit Goals for 3) and by the type of school (High/Primary).

APPENDIX C

This appendix contains:

The diagrammatic representation of highly significant predictor variables	260
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NOTE: For definition of terms used, refer to Glossary on pp.226-228.



**DIAGRAMMATIC REPRESENTATION OF HIGHLY SIGNIFICANT PREDICTOR VARIABLES
FROM DATA ANALYSIS OF THE QUESTIONNAIRE**
(significance equal or better than .0001)

APPENDIX D

This appendix contains:

Rosenholtz questionnaire extract	262
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ROSENHOLTZ QUESTIONNAIRE EXTRACT

(From 'Teachers' Workplace', Rosenholtz, S., 1989, pp. 21-23)

Shared Teaching Goals

1. At this school, we agree on the objectives we're trying to achieve with students.
2. If most teachers at this school feel that another teacher is not doing a good job, they will exert some pressure on him or her to improve.
3. I don't approve of the ways in which most of the other teachers in this school teach.*
4. My principal's values and philosophy of education are similar to my own.
5. Most teachers at this school have values and philosophies of education similar to my own.
6. Teachers at this school share a high level of commitment to student learning.

School Goal-setting

1. There are explicit guidelines in the school about the things teachers are to emphasize in their teaching.
2. Discussion about school goals and means of achieving them is a regular part of our school faculty or inservice meetings.
3. The principal of this school encourages teachers to talk with each other about instructional objectives.
4. At faculty meetings, we spend most of our time on the small stuff; we rarely get a chance to talk about the bigger issues in teaching and learning.*
5. There are a lot of irrelevant side conversations that go on at our faculty meetings.*
6. We have explicit goals for student achievement in this school.

Teacher Recruitment

1. Before I came to work in this school, the principal "checked me out," read my references, called people who know my work, and asked me about my ideas and plans for teaching.
2. Whenever there is an opening at my school, the principal takes charge in locating a good and competent person for the position.
3. Our principal consults with teachers here before hiring new personnel.

Teacher Evaluation

1. The standards by which my teaching is evaluated are clear and well specified.
2. My students' gains on achievement tests are a good way for others to judge my instructional effectiveness.
3. The methods used in evaluating my teaching are objective and fair.
4. Student gains on achievement tests are a good way for me to judge my instructional effectiveness.
5. I know what I'm being evaluated on in this school.
6. Evaluation of my teaching is based on hearsay and gossip.*
7. The principal spends time in my classroom observing my teaching.
8. When the principal comes into my classroom, the visit lasts longer than 10 minutes.
9. In this school, teachers participate in determining what they're going to be evaluated on.

Teacher Socialization

1. New teachers in this school know what our faculty is trying to accomplish and what will be expected of them as teachers.
2. When I started teaching at this school, the principal told me what the faculty wants to accomplish here.
3. The principal of this school spends time with any new teachers we may have, orients them and helps them feel welcome in the school.
4. The faculty makes new teachers feel very welcome at this school.

Isolation/Cohesiveness

1. Most of the other teachers in this school don't know what I do in my classroom or what my teaching goals are.*
2. Teachers in this school tend to be cliquish and catty.*
3. I do things that are apt to be accepted by only a few teachers at my school; the others don't agree or don't understand.*
4. I feel that what goes on in this school is my responsibility; I share responsibility for our school's successes and shortcomings.
5. Beyond saying hello, I regularly converse with:
 - a. no other teachers
 - b. one other teacher
 - c. two other teachers
 - d. three other teachers
 - e. four or more other teachers
6. I can go for days in this school without talking to anyone about my teaching.*
7. I'm pretty much a "loner" in this school.*

Managing Student Behavior

1. There are explicit rules for student conduct at this school.
2. We have rules for student conduct here, but nobody follows them.*
3. Rules for student behavior are consistently enforced by teachers at this school, even for students who are not in their classes.
4. Teachers' rules for student conduct are always changing at this school.*
5. In this school, teachers participate in establishing rules for student conduct.

APPENDIX E

This appendix contains:

Official objectives and guidelines	264
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OFFICIAL OBJECTIVES AND GUIDELINES

(From ‘Commonwealth Programs for Schools 1994’, Department of
Employment, Education and Training, 1994, pp. 69-72)
Equity Element

Disadvantaged Schools Component

- 5.40 The objective of the Disadvantaged Schools Component (DSC) is to assist schools and school community groups in improving the educational participation, learning outcomes and personal development of young people disadvantaged by socio-economic circumstances. It provides funds to disadvantaged government and non-government schools to meet this objective.

Funding Available

- 5.41 The Commonwealth will provide \$63.085 million through this Component in 1994 as set out in Table 5.6. State allocations are based on an index of disadvantage which takes account of six variables: occupation (50 per cent), unemployment (10 per cent), education (10 per cent), family income (10 per cent), accommodation (10 per cent) and crowding (10 per cent).

Table 5.6

Disadvantaged Schools Component

Allocations for Government, Catholic and Independent Schools, 1994

State	Government Schools \$	Catholic Schools \$	Independent Schools* \$	Total \$
NSW	19 673 000	2 962 000		
VIC	13 846 000	3 453 000		
QLD	6 605 000	697 000		
WA	5 561 000	572 000		
SA	4 913 000	387 000		
TAS	2 401 000	122 000		
ACT	52 000	18 000		
NT	1 187 000	52 000		
Total	54 238 000	8 263 000	584 000	63 085 000

*Grants to independent schools are determined and administered by the Department through an independent sector administering authority.

Declaration of Disadvantaged Schools

- 5.42 Government and non-government education authorities in each State are required to state the principles they will use to nominate relevant disadvantaged schools in their sector. This will be included in the NEPS agreement.
- 5.43 The Commonwealth Minister is still able to declare disadvantage schools and enrolment ceilings if required.

Application Requirements

- 5.44 For information about applying for funding under the Disadvantaged Schools Component, Government schools should contact their State education authority. Catholic schools should contact the Catholic Education Commission in their State. Grants to independent schools are determined by the Department through an independent sector administering authority. Independent schools should contact the National Office of the Department concerning DSC funding. Contact officers are listed

Country Areas General Component

- 5.45 The Country Areas General Component (CAGC) assists parents, administrators, teachers and other people to work co-operatively to improve the delivery of primary and secondary school educational services in geographically isolated areas by building on existing practice and developing innovative approaches. In this way the component aims to improve the educational opportunities and outcomes for rural and isolated primary and secondary school students.
- 5.46 This component's objective is to assist primary and secondary schools and community groups to improve the educational participation, learning outcomes and personal development of students disadvantaged by restricted access to social, cultural and educational activities and services because of their geographic isolation.

Funding Available

- 5.47 The Commonwealth will provide \$14.695 million through the Country Areas General Component in 1994. Table 5.7 gives the relevant allocations. The State allocation is based on an index which takes account of remoteness and the proportion of the population living in small settlements.
- 5.48 In 1994 expenditure under the Gender Equity Component of the Incentive Element will be fully offset by a reduction in funding from the Country Areas General and National Components. Offsetting funds are provided from this component as it is consistent with the focus of the Gender Equity Component, which provides for expenditure on initiatives for girls provided at schools located within country areas as they were prescribed in 1993.

Table 5.7

Country Areas General Component

Allocations for Government, Catholic and Independent Schools, 1994

State	Government Schools \$	Catholic Schools \$	Independent Schools* \$	Total \$
NSW	3 122 400	391 500		
VIC	1 750 700	259 500		
QLD	3 099 000	382 400		
WA	2 197 500	273 400		
SA	1 463 300	7 100		
TAS	487 000	27 000		
ACT				
NT	539 700	5 000		
Sub-total	12 659 600	1 345 900	189 500	14 195 000
Initial funds available to offset GEC				500 000
Total				14 695 000

*Grants to independent schools are determined and administered by the Department through an independent sector administering authority.

Declaration of Geographically Isolated Areas

- 5.49 Funding supports activities in government and non-government schools, including special schools or schools with special units, which are located in geographically isolated areas or are distance education facilities which serve these areas.

- 5.50 State Ministers are required to state in their NEPS agreement the principles they use for declaring geographically isolated areas within their State. These declared geographically isolated areas will apply to the government, Catholic and independent sector. In declaring areas as geographically isolated State Ministers should ensure that there has been full consultation between government and non-government authorities.
- 5.51 The Commonwealth Minister is still able to prescribe country areas if required.

Application Requirements

- 5.52 For information about applying for funding under the Country Areas General Component, government schools should contact their State education authority, Catholic schools should contact the Catholic Education Commission in their State. Grants to independent schools are determined and administered by the Department through an independent sector administering authority. Independent schools should contact the National Office of the Department. Contact officers are listed at Appendix A.

APPENDIX F

This appendix contains:

Statistical comparisons, State/study	268
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**TEACHING STAFF:
COMPARISONS OF THIS STUDY AND STATE STATISTICS**
(from The 7th Equal Employment Opportunity Annual Report, NSW
Department of School Education, 1995, pp. 58-61)

STATE STUDY	PRIMARY Assistants*	No. 16018	% of total female 81%	% of total male 19%
	Assistants	65	77%	23%
STATE STUDY	HIGH Assistants	No. 20723	% of total female 55%	% of total male 45%
	Assistants	81	42%	58%
STATE STUDY	PRIMARY Executives**	No. 3793	% of total female 63%	% of total male 37%
	Executives	25	40%	60%
STATE STUDY	HIGH Executives***	No. 4439	% of total female 32%	% of total male 68%
	Executives	23	39%	61%
Total Teachers (Executives & Assistants)			PRIMARY	HIGH
STATE STUDY	44973		19811 (43%)	25622 (57%)
	194		90 (46%)	104 (54%)
STATE STUDY	44973		FEMALES 28218 (63%)	MALES 16755 (37%)
	194		103 (53%)	91 (47%)
STATE STUDY	44973		EXECUTIVES 8232 (18%)	ASSISTANTS 36741 (82%)
	194		48 (25%)	146 (75%)

* Assistants refers to unpromoted teachers in both primary and high schools.

**In the primary schools 'executive' refers to teachers holding the position of executive teacher, assistant principal or deputy principal.

***In high schools 'executive' refers to teachers holding the position of head teacher, district guidance officer, deputy principal or leading teacher

NOTE 1: There were 196 Questionnaires included in the study but two of those failed to furnish information related to gender and/ or position, therefore those subjects are not included in the above tables.

NOTE 2: Despite the relatively small number in the sample used in this study, the sample appears to reflect the state ratios in relation to the numbers of teachers in primary and high schools. There is a higher than the state ratio in this study of male high school assistants and male primary school executives which contribute to the higher ratio of male to female and higher ratio of executive to assistant respondents.

APPENDIX G

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GLOSSARY

UNPAIRED T-TEST SUMMARIES

The number in parenthesis following an explanation refers to the corresponding item on the Teacher Questionnaire (where applicable).

CAGC	Country areas General Component
COMPONENT	Refers to which component of the Equity Element the school has been accepted into, either CAGC or DSC
DSC	Disadvantaged Schools Component
SCHOOL TYPE	Refers to whether a school is a Primary school (Kindergarten to Year 6) or a High school (Year 7 to Year 12)
SUCCESS FOR 1	A teacher’s rating of the success of the equity program at the school in improving educational participation for students (21 a)
SUCCESS FOR 2	A Teacher’s rating of the success of the equity program at the school in improving learning outcomes for students (21 b)
SUCCESS FOR 3	A teacher’s rating of the success of the equity program at the school in improving personal development for students (21 c)

METHODOLOGY

Measurements taken from two different groups can pose the question: on the average, are the measurements for one group different from the measurements for the other group. This question arose during the course of this research in relation to the rating of program success obtained from teacher questionnaires. The groups concerned were high school and primary school teachers for one inquiry and CAGC and DSC teachers for another inquiry.

An unpaired t-test compares the means of two groups and determines the likelihood of the observed difference occurring by chance. The chance is reported as the p-value. A p-value close to 1 means it is very likely that the two groups have the same mean, since it is very likely that such a result would happen by chance if the null hypothesis of no difference between the groups is true. A small p-value (for example 0.0001) means it is unlikely (only a one in 1000 chance) that such a difference would occur by chance if the two groups had the same mean. In such a case we would say there is a statistically significant difference between the two means.

TABLE 1

Unpaired t-test for SUCCESS FOR 1
Grouping Variable: SCHOOL TYPE
Hypothesized Difference = 0

	Mean Diff.	DF	t-Value	P-Value
PRIMARY, HIGH	.368	192	3.904	.0001

Group Info for SUCCESS FOR 1
Grouping Variable: SCHOOL TYPE

	Count	Mean	Variance	Std. Dev.	Std. Err
PRIMARY	90	3.944	.480	.693	.073
HIGH	104	3.577	.382	.618	.061

Unpaired t-test for SUCCESS FOR 2
Grouping Variable: SCHOOL TYPE
Hypothesized Difference = 0

	Mean Diff.	DF	t-Value	P-Value
PRIMARY, HIGH	.377	192	4.002	<.0001

Group Info for SUCCESS FOR 2
Grouping Variable: SCHOOL TYPE

	Count	Mean	Variance	Std. Dev.	Std. Err
PRIMARY	90	3.944	.480	.693	.073
HIGH	104	3.567	.384	.619	.061

Unpaired t-test for SUCCESS FOR 3
Grouping Variable: SCHOOL TYPE
Hypothesized Difference = 0

	Mean Diff.	DF	t-Value	P-Value
PRIMARY, HIGH	.444	192	4.646	<.0001

Group Info for SUCCESS FOR 3
Grouping Variable: SCHOOL TYPE

	Count	Mean	Variance	Std. Dev.	Std. Err
PRIMARY	90	4.011	.505	.711	.075
HIGH	104	3.567	.384	.619	.061

TABLE 2

Unpaired t-test for SUCCESS FOR 1
Grouping Variable: COMPONENT
Hypothesized Difference = 0

	Mean Diff.	DF	t-Value	P-Value
DSC, CAGC	.177	193	1.831	.0686

Group Info for SUCCESS FOR 1
Grouping Variable: COMPONENT

	Count	Mean	Variance	Std. Dev.	Std. Err
DSC	96	3.833	.498	.706	.072
CAGC	99	3.657	.411	.641	.064

Unpaired t-test for SUCCESS FOR 2
Grouping Variable: COMPONENT
Hypothesized Difference = 0

	Mean Diff.	DF	t-Value	P-Value
DSC, CAGC	.269	193	2.810	.0055

Group Info for SUCCESS FOR 2
Grouping Variable: COMPONENT

	Count	Mean	Variance	Std. Dev.	Std. Err
DSC	96	3.875	.468	.684	.070
CAGC	99	3.606	.425	.652	.066

Unpaired t-test for SUCCESS FOR 3
Grouping Variable: COMPONENT
Hypothesized Difference = 0

	Mean Diff.	DF	t-Value	P-Value
DSC, CAGC	.219	193	2.191	.0296

Group Info for SUCCESS FOR 3
Grouping Variable: COMPONENT

	Count	Mean	Variance	Std. Dev.	Std. Err
DSC	96	3.885	.545	.738	.075
CAGC	99	3.667	.429	.655	.066

TABLE 3

Unpaired t-test for SUCCESS FOR 1
 Grouping Variable: COMPONENT
 Hypothesized Difference = 0

	Mean Diff.	DF	t-Value	P-Value
DSC, CAGC	.281	177	2.797	.0057

Group Info for SUCCESS FOR 1
 Grouping Variable: COMPONENT

	Count	Mean	Variance	Std. Dev.	Std. Err
DSC	80	3.938	.490	.700	.078
CAGC	99	3.657	.411	.641	.064

Unpaired t-test for SUCCESS FOR 2
 Grouping Variable: COMPONENT
 Hypothesized Difference = 0

	Mean Diff.	DF	t-Value	P-Value
DSC, CAGC	.359	177	3.610	.0004

Group Info for SUCCESS FOR 2
 Grouping Variable: COMPONENT

	Count	Mean	Variance	Std. Dev.	Std. Err
DSC	80	3.975	.455	.675	.075
CAGC	99	3.616	.423	.650	.065

Unpaired t-test for SUCCESS FOR 3
 Grouping Variable: COMPONENT
 Hypothesized Difference = 0

	Mean Diff.	DF	t-Value	P-Value
DSC, CAGC	.348	177	3.411	.0008

Group Info for SUCCESS FOR 3
 Grouping Variable: COMPONENT

	Count	Mean	Variance	Std. Dev.	Std. Err
DSC	80	4.025	.506	.711	.080
CAGC	99	3.677	.425	.652	.066