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University of Wollongong

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CERTIFICATE

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

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

.....

John M. Manefield



**A Study of The New South Wales Public School
System 1989 - 1991, Focused through the Role
of Cluster Director**

John M. Manefield, B.A. M.Ed (Hons) University of New England

**A thesis submitted in fulfillment of the requirements for the degree of
Doctor of Philosophy in the University of Wollongong**

September, 1993.

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I wish to express my sincere appreciation for the trust placed in me by my supervisor Professor Ron King. To attempt a thesis of this 'bridging' nature appeared at times to be unwise. It was Ron's encouragement in acknowledging the value of the material in development, and his constant reassurance of the validity of the research, that kept the effort on track. Other than that, his own ability to span disciplines and see incisive interlinkings allowed me the freedom to focus holistically on the substantive - the essence of the thesis. Of course the scholarship he provided was invaluable in assuaging family hunger.

I am also grateful for the personal support and professional insight given to me by the Assistant Director-General of the case study Region. Although the thesis constructively criticises generic Regional leadership, it must be noted that the Assistant Director-General has fought long and hard both for the freedom for constructive criticism and the alignment of the Regional support structure to the teaching and learning interface. That it has not yet been achieved is a function of a complex array of factors, many outside the control and immediacy of the Assistant Director-General.

While I acknowledge the willing sharing by many of the Cluster Directors in the case study Region, I must specifically testify to the friendship and intellectual support provided by the case study Cluster Director. Himself a capable and published scholar at Doctoral level, he was able to act, not only as the source of perceptive interpretations of events, but also as a sounding board in the development and application of the theoretical underpinnings of the thesis. Allowing me to work along side him, and indeed in his place while he undertook an eight week overseas study tour, was a personal risk he took, at a time when he was most vulnerable. It is an acknowledgement of his commitment to teachers and students, as well as an acknowledgement of his generous capacity and maturity, that he allowed such open scrutiny.

It would be inappropriate, too, not to acknowledge the support and friendship of the case study Principals. Some I got to know more than others, but all were prepared to let me get close to their operation and sit in on their meetings, allowing me to attend their schools and discuss issues with their teachers. They were even prepared to let me conduct my clinical program of in-class teacher support, trusting implicitly that it would work, based simply on my reassurance. Not only did they allocate the scarce resources, but many gave a tremendous amount of their time, to make the program work.

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John

ABSTRACT

From 1989 to 1991, the long-stable and incrementally adjusting bureaucracy of the New South Wales Department of Education was virtually dismantled by decree of the Minister, Dr. Terry Metherell. The implementation of three major reports re-structured the organisation, reorganised the curriculum and rewrote the legislation. Such an upheaval exposed, for the first time so openly, the norms of the operation of the Department, and its constituents. Probably no other time was better to conduct research into the cultural paradigm of the organisation.

In carrying out that research, the study examined a broad-ranging contextual background at local and international level. Material explaining macro- and micro-economic perspectives, political responses, global strategic occurrences, environmental and social difficulties was examined. The conclusion reached from this analysis was that the world order was at a turning point - a critical move from the industrial to the post-industrial era. Within the post-industrial era, chaotically interconnected problems require much more of an education system than the previously stable, industrially oriented, hierarchical and rationally-based system could provide. What is required is learning of a high order, subjectively focused to allow each student to seek meaning in interactive, co-operative problem solving.

Literature from a range of perspectives was selected, especially that which dealt with the organic alignment of organisations. Literature analysing the Department's bureaucratic operation gave insight into the structural aspects. Literature on curriculum orientations identified the approach needed to achieve personal meaning within a social context. Literature on leadership, management, staff development, organisational culture and cultural change provided a basis for examining the change process and its outcomes.

Three questions stemmed from the context analysis and literature review:

1. What are the characteristics of the culture of an education system which is vertically aligned, organically responsive, pragmatically congruent, and focused on the purpose of producing higher order personal meaning in the minds of each student in a post-modern social context?
2. What were the cultural characteristics of the New South Wales public education system, *circa* 1990?
3. What were some of the early dynamics operating at the focal point of the Cluster Director position as the system underwent rapid and imposed cultural change?

The answer to the first question was provided by using concepts drawn from the literature. The theoretical position derived from this showed that it was essential to have all perspectives of organisational operation aligned about a clear set of touchstone values. That such values lacked *a priori* explicitness had implications for the nature of the interactive operation and for change processes designed to realign cultural norms.

It is suggested that an expanded notion of pragmatic congruence could ensure alignment between each perspective. Such a notion implies that, while no single concept or perspective would dominate another, each would be focused on the attainment of the central values identified as the substantive reality. The functional reality, the plethora of administrative operations within organisational, staff development, management and leadership perspectives, would be horizontally aligned within each perspective to carry out the values inherent in the substantive reality. Thus both horizontal and vertical notions of alignment would ensure that organic operation focused on organisational purpose. A taxonomy of this theoretical framework in operation was developed and is shown as Appendix 5.1.

To apply this theoretical framework and provide an answer to Question Two, the framework components were each compared with an analysis of the Departmental operation while it was exposed to change. The analysis revealed a culture largely out of strategic 'fit', internally at odds with itself and providing only rational, administrative standardisation at a time of increasing disaffection and turbulence. This comparison is shown as a taxonomy in Appendix 6.1

The pivotal role in effecting cultural change was given to a newly created position of Cluster Director, in charge of a K-12 group of about sixteen schools. Focusing on the Cluster Director role, the answer to Question Three was provided by field analysis of the three interfaces of Cluster Director operation. These interfaces were the 'strategic', where Departmental and Regional influences were mediated, the 'Principal', where the first level of leadership of change took place, and the 'school', where the implementation of change was to take effect.

The analysis of the dynamics of the change process reveals a great number of difficulties which, if left unattended, would result in mere reductionist implementation. In particular, the analysis identifies that the Cluster Directors need to be supported to come to an holistic and personally subjective understanding of the implications of the change as it focuses on high order learning outcomes. Additionally, the analysis reveals the need for the Cluster Directors to be given the authority and resource command necessary to refocus the system operation on school issues, rather than on system maintenance. Moreover, there is a clear need for Cluster Directors to be provided with system produced, but cluster controlled and delivered, tools and programs that recognise the outcome focus and the complex intersubjective changes in classroom operation and learning that such a focus will require.

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CHAPTER ONE

INTRODUCTION

Statement of Context

The three years 1989 through 1991 saw the introduction of large scale change in the educational administration of the New South Wales public school system. Legislative changes, curriculum changes and organisational restructuring committed the system to massive upheaval. These changes showed marked similarity to those in other Australian states (see for example Better Schools in Western Australia) and in other Western countries (see for example the curriculum legislation efforts in England and the Picot Report and Tomorrow's Schools in New Zealand), introduced by politicians of all persuasions. Generally they were introduced in reaction to the strategic changes occurring as the world moved inexorably and turbulently towards a post-industrial structure. (Jones, 1990).

These system changes focused on the restructuring of administration. The key task for educators and the future of society, however, must be to improve teaching and learning outcomes, aligning them with those understandings, skills and attitudes necessary to live the best life possible while contributing to the shaping of the new society. Furthering this task forms the value basis of the approach taken throughout the thesis.

The research provides a bridge from the operation of a long stable approach to education toward one which fosters local and flexible attempts to resolve ever changing, educationally focused issues. It analyses the characteristics and direction of the changes in an holistic fashion, linking them to a world view and to the application of that world view in practice. The focus of the research is analysis of the cultural paradigm controlling the operations of schools, teaching and learning. Such an analysis is seen as essential to discern the patterns of change, as opposed to the events and forces creating reactions; to see through complexity to the underlying structures generating change. As Senge (1991) suggests, such an approach is an art directed at "recognis(ing) increasingly (dynamically) complex and subtle structures within the wealth of details, pressures and cross currents...". (126). The thesis aims to

.... organise complexity into a coherent story that illuminates the causes of problems and how they can be remedied in enduring ways. (Senge,

To demonstrate the practical operation of the theoretical analysis, the thesis also describes a case study which examines the initial phase dynamics of the change forces operating at Cluster level, focusing on the pivotal role and function of a particular Cluster Director as he attempted to link the changed administration to improved teaching/learning outcomes.

The Cluster Director position was a new concept, established as a result of recommendations by the Scott Management Review. These recommendations were reinforced by the Carrick Committee of Enquiry. The Scott Management Review was established to examine the management and organisation of the New South Wales Department of Education. It was set up by the New South Wales Minister for Education and Youth Affairs, Hon Dr. Terry Metherell MP, soon after the election of a new Coalition Government in 1988. The Terms of Reference of the Review included a analysis of "operational structures.... in terms of their efficiency and effectiveness in achieving their purposes and government goals". (Schools Renewal, 1990, preface).

The resultant recommendations formed a strategy for school centred education, proposing the devolution of decision making and resources to schools. The strategy was based on the following five premises:

- * the school, not the system, is the key organisational element providing teaching and learning;
- * every school is different and therefore has different needs;
- * the best judge of those needs will usually be the individual school's teachers and its community;
- * schools will best meet their needs if they are enabled to manage themselves in line with general guidelines, and
- * the role of the system, if it is to be effective, must focus on providing support to schools and their leaders. (Schools Renewal, 6).

School centred education was designed to make a significant shift in the bureaucratic structure, taking power from the centre and transferring it to the schools. Simultaneously, however, as noted by the Director-General, Dr. Fenton Sharpe, in various briefing sessions, the power to schools was to operate strictly within clear values and policies which gave overall direction to school leaders.

Taking into account the politically perceived notion that the community felt schools were not performing adequately and that discipline needed strengthening, the "...prime aim of the Review's strategy for reform..." was to make "...schools educationally efficient and effective organisations". (Schools Renewal, Foreword). It is a critical concern of the thesis to examine the implicit assumption of improving effective delivery of education of students by a top-down approach focused on restructuring the management of the Department and schools.

To view, in isolation, the changes designed by the Scott Review, is to ignore the reality and scale of change needed in the operation to address issues of strategic import. Perhaps examples of the recognition by politicians of this need may be seen in the wholesale curriculum restructuring implemented as a result of the Excellence and Equity document, and the restructuring of legislation following the report of the Carrick Committee of Review.

A significant gap in the transformational plan may have been that no research was carried out into the effectiveness of classroom delivery and no statement was made about the efficacy of various approaches to learning and teaching. However, the complexities of this delivery focus require local implementation and adaptation to individual schools, teachers and students. It is contended that teaching in the post-industrial context does not lend itself readily to the kind of explicitness that would translate into a report and enable restructuring by formal decree. Thus this area may well have been left to the implementers, rather than ignored in the restructuring proposals. That it was not addressed directly and explicitly by the leadership has major ramifications, identified throughout the thesis.

In recognition of the need for educational leadership at the implementation interface, both Scott and Carrick reports recommended the establishment of a pivotal educational leadership position with the status of Director, to be given full responsibility for a cluster of schools of a size commensurate with a personalised and localised understanding and operation.

School clusters and their Directors were seen by Scott, Carrick and the Government as the focal point, intended to effect Schools Renewal recommendations, both for structure and outcomes. Directors were seen as educational leaders, translating a corporate purpose and vision into a mission for the direction of each of their schools as deemed

locally appropriate, providing structure and assistance for those schools to satisfy informed local community perceptions of educational needs within that corporate vision. Cluster Directors were to hold Principals accountable directly for their school's performance in carrying out the school mission. Presumably, this mission was intended to focus on teaching and learning.

Whilst the renewal of schools and the Department as organisational entities was the thrust of the reforms, it is essential to view the transformation from the perspective of strategic purpose. We now recognise that "...knowledge and skill have replaced raw materials and muscle power or the imperative to work harder". (Jones, 1990, Preface). It is contended that such knowledge and skills are not the same as those which were pertinent in the long stable industrial era. Effective school education in the post-industrial world requires not simply a restructuring, but a paradigmatic cultural change in school and Departmental operation.

If this is the case, and if Cluster Directors are to be pivotal in the process, they must be the purveyors and directors of school culture. To examine the changes in this culture and its current fundamental assumptions and features, it is necessary to analyse sources of influence upon teaching and learning outcomes. It is also timely to provide Cluster Directors and others with an analysis of what the future school and Departmental culture could be like if assumptions underlying the strategic requirements are drawn together into a cohesive cultural theory. This may assist in the process of ensuring that school education structures reach consistency, alignment and substantive direction, thus having a better chance of achieving an impact on learning outcomes.

Structure of the Thesis

In Chapter Two the context of the changes to school education in New South Wales is analysed. The intent and impact of the critical reports into education are studied and the structural changes that have been brought about as a result of the reports are examined. These structural changes are placed into an holistic context which describes and analyses the political scene in New South Wales and the import of the wider discontinuities occurring in the early Nineties. These, it is contended, are part of what Capra describes as a cultural turning point.

What we need, then, is a new 'paradigm' - a new vision of reality; a fundamental change in our thoughts, perceptions and values. (Capra,

In Chapter Three the literature related to this new paradigm is examined, especially in terms of the organic operation of schools as part of a large public education system. Literature in no singular discipline can provide the comprehensive base for an holistic and integrated thesis of this nature. The history of Departmental direction and the bureaucratic operation of its functions are examined. Theory from the curriculum area, from the organisational, management, leadership and staff development writers, and from the viewpoint of organisational culture, is drawn into the literature review. Change theory is also examined, especially as it focuses on the concept of cultural change as opposed to the implementation of single aspect innovations. In the areas of management, change, organisation, staff development, leadership and curriculum there are extensive literature bases from which common and cogent threads have been chosen, based on the concept of organic operation, as needed in a period of high turbulence.

Paradoxically, the literature within some of the disciplines reveals significant gaps. In the area of organisational culture, for example, there is a dearth of literature reporting research into cultural aspects of Australian schooling. On the other hand the literature review also reveals potential components of an integrated theory of cultural operation which fits the context of post-industrial education.

The literature as it stands, however, provides only a general base from which cultural alignment of schools can be examined. It provides little practical analysis, in terms of teaching and learning, of the purpose and means of school education in a post-industrial context. It provides an inadequate practical taxonomy for the culture of school operation within a post-industrial paradigm. In Chapter Five, these theoretical gaps are addressed and a theory developed. In Appendix 5.1 a taxonomy is provided.

In Chapter Six, the findings of long-term participatory research and analysis are considered. These are used to analyse the operation of the Department of Education as significant change was commencing. The mandated onset of such extensive change brought the cultural underpinnings into sharp relief. In Appendix 6.1, a comparison is made of the old and the new paradigms.

There is little descriptive and analytical material, in Australian and overseas literature, which examines the impact of other than singular innovations on teaching and learning

outcomes and on the culture of school operation. In a case study context, Chapters Seven, Eight and Nine provide a description and analysis of the operational and social dynamics of implementation of the Schools Renewal recommendations. These chapters focus on the role of a Cluster Director in terms of cultural leadership.

Examining the strategic nature of the role as mediated throughout the first eighteen months within a case study Region, in Chapter Seven, an analytical backdrop for the Cluster Director is provided. In Chapter Eight, the case study narrows the focus to the relationship between the Cluster Director and the Principals of the thirteen schools within a Cluster. The analysis turns to the impact of the Cluster Director and Schools Renewal implementation in terms of understanding the facilitating and blocking cultural influences which fashioned the Cluster Director role and function. In Chapter Nine, the impact on selected schools is considered, not from a broad based analytical observation study, but from the perceptions of the participants. The impact of a particular professional development activity is analysed from the viewpoint of a clinical observer.

Chapter Ten concludes the thesis. In broad terms the conclusion is that the post-industrial cultural paradigm is likely to be difficult to implement. There is still considerable change needed before the organisation of the Department of School Education appropriately supports schools. And there seems to be little within the organisation that supports cultural renewal. Clearly this has to be a long-term commitment.

What is most disappointing, however, is the finding that there is little evidence of commitment to the post-industrial paradigm. Indeed the forces of the *status quo*, essentially narrow and rational, show every indication of continuing their dominance. There appears to be little intellectual understanding of, or administrative will, ethos and leadership to focus the organisation on its prime and essential strategic purpose.

Rationale

It is essential that the changes, presently being phased in, work for the benefit of the students in New South Wales public schools. Subsequently, this benefit must translate to the growth and development of a society that gives meaning to the lives of its members. These are touchstone assumptions of this thesis. It is, therefore, essential that the implementation of changes to the New South Wales public school system does not create simply the "...illusion of progress while producing confusion, inefficiency and

demoralisation". (Petronius, 210 BC, quoted in Letters, Sydney Morning Herald, 13-5-89).

As mentioned above, the need is for a significant cultural shift in school ethos and operation. Emerging from an era of effective stability, all aspects of school and Departmental operation making up its culture need to be made problematic if the *status quo* is to be challenged. The present culture is bound within a formally dominated structure at classroom, school, regional and central level of operation. The result of long-term and often antagonistic interactions, rigidity has created security within all aspects. Means have become ends in an operation that has either lost sight of, or been dislocated from, its changing strategic purpose. Vertically oriented, and consequently disjointed, control of administration has been vested in providers who have tended, by force of cultural inertia, to look inwards and ignore the hard problems to be faced if teaching and learning are to be enhanced to the stage required in the post-industrial world.

A significant practical stage in the implementation of a wide ranging and challenging change must be the meta analysis of the present school culture. Whilst recognising the interactive nature of cultural strata, it is appropriate to examine the assumptions underlying present operation, and their impact in terms of teaching and learning outcomes. Focusing on schools as a genre, but featuring the impact of Departmental and other cultural inputs, the thesis examines the content, levels and educational effects of generic school culture. Challenges to the assumptions underlying these features can only be made if they become problematic and their effects made public.

To provide a coherent and practical vision of future school operation, the present research aims at drawing together several eclectic theoretical positions into a cohesive structure. Taking these theories to the point of cultural alignment and explicating consistent taxonomies of practical operation gives the opportunity for Principals and Cluster Directors to make appropriate and tailored problem resolving field decisions on the basis of an holistic overview, rather than simply in an *ad hoc* fashion.

The field aspects of this research examine a case study of the impact of the initiation and early implementation of the Cluster Director role on changing the culture conditioning school operation. Three interfaces are analysed to reveal elements of the dynamics of the change in operation and implications for the culture of schools.

From within each of these aspects of the research, rich data about the culture of operation, pertinent to each school setting, can be found. As background for each school, the analysis of this data makes sound reading. The data as presented in the thesis, however, is intended to remain at the level of overview because the contribution to the unique culture of each school will vary according to the particular circumstances within that school. If a paradigm shift is to occur, it is revealed through changes in the direction of the culture of each school and the influence of that culture on student learning. While organisational restructuring at Departmental level may change the operation of personnel outside the classroom, only significant re-orientation of individual classroom and school culture can provide the educational base from which teacher/student interaction can be enriched to provide strategic fit in a turbulent world.

Conceptual Framework and Research Questions

Conceptually, this thesis is predicated on a particular world view which sees everything as chaotically interrelated. This stems from the broad analysis of Chapter Two. High order substantive values, which give personal meaning to life, stem from this paradigm. Similarly, a particular substantive approach to school purpose, definition of knowledge, and consequently, appropriate teaching and learning techniques and outcomes that achieve the purpose, are aligned with the central interrelated values.

Building on prior personal research into the intention and implementation of the aims of education for New South Wales public schools, it is suggested that school education "...has as its purpose the role of helping the student make broader and deeper meaning from a planned, wide range of life experiences, while its context remains the hegemony of the Australian society". (Manefield, J.M., 1989, v). At the same time the hegemonic nature of the world around us needs to become problematic. Through the learning process in schools, students need to access societal change sources to achieve satisfying personal meaning in their lives, including daily interaction with other people.

In the turbulence of the post-industrial era, the function of schools is seen as the development of all students to the stage where they can apply their minds constructively and holistically to unrehearsed and often abstract situations. Knowledge, within this purpose, function and context, is seen as the mind product of the student's interaction with the total learning environment. It is the generation of personal meaning, always held formative as new mind linkages are created. At the same time, however, it is

manifest through the cultural interactions of people in society. It includes the integration of understandings, skills and attitudes with the reality that all actions are chaotically interlinked in complex real world consequences. It acknowledges that rational understanding alone is inadequate to grasp the completeness of reality; that 'right' is tentative, and that purpose is a spiritual aim of life.

Consequently, curriculum is seen as broad, structured into integrated principles of procedure, concepts and skills, delivered through content only as example. Pedagogical assumptions include the delivery of broadly planned activities with a lesson structure that varies as the teacher analyses the motivation, learning and mind linkages of the student. Building from the students' present knowledge and interests, drawing out tentative generalisations elicited in active and interactive learning such as discussion and problem solving, the teacher role is seen as that of supervisor, director, sensitiser, motivator, analyser, planner and co-learner.

This view of school purpose, function, context, curriculum, knowledge and pedagogical principles is held, for the purpose of the thesis, as unproblematic. It is, nevertheless, explored in some detail in the thesis for its strategic fit in the post-industrial era. It forms the educative values base on which the thesis treats the dynamics of cultural change.

It is contended, however, that such a teaching/learning approach cannot be implemented unless its values become the focus of the organisational operation. Signals from various aspects of the organisation can give apparently clear and rational messages that other, more functional values are more important. Unless the whole organisation is aligned to its substantive purpose, the purpose itself will tend to become dislocated from the operation. Thus it is essential to find some bridge by which all aspects of the organisation can be aligned with the teaching/learning purpose at the heart of the operation. This bridge is the culture of the organisation.

The theory of organisations, stemming initially from the Weberian analysis of bureaucratic operation, forms an appropriate starting point for the development of a theoretical framework within which the culture of school system operation can be analysed.

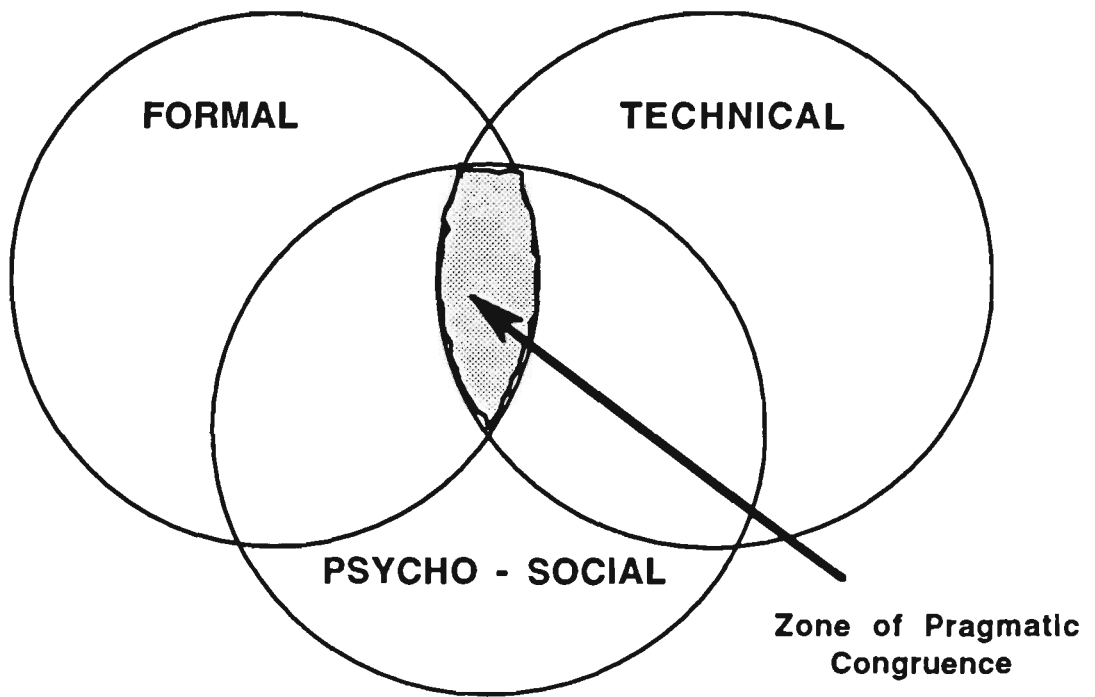


Figure 1.1

**Bureaucratic Functioning of an Organisation
(after Pusey, 1976)**

Organisational analysis literature, as interpreted by Michael Pusey, provides a salient framework combining the three dimensions of formal, technical and psycho-social operation, each of which stems in turn from a significant theoretical base. Figure 1.1 illustrates this framework.

Originating from the psycho-social dimension, Pusey suggests that a dependence syndrome, established throughout the school system because of the significant amount of personal investment made by all members in the system, has been inadequately handled by a bureaucratic approach to operation. Consequences of this include the establishment of social distance in working relationships and the corollary of tight regulatory control over work, both to prevent the threat of subjective judgement and to manage efficiently the formal aspects of the work.

As a result of such a restricted work environment, personal satisfaction and initiative have been reduced and the work output has been governed by strict adherence to regulation. The formal dimension has tended to dominate the working environment, shutting out the psycho-social dimension and preventing anything but the low order development of the technical dimension.

In operational terms this has meant that the administration is disconnected from the learning/teaching purpose for which the organisation was established. The outcomes are regulation responses, standardisation, objectivity and efficient supply. In classroom terms the syndrome provides the rationale for tight, directed and mechanical mastery teaching and learning. If the syndrome is effective in its own terms, the outcomes are good examination marks, disciplined people and logical thinkers. On the other hand many students are alienated because they can find no motivation or success within this structure.

These outcomes may have been adequate, or at least socially sustainable, in a stable and predictable environment. They may have worked within a social organisation that distributed social status in a hierarchical manner to provide an appropriately trained industrial workforce. The world of the post-industrial era, however, is characterised by massive discontinuities which create turbulence. This turbulence stimulates the need for creative problem solving, flexibility, sensitivity, customising, involvement, motivation, direction and strategic fit. To achieve such outcomes, Pusey suggests that there is need to establish a dynamic balance between the three dimensions of Figure 1.1 such that they become more closely supportive in their purpose. This Pusey represents as the central hatched area titled the 'zone of pragmatic congruence' in Figure 1.1.

As this central area is seen as representative of the cultural paradigm which emerges as the underpinning philosophy of the changes to school education, it is necessary to explicate its features. To begin that explication, Pusey's representation is depicted as an alignment of the formal, technical and psycho-social as shown in Figure 1.2. Figure 1.2 not only demonstrates the dynamic balance; it introduces the concept of the purpose of that balance. In this case purpose implies the type of teaching/learning outcomes.

Thus, although the framework of Figure 1.1 carries with it a background philosophy of scientific and nomothetic analysis, in this research it is used in its more dynamic and contingent sense, combining it with the philosophical background of organisational culture in Figure 1.2, divesting it of its rational tightness and vesting it with a more flexible and intuitive philosophical base. In other words, Figure 1.2 distinguishes between the substantive reality (the hatched area of Figure 1.2) and the functional reality. It incorporates the notion that there may be many ways of achieving the type of learning outcomes advocated as essential in this time of complexity and change, but the dimensions of the organisation which produce those outcomes must be in flexible and

organic balance, and aligned with fulfilling the purpose.

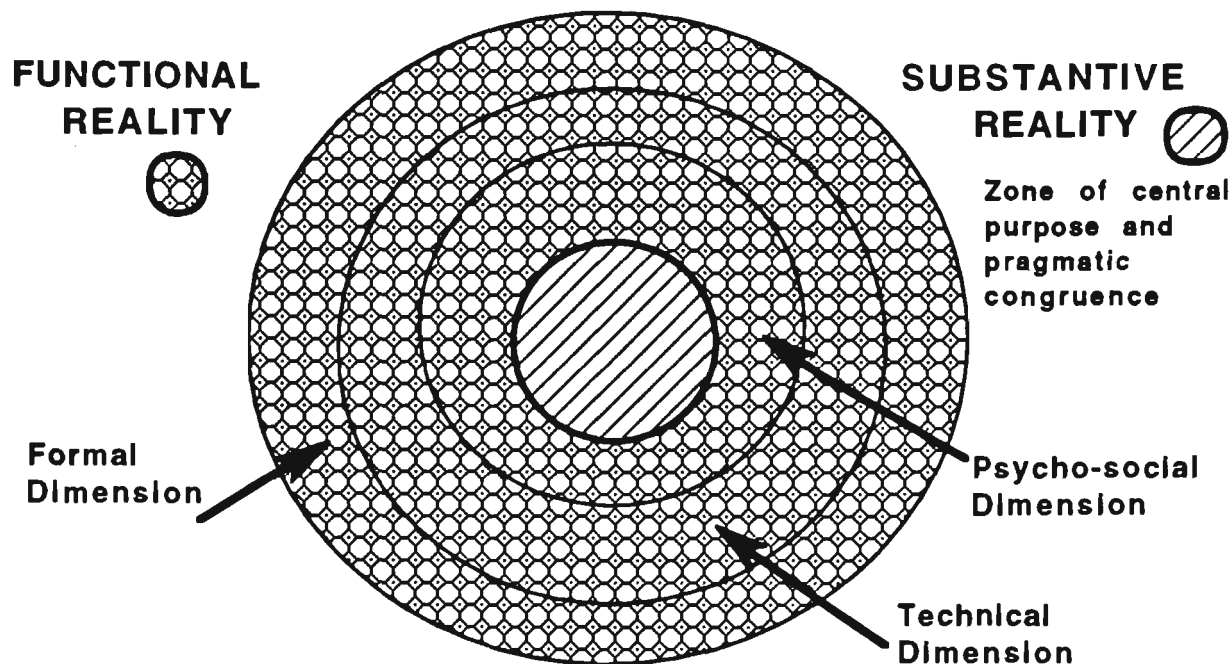


Figure 1.2

**Cultural Alignment of an Organisation
(Refined from Starratt, 1988)**

Within this thesis Figure 1.2 is used to represent, in much simplified form, the cultural paradigm that is the aim of restructuring. It shows not only the pragmatic congruence of operation but symbolises the beliefs and values which direct the problem solving approach to public school education.

Within the hatched section of Figure 1.2 is the substantive reality, the value based *raison d'etre* of the organisational operation. Surrounding the central repository of purpose is the functional reality, the means to achieve the ends. Much modified from work done by Starratt (1988), this figure carries with it, in simplified form, the central concepts of the cultural paradigm, combining both operational and value aspects into the concept of pragmatic congruence.

In some ways the centre of the framework represents unequivocal values. Apparently paradoxically, in other aspects it represents the flexibility of the system and those operating within it to choose from the plethora of possible implementation scenarios that the central values allow, the most appropriate approach to resolve issues. In other words, the hatched area of the framework represents a substantive touchstone which

becomes the critical reference needed in an organic operation that is diffuse yet has unity of purpose.

To give analytical yet holistic depth to the conceptual framework, an analysis of the strategic environment is undertaken within the thesis, providing a taxonomy to compare features of the current operation with those of the post-industrial cultural paradigm. The analysis examines the macro- and micro-economic scenes and the consequent political responses. It examines, based on theories of organisational culture, the Departmental operation, *circa* 1990, and the consequent entrenched functioning of schools. It examines the concept of inservice and the notions of leadership and supervision. These are linked into the curriculum analysis that forms the basis of the view of teaching and learning at the heart of the post-industrial cultural paradigm. And finally, in terms of theory, the thesis examines aspects of change to provide the framework for analysis of the dynamic interrelationships to be examined in the field.

The theory on micro-economic change, focused in Australia by Dunphy and Stace (1990, 1991), provides a tool to examine the management flexibility advocated by the paradigm shift. Their central concepts of strategic fit and value added are incorporated into the concept of an organic operation. In Figure 1.2 the dynamics of the interrelationship between the dimensions represents the ability of the organic operation to achieve strategic fit and add value, both of which are incorporated as ends into the core culture.

Applied to schools, the writings on self-managing schools by Caldwell and Spinks (1988) and Beare (1989) link corporate change theory to the organisational approaches of schools. These writers provided concepts of program focus and budgeting, linking performance indicators to outcomes. In Figure 1.2 these concepts are also represented by the various forms of alignment of the dimensions to serve the educational purpose for which the organisation operates.

To examine the impact on the leadership aspects of the paradigm, the theoretical framework developed by Sergiovanni and Starratt (1987, 1988, 1993) forms the analytical tool. Essentially a process of double (and multiple) loop learning, after Argyris and Schon (1978) the orientation of leadership towards the symbolic and cultural forces stems from their work. Figure 1.2 incorporates this view of leadership in its alignment and in the bonding of a team around a central purpose. Sergiovanni and Starratt add the concepts of symbol and myth, ritual and practice to the cultural

analysis, seeing each of these in terms of substantive leadership for excellence. The educational, technical and human concepts form the outer realm of functional reality which, while seen as essential to facilitating leadership, is not an end but simply a means to good education.

These writers, too, along with Michael Fullan (1972, 1981, 1982, 1985, 1986, 1990, 1991, 1992), provide the school oriented approach to human resource development so essential to the implementation of a cultural change. As opposed to the scientific, neo-scientific or human relations approaches to supervision, accountability and professional development, the notion is that, in a professional environment, personal and organisational needs are best addressed by establishing a clear vision of the future, providing each person with the personally contingent support and skill development necessary to move towards that shared vision. The orientation of professional development to the touchstone of essential purpose is incorporated in Figure 1.2 through the dynamics of the interrelationships between the dimensions, each being contingently applied to tailor growth goals to the personal needs of the staff member and the goals of the school.

Culture of organisations is a key unifying theoretical base for the thesis. Resting strongly on independent works of Edgar Schein (1985, 1987) and Peter Senge (1991), the thesis tends to agree with Schein that "... the only thing of real importance that leaders do is to create and manage culture". (1987a, 2). Schein notes the depth and complexity of organisational culture, but insists that efforts to understand its mystery and irrationality are essential if organisational clarity is the aim. His work provides a research tool of clinical analysis as well as focal concepts of the basic underlying assumptions around which cultural paradigms form. Senge provides a detailed approach to the double loop analysis of organisational culture that helps to paint a picture of the underlying systems.

Conceptually the thesis thus combines concepts from a range of disciplines to produce a theoretical framework. This framework is premised on the horizontal notions of substantive and functional reality, and the vertical notion of organically pragmatic congruence. It has the potential to provide an holistic and integrated means of analysing the organisational culture.

Thus the first research questions, answered by theoretical analysis of the literature and

long term reflection on the operation of the Department gleaned from personal experience, were:

1. What are the characteristics of the culture of an education system which is vertically aligned, organically responsive, pragmatically congruent, and focused on the purpose of producing higher order personal meaning in the minds of each student in a post-modern social context?
2. What were the cultural characteristics of the New South Wales public education system, *circa* 1990?

Operationally the answers to these questions are conditioned by management approaches, human resource development, leadership, the economic, social and political milieu and the values and assumptions underlying the curriculum, pedagogy and learning. Analytically, the conceptual framework established in answer to Question 1. above, can be used as the basis to describe the movement of the culture of operation.

The operational dynamics of the initial changes were found at the functional interfaces of Cluster Director role and function. Consistent with the aim of describing and analysing the dynamics of the change in practice, to draw out implications in terms of impact on the culture of school operation, the subsequent field research thus focused on the three areas of impact: the Cluster Director/strategic interface, the Cluster Director/Principal interface and the Cluster Director/school interface. Thus a third question was posed:

3. What were some of the early dynamics operating at the focal point of the Cluster Director position as the system underwent rapid and imposed cultural change?

Structure of the Research

Participant observation methods along with perception analysis and clinical analysis formed the basis of the research since it is from within the ideographic paradigm that the intended results of the changes have their roots. The field work was conducted on a case study basis, focusing on the forces influencing the role of Cluster Director by taking the part of a 'Cluster Director without portfolio'. This enabled the research to be

conducted from within, while creating the opportunity to gather perceptions and note actions as a participant observer. It was personally approved by the Director-General, was acknowledged by the Senior Vice-President of the New South Wales Teachers' Federation, and had the consent of the Assistant Director-General of the case study Region. Moreover it received the approval of the Cluster Director and all Principals of the case study cluster.

Field operations revolved around participating in a full range of Cluster Director activities. Concurrently, samples of intensive activities involving interactions between other Directors and their Principals and schools were selected as opportunities arose. Other activities, specifically designed to provide opportunities for clinical analysis, were devised and implemented as part of the field work. The field work was restricted for practical reasons to one region and one cluster of schools. The perceptions and actions of those involved in this Region and Cluster make up the major source of field data. In all cases, those involved understood the nature and purpose of the research and consented informally and formally to their participation.

It may well be possible to generate verification procedures to see whether there are trends or structures, approaches or techniques, that form a working base for the operation of a cluster. However, this field research limits its brief to the investigation of only case study material, thus opting for intensive analytical observation of unique situations, while acknowledging the limitations in applying the data to other situations.

To examine the Cluster Director/strategic interface, the researcher became a participant in the development of the Cluster Director Induction Program, and the application and interview process, resulting in appointment as a Cluster Director. Once this aspect of the systemic change was adopted on 23 April, 1990, the researcher undertook a Regional induction program and became attached to a team of four Cluster Directors, each belonging to the same Education Resource Centre group. Detailed operational material was sought from one of these Cluster Directors as he developed his role and function. Throughout the period of the research this information was verified by discussing salient issues with other participants.

Information was also gathered by participation in Regional Executive Management Meetings and during periods as a Cluster Director when others were on leave. The particular Cluster Director who was the focus of the case study was followed up

constantly to find out interpretations and perceptions. These were verified by attendance at many of the meetings conducted by the group of Cluster Directors based at the Educational Resource Centre to which the case study Cluster was attached. Formal semi-structured interviews and frequent informal discussions with the Directors, both individually and in small groups, provided additional data and verification. As issues emerged, and as a means of cross-checking perceptions, further verification was sought from Cluster Directors outside the case study group.

The study of the influence of the Regional component of the strategic interface was enhanced by the researcher's involvement in development and consultation regarding the restructuring of the Region and the Region's five year strategic plan. This provided invaluable and unique clinical opportunities to unravel the value positions underpinning the Regional culture. Similarly the consultative process provided opportunities to elicit and make problematic the value bases underpinning the operations of many Principals throughout the Region.

From shared visits to schools, attendance as a participant at Principals conferences and as an observer at meetings attended by the case study Cluster Director, and from interviews with Principals, data that provides insight into the Cluster Director/Principal interface was collected. Principals' reactions were gathered by interview and observation and verified over the first few months of operation by reference to processes, procedures, programs and policies within selected schools. Over time this data was also verified by random discussions with Principals outside the case study cluster, and especially with Principals of another cluster to which the researcher was substantively appointed towards the end of the research period.

In particular, a significant professional development and curriculum implementation initiative was devised and implemented by the researcher, firstly in the case study cluster and then on a wider basis in the following year. This initiative gave ample opportunity to examine further the Cluster Director/Principal interface and elicit the underlying cultural values that conditioned responses. Moreover, it provided one of the only mechanisms for the Cluster Director to get close to the classroom operation of Cluster schools, while at the same time it implemented many of the principles revealed throughout the thesis. As such it provided some small scale practical testing of the theoretical framework.

Scope and Limitations of the Research

While acknowledging the potential for bias for which this subjective methodology is often criticised, it is suggested that data of the type required to measure the dynamics of such cultural change is often constructed in the minds of the participants. It is thus their thoughts, words and actions which form the most relevant source of information for such research.

For much of Chapter Six, an analysis of the culture of the Departmental operation, the researcher's own perceptions and interpretations form the basis of the data. These have been gleaned from twenty five years of experience at many levels of Departmental operation and in many geographical areas. They are, however, subjective, although premised on the framework of Chapter Five. They are also, it must be noted, only one view of events, often removed from the original actors, and frequently removed from the total 'inside' picture that dictated certain actions and directions. On the other hand, they are perceptions from the 'inside' itself. As such, they form an interpretation which represents a valid, if limited, reality. The breadth of experience of the researcher over such a long period, however, tends to provide much more than an unreliable snapshot.

The small scale extent of the field research into the present changes is also a limitation of the scope of the thesis. In no way can the conclusions gleaned from such limited and *ad hoc* sampling be taken as representative of other situations within the Department and across the State. Rather they have been studied simply to provide a small insight into an organisational culture at a time when its substantive elements are best revealed; a time of significant change. On the other hand, system wide events had an impact within the case study and are taken into account.

A major feature of the research is the fact that it crosses significant disciplinary boundaries. Premised on an holistic approach, it gleans information from a range of previously discrete and internally consistent subject areas. A delimitation, however, is that information has been selected from each discipline only as it accords with the fundamental organic direction seen as essential in the turbulent context of a post-industrial society. Much of the other and significant work within each discipline has been left out of the literature review and the bibliography. For scholars of any one of the disciplines, this thesis would appear to provide but sketchy reference to their area. On the other hand it is the synergy of the selected material which in itself forms a

particular view of the direction, purpose and operation of a large scale education system at a turning point in its history.

It must also be noted at the outset of the thesis that the philosophical underpinnings by which the perceptions were judged were not necessarily those of the data providers. Thus their observable actions and communicated perceptions are subject to an interpretation which may have been far removed from their espoused intentions. They may equally have been removed from their subconscious intentions as well. These deeper and often unacknowledged intentions were quite often limited to the immediate sphere of their operation, with its functional intentions perhaps not connected to wider issues. The thesis, on the other hand, views their actions from the holistic perspective, anchored to the theoretical base developed within, and articulated in Chapter Five, a response to the overview of the context of educational operation.

Obviously, the whole of the research was premised upon the manner and success of the approaches made by the researcher to the respondents. Negotiations with the Assistant Director-General in charge of the case study Region aimed at gaining support for the study and permission to approach Cluster Directors to seek their involvement. This required careful consultation and discussion. The Assistant Director-General had chosen the 'team' of Cluster Directors largely on judgements made at competitive and confidential interviews. It was obvious from the outset that these judgements would be tested by the research. Moreover the research laid bare the operation of the Region, under the leadership of the Assistant Director-General. Naturally there could have been some reluctance to subject the organisation to this internal and participatory level of scrutiny, especially when performance agreements gave senior officers and politicians considerable hold over the future employment and conditions of contracted personnel.

The opportunity to have formative and evaluative feedback at a time of crucial ongoing change, however, meant that the offer of a full time research resource was seen as a valuable tool for guiding the Region through what was largely uncharted territory. Moreover, the researcher was part of the Cluster Director team chosen by the Assistant Director-General. Indeed, the research was proposed prior to the Cluster Director interviews and was discussed at interview. At the Assistant Director-General's behest, everything was done to provide the researcher with access to Regional activities, although at no time was the researcher given access to other than information available to all Cluster Directors within the Region.

Approaches to newly appointed Cluster Directors were equally sensitive. This was a new world for them, moving from the security of life long tenure to the corporate world of performance contracts with the possibility of redeployment, salary variations, redundancy or even termination at annual review. They needed extensive reassurance that what they said in confidential or privileged situations would not be conveyed, without some sensitivity and immunity, to their senior officers. Similarly they needed reassurance that their private communications would not reach staff members whom they were supervising. Moreover the Cluster Directors themselves realised that their operations would be laid bare to scrutiny. This in itself could have been quite threatening to them, especially when information about their operations was to be gathered from the field at a time of huge personnel disquiet that focused largely on the visible, accessible and vulnerable field-salient feature of Schools Renewal recommendations - the Cluster Director position.

On the other hand the Cluster Director whose Cluster quickly became the key focus of the field study indicated from the outset that he was prepared to lay the operation bare and proceeded to do just that. His intellectual understanding, and ability to help develop the theoretical underpinnings of the thesis and test them in clinical situations, were key features of the relationship with the researcher. In fact, the researcher was given access to all aspects of Cluster operation, becoming 'one of the Cluster team'.

Naturally the *imprimatur* of the Cluster Director and the notion that the researcher was also a Cluster Director meant that there could be reluctance on the part of Cluster staff to reveal their private perceptions in depth. This was overcome very early on with Principals who found a non-threatening confidante at a time when they felt a need to convey important messages to the Region and the Centre. They themselves were insecure. They often needed a professional counsel without direct line responsibility, to use as a sounding board. As such they voted as a group to participate in the research, ostensibly in the hope that the resultant feedback would help them to improve their operation.

With the lead of the Principals, access to staff members was formally approved. Access to classrooms and to the real perceptions and actions of staff was more difficult. This required the design and implementation of a particular professional development activity which gave extensive access to a cohort of teachers at work.

There is much which is critical in the material reported in Chapters Seven through

Nine. The criticisms have been made against a particular theoretical and philosophical background which was not part of the job description for which the participants were employed. In many cases the participants were unaware of the criteria of judgement that the researcher was using. They had little opportunity to indicate whether or not they were committed to such an approach, yet their work has been analysed against those criteria. Moreover, the analysis is of perceptions gleaned as a participant at a particular level in the operation and from a particular perspective. The potential lack of access to information privileged to others, especially at senior level, means that the analytical reality is itself limited.

While few names or locations have received specific mention in the thesis, senior positions within the Department have received clear recognition in analysis. Because the research itself is well known locally and acknowledged throughout the system, it leaves all participants, particularly at senior Regional level, potentially open to ready identification. There is thus the clear possibility that critical analysis could be sheeted home to vulnerable participants. This raises the possibility that criticism could result in work-place censure. This is not the intention of the research and should not be an outcome.

On the other hand, the conclusions gleaned from the specific information reported in Chapters Seven, Eight and Nine need to be circulated. These conclusions have been drawn together in Chapter Ten.

Significance of the Research

What is really going on in the world? What do these politically imposed changes to education systems mean? They seem to cross ideological and geographic boundaries. What is behind them? Against what criteria can we judge whether the changes are appropriate? What was the underlying culture of the system and why is it inappropriate today? Against what criteria can we judge that what we are doing with the system is correct? What is actually going on within the system as a result of the changes and the interaction of forces that they have generated?

As has been outlined above, there is little research information on the culture of Departmental operation and on the consequent generic cultural operation of schools. The disciplines of study, long established and rationally discrete, provide insightful but

separate windows into the different realms of operation of a public education system such as the New South Wales Department of School Education. Within themselves, the disciplines provide much of what is needed for analysis. But it is only by crossing the disciplinary boundaries that one can lay bare the interconnections.

The thesis attempts to provide but one bridge between the culture of public school operation, *circa* 1990 and the future as we move towards the new century. It attempts to provide some insight that might give guidance at a time when massive endemic change is sweeping away monolithic and entrenched traditions of operation. It attempts to provide an holistic and intuitive overview. It attempts to provide a substantive touchstone that will give direction for cultural change.

In its analysis of the context and the selected literature, the thesis is significant in drawing together, from a variety of disciplines, a series of concepts which are linked by the notion of organic and purpose driven culture. The distinction between the substantive and the functional reality stems from this linking notion as applied to the prime purpose of teaching and learning for the post-industrial world. Similarly the notions of double, single and multiple loop analyses are designed to enable a process of alignment to guide the organisation, linking its culture to its strategic realities.

The field work chapters of the thesis are themselves significant, not only as a formative evaluation for some personnel involved in the organisation, but as a descriptive analysis of parts of the organisation as it underwent significant change. The literature search revealed little such descriptive material, especially in analysis of cultural change, as opposed to implementation of single innovations. The thesis thus contributes in this way to the development of the literature.

The thesis represents a divergence from the more usual studies which have been designed to conform within rational disciplinary boundaries and approaches. In method and approach it melds the rational with the perceptive, the discrete with the synergy of holism. As such it wanders somewhat from the usual territory of secure disciplinary procedures in the hope of finding greater understanding and relevance to the modern world. It attempts to provide an approach to research and analysis which is consistent with the philosophical stance advocated for the organisation *per se*. In this holistic sense the thesis approach is significant, representing perhaps an early attempt to come to grips with some of the more substantive and chaotically interconnected problems that

appear to be plaguing the more discrete disciplinary approaches to analysis.

Conclusion

In this introductory chapter, the complexities of the study have been set out so that the research context, method and approach can be judged against the intent of the researcher. Obviously the research has attempted to cover a wide field. The delimitations were kept purposely functional and methodological. As has been stressed throughout, it is seen as imperative to be standing back from the whole system; to take a 'helicopter view' of the organisation, its internal and external realities.

The context, it is suggested, is complex, interconnected and turbulent. It is generating issues that apparently defy resolution within the approaches which have traditionally been applied. Little is really known in depth about the detailed manner in which a vitally important public education system should respond to these problems. In fact little is really problematic about the traditional values underpinning the culture of the operation of the organisation to date. The scope of the thesis as outlined in this chapter attempts to provide some insight into these issues.

To do this a series of questions has been designed which give guidance to the analysis. Stemming from, and consistent with, the holistic philosophical approach, the methodology of research has been established. So too has the ethical limitation of access to some of the data which may produce unintended results if released when incumbents can readily be identified.

It is now appropriate to turn to the context *per se*, commencing with the more local, but linking it into the wider world scene. The aim of Chapter Two is to provide a detailed analytical basis from which the scope of the research and its methodology were evolved.

CHAPTER TWO

CONTEXT ANALYSIS

Introduction

In analysing the context of public school education reform in New South Wales, this chapter provides a broad picture of the discontinuities in school education and the wider scene. It was into these discontinuities that the Cluster Directors were appointed in April, 1990.

As outlined in the introductory chapter, the thesis contends that the structural change proposed by Schools Renewal can, in part, facilitate a much broader paradigmatic change, essential for successful survival at "the most critical time in the history of mankind". (Ellyard, D. June, 1991). In terms of public education in New South Wales, this paradigm change implies not only a complete organisational shift from a tightly structured and administered bureaucratic operation to a responsive and flexible organisation that better satisfies its clients' practical needs in an ever changing situation. It implies the personal integration of high order thinking skills with affective sensitivity and moral intent.

The chapter commences with an analysis of the politically driven initiatives which brought discontinuity into the previously monolithic and stable New South Wales Department of Education. The widespread reactions to these changes formed the industrial relations context and are analysed as such.

A more detailed analysis of the structural changes introduced as a result of the Scott recommendations is then undertaken. These structural changes form the working boundaries for Cluster Director operation and as such act as the direct backdrop for the thesis. Moreover, the implementation of these changes provides a very practical limiting context in the analysis of teaching practice and learning outcomes.

These politically driven organisational discontinuities are then placed into the wider context of turbulence, firstly in the administration of Westminster political systems here and elsewhere. This is followed by an analysis of changes and directions in geopolitics, macro-economics, micro-economics, the hegemonic paradigm of thought and

action, the environment, individual thinking and organisational learning.

What is suggested is that the changes to public school education in New South Wales reflect a cultural turning point in Western society, if not human culture as a whole. As Jones suggests:

We appear to be entering a new paradigm, marking the end of the industrial era, in which the whole range of human capacity and experience may be changed beyond recognition in a few decades. (Jones, 1990, 13).

Capra reinforces Jones' contention when he suggests that the many crisis manifestations in today's society are:

... all different facets of one and the same crisis, and that this crisis is essentially a crisis of perception.... It derives from the fact that we are trying to apply the concepts of an outdated world view - the mechanistic world view of Cartesian-Newtonian science - to a reality that can no longer be understood in terms of these concepts. We live today in a globally interconnected world, in which biological, psychological, social and environmental phenomena are all interdependent. To describe this world appropriately we need an ecological perspective which the Cartesian world view does not offer.

What we need, then, is a new 'paradigm' - a new vision of reality; a fundamental change in our thoughts, perceptions and values. (Capra, 1988, xvii).

This is further reinforced by Birch's contention:

In this phase of human history there is widespread conflict between ourselves and our conception of the world. We see ourselves as beings that are conscious, that are rational, have free will and are purposive. But we see the world as consisting of mindless, meaningless, totally determined physical bits and pieces that are non-purposive.... The general picture most of us have about the world is derived from Newton's mechanics.... Whether we are aware of it or not, most of the problems of the modern world revolve around this dichotomy between ourselves and our world....

The mechanical images no longer fit. They are giving way to quite a

different image... (which is)... organic and ecological. (Birch, 1990, xi - xiii).

Senge too notes the same phenomenon.

From a very early age we are taught to break apart problems, to fragment the world. This apparently makes complex tasks and subjects more manageable, but we pay an enormous and hidden price. We can no longer see the consequences of our actions; we lose sight of the intrinsic sense of connection to a larger whole. When we try to 'see the big picture', we try to reassemble the fragments in our minds, to list and organise all the pieces. But ... the task is futile - similar to trying to reassemble the fragments of a broken mirror to see a true reflection. Thus after a while we give up trying to see the whole altogether. (Senge, 1991, 3)

Politically Generated Imperatives In New South Wales

Elected convincingly in March 1988 after a long period of Labor Party rule in New South Wales, the Greiner Liberal/National Coalition Government claimed a significant mandate to manage the State, using the corporate techniques associated with the administration of successful companies. Such principles had been widely introduced in many Westminster countries, notably England and New Zealand, and in various States, especially Victoria and Western Australia, by parties of varying political persuasion. Imposed on the rigidities and complexities of the system operated by the Department of Education, this corporate approach formed the basis of the education system reforms embarked upon by the Minister for Education and Youth Affairs, Dr Terry Metherell.

Although they had their genesis in right wing politics throughout the Western world, in New South Wales such reforms became premised on and driven by a particular fundamental Liberal philosophy espoused by the powerful Cabinet Secretary and Director-General of the Cabinet Office, Gary Sturgess. Sturgess argued strongly for the application of 'property right theory' to public administration. (Sturgess, 1991). He believed that the institutional design of government could be used to condition the behaviour of individual unit managers. 'Property boundaries', those areas legitimised as 'territory' for public service operation, provided the "incentives which impact upon our decision-making". (4). Sturgess defined the public interest as that presented by elected representatives, the ballot results being the best indicators of public intents.

The purpose of government was to have crown agencies act in this public interest. To do this, it was seen as essential to structure institutions so that the multitude of private interests of public sector managers (including the politicians themselves) were aligned with, and serving, the public interest. These private interests were manifest in such forms as 'inefficient work practices', 'empire building', 'enhancement bids' and even corruption. They all stemmed from the perverse incentives offered from within the property boundaries of the managers themselves. The art of government was to realign the territorial boundaries so that the incentives on offer harnessed the powerful forces of private interest for the public good.

The first stage in application of this view to government institutions was the division of each into inner and outer budgetary items. Those on the outer edge, well able to charge for and compete in the selling of their products, were to be corporatised and where possible privatised. Their connection to Government purse strings was to be broken. Those 'softer' items in the inner budgetary area were to be controlled much more strictly to prevent both politicians and managers syphoning finances to private interests.

In all cases there were five conditions seen as essential to encourage efficient resource use. These were:

- * establishing clear and non-conflicting objectives;
- * giving managers the authority to make key decisions to achieve the required outcomes;
- * holding managers personally accountable (by legally binding contract) for the performance of their organisation;
- * establishing vigorously applied managerial rewards and sanctions for performance, and
- * removing any special advantages or disadvantages which existed by virtue of government ownership - the "level playing field". (7).

These conditions were to become manifest in the considerable line management delegation of authority, and in the introduction of performance agreements for senior officers. Similarly they apparently lay at the heart of recommendations of a 1990 Office of Public Management Review which led to an additional 'right sizing' in September, 1991 of the Department of School Education head office workforce.

The purpose of these moves was to separate the policy making and regulatory powers

from the operational or resource use capacities. This supposedly eliminated the perceived conflict of interest which resulted in politicians making use of their resource access to satisfy their private interests. Their roles were to make policy and to regulate. At the same time the moves were designed to prevent resource allocation powers from being misdirected to carrying out the private agendas of operational managers. Their role was to implement public policy. Their contracts made them directly accountable for performance in terms of this policy implementation.

As the Premier pointed out, these changes were:

... only the beginning of a major reform of public sector administration which the Government has initiated... Many of the reforms require fundamental structural change and will take up to five years to complete. (Briefing Note released when the Premier announced a Ministerial restructuring following the May, 1991 Election, cited by Sturgess).

Political Imperatives In the World Scene

Wiltshire (1991) points out that such trends towards corporatisation and then privatisation are common throughout Westminster public sector management. Indeed he notes that seventy six countries had privatisation programs in 1991. These trends are signalled by the sale of government assets, contracting out of government services, increased competition between units and a user pays principle. He notes the objectives as:

- * breaking the upward ratchet effect of public sector management (politicians want to give more to retain votes and bureaucrats facilitate this as growth in their domain);
- * clarifying government/industry relationships by breaking the potential link whereby politicians can pressure government agencies for such things as community service obligations and differential pricing, personnel and industrial relations policies (to secure marginal electorates);
- * smashing trade union power by breaking their members' pipeline to the treasury (if operational Ministers have resource access they can resolve industrial disputation by adding more resources to their portfolio), contracting out to smaller non-union organisations and establishing worker share ownership;
- * reducing public sector borrowing;

- * generating revenue, and
- * developing popular capitalism, whereby, it is asserted, property owners tend to become conservative voters.

According to Wiltshire's analysis, corporatisation involves dividing the organisation into separate units that can then compete with one another. In State education these could be regions or alternatively clusters and schools. These agencies are created to deliver specific aspects of the public service. Each agency operates within an agreed framework which acts as a delivery contract between the Department and the Agency. The service delivery contract carries with it performance indicators, time scales and standards. A Chief Executive Officer is appointed to deliver the contract commitments.

What is left of head office operations is charged with corporate planning and the establishment of performance targets. Fiscal control is devolved to the agencies in single line appropriations. Public finance standards are applied and rigorous regulatory procedures are established. Control from the centre is exercised by the money allocation alone, not by staff numbers. Performance pay, staff contracts, efficiency dividends and computerised information networks are all components of this approach.

At the level of the agency operation, user pays principles are introduced, budgeting is devolved to cost centres, program evaluation is conducted, staff mobility is increased, industrial democracy is introduced, merit performance is implemented, grievance and appeals mechanisms are streamlined, leadership and motivation replaces administration, and training becomes a major component of all operations.

Wiltshire sounds some warnings about this direction in public service management. He notes that the separation of management from policy means that the policy makers have no access to the people in the field who can give the most practical advice on policy needs. He draws attention to the politicisation of the top echelon of the public service. He also notes that the policy makers are not connected to the clients or the operational perspective. They are simply driven by their political clientele, already representing a biased, self-interested, world view.

Candidates for privatisation tend to become targeted in the following order:

- * those already in competition (with private schools);
- * those that are long standing monopolies (75% of all students attend Public schools);

- * those with fragmentation potential to establish competing units (the registration of any number of private schools acting as systems, regional operation, cluster operation or even schools themselves);
- * those that operate in social welfare or community service areas (the so called 'soft' areas of budget like Education), and
- * those where regulation would be superior to ownership.

While no Westminster nation has yet gone so far as to privatise its public education system, on these counts public education in New South Wales appears to stand as a vulnerable target for corporatisation and potentially, subsequent privatisation. This was perhaps reinforced by the new Minister's statement of June, 1991 (paraphrased) that, while she did not see it as likely during her term as Minister, should a school community presently request that it withdraw from the State system, she would "welcome it with open arms". A note of caution is needed, however, when pursuing this avenue of analysis. The new Director-General, Dr Ken Boston (1992), made a clear distinction between such political devolution as privatisation and what he saw as the New South Wales path of "organisational devolution". This he described as local decision making but within an overarching framework of curriculum, employment, industrial relations, governance, accountability and performance, set by Government and implemented by the Department.

The New South Wales Application of the Political Imperatives

Right from the establishment of the first Greiner Government, the corporatisation agenda was enshrined. The essence of the implementation of this political policy in education was the "... commitment that enhancements to Education would be funded from savings within the existing budget. This is a classic case of getting the priorities right." (Metherell, 1988a).

What is significant is that the perception has not always been that we have been doing well. There have been concerns from parents and employers about levels of basic literacy and numeracy in our students leaving school. Some have been dissatisfied with levels of discipline in our schools. Many parents have been frustrated at being unable to get their children into the Government school of their choice. Others criticise what they perceive as a 'values vacuum' in schools that must necessarily cater for children from a greater diversity of cultural and socioeconomic backgrounds. Our policies are based upon responding to the perceptions, addressing the

fears and providing tangible evidence that our schools are doing well...
(Metherell, 1988b).

In response to representations by various constituencies, immediate announcements included a doubling of the secondary textbook allowance, a new computer link network, improvements in special education facilities, a funding boost to staff development, a rural education plan, and improvements to education in western Sydney such as special teacher scholarships, extra staff, Leading Teachers, electronic surveillance, and extra school/TAFE link courses. Direct financial assistance from schools to needy families replaced the centrally administered Bursary Endowment Scheme. School maintenance was increased by fifty percent. The Tertiary Entrance Score was once more to be shown on the Higher School Certificate whether or not the student intended entering Tertiary Education. Dezoning of schools and the re-establishment of Selective High Schools were implemented. Basic Skills Testing was reintroduced for primary school students in grades Three and Six.

Unlike previous Government innovations, these programs were not funded with the provision of extra budgetary support.

In line with our clear policy to fund new programs from savings in the Education budget, it has been necessary to scrutinise and review the full range of Education services to find the necessary saving. (Metherell, 1988a, 2).

The secondary staffing formula, already the subject of extensive industrial disputation because of its perceived restrictedness by teachers, was adjusted to bring about a slight increase in the teacher-pupil ratio. Teachers were asked to take two extra teaching periods per week to cut the casual relief bill. The guidelines for the implementation of these cuts suggested:

...using strategies such as combining classes, consideration of minimum class sizes, (and) vertical organisation of class groups. (Fact Sheet No. 1, 1988a).

Ancillary staffing was rationalised,

...removing inequities in secondary school allocations, rationalising the use of positions allocated above formula entitlement and removing large enrolment cliffs in the current secondary school formula. (Fact Sheet No.

2, 1988b).

Primary staffing was cut by reinterpreting the current formula and through a fifty percent reduction in the staffing allocated to provide relief from face to face teaching. In some schools this meant the removal of up to three teaching staff in the first year of implementation, and a large increase in the number of composite classes, avoided only by having large classes in particular grades. Library time, long provided with extra staffing to facilitate research and the development of information skills, was reallocated to provide teacher relief.

Many specific purpose programs, such as Child Sexual Assault, and Equal Employment Opportunity, had their funding cut and the programs were "mainstreamed". (Metherell, 1988 a, 2). Allowances were rationalised, the Special Swimming Scheme was refocused, relief days were reduced and school sites were identified for amalgamation and potential sale. While future industrial arbitration precluded it until the advent of enterprise agreements in 1991, the intent was that the Government legislate to "ensure that all educational matters.... such as class sizes, and teaching loads, are not subject to the jurisdiction of the Industrial Commission". (Metherell, 1988a, 3).

The reaction to such imposed, fundamental and sweeping changes was considerable. The changes were seen as a rapid destabilisation of protective practices and procedures that had been worked out over the history of Departmental operation. Many professional educators went public in their expressions of concern at the directions, pace and style of Ministerial influence.

Dr Metherell seems... intent on the alienation of major interest groups in education... To have so arrogantly exercised such intense power, with so many 'non-negotiable' arbitrary decisions flies in conflict with moves throughout Australia over the past two decades to decentralise education. (Cohen, D. 1988, 32).

The reaction to these rationalising and redirecting changes, perceived by many as being introduced in an arrogant and confrontationist manner, without effective consultation and with considerable haste, was the most extensive furore to hit the education scene in New South Wales history. Combined protests from teachers, students and parent groups were strongly supported and long running, forcing school education onto the front pages of the press.

Composite classes caused parental concern, as did the closure of some schools in significant 'blue ribbon' electorates. The cuts and impositions on teachers' working conditions were answered by industrial action, protracted hearings before the Industrial Commission, and the uniting of teachers behind their otherwise disparately supported Union.

Teachers' claims were answered in the public arena by denigratory remarks attributed to the Minister, who was seen as lacking an adequate understanding of school education and as dangerously arrogant.

'Blame' is the Metherell motto: blame the NSW Teachers' Federation, blame the NSW Federation of Parents and Citizens, blame casual teachers. In fact blame teachers generally.

The latest group to cop it are the students themselves. (Cohen, 32).

A seemingly ubiquitous hatred of the Minister and all he represented formed an underlying and entrenched attitude which coloured the thinking of teachers and many parents towards any change. Because the climate was so antagonistic, there was no real opportunity afforded to teachers as a group to examine, for educational opportunity, the moves the Minister was making. He was seen to be implementing an economic reform agenda, responding to particular community perceptions which had no apparent research base, in a megalomaniac fashion, leaving no avenue open through which to vent the anger of the disenfranchised stakeholders, other than through public demonstration.

The suspension of the new Labor appointed Director-General, and his subsequent replacement from within by Dr Fenton Sharpe, was seen as representative of a 'sell out' by Departmental senior officers who had formerly been the protective buffer between political machinations and the classroom. Sharpe himself claimed that he had undertaken the role to protect the system and that senior officers had themselves proposed many of the changes that were occurring. He confided, however, that he had little control over Ministerial actions and was frustrated at Ministerial intervention in the daily running of the Department. (Private conversation, June, 1990. He made similar comments in private conversation in June, 1991, this time about a new Minister who herself, at the same conference, admitted that she interfered in daily operation). The work-face credibility of the Director-General suffered as he was forced to sign unpopular memoranda, apparently masterminded largely by Ministerial rather than Departmental

staff.

Superimposed on this scene of destabilization, the Minister announced three concurrent and somewhat interdependent reviews of aspects of his portfolio. These covered the areas of management, legislation and curriculum. It must be noted that no review of teaching practice and learning outcomes was undertaken.

The establishment of the Scott Management Review was seen by school staff, in an already antagonistic climate, as the imposition of economic aspects of re-organisation without due regard to the human and educational aspects to be found in schools and classrooms. The subject of extensive analysis below, and already explained in the introductory chapter, one of the key recommendations of this Management Review was the establishment of school clusters, each led by a Director. The dynamics of early operation of this Cluster Director role and function form the practical focus for this thesis.

The Carrick Committee of Review, appointed in September, 1988, was given a wide ranging brief including an analysis and revision of the Education and Public Instruction Act. To be incorporated into the Act, among other things, its recommendations included a focus on the early childhood years and the "... educative role of parents". (Committee of Review, Summary of Conclusions and Recommendations, v). It recommended that the comprehensive local secondary school be supplemented by the establishment, within the present resource allocation, of specialist, senior and selective high schools, access facilitated by the abandonment of zoning regulations. It recommended an increasing role for parents in the operation of the schools through the establishment of voluntary school councils. It provided for the establishment of a new independent Board of Studies to determine accreditation and advise on registration of all government and non-government schools.

The Committee recommended removal of all curriculum development aspects from the Department to the widely representative statutory Board which was to have wide ranging powers over both primary and secondary school curriculum. In each school, courses of study were to be provided in the Key Learning Areas of English, Mathematics, Science and Technology, Human Society and its Environment, Personal Development, Health and Fitness, and Creative and Practical Arts.

The Board was to provide syllabus documents which gave

... guidance as to content, skills, attitudes and experiences to be included in each Learning Area. This (was designed to) overcome the difficulties, described by many teachers, of school-based curriculum decision making, while leaving flexibility in the selection of material. (Report of the Committee of Review, Summary, v).

In essence this meant the abandonment of school-based curriculum development, the Department's previous attempt to increase the capacity of the teacher to provide a curriculum of relevance to each student. On the face of it, other than through tighter formal requirements in terms of content and testable learning outcomes, the move provided no replacement structure to ensure that the teacher was personally supported in implementing the new syllabus statements in a manner appropriate to the high order learning needs of each student.

Concurrent with the management and legislative reviews, the Ministry also issued a discussion document on curriculum in November, 1988. The responses to this document were analysed and became input to the Excellence and Equity document, written by Ministerial staff and issued in November, 1989. Excellence and Equity established the mandatory aspects for the agenda for curriculum reform in New South Wales schools.

The impetus for this reform was based on the

... widespread community unease with the quality and focus of education currently provided to our young people in schools. Absolutely central to this unease is the perception that many young people are not learning the right things, are not gaining the essential skills, and are not sufficiently motivated to exert themselves beyond minimum levels of achievement. (Excellence and Equity, 9).

Excellence and Equity set new mandatory requirements for primary schools, the School Certificate and the Higher School Certificate. For primary schools, "...recognised as a critical stage in the overall education...", (Excellence and Equity, 18), a firm commitment to the basics was to be implemented through a definition and support for the primary curriculum, with the continuation of the consolidation process outlined in the The Primary Purpose, (1988). All students were required to:

engage in a substantial study within each of the six Key Learning Areas within each year. Annual Basic Skills testing for all students in years three and six in literacy and numeracy was the new mechanism

implemented for...monitoring, diagnostic and reporting purposes.
(Excellence and Equity, 20)

To be introduced from 1992, for the School Certificate there were eight Key Learning Areas, including Modern and Classical Languages which eventually carried a one year, 100 hour study requirement. English, Mathematics, Science, and Human Society and its Environment each had a 400 hour requirement, while Creative Arts had a 200 hour requirement over the four junior secondary years. Technological and Applied Studies also had a 200 hour requirement including 50 hours of computer studies. Personal Development, Health and Physical Education was a Key Learning Area to be taken for 300 hours.

For the Higher School Certificate, the paper proposed fewer Other Approved Study courses for the less academically gifted senior student. Instead the Board was charged with the development of a wider range of courses which, while being externally examined and contributing to the Higher School Certificate mark, could be adapted to all ability levels. Students were required to undertake two units of study of English and, although modified later, to choose two units from either Science or Mathematics or Technological and Applied Studies as well as at least two from either Modern and Classical Languages, or Human Society and its Environment or Creative Arts or Personal Development, Health and Physical Education.

In all, the changes recommended by these three Reviews were substantial. For a system long able to boast stability, with rather small scale, slowly implemented, internally planned and carefully established change, the virtual demolition of the central shibboleths of the Department of Education created massive insecurity and trauma, translated through every level from the public to the very personal. Essentially interventionist, the political imperatives impinged on the daily operation of all members of the public education system more than at any other time.

In summary, the political directives for massive change place the Schools Renewal recommendations into a context far wider than an organisational restructuring. In fact the new structure was simply one tool by which a cultural shift in school and Departmental operation was to be implemented. Other tools included legislation, curriculum re-organisation, re-orientation of Departmental priorities and programs, re-allocation of resources and the virtual demolition of traditional unproblematic

practices and procedures long held sacred by most members of the system. Inherent in the changes was rapid destabilisation, within the teaching profession, within the tasks and conditions of senior Departmental officers, within parent groups, within the New South Wales Teachers' Federation, within the perceptions of Principals and within even the most conservative of school staffs.

Whether the changes could be used to address vitally significant educational and social issues is a salient question. Whether they could destabilise the entrenched classroom practices and procedures and establish new ones which can ultimately determine the achievement of organisational purpose, remains problematic. For now, it is appropriate to examine the Schools Renewal proposals in some detail.

Structural Changes

In addition to the potentially conflicting and treasury draining nexus between policy making and implementation, the traditional organisational structure of public education was seen as resulting in difficulties for effective implementation of flexibility and local needs satisfaction. This structure was seen by Scott as providing little capacity to satisfy the increasingly diverse value demands of the educational context.

Central control and a bureaucratic rationality were at odds with demands for pluralistic curriculum, ethos and organisational approaches in schools. Central formulae, designed to promote equity of distribution, could not cope with demands for responsiveness, customised educative services and local negotiation. In fact equity in terms of addressing locally determined needs was shown to be a myth.

The community voiced demands for better value for money and stronger educative leadership. These demands, coupled with the willingness of politicians to use education as a vehicle for social and economic policy (Dawkins, 1988, cited in Macpherson, 1989) meant that schools were increasingly under pressure. They were continually required to demonstrate effective and excellent outcomes in a context of efficient use of restricted resources. The economic and social demands of the wider context, explored in detail below, provided a backdrop that made education reform a necessity.

In a wide ranging attempt to turn the system 'downside up', the Scott Management Review made three hundred and seventy recommendations covering thirty four areas of

Departmental operation. The overt intention of the recommendations was to form a management structure somewhat akin to that of modern industry. The explicit plan was to have a lean central executive which implemented clear and directed policy that conformed to the apparent mandate of the Government. Product outcomes were to be stipulated by content inclusive core curricula and by goals set in performance agreements. Within the policy boundaries, school units were to be free to carry out the central mission in a way best suited to their particular locations. Only at the stage of outcome would the central executive expect accountability, to be achieved through employee performance appraisals, educational audits and product analysis by testing.

Initially issued as a briefing paper entitled Schools Renewal (1989) and followed by an extensive report entitled School-Centred Education (1990), the recommendations of the Scott Management Review were accepted in principle by the Minister and implemented from 1989 according to a structure, time scale and sequence planned by a central Schools Renewal Task Force which was advised by a series of eleven working parties. The principles of the renewal strategies included a focus on the school as the key element, ensuring that every school was differentially satisfying the various needs of its clients. The whole school community was seen as the best judge of these specific needs, thus allowing school self-management within the guidelines established by the Central Policy Committee. The system mission was to provide support for the schools to carry out their task, overcoming dysfunctions operating in the system.

One example of a specific dysfunction was that central formulae did not provide equity because they could not address differential and locally specific needs. Within the new system, the Centre was given the role of providing an unexceptionable value core, leaving the schools to choose the means to achieve those core values. The development of the school as a culture was seen as a means of providing for local contingencies. To implement the system and school expectations, human resource development was seen as seminal. Educative leadership was to be fostered, focusing on the development of school cultures to address learning needs.

The wide ranging recommendations, as they affected schools directly are summarised below:

- * clear Departmental directions to be provided in terms of specified results over time;
- * forward planning to be established from system through regions to schools to

- achieve those results. Schools to devise renewal plans to achieve those results;
- * whole school community priorities to be incorporated into the renewal plans;
 - * access to quality education to be a key feature; this includes providing the best staff, the best placement, the best location, the best resources and the best support services; positive measures to be implemented to overcome disadvantage;
 - * more qualified and experienced staff to be selected on the basis of merit and match to the job; appraisal of their performance to be initiated;
 - * all implementation to be closely tied with human resource development;
 - * implementation to be tied to syllabus design and supported by sufficient funds;
 - * access to student welfare resources to be provided through Education Resource Centres as needed;
 - * school councils and community participation to be encouraged;
 - * performance monitoring and evaluation of, to be incorporated with support for, the tasks of the Principal and reported annually in the school report;
 - * resource allocation to be made on the basis of the effectiveness and efficiency in supporting teachers and teaching *vis a vis* the requirements set down in the school's renewal plan;
 - * resources to be managed by the schools to initiate responses to their own needs;
 - * senior staff (including Cluster Directors) to provide practical professional development support to teachers;
 - * accessible practical teaching materials to be supplied to staff;
 - * little system intervention other than to correct deficiencies and imbalances or support implementation of disciplinary procedures, and
 - * the encouragement of flexible and entrepreneurial budgeting.

One of the most significant implementation strategies for these recommendations was the establishment of school clusters with the appointment of one hundred and fifty Cluster Directors.

As part of the resource and support structural relocation, each of the ten regions was to form, on average, sixteen clusters of schools, with about fourteen schools in each cluster. These clusters were to contain about three secondary schools and their feeder primary schools, taking the place of the District Inspectorate function. They were to be administered by a Cluster Director to whom Principals reported directly and who was to have "full accountability for the administrative and educational performance of schools

within the Cluster". (Schools Renewal, 15).

The previous districts were also made up of several secondary schools and their feeder primary schools. Depending upon geographical circumstances, the number of schools in each ranged from twelve to twenty eight, according to the number of teachers, rather than the number of schools. Each district was administered by a District Inspector whose main district responsibilities focused on administration, handling problems, ensuring central policy was addressed, teacher assessment, registration of non-government schools, and school accountability in terms of administrative requirements. In secondary schools, many of these functions were undertaken in conjunction with a Secondary Inspector who was always a subject specialist. Because of a proliferation of other system demands, educational leadership was included in the Inspector's role only as a lower priority function.

While the Department claimed the role of the inspectorate was 'crucial', the Management Review found that the traditional support provided to schools from district level by the inspectorate had been substantially eroded in recent years. The current role of inspectors is ambiguous, while the line of accountability is indistinct and frequently unrecognised or unaccepted. Further, because of administrative demands on their time, the inspectors' ostensible task of providing educational leadership for schools has suffered even more.

At both district and subject level, the inspectorate appeared to have 'lost its way', notwithstanding the efforts of some outstanding educational professionals in trying to put the Department's objectives into effect.... (School-Centred Education, 23).

The role of the Cluster Director "... is *not* to be equated with the current District Inspector position". (Schools Renewal, 15). Instead, the role included assistance to schools in developing and implementing their renewal plans, recommending new Principal appointments, assisting in the selection of executive teachers, and guiding the school based teacher appraisal process. The Cluster Directors were to spend much more of their time in schools, working from their office at an Education Resource Centre.

The clusters were designed to have a closer union of purpose than the larger, diverse districts because they provided, in theory at least, services for a more homogeneous and

interrelated clientele. There was more likelihood of curriculum and organisational continuity between primary and secondary schools because they were each directly accountable to one person whose responsibility was to be unambiguous. Resources to support the renewal programs of each school were intended to be accessible to the schools and these resources were supposed to be enhanced by the savings reallocated from a leaner central executive. Most importantly, however, the semi-autonomy of the cluster was seen to provide an opportunity, near to schools, to implement true and effective educational leadership which addressed the learning needs of students.

The proposed mechanism made the Cluster Director's role both pivotal and crucial. As Scott says, the position is the "... most senior field executive role in the Department". (Schools Renewal, 15). The intent was for the role to take on the educational leadership of the cluster. A "close collegial relationship with the Principal..." and the provision of "at the elbow help" were to be focused on establishing the Cluster Director as a person who is "sought out". (School-Centred Education, 81). The leadership role included the "development and communication of a vision", "supporting... effective leadership", "... management of change...", "encouraging initiative...", "... promoting excellence...", "encouraging ... the highest standards ... in classroom practice" (Role of the Cluster Director, 1) as well as facilitating professional development, in-school evaluation and community awareness.

The management role included recommending the selection of Principal and executive appointments, overseeing performance appraisal, supporting Principals, co-ordinating cluster resources and welfare services and ensuring the appropriateness of technological support. The accountability role included appraisal of Principals and schools, relating resources to educational outcomes, co-ordinating regular in-school and external evaluation procedures and overseeing policy implementation.

Clusters were seen by the Scott Management Review as providing more time for educational support in schools. Cluster Directors were charged with spending ninety percent of their time in schools. Lines of communication were to link schools to their Assistant Director-General *via* the one step of the Cluster Director, while there were to be "... direct lines of accountability, authority and liaison". (School-Centred Education, 82). In supporting Principals in school leadership, facilitating inter- and intra-school co-operation, and encouraging greater parental and community support, the Cluster Director role was seen as collaboratively cutting through the previously pervasive

bureaucratic arrangements.

The mode of operation was clearly quite different from that of the District Inspector. It aimed to facilitate the delivery of excellence and equity through efficient and effective schools. To be exercised in independent learning units, each clearly accountable for learning performance outcomes, this was a very different organisational structure to the previous district structure which demanded little in terms of performance accountability, but which dictated the mode of operation for each school.

It is the dynamics of the implementation of this role in a case study context that Chapters Seven, Eight and Nine of this thesis address. Obviously a change agent role, the effectiveness of the Cluster Director position can be analysed in terms of the change generated in school and Departmental operation as the organisation moves from one paradigm to another. Ultimately, however, the effectiveness of the change can only be measured in terms of its impact on the outcomes of classroom operations. If there can be no effect there, and if the effect is not aligned with the outcomes needed in the turbulent real world, then the changes will at best be neutral. It is on this issue that much of the concluding section of the thesis rests.

Planning for the change was a massive task, made all the more difficult by the apparent paradox of keeping to a central purpose while fostering local interpretation in implementation. The task was to provide sufficient flexibility to tailor responses to local needs satisfaction, while providing sufficient specificity to allow people to come to grips with how change was to be achieved.

Explored in Chapter Seven, extensive criticism came from many sources because of the perceived haste and the apparent *ad hoc* development of structures and procedures. This created insecurity; a lack of faith and trust in those seen to be responsible for the change implementation.

Much of the criticism stemmed from a lack of understanding of the type of change process being undertaken. As Fullan points out (1982, Chapter 6), if planning fails it is usually because assumptions about change are incorrect or because problems being addressed are unsolvable; not because the planning is inadequate. Faulty assumptions about change can stem from a hyper-rational view of the process.

Educational change is a process of coming to grips with the multiple realities of people who are the main participants in implementing change. The leader who presupposes what the change should be and then acts in ways which preclude the realities of others is bound to fail. One way communication is self-defeating. The reality of others must become part of the reality of the leader if the reciprocal is also to occur. Innovators who fail to alter their realities through exchange with the implementers are just as authoritarian as staunchest defenders of the *status quo*. While they should maintain deep convictions and stick to the direction of their reform to address their perceived needs, they must be open to the realities of others who may add good ideas to the reforms and who may expose implementation problems which must be addressed before the reforms can become operative.

While sound considerations can lead to strong beliefs in what is needed for improvement, there will always be many competing versions of what should be done. Forceful argument and even the power to make decisions do not address implementation problems. In a world governed by values rather than facts, rationality alone is not sufficient to overcome what is perceived as personally threatening. It is essential to combine expertise about the direction and nature of change with an understanding and ability to deal with the factors in action which characterise adoption and implementation.

Even then some problems are so complex that they are not amenable to solution, or there may be so many overlapping problems that the solutions are not available within the time, energy and resources at our disposal. There are often hidden motivations and diverse values which are constantly activated and change in unpredictable ways. The factors keeping the paradigmatic *status quo* are innumerable, different in each situation, constantly changing, and not conducive to rational altering on any wide scale. It may not be logistically feasible to obtain all of the necessary information. It may be cognitively impossible for individuals to comprehend the total picture. Even if this were possible for experts it may be impossible to get others to understand the complex knowledge. The process of implementation contains so many barriers which have nothing to do with the quality of available knowledge.

With this complexity in mind, and in spite of the apparent difficulties, it is important for analytical purposes to explicate some of the broader forces conditioning the direction of the change. To attempt this task, an analysis is presented of the wider context which places educational change into a much broader view.

Geopolitical Discontinuities

As suggested in the introduction to this chapter, the changes to the public education system in New South Wales were not isolated. They formed part of a rapidly changing scene, not only in education, but in Western culture as a whole. In fact, it is suggested that they are symptomatic of a paradigm shift, a change in the way people view their world. Such changes represent a discontinuity with past assumptions, values, beliefs and ways of understanding reality.

A consequence of this discontinuity is the shift from inflexible and inadequately performing organisational structures to organically self-adjusting structures that successfully interact with their environment, maintaining their role and purpose in dynamic self-regeneration. This section of the context analysis examines the broader discontinuities, choosing to represent them in the fields of geopolitics, Westminster politics, macro-economics and micro-economic responses, culture, thinking and the environment.

"We live in an uncertain world" is a quote used by Dr Michael McKinley to describe the emergence in the early nineteen nineties of a "New World Order" in geopolitics. (McKinley, 1991). The quote epitomises the turbulence at the heart of an apparently chaotic, but nevertheless inherently interconnected, world state. Although McKinley presents a particular political viewpoint that considers democracy as incompatible with a state of rapid structural change, his analysis of world geopolitics makes a sound backdrop for this thesis.

According to McKinley, the rapidity of change means that the strategic importance of distance and geographical place have been replaced with the concept of time. The symbiotically interconnected world of global politics, communications and economics means that even minute actions generate rapid responses in all world scenarios. The geopolitical, and economic re-organisation of the world into blocks such as Western Europe and some East European Countries, Japan, the U.S.A. and Latin America, and the Asian Pacific, and the relatively ineffectual outcomes of the Uruguay Round of trade negotiations, leaves countries like Australia particularly vulnerable to even small scale localised political decisions. And small scale is a poor term to describe the current political turbulence.

The rapid decline in the communist experiment of Eastern Europe is seen by McKinley as a signal of a more strategic decline in political ideological content. This decline indicates a world without ideological purpose, in a state of constant global anxiety. Anxiety is exacerbated through insecurities generated by the rapidly accelerating decline in the Earth's resource capabilities *vis a vis* its rapidly growing population.

We are in the sixth great era of extinction with ninety nine percent of all species that ever lived now being extinct. Species are dying out at a rate a thousand times faster than the natural extinction rate. Yet the Earth's human population is currently five point four billion and is expected to be over ten billion by the year 2050. Moreover, by the year 2000 the population of the developed countries of the world will have declined from forty percent of the total world population in 1945 to twenty percent. This is especially important when one considers the economic and strategic dominance of those countries. The U.S.A., for example, currently has only six percent of the world's population but consumes thirty percent of the world's resources.

If the developing world is to proceed through an industrialised, consumer oriented path to higher living standards, it is a simple mathematical calculation to realise that the Earth cannot afford the polluting and energy using impacts of such growth. The current result of the maldistribution of world resources is epitomised by the fact that there are presently thirty million people under the threat of starvation. The future impact is epitomised by projections which indicate that global warming will cause the Earth's atmospheric temperature to rise by between 1.5 and 4.5 degrees celsius by the year 2030. By the year 2050, there is potential for the sea level to rise between .3 and 1.3 metres, causing inundation of many of the world's major cities, generally situated as they are in relatively low lying coastal locations.

The military response by some third world countries to the apparent defeat of Iraq by the U.S.A. in the 1991 Gulf War indicates their recognition of a massive strategic imbalance. Realising that their future need for access to the world's resources will clash with the power of the U.S.A. to prevent this access, evidence presented by McKinley indicates a huge upsurge in the purchase of nuclear weaponry by third world countries. Paradoxically financed by credit provided through Western arms supply cartels, the decline in the military markets of Europe has been replaced by the rapid increase in sales to the arms markets of Africa, Asia and potentially Latin America.

With the decline in ideology in Eastern Europe has come the rise in nationalism and consumerism, unemployment, ethnic unrest and destructive civil war. There is a strong increase in the immobile populations of unproductive areas and a decline in the populations of educated and productive groups. It is estimated that even the reconstruction of Eastern Europe will require twenty two billion dollars per year. Such money is not available locally. Nor in fact is the understanding of market forces, the middle class ability to work within democratic structures or the government ability to resolve seemingly unresolvable issues. Impatience and rejection are leading to an upsurge in national populism, epitomised by the resurgence of anti-semitism and National Socialism.

In the Middle East, the Gulf War has served to destabilise former relationships. The inability to resolve the Palistinian issue, by challenging the oil interests and the Israelies, has exposed the hypocrisy of the U.S.A. position. Syria has increased its relative power since the war and is renowned for its aggression. Egypt has taken on the role of mercenary for the U.S.A. and has increased its power accordingly. Both Israel and Iran have nuclear weapons. Iraq continues to work towards its own nuclear arms.

In Asia there are considerable problems. The many countries belonging to the Association of Southeast Asian Nations are becoming internally insecure. Burma has nine waring factions and could easily split. In Malaysia and Singapore the decline in democracy is marked. Cambodia appears to have become a Western pawn. Indonesia faces considerable difficulty in Timor. The Philippines is unstable, as is Papua New Guinea. China is undergoing huge internal convulsions. In Sri Langka sixty thosand people went missing in 1990. India has massive internal political unrest based on religious differences. Despite this it has been able to obtain nuclear capability and build up its arms. In contrast, Japan is the vital nation in this region. It is the significant country to really benefit from the dislocations of the last decade. Its internal political instability and move into recession, on the other hand, have potentially chaotic ramifications for world trade.

The apparent Western leader is in dire trouble. The U.S.A. currently has a national debt of three thousand billion dollars which is increasing at a rate of ten percent each year. Within the four years from 1981 to 1985 the U.S.A. went from the largest creditor to the largest debtor nation in the world as its terms of trade declined while its people increased their consumption at a dramatic rate.

Internally the top ten percent of U.S.A. households have sixty percent of the wealth. The incomes of the lowest ten percent have declined by ten point five percent over the last ten years. Over two hundred million U.S.A. citizens are currently battling to maintain living standards or living in deteriorating conditions. The U.S.A. culture is in decline with increases in unemployment, hidden unemployment, rape, murders, muggings, drugs and so on. People have lower life expectancies, less medical insurance, and there are increasing bankruptcies due to medical bills. Eighty million or one-third of the population is functionally illiterate. The transport infrastructure is rapidly deteriorating. Twenty five percent of people leave before they complete high school. There is a rapid rise in the cash economy which means taxes will be insufficient to support social and economic infrastructure. And there is a continued emphasis on consumerism, epitomised by the fact that more people work in the fast food industry than in any other single industry.

The implications of these geopolitical discontinuities for education are considerable. Obviously factual analyses of allegiances and trends need constant updating. Similarly, the analysis implies that turbulence in economics, society and the environment is endemic. The strategic discontinuities epitomise the type of complex issues that our cultures face. These issues are not resolveable by linear thinking; indeed many have been created by just such logic. They are dynamic and not able to be resolved by experts or, apparently, by governments of either totalitarian regimes or democracies. Such issues need to be addressed by the collaborative combination of intuitive and logical thought that recognises the holistic nature of events and their iterative impact throughout the world. And such thought needs to be premised on a touchstone of values.

The Macro-Economic Imperatives

Emerging from an era of protectionism, the strict regulation of financial institutions, high tariff barriers and a fixed exchange rate, by the end of the Eighties, Australia was more fully participating in this world economic and political scene. In addition to the realignments and instabilities described above, the Western economic scene *per se* is characterised by massive change as power structures, formerly based on industrial economic worth, are re-jigged to focus on the profits to be made in the post-industrial era.

As Collins (1991) suggests, Australia's response to the changing scene, *vis a vis* other

countries competing for the benefits of the new revolution, will determine the net worth, the value and quality of life for future generations. The ability to plan and implement that response will be largely determined by the qualities, perceptions and abilities of future Australians who are presently being educated in our schools. Collins suggests that our answer lies in high technology, produced through human initiative. Because Australia's competitive edge *vis a vis* other countries lies in its workforce, we have to focus on the high level skills needed, clarifying their apparent ambiguity and complexity.

Schools therefore not only play a central role in, but are at the cutting edge of, providing the base for the economic, social and personal skills and responsiveness of Australia's society. The economic situation of the 1990s and the future is thus seen as a basic force on our education system, dramatically conditioning the political decisions that affect education.

As Jones (1990) notes:

This change will raise unprecedented human problems: the whole relationship of people to time use, personal goals, economics, politics and culture must be re-examined. (1,2).

Attempts to apply old remedies to a new situation are ...futile... (39).

(A new labour time absorbing industry will arise but)... it will not be based on a new invention or technological form - rather it will involve an extension of labour and time absorbing work, the type of employment which does not face direct competition from technology, either new or old. Education is the area of greatest potential in this regard. (40).

Jones lists a series of elements,

... with no precedent in economic history (which) collectively suggest a break in continuity with the past, one of those 'paradigm shifts' that Thomas S. Kuhn proposed in The Structure of Scientific Revolutions, (1962)... (36).

These elements include:

- * post-industrialism where more workers are employed in producing services than

in manufacturing goods, yet productive capacity ensures sufficient goods to meet demand;

- * the costs of technology have fallen dramatically relative to the costs of labour, permitting exponential growth with insignificant labour input;
- * the range, capacity and reliability of technology allows twenty four hour production, performing multifunctions without heat or waste;
- * single processes of integrated manufacturing have replaced complicated engineering operations, the apparent simplicity belying the complexities in the software and production equipment;
- * rates of development, adoption and dissemination of technologies are rapid because of their universality (manufacturing, tangible services, information) and relatively low cost, making them available to even the less developed countries which become economically formidable when they combine the technologies with their cheap labour inputs;
- * the capacity for speedy operations and universal communication is unprecedented;
- * all economies are virtually interdependent, perturbations in one area having impact on all others; this reduces the impact of individual economies while fostering the international division of labour and the growth of power of multinational corporations;
- * the new technology does not simply extend or replace human labour but involves a degree of judgement (so called 'fuzzy logic');
- * man has the technical capacity to destroy all life on this planet and technological determinism is almost universally driving towards this end;
- * the sheer complexity of science and technologies is leading to a decline in the political process, allowing administration by bureaucrats and technocrats;
- * low population growth rates in technologically advanced nations mean that infrastructure provision does not create employment;
- * recognition of, and anxiety about, the finite nature of non-renewable resources is spreading, yet less developed countries will require considerable resource input as they develop;
- * international division of labour means that, when technologies make local labour redundant, new complementary industries may occur in places far from the redundant but immobile workers;
- * labour complementing technologies which extended the work capacity of the existing labour force, are being replaced by labour displacing technologies where low cost machines eliminate labour inputs, and

- * the conventional direct relationship between demand and derived employment is being replaced in massive supply industries with an inverse relationship.

Together these elements indicate a radical economic, and subsequent social and political, discontinuity with the past.

The fragmentation of knowledge, increasing personal dependence on technology, a decline in social relationships, the atomizing of society, and spiritual exhaustion due to trivialization appear to constitute major threats to human personality. A preoccupation with materialism, a conviction that national and international salvation is to be found in economic growth alone, and emphasis on externalised (consumption based) value systems confirms Jaques Ellul's observation that 'there has been a disappearance of political ideologies and a proliferation of substitution ideologies.... Increasing material power goes hand in hand with decreasing ideological power.....

I conclude that the 'Information Revolution' is, like the First Industrial Revolution which began in the 1780s, is (sic) a new paradigm in economic and social history... (L)ong-term instability in employment will be the norm. (Jones, 45).

The Micro-Economic Imperatives

Researchers like Stoner, Collins and Yelton (1985), Collins (1991), Stace (1990) and Dunphy and Stace (1991) have examined the restructuring of Australian companies in the context of micro-economic reform in response to the macro discontinuities as described by Jones. Their analysis provides much that is revealing about the present state of operation of the organisational ethos in Australia. This ethos is conditioned by a past era of high stability and constant economic growth, based largely on the supply of our rich natural resources. Much of the analysis can be applied directly to the operation of the public education system.

Managers, Stace claims, no longer manage fixed standards, simplicity, and stability. They are managing change itself. The field of operation is no longer 'green'. It is influenced strongly by opposition, ideologies, traditions, expectations and complexity. (Stace, 1990). In this environment Collins notes changes in five hundred and fifty four

Australian organisations in the years 1989 to 1991. Fifty eight per cent of these changed their mission, sixty two percent changed their goals, sixty five percent changed their strategies and forty two per cent changed their Chief Executive Officer. (Collins, 1991). Such renewal is a creation of, and in turn creates, turbulence - a feature common throughout the wider community that is now endemic.

During the industrial era following the Second World War, exponential growth fuelled itself, creating no need for 'clever' management. Reinforcing Jones' analysis and that of McKinley, Stace also notes that the movement of western economies into the post-industrial service orientation has brought about economic (oil crises and the growth of trade in financial commodities), political (deregulation, little protection, global economies, the decline of communism, massive disturbance in the Middle East), social (poverty, drugs, AIDS, the decline of idealism, the growth of environmental and women's movements), philosophical (the growth of holistic thinking) and technological (the use of computers and robotics, genetic engineering) discontinuities.

For example, as cited by Stace (1990), value of property in Tokyo alone is now greater than in all of the U.S.A., the 1987 Stock Market Crash signalling the transfer of economic supremacy from the U.S.A. to Japan. There is a significant shift in economic growth from Eastern seaboard U.S.A. cities to the Western seaboard cities to take advantage of the growth in Pacific Rim trade. This trade is in intangibles such as services, finance and technology. It is exemplified by the greater than thirty billion dollar daily trade in the Australian Dollar through Sydney markets, generated because these markets open some two hours earlier than the major Asian markets. It is recognised by the fact that Qantas now flies more passengers to and from the Southeast Asian market than all of its other markets combined.

The world of new ideas is one of the biggest income earners for now and the future. The implications for education are briefly examined here, but for school education specifically, they are further drawn out in the following chapters.

As Jones suggests, within the economic perspective of the new paradigm, education is seen as a critical value added international commodity, marketable particularly amongst the growing economies of the Pacific Rim. Australia is placed better than most to take advantage of the sale of that commodity. However both the curriculum and the organisation have to be appropriate if demand is to be translated into expenditure.

The Pacific Rim countries are driven by holistic and creative thinking and long-term time frames rather than the short-term, instrumental, mechanical and critical thinking of Western societies. Organisations that are designed to service the market of now and the future need to be flat and flexible, letting technology do the repetitive work, freeing people for the generation of more spiritually oriented and creative ideas. Such concepts as sustainable economic development are bringing the humanities and the sciences into closer partnership, requiring a more holistic and constructive view of thinking.

For these reasons alone, to make education a marketable foreign exchange earner, the Australian school curriculum needs to provide for a wide range of learning outcomes, re-orienting itself from its singular, technical and mechanistic approach. And since our students will have to compete throughout their working lives in the creative, idea-rich world of intelligent and holistic problem solving, our own students need to have this higher level of learning outcome.

Dunphy and Stace (1991) suggest that this customised type of educational orientation cannot be managed within the same technical and bureaucratic structure as before. The requirements for flexibility of approach, a variety of answers, the application of integrated learning to realistic problems, the need to support individuals rather than work units, the concept of holistic thinking and the need for depth and personal striving, all require a different form of organisation to that which gave good value during a time of economic growth and social stability.

Such deep intervention, Collins (1990) notes, requires considerable time, resources, management and leadership skills, commitment and the addressing of a myriad of more shallow issues. His observations suggest that in a fifteen year time frame, productivity of the organisation drops considerably for at least the first few years. The end result, if the re-organisation is allowed to proceed, and if the re-organisation addressed the real issues with the best solution, is a more flexible, pliable and organically responsive operation.

A difficulty may lie, however, in the time frame of the sponsors of the changes. In terms of public education this is usually the four year political time frame. Any 'panic' interventions, generated because of the initial downturn, will simply cause further downturn. Another difficulty could stem from the attempts to make the changes with inadequate resourcing, which results in disempowerment and disenchantment unless

local decisions can be effected. In a time of massive budget difficulties brought about by National recession, compounded by a significant decline in State revenue as property prices decline, there appears little opportunity for adequate resourcing. The complex stakeholder issues, the different agendas of political masters, and the multiple and often conflicting performance indicators common to public education, serve to exacerbate the difficulties. Yet these difficulties must be addressed if organic responsiveness is to be achieved. Explored more fully below, in terms of the wider agenda, addressing these difficulties is only part of more pressing needs. For now, however, it is important to complete the analysis of the national economic scenario.

Australia can no longer rest on its resource base, expecting a period of high stability. Table 2.1, over page, (Source OECD, cited by Stace, 1990) shows the changes being wrought on the Australian economy over the last half century. There is a considerable movement away from employment in Primary and Secondary industry and a significant growth in Tertiary and Quarternary production. With the movement away from heavy natural resource input, high pollutant industries to the industries of the mind and the computer, the emphasis is shifting to creative thinking and the generation of new ideas. Education is critical to the development of this approach which is characterised by customised, as opposed to standardised, manufacturing and tangible services and the replacement of resource exploitation with the concept of high value added product and sustainable development. Serving the market replaces simply supplying the market.

According to Stace (1990), Australian competitiveness, ranked against the twenty three countries of the Organisation for Economic Co-operation and Development on two hundred and ninety two criteria, lies just below Japan, Switzerland, U.S.A., Canada, Germany, Finland, Netherlands, Sweden and Norway. As far as inputs are concerned, we rank third on natural endowments, sixth in the quality of human resources and seventh on financial dynamism. In the process of transforming these inputs, however, we rank fifteenth on efficiency, fourteenth on innovative orientation and twentieth on business outlook. Our supporting infrastructure ranks twelfth in terms of economic dynamism, eighth in terms of market orientation, twelfth on level of Government interference and thirteenth in terms of socio-political stability.

Why is our economic performance so poor and deteriorating? Stace would suggest that the reasons lie partly in the fact that our organisations tend to be mechanistic, effective mainly at carrying out routine tasks in a stable environment. They are characterised by

highly specialised and often routine jobs which, while boring, become critical to the total operation. Thus control over the organisation can be exercised by tactical withdrawal. Job descriptions have become clearcut limitations, allowing for little flexibility and leading to decreased independence and job satisfaction. Demarcation disputes stem from this. Policy and procedure manuals are extensive and require specialists to interpret them. Decision making is centralised and workers simply carry out directives. Information flows are vertical and often only downwards. Structures are complex and tall, with the top bearing little relation to the bottom. Formal accountability is seen in terms of internal unit output, regardless of the total outcome generated.

	1960 %	2000 %	
QUINARY	6.2	6.9	RECREATION HOUSEHOLD SERVICE
QUARTEFNARY	11.8	24.2	INFORMATION BASED
TERTIARY	28.7	31.1	DISTRIBUTION, GOVERNMENT AND COMMUNITY SERVICE
SECONDARY	38.5	26.0	MANUFACTURING, CONSTRUCTION AND UTILITIES
PRIMARY	15.4	12.0	AGRICULTURE AND MINING

Table 2.1
Changes In the Australlan Economy 1960 - 2000
(Adapted from Stace, 1990)

Looking at the problem from another perspective, Bennis claims that the main challenge confronting today's organisation is responding to change conditions and adapting to external stress, brought about because of the growing interdependence between changing boundary conditions within society, and the reliance on technological knowledge. In these circumstances it is "...dynamic processes of problem-solving that provide the critical dimensions of organisational health, and without knowledge of them output measures are woefully inadequate". (Bennis in Schein, 1987a).

If organisations need to be adaptive, problem solving, organic structures, then unit output measures will not be adequate to determine effectiveness. The best measure of effectiveness will be on the basis of how the organisation approaches problem resolution

to achieve a total outcome. Effectiveness relates to the ability of the organisation to cope with change. Flexibility of response, consistent with a strategic focus, is thus the key feature. "Any moment of behaviour is unhealthy if the processes that set it in motion predetermine its automatic repetition, regardless of the environmental stimuli or consequences of the act." (Bennis in Schein, 1987a, 53). Traditional measures of output or satisfaction can provide only time slices of effectiveness and they may be irrelevant or misleading. They tell us nothing about the processes by which the organisation copes with its problems.

Bennis suggests that organisational structures can be either wheel or circle orientations. Highly structured, highly routinised, non-involving tasks can be carried out best by centralised wheel structures. If effectiveness criteria are more ephemeral, more general - creativity, loyalty, flexibility in novel situations - then the circle works best. Thus optimum organisation, or suborganisation structure, can be derived from an analysis of the work to be done and the techniques and resources available.

It is thus no longer sensible to view organisational effectiveness in terms of either scientific management or human relations alone. Nor is it appropriate to view the organisation as a bureaucratic machine. Rather

(o)rganisations are to be viewed as 'open systems' defined by their primary task or mission and encountering boundary conditions that are rapidly changing their characteristics. (Bennis in Schein, 1987a, 55).

Stace (1990) would suggest that within this new paradigm and in an unstable environment, it is appropriate for public education, along with other industries, to move into the high value added field. By value added is meant qualitatively better products and services which are client centred. In terms of educational outcomes, it means increasing each student's total knowledge through the educative process. Value added implies that it is insufficient, however, simply to measure increases that students achieve due to their own natural growth. This growth needs to be enhanced by utilising the best of sound teaching practices, professionally chosen and based on analysis of the learning needs of each student.

In terms of the organisational response, Stace (1990) contends this would mean the redeployment of resources from less to more cost effective products, those products being produced to the specifications determined by the informed self-interest of each

customer. To ensure long-term existence, organisations would become environmentally aware and strategically oriented, redefining their purpose and repositioning their direction. They would need to develop a strong sense of this mission throughout their workforce, directing all efforts towards clear and agreed upon goals. They would need organisational flexibility in terms of their competitive strategies, their structures and systems, work-design and jobs. A strong and positive internal culture would be essential. Without these features, Stace points out, clients have the capacity to direct resources away from the organisation towards one which is seen to better satisfy the needs. In school education, this may mean the private school system or a competing public school.

Such strong and positive organisations, capable of operating in unstable environments, are organically oriented, rather than mechanically oriented, towards problem solving. They produce varying outcomes that satisfy the client. Jobs are less well defined, duties and responsibilities change frequently, more complex problems are resolved, integrating the use of multidisciplinary skills, and there is much more need for horizontal communication. Formal outcome accountability, in terms of holistic and problem solving effect, is essential to maintain pace, appropriateness, direction and client orientation.

For schools, the new paradigm thus suggests there is a dual imperative of reform. Their role in the education of students to understand and operate in the post-industrial world requires that they teach the principles and develop the skills of holistic, creative problem solving. Their role as organisations operating in the Australian context means that schools, too, have to make the transition to creative problem solving organic operation. The teaching organisations themselves need to be aligned with the same concepts and understandings expected as the outcomes of the teaching. The alternative is to be seen by clients as contradictory and irrelevant. Where the schools and the Department stood in relation to these micro-economic imperatives as they entered the Nineties is examined in Chapter Six.

Cultural Imperatives

Using the work of Capra (1988), Birch (1991), Senge (1991) and Suzuki (1990), it is possible to place the macro-economic, geopolitical and micro-economic observations

into a broader, culturally organic perspective. This perspective poses that Western culture as a whole is on the verge of cyclical discontinuity that must result in a significant paradigm shift if man is to survive. The shift in the definition of reality that such a paradigmatic change implies has profound ramifications for teaching and learning, especially as it focuses on a more holistic approach to thinking.

Senge identifies the crisis:

... most of the problems faced by humankind concerned our inability to grasp and manage the increasingly complex systems of our world.... (1991, 14).

... the causes of many pressing public issues, from urban decay to global threat lay in the very well-intentioned policies designed to alleviate them (They) focused on obvious symptoms not underlying causes, which produced short-term benefit but long-term malaise, and fostered the need for still more symptomatic interventions. (1991, 15).

And Capra notes:

I have come to believe that today our society as a whole finds itself in... crisis. We can read about its numerous manifestations every day in the newspapers.... (T)hese are all different facets of one and the same crisis... (1988, xvii).

One aspect of this crisis is manifest in the ecological perspective. It is apparent that continued exploitative growth, consequent resource depletion and environmental degradation have brought the planet to a turning point. As Suzuki (1990) suggests:

(o)n reflection, I think it is clear that while science provides insights into the complexity of the world around us, those insights when combined present a fractured mosaic rather than a seamless whole. There are profound limits to science that must be recognised if we are to minimize the destructive consequences of using the powers provided by scientific discovery....

In trying to provide a different way of looking at society and an examination of our values and assumptions, I hope we may see with greater clarity. We live with numerous 'sacred truths' in our belief and

value system that are never questioned... It's time to re-examine some of these beliefs because they may be the cause of many of our global problems today....

... (A)ll around us the signs of environmental degradation are legion. We must reinvent a future free of blinders so that we can choose from real options. (Suzuki, 1990, xi-xii).

Suzuki notes two unprecedented changes that have occurred this century. Human populations have grown with sudden speed. It took eight hundred thousand years for the human population to reach a quarter of a million by the year of Christ's birth. By the Eighteenth Century it had reached half a billion; by 1830 it had reached a billion; by the 1970s it had reached four billion, by 1990, five billion, and in fewer than fifty years we appear to be on the way to ten billion. At the same time as this explosive increase in human numbers, there has been a huge increase in material wealth and consumption brought about by the accumulation of powerful methods of extraction of natural resources and generating a sense that science and technology supply the knowledge required to control the entire planet. "It is a terrible delusion that is not supported by an understanding of what science provides and the nature of technological power." (Suzuki, 3).

Capra notes that another manifestation of the crisis is that experts in various fields can no longer deal with the urgent problems in their areas of expertise. He suggests the real problem is their narrow perception of reality. This perception is simply inadequate for dealing with the interdependent problems of our time. They cannot be understood within the "... fragmented methodology characteristic of our academic disciplines and government agencies". (Capra, 1988, 6).

Birch establishes a similar point, suggesting that "... the mechanical images no longer fit". (1990, xi). He supports an organic view of the universe in which each organism is internally related to other such organisms, being bound together in larger organisms, themselves internally related to one another. In this way all realities are embraced. Boundaries are seen only as man-imposed organisers. Integrity is seen as the key to revealing purpose and meaning.

The fragmented view of knowledge that such organic notions disavow, Senge, Capra,

Suzuki and Birch independently attribute to the culturally ubiquitous belief in the 'modern' scientific method as the only valid approach to knowledge. This approach provides the view that the universe is a mechanical system composed of elementary material building blocks. It is "... based on the assumption that if nature is reduced to its most basic parts, a comprehensive explanation will eventually be obtained by simply fitting the components back together like pieces in a jigsaw puzzle". (Suzuki, 1990, 5). It supports the view that life in society is a competitive struggle for existence. It fosters the belief that man's major task is to achieve unlimited material progress through economic and technological growth. It represents the dominance of the sensate in our culture - the belief that matter alone is the ultimate reality.

"During the past decades all these ideas and values have been found severely limited and in need of radical revision." (Capra, 1988, 12). Because of the limitations of the rational mind, we have to accept the fact that all the concepts we use to describe nature are limited approximations of reality. They need intuitive support.

Like Birch, Capra's answer lies in an holistic view of our social and ecological web, requiring profound cultural transformations in our values, institutions and ideas. He presents evidence that such significant cultural transformations occur as a "... challenge and response" pattern. (Capra, 1988, 8). When a society loses its flexibility, "... when social structures and behaviour patterns have become so rigid that the society can no longer adapt to changing situations, it will be unable to carry on the creative process of cultural evolution". (Capra, 1988, 9). The challenge occurs as variety and versatility are replaced with uniformity and lack of inventiveness; as disharmony, discord and disruption become the destructive norm. The only viable response is:

... a 'paradigm shift' - a profound change in the thoughts, perceptions, and values that form a particular version of reality. (Capra, 1988, 11).

Capra suggests that within previous paradigmatic responses to a decline in the efficacy of the sensate approach, a shift has generally occurred to the ideational which views true reality as beyond the material, where knowledge can only be obtained through inner experience. As an intermediate synthesising stage, however, an idealistic, harmonious blend of the sensate and the ideational can produce "balance, integration and esthetic (sic) fulfillment in art, philosophy, science and technology". (Capra, 1988, 13). Within this holistic, idealistic paradigm a balance is struck between the rational and the intuitive properties of the human mind. These are seen as complementary modes of

thinking.

Rational thinking is linear, focused and analytic. It fosters intellectual discrimination, measurement and categorisation. It is fragmented and pays little attention to the interconnectedness of the 'peripheral' categories. Its problem solving capacity lies in its incisive ability to eliminate the peripheral and identify the 'essential' cause and effect. Intuitive knowledge, on the other hand, is based on awareness. It is a direct non-intellectual experience of reality. It is synthesising, drawing the parts together, giving as much attention to the interconnections as to the parts themselves. In a non-linear way it connects a succession of previously linear thought processes into a web of understanding.

Such an integrated system recognises the dynamic interaction between polarities. Multilevel structures, such as society, consist of subsystems which are both wholes with regard to their parts and parts with regard to the larger wholes. These subsystems have a tendency to be self-assertive; to preserve their autonomy at the same time as they submit to the demands of the whole system. In a healthy system, be it an individual, society, organisation or ecosystem, these opposite but complementary tendencies are balanced dynamically and harmoniously to provide flexibility and appropriate response as change occurs in any interrelated part of the whole system. In such a view, the universe is seen as an harmonious whole; "a network of dynamic interrelationships that include the human observer and his or her consciousness in an essential way". (Capra, 1988, 32). This is a web of internal relations.

The sensate culture of our society, however, tends to favour the rational over the intuitive; aggressive individuality over system demands. It favours science over religion, competition over co-operation, exploitation over conservation, critical argument from a known position over productive and creative thought from and to an unknown position. It encourages the view that the natural environment is made up of separate parts, each able to be exploited by different interest groups, without recognition of the effects of this exploitation on the world as a whole. It manifests itself as power, control, and domination. It contributes to class, racist and sexist dominance. It results in mass production, standardisation, use without replacement, and, through centralised management, fosters the illusion of infinite growth. It rewards aggressive, individualistic and competitive behaviour. It provides little or no financial reward for intuitive, integrative behaviour such as personal support and services, human contact,

education, nursing, carefree spontaneity and relaxation - the very areas that Jones identifies as part of the "labour time absorbing" Quinary industry growth of the future. (See Jones, 67 ff).

Capra suggests that much of this pervading scientism and its consequent reductionist approach arises from the Cartesian belief in the "... statement '*Cogito, ergo sum* - I think, therefore I exist - which forcefully encouraged Western individuals to equate their identity with their rational mind rather than with their whole organism". (Capra, 1988, 23). This Cartesian certainty is mathematical in its essentials. 'Radical doubt' ensured that all prior knowledge, impressions gained from experience or the senses, was questioned, until the only certainty was that of thought. The messages from the body were discounted. Only those of the mind were seen as 'right'. The Cartesian method was deductive, breaking up all thoughts and problems into pieces and arranging these in logical order.

Senge, Capra, Birch and Suzuki would argue that, while this way of thinking has taken scientific theory into the realm of complex technological reality, its predominance has led to the fragmentation and reductionism that is characteristic of both our general thinking and our academic disciplines. It has produced an imbalance of thoughts, feelings, values, attitudes and actions. It has distorted our social, educational, industrial and political structures. It has produced a view of the world at odds with reality - a separateness that views the mind, the spirit and the body as fundamentally divided, valuing the mind work more than that of the body and the spirit. This distortion, reinforced by the grand synthesis of inductive and deductive thought produced by Newton, provided a consistent mathematical theory that remained the solid foundation of scientific thought well into this century. Its pervasion of all aspects of our culture puts it at the very root of our current cultural crisis.

Capra would suggest that only through the creation of a true cultural balance between the rational and intuitive properties of the human mind, and between the mind and the body, will the synergy be created that allows the fundamental crises of our culture to be resolved. Birch takes this complex notion deeper into the world of life meaning. Meaning for, and purpose in, life he suggests is the result of an inner decision; a spiritual freedom and independence of mind. He sees the search for meaning as the prime motivating force in life. Such motivation "... leads to action. Action leads to transformation. Transformation is possible because human life can rise above present

circumstance". (4). And "(e)very moment of life presents us with the possibility of creative novelty". (4).

This urge for meaning and purpose, Birch suggests, makes us subjects, rather than objects. While Descartes' notion of the existential centrality of thought reduced us to objects, the subjective nature of having essential feelings rises above existence to a more synergistic level of knowing. The dominance of the scientific notion of thought allows human beings to be subjugated to the service of others, or of institutions such as the state and the economy. Within scientism, as humans we have no innate value; our value is purely instrumental. By contrast, respecting people as subjects rejects exploitation. It values humans for their own sakes; for their urge to live; to find meaning; to aspire.

Thus the purpose in life is the search for personal meaning. But personal meaning rises above self. It involves knowing, in an integrated, holistically interconnected manner that intertwines thought, feeling, values and action. It involves a non-exploitative, ever-widening, interaction between self and others; between self and nature. It involves a commitment to the innate value and interrelatedness of everything in the universe, seeing things outside self, not as useful, but as valuable. It involves a fundamental shift in the philosophy guiding the modern paradigm.

Thus these writers identify the concept of a self-organising organic system and advocate the alignment of individuals and organisations within our culture with such systems. They would suggest that such a post-modern culture would replace the mechanistic, rational, positivistic and nihilistic tendencies of the modern worldview which have resulted in "... ecological despoilation, militarism, anti-feminism and disciplinary fragmentation". (Birch, xvi). An ecological view of nature, an holistic view of science, a non-anthropocentric view of ethics and economics, an integrated view of knowledge and a non-patriarchal and non-sexist view of society, all contribute to a post-modern ecology.

The implications of a move to such a self-organising organic system for New South Wales public education are immense. Organisationally, the whole notion of bureaucratic functioning is at odds with organic operation. It stems directly from and represents the objectifying values underpinning the mechanistic approach.

In terms of its focus on knowledge, the epistemological base of didacticism is premised

upon the external existence of truths that are delivered in fragments which eventually build up to disciplines. This approach is bound up in procedures of learning that become entrenched. Content is divided into subjects, each one standing alone. The repositories of truth are kept in the minds of University graduates and translated simplistically into textbooks. Knowledge is subdivisible and cumulative. The extent of its intake and usefulness to any student depends on innate general ability, known as intelligence, and on effort. Its acquisition can be tested by written examination. Results in these examinations determine the entry point of students into the world of industrial organisation.

The mechanistic premise is translated through to the deep cultural shibboleths that guide daily operation. Schools are divided into age grade cohorts; into classes; into classrooms. The relationships between people are hierarchical, based on the ability to conform within the mechanistic operation. In essence, all is designed to protect the scientifically derived structures of an industrial era.

Throughout the process there is an inbuilt level of failure, often quoted at about the twenty percent level. The system waits for this failure to occur, then offers elements of remediation. Where remediation fails, categorisation occurs. Students are placed into a variety of learning disability groups stemming from their own apparent physical, emotional, conduct or intellectual inadequacies. This provides rational explanation of failure for teachers, parents and the students alike. Extra resources from mainstream teaching are redirected towards these groups. The consequence is that mainstream teaching does not have the resources necessary to increase the quality and value added nature of its product. Further failures occur.

The work of the cultural analysts cited above reveals that the very basis of the operation of public school education is questioned by the failure of the modern epistemological and cultural paradigm to come to grips with the complexities and chaotic interrelatedness of the post-industrial world. Not only is the Departmental operation, at system and school level, based on obviously inadequate premises. Even the very heart of the operation, the processes of thinking and learning, cannot be catered for adequately by the previous paradigm. These aspects must now be addressed.

The Perspective of Thinking and Learning

Aligned with the analyses of Birch and Capra, de Bono demonstrates this self-organising

organic system in terms of personal thinking and learning. While his work is controversial, his analysis of the strictures of thinking which occur because of the hegemonic operation of unchallenged mental models shows alignment with the concerns of the cultural analysts. de Bono suggests that our culture has 'tamed' our thinking into a "symbol and rules game" (de Bono, 1990, vii), ignoring the underlying information system in which the information and receiving surface act together to produce patterns and arrangements on their own, thus triggering the next stable state.

Looking at the same crisis from a learning perspective, de Bono also suggests the emergence of a new paradigm:

There are those who see the real need for a sort of New Renaissance. They are tired of arguments, polemics, confrontations, conflicts and problems that cannot be solved.... They are tired of the excuse that all these things arise from the rate of progress and from the innate defects of human nature, which will always be short-sighted, selfish, greedy and aggressive.... There are those who.... signal a change in thinking from confrontational habits to more constructive habits. (de Bono, 1990, 2).

The last Renaissance replaced dogma and theology with a rediscovery of the Ancient Greek thinking habits of logic, reason, argument, truth and the importance of man. The exposure of falsity by reasoned argument has been the basis of legalistic principles and technical affairs. These in turn form the basis of our civilization. In schools they form the basis of our operation into and within subjects. de Bono suggests that while such principles have led to rapid progress in the technical sphere, they have not produced complementary development in human affairs. The tools of linear reasoning, he suggests, have reached their limit, unable to cope with the problems we face.

He points out that linear thinking habits emphasise only limited parts of the brain; logic is highlighted but perception is neglected. Absolutes, finality and judgement, drawn out in formidable adversarial procedure, relying on identity and contradiction, produce separatism or mutually exclusive right/wrong categories as described by Capra. Based on proceeding from common agreed principles or axioms to logically derived conclusions, this powerful method of thought, long the essence of our education system, has been responsible for the defeat of both dogma and heresy.

"Where it breaks down is in the assumption that the perceptions and values are common,

universal, permanent, or even agreed." (de Bono, 1990, 5). So essential for analysis of linear subproblems, the critical thinking at the centre of this method of operation, lacks the productive, generative, creative, integrative, linking and design elements that are needed to tackle complex, seemingly immutable problems. The avoidance of 'error' prevents the creative chance of new linkages and insights as the context changes. As opposed to the categorisation and contradiction of argument, there is a need to examine patterns, flows, expectations, perceptions, context and circumstance to find true value. There is a need to examine the whole to expand knowledge through synergy. There is a need to rely more on a balance between perception and logic.

Passive information processing - the sorting, recording and storing of pieces, symbols and information - has long characterised our learning. In such processing the brain itself does not change. Any change comes from outside manipulation, according to the rules of mathematics, grammar and logic. Such processing is based on language rather than how the brain works. It emphasises sharp polarisations rather than the strong abilities of creativity and perception changes. It causes the brain to concentrate on dominant linkages, suppressing other potential thought routes.

de Bono suggests that what is needed is a new way of thinking. Active information processing, where activity takes place within the brain to change its capacities and thought interactions, assumes that both the information and the surface are actively producing interactive organisations, sequences, patterns and loops. Such systems record place, time, sequence and context, each contributing to the patterns and linkages.

The systems are self-organising rather than relying on outside manipulation. The cerebral cortex of the brain thickens as cerebral activity takes place. The more cognitive action, the more capacity for further cognitive action. The nerve networks of the human brain form a self-organising multiple loop learning system, encouraging "...incoming information to organize itself into a series of stable states that follow one another - the formation of sequences and patterns". (de Bono, 1990, 11). Such processing cuts across patterns instead of moving along them, indicating pattern forming, pattern asymmetry and pattern switching. This is the basis of insight and requires lateral as opposed to pre-set, logical thought.

de Bono suggests that deliberate and systematic use of methods to promote lateral thinking are needed to overcome the dominant stultification of logical thought. Such

methods as provocation - making a statement which is outside our normal experience patterns forcing us to leave those patterns - can generate new linkages and ideas. This type of learning focuses not just on knowledge of past events, but on operational decisions, choices, alternatives, plans and initiatives. It involves an examination of consequences of action, a consideration of relevant factors, the assessment of priorities, attention to other people's interests, and so on.

Howard Gardner's work (1985, 1987, 1991) is also controversial but has similarly challenged the more rationalistic concepts of thinking. Moving from the treatment of intelligence as innate property - a set of human potentials - Gardner suggests that intelligence is both "contextualised" and "distributed". (Gardner in Lazear, Foreword, v). Thus intelligence can be conceived in terms of the social and cultural context of an individual and is a function of other than the innate. Humans have the ability to enhance and amplify their intelligence. It can be improved and it can be taught.

Moreover, intelligence has a plurality. It is not manifest simply as a single entity, measured best by a focus on number and word. In addition, intelligence is manifest in visual/spatial, body/kinaesthetic, music/rhythmic, interpersonal and intrapersonal domains. Each of these intelligences is a multiple reality, occurring in different parts of the mind/body/emotions/central nervous system acting in synergy. Thus intelligence produces many ways to know, understand and learn. As a means of solving problems, the intelligences work in integration, each contributing relevant and important understandings to resolve the problematic issues. Activating all of our intelligences through multi-perceptual learning opens up an amplified world of sensing, feeling and knowing.

Gardner and de Bono demonstrate that left brain dominance, critical thinking, rational argument and cleverness may alone be adequate in a time of stability where perceptions are generally agreed and technological change is limited. Today, however, the very pace and uneven distribution of technological change, generated as it is by the hard logic and rationality of scientific reductionism, has produced problems that are too complex for the very thought processing system that created them. Now wisdom is needed to replace cleverness. And perceptive understanding is the basis of wisdom.

The conclusions from the material presented above indicate the need to shift to a balance between reductionist, critical thinking and constructive, creative approaches; between

argument and exploration; between discussion and dialogue; between analysis and design; between information and ideas; between historical knowledge and future skills; between knowing and doing; between left and right brain operation; between the 'hard' logic of processing and the 'fluid' logic of perception. All of these forms of thinking need to work together to resolve the more complex and interrelated issues.

Unfortunately, the very strength of scientific logic blinds many to the fallacy of composition. What may be logically correct in a particular situation could be totally inadequate in the wider scheme of things. The very inflexibilities created by the approach to logical thought tend to block off change in the thinking approach, because there are axiomatic and unproblematic assumptions underlying the very approach itself. It is these assumptions which need to be examined and changed. Both in educational organisation and in our schools, the implications of this new paradigm need exploration.

But not only does learning take place in individual growth. Organisations, too, through the development of a collective culture, are capable of learning. This is a synergistic concept and represents more than the sum of the learnings of the individuals making up the organisation. Argyris and Schon (1978) and Senge (1991) examine this organisational thinking and learning. From the perspective of the organisation, Argyris and Schon would agree with the analysis of the writers cited above:

... our very power to solve problems seems to multiply problems. As a result, our organisations live in economic, political, and technological environments which are predictably unstable. The requirement for organisational learning is ... endemic to our society. (9).

Senge suggests that the learning organisation disavows the notion that the world is created of separate unrelated forces and avows the notion that people can continually expand their capacity to create the results they truly desire, setting free their collective aspiration through new and expansive patterns of thinking. This implies moving from an instrumental view of work to a more sacred view where people seek the intrinsic benefits of their work, consistent with their higher aspirations. To achieve a learning organisation, Senge advocates five interactive component technologies:

- * systems thinking;
- * personal mastery;
- * mental models;
- * building shared vision, and

* team learning.

Explored in more detail in Chapter Three these he suggests need to be assimilated to overcome the tacit view that current reality is a "... set of conditions created by someone else". (Senge, 12)

Argyris and Schon demonstrate that human beings operate according to their own theories of action - or paradigms - which are cognitively based and reflect "...norms, strategies, and assumptions or models of the world which ha(ve) claims to general validity". (10). Human learning they see as the "... construction, testing and restructuring of a certain kind of knowledge". (10).

Organisations too, they suggest, have similar theories of action which inform their decisions. This is not simply the reflection of a collection of individual theories of action. Organisational culture develops only when a group devises procedures for making decisions in the name of the group, delegates to individuals the authority to act for the group, and sets boundaries between the group and the rest of the world. There becomes a synergistic organisational 'we'. Although new members come and go, each member operates according to the rules of procedure established by the organisation.

These rules governing member action, representative of a complex system of norms, structures, strategies and assumptions, are the organisation's theory in use. Actions thus manifest a kind of knowledge as seen from within the organisation. Individuals within the organisation each construct their image of the theory in use of the whole. They continually strive to complete this image, meshing with others in collective interaction to constitute the organisation's knowledge.

The continual modification of individual images in interaction brings about changes in the organisation's theory in use. While some changes can bring about entropy - people leave, taking with them essential information; the environment triggers anti-organisational responses - others can identify mismatches between outcomes and patterned theory in use expectations. The response to such 'errors' may be to bring the outcomes back into line with expectations, modifying actions within the norm range of the theory in use, while maintaining the central features or norms. Such action represents a single learning loop (attributed to Bateson, 1960) which acts to provide stability in a changing context. New strategies and assumptions developed to correct error become embedded into the organisational memory, shared through communication and encoded in the

individual images of each organisational member. Individuals are thus the agents for organisational action and for organisational learning.

Single loop learning is concerned with ensuring effectiveness within a range specified by existing norms. Single loop learning may be adequate in a time of environmental stability. Within endemic turbulence, however, it is essential for organisations to undertake a learning cycle which reviews and modifies organisational norms *per se*. In turbulence, Senge would suggest that single loop responses simply address symptoms, leaving underlying problems to fester. (See for example Senge, pp 102 - 106)

Such situations are often heralded by conflict within the norms governing the theory in use. In public education for example, dissatisfaction with school learning outcomes as expressed by employers and the community has led to a review of the school education system. Within this review some managers see that the outcomes are not in line with the expectations of the Department and undertake various improvement measures such as teacher efficiency reviews, basic skill testing, educational audits, additional inservice, focused programs and the like. Restructuring is a good example of such measures. These measures, devised through single loop learning, are all designed to improve efficiency within existing norms.

However, they all concentrate on the improvement of a limited range of learning outcomes, commensurate with linear thought processes. Students may learn to read better, write more correctly and regurgitate their mathematical facts quickly and accurately. They may even learn to solve linear problems. Their Basic Skills Test results may improve. There may be more students from the public education system within the top results of the Higher School Certificate. But when they reach the real world of complex interrelated problems that require interpretation and integrated application of their learning, often in a co-operative, intuitive and creative way, they find their rationally based learning has been inadequate. The complaints still flow from employers who require applied learning. (See, for example, the Finn Committee Report, the Mayer Committee Report, and the Carmichael Committee Report and the Survey of Employer Views conducted by the New South Wales Board of Studies). Moreover, even if learning allows students to provide solutions which foster the extant technical paradigm, the larger, more fundamental discontinuities will still exist. Their learning, even in higher order rational problem solving needs to become holistic, pragmatic and responsive, but purpose driven.

The perspectives presented above suggests that what is required is a review of the fundamental assumptions behind the type of teaching and learning which has become the norm of the system. Such a review and its consequences would create considerable instability and insecurity in the teaching force. Interactive teaching is much more complex and difficult to implement. It requires personal sacrifice of a sense of efficacy, over a long period of rebuilding. The outcomes are initially seen as questionable and hard to measure, particularly since poor implementation of apparently similar practices in the past has led to disastrous learning outcomes, even in terms of the instrumental paradigm. Thus the requirements for such a change come into conflict with the requirement for predictability and stability so essential when handling groups of thirty children.

Engaging such conflict requires inquiry which is quite different from the single loop learning that improves efficiency within existing norms. The 'error' in school outcomes cannot simply be corrected by doing better what is already being done in schools; by getting teachers and students to perform better under existing norms. In fact the more successful that linear learning becomes in terms of instrumental outcomes, the more entrenched it becomes. Success, within the limited paradigm, itself provides a considerable barrier to holistic, purposive, integrated, intuitive and creative application. Students become schooled to dismiss anything other than the logical and 'right', thus becoming unable to comprehend and apply the broader patterns. As noted above, the very power of rational thought to solve linear problems tends to multiply seemingly unsolvable non-linear problems.

In essence, the incompatibility between the norms of stability and predictability and the norms of higher order learning and purpose must be resolved. From this resolution, organisational norms will have to be restructured, subsequently restructuring the strategies and assumptions associated with those norms, embedding them in the images of individuals to be effected as theories in use.

Such double loop learning thus links the detected 'error' not only to strategies and assumptions, but to the very norms that guide effective performance. It consists of the process of inquiry by which groups within an organisation confront and resolve their conflict. The organisation thus acts as a medium for translating incompatible requirements into interpersonal and group conflict.

Such conflict could be resolved by harnessing current power bases and either expunging the new norm or reaching a compromise solution which reflects none of the essential features of the new norm, but acknowledges that no faction prevailed over another. This is what Fullan (1982) describes as 'false clarity'. It produces for no-one a new sense of the nature of the conflict, its causes and consequences. It in no way presents implications for the theory in use. As such it is not learning.

On the other hand the conflict may be resolved at different levels by:

- * finding new strategies to perform which circumvent the perceived incompatibility of requirements. Within schools, this may include curricula which demand a balance between linear and integrated learning, or professional development which provides exemplars and skilled teachers to assist others in reflection, as a personal process over a long time period. This is then a single loop solution ;
- * trading off between the two norms. In school education, this may mean the provision of adequate social and financial recognition of the immense demands that such teaching places on teachers, or reduced class sizes so that the interaction of a learning network can be facilitated. Thus the learning becomes higher order while the teachers' security is protected. This is an example of single and double loop learning in practice;
- * resolving the issues that led to the entrenchment of one norm so that the new norm can be fully implemented. This may mean an analysis of the issues underlying the norms of predictability and stability. There may be other ways of satisfying the personal security needs of which these norms are a manifestation. If so, the implementation of such ways would then allow teachers to devote their energies to the purpose of their job - teaching and learning. This is double loop learning *par excellence*. It may lead to new priorities, reweighting or restructuring of the norms that underpin the organisation's theory in use, as well as changing its strategies and assumptions, and
- * resolving the issues that led to the entrenchment of a norm or norms which give only a partial picture of reality and lead to the resolution of problems which in turn lead to the creation of more problems. These norms are then

replaced by norms which entrench the holistic human values of meaning, purpose and joy, ensuring personal fulfillment in a integrated context of sustainable social and natural development. This is multiple loop learning and results in a touchstone of substantive values.

In practice there may be a need for constant iterations of the process, uncovering an interconnected web of norms in a dynamic pattern of reality already described by the writers above. As defined in this thesis, multiple loop learning includes not only the manner in which the norms of an organisation are reviewed in terms of their ability to address the external realities that determine the organisation's continued existence. It is also learning that reflects a recognition of, and adjustment to, the multiple reciprocal linkages that the organisation serves in society. Multiple loop learning is a mutual and strategic concept. It is mutual in its recognition that each organisation makes a contribution to the society in which it operates and, in terms of the chaotic interlinkages with all other parts of the universe, the wider world in general. It is strategic in that it links the organisational norms to those of the culture, not only in a reflective sense but in a meaningful and purposive manner.

The long entrenchment of stable external conditions in which organisations such as schools have previously operated has led to the continued refinement of single loop learning. Some organisations have also undertaken the double loop learning processes necessary to reposition their central values for survival in a turbulent world. On the other hand the turbulence does not seem to have fostered development of the more complex multiple loop learning that is now needed to make organisations both sufficiently responsive and positively contributing. Organisations not only need to be able to operate in a world of turbulence. They need to make a contribution to a changed cultural paradigm that moves social hegemony from the instrumental to the innately valuable.

It is obvious that organisational learning must be at a turning point. It is essential that our organisations accept this new challenge, melding single, double and multiple loop learning, if they are to answer the problems that an over emphasis on single loop learning has created. But the answer is not simply the double loop learning that repositions for survival. It must lie more in the multiple loop learning that makes a contribution to the change in paradigm.

From all of this proof of the need for a paradigmatic shift, how is a large public education system like the New South Wales Department of School Education to respond? Reform is axiomatic; in fact constant organisational responsiveness is essential as the grounds of external purpose constantly shift. But as Deal suggests, in the classroom "...wave after wave of reform has left the deeper characteristics of schools and classrooms unchanged". (Deal, 1990). Sungaila notes "... the quality of teaching and learning remains largely unaffected". (Sungaila, 1991).

Tofler has argued that the 'machine paradigm' - the reductionist mechanistic world view of scientific linear relationships - still dominates educational administration. (See Tofler, 1984). But, as Capra and Birch indicate, within science itself, a paradigm shift is underway. A shift towards "...a more holistic approach.." has been "...gathering momentum for over a decade...". (Sydney Morning Herald, 1991 (i)). Paul Davies notes "... this monumental paradigm shift is bringing a new perspective on human beings and their role in the great drama of nature. There is a profound transformation in the way scientists view their world...". (Sydney Morning Herald, 1991 (i), 26).

Gleick suggests that this new revolution in science revolves around chaos - the type of chaos where there is a "... delicate balance between the forces of instability and stability (1987, cited in Sungaila, 1991, 2) where change, disorder and process have replaced order, stability and equilibrium. No longer can things adequately be reduced to their parts, because in doing so an essential synergy is lost. As Briggs and Peat suggest "...everything is interconnected to everything else... the smallest influence can cause explosive change". (Briggs and Peat, 1989. Pp 127 and 87).

For schools and the systems that control them, this paradigm shift in their administration is long overdue. Schools need to be non-linear and dynamic, yet the organisational approach to their administration has been rational and standardising. In the turbulent post-modern society, schools need to act as open systems, taking in influences, absorbing them in a dynamic value-driven manner which defies internal equilibrium and discards the entropic effects of obsolete or lower priority aspects. Thus they maintain a "... globally stable space time structure..." (Jantsch, cited in Sungaila, 3), achieving an orderly disorder which is the essence of chaos - the delicate balance between the forces of order and the forces of instability. This is the concept of true school renewal.

Conclusion

The analysis above indicates that the political agenda in New South Wales is one which separates power. Areas of policy determination are separated from areas of implementation so that the latter have no access to the budget other than that established by policy. This separation aims at fulfilling the public interest while aligning the private interest of public service managers to the politically generated agenda. Along with other education systems throughout the world, corporatisation is being implemented to increase the flexibility and client orientation of public authorities, while privatisation removes 'soft' line access to the public purse.

An element of the corporatisation process is the restructuring of previously centralised bureaucracies such as the Department of Education. This restructuring entails the 'rightsizing' of administrative support to carry out only policy making and regulation. Schools, on the other hand have been devolved authority to make responsive local decisions. All stakeholders in issues thus have a part in addressing them. Regulation by the testing of outcomes, by performance appraisal, and by reference to the satisfaction of local stakeholder needs, replaces input and line accountability measures such as monitoring, auditing and inspection.

This restructuring is driven in part by macro-economic imperatives which are creating strategic turbulence as the fast-paced information and service revolutions replace the industrial revolution. Micro-economic responses to these revolutions result in management of change rather than management for stability. According to the perspectives reported above, such management can only be undertaken through linking organisational members to a corporate vision. Each must understand his or her contribution to a valued mission.

But the macro-economic turbulence is only part of a massive global geopolitical disturbance as world blocks struggle to realign themselves. The battle is for new shares of the Earth's ever diminishing resources *vis a vis* the exponentially growing population and the disastrously exploitative use of the planet's resources.

Synthesising data on the world's problems, cultural analysts detect a paradigmatic shift involving a move from a mechanistic approach to thought where the world is made up of units of operation, each technically correct and fitting together to make up the whole,

which is also technically bounded. In this world view, each unit is seen as independent of the system *per se*. In terms of thought processes, single loop learning means that each thought logically follows from the well argued last thoughts. Analysis and synthesis mean that problem solving investigation is simply a matter of finding the elements which make up each unit of operation, examining their inter-relationships and posing the correct solution. Applied to all facets of life, critique, debate and correctness are revered. The whole is always the sum of its parts. This approach, when applied to educational reform, has tended to ensure the entrenchment of the *status quo*.

The recognition that a rational approach alone cannot adequately explain the complexities of chaotic, interdependent world operation is leading to fundamental discontinuities in thinking. Substituting double loop learning for the logic of single loops, creativity, lateral and constructive thought is needed to balance destructive approaches. The rational is seen as simplistic, unable satisfactorily to explain the complex interrelationships of systems within systems. Each element is seen to have an impact on all others. The resultant interactions can be explained less by science and more by intuition and carefully honed, socially shared, perception. Multiple answers to complex problems are being sought, their application depending on perceptive analysis of individual situations. The synergistic effect of the whole being much more than the sum of its parts is becoming revered as a realistic approach, more closely aligned to the apparently chaotic yet interactive operation of natural forces. It is this total understanding which must be applied to education reform both at system level and in each school.

The paradigm change has wide ranging ramifications for the organisation of the New South Wales Department of Education, and for each of its schools. It has implications for approaches to management, leadership and work practices. It has critical implications for the substantive elements of the purpose of schooling, its function, its curriculum and pedagogical practices. As a consequence, the paradigm shift necessitates changes in the approaches to professional development and to implementing change. In other words, the paradigm shift has implications for the culture of public schooling.

It is now appropriate to explore the literature further for the concepts that can provide insight into the operation of the type of systemic culture necessary to foster a public school education organisation that fulfils the requirements generated by the context. Obviously, the complexity of the context requires the exploration of criteria by which whole system norms can be challenged.

CHAPTER THREE

LITERATURE REVIEW

Introduction

From the analysis of context in Chapter Two it is evident that educational reform of the New South Wales public school system can be viewed as part of a worldwide phenomenon, not simply in education, nor just in organisational change. In fact such reform can be seen as part of a large scale turning point in thinking, a shift in paradigm. The chaotic interrelationship between all elements of operation, at world, nation, system or school level, implies the necessity to examine organisations as a whole.

To this end, a review of selected literature from a variety of fields is examined here. This literature is drawn from disciplines including organisational theory, curriculum implementation, management development, leadership, human resource development, organisational culture and change. Each of these apparently separate areas of study influences the shape and operation of a public education system such as the one under study. As identified in the previous chapter, however, there is a need for a comprehensive, vertically and horizontally consistent theory that underpins an organically responsive culture and operation, focused on the development of integrated rational and intuitive learning.

As a background for an analysis of system operation by Michael Pusey (1976, 1981), the literature review begins by examining the historical operation of the New South Wales public school system. Much of this material comes from unpublished internal documentation, some of it generated in response to calls for reform in the late 1980s. From this background, system dysfunction is analysed to make explicit many of the organisational difficulties that some administrators perceive as blocking the effective functioning of responsive, problem resolving, schools.

A fundamental structural framework is identified, showing that organisations operate such that psycho-social, formal and technical dimensions interact to produce the cultural response of the organisation - its ethos, principles and procedures - its view of the world. A syndrome of dependence is identified as a significant underlying assumption of Department and school operation, creating significant blocking forces to the

implementation of a changed paradigm. Pragmatic congruence of the organisational dimensions is advocated as a means of overcoming both the dependence syndrome and system dysfunction. More recent work by Davis and Mink (1992) builds pragmatic congruence into an organic organisational structure.

Literature which analyses educational purpose, function, curriculum, pedagogy and learning outcomes is then examined. From four orientations identified in the literature, a practical curriculum orientation is advocated as most suitable in the dynamic world of post-industrialism. This approach to curriculum is oriented to developing holistic problem solving abilities and meaningful knowledge in the mind of the student. It is set in the context of successful living in a supportive and responsive society. To establish the central touchstone values of this curriculum orientation, a pragmatically holistic procedure is proposed, rather than a list of criteria. Pragmatic holism is a concept advocated by Jim Walker (1987). Such a procedure overcomes the controversy while ensuring that the orientation is cohesive, aligned to its values, and non-eclectic. The major focus, view of knowledge, curriculum structure and preferred pedagogical practices of this orientation, are all examined.

To implement such a complex personalised curriculum orientation, it is essential that management approaches are aligned to the touchstone values inherent in the curriculum. The literature on management is reviewed, especially that of Peter Drucker (1989, 1990), Caldwell and Spinks (1988), Dunphy and Stace (1991), Beare, Caldwell and Millikin (1989), all focusing on the principles of organic management. This approach involves ongoing strategic analysis to clarify the *raison d'être* of the organisation. The future organisational vision is kept strategically aligned with that purpose and develops procedures in line with its vision. Simultaneously, it sets unequivocal organisational goals but allows independent operating units to carry out those goals in ways designed to address specific situational issues. In a multidimensional organisation structure, continuous interactive information flows facilitate constant readjustment, both internally and externally, to keep the organisation in strategic alignment. Collegial teams of stakeholders and implementers combine synergistically to resolve issues faced in the operation.

Literature on leadership, especially that of Sergiovanni and Starratt (1987), Sergiovanni (1987), Evers (1987), Walker (1987), Starratt (1988) and Leithwood (1992), is then reviewed to help analyse the function of the Principal, school

executives and Departmental officers in creating organically functioning schools. Such schools, it is suggested, have the characteristics and features to make the education of their students strategically aligned with the requirements of the post-modern world. Within this section, strategic, educative and cultural approaches are analysed and found to foster the creation of an organisational vision that is designed to carry out the values developed as touchstone. Such transformational leadership operates within a fundamental conceptual framework that aligns the functional reality of operation with the substantive reality of purpose.

For people within the organisation to carry out the organic operation such that it remains aligned to the implementation of its complex purpose, they must be given the skills and understandings that the organisation requires. Concentrating on the work of Sergiovanni and Starratt (1987), Watkins (1989, 1992), Fullan (1991), and Davis and Mink (1992), the literature on professional development is used for this purpose. Technical, neo-technical and human relations approaches are examined and found wanting in this respect. Human resource approaches, on the other hand are shown to offer opportunity to address both the personal professional development needs of organisational members and the needs of the organisation *per se*. Recognising the long-term nature of social learning, the review advocates a comprehensive approach. Holistic co-learning is the process which, it is suggested, best helps the teacher to understand and analyse student learning needs, empowering the teachers to make informed professional decisions about the interactive learning programs that can address those needs.

To draw all of these apparently disparate perspectives together, the review then undertakes an analysis of the literature on the culture of organisations. Focusing on the work of Edgar Schein (1987), and Peter Senge (1991), and supported in the Australian context by Helen Sungaila (1991), this literature proposes a classification of fundamental beliefs that underpin the daily operation of an organisation. The relationship of the organisation to nature, its view of reality, truth, time and space, its approach to human nature, to human activity and to human relationships, all condition the way organisational members carry out their roles. Because this conditioning is at the subconscious level, such views operate without challenge to direct the organisation.

The literature indicates that culture performs two fundamental purposes. On the one hand, it establishes stable mechanisms to address external survival issues such as the

organisation's mission and strategic function, its consequent goals, means, measurement and correction strategies. On the other, it provides powerful conforming mechanisms such as shared language and category systems, group boundary delimitations, power and status resolutions, intimacy guidelines, rewards and punishments, ideology and religion. These mechanisms address essential internal issues that arise when any group operates to fulfil its external function. The vital message from the literature on organisational culture is the need for external and internal alignment, while ensuring that the substantive purpose of the organisation is not displaced by its functional operation. This forms the link to the leadership approach mentioned above.

Finally the review examines the literature on implementation of educational change, focusing on the type of complex paradigmatic change that is required in the present turbulent context. Using much of Michael Fullan's work (especially 1982, 1991) it is suggested that change is a process, the dynamics of which are situationally specific. In terms of a paradigmatic change of the scope intended for New South Wales public schools, the dearth of literature on the effect of the implementation of such massive system wide change on schools indicates that there is a great need for rich descriptive and analytical data on such change dynamics. Fullan (1992) however, presents the notion that multiple innovation based change frequently will fail unless the whole culture of the organisation supports the values behind the change.

The conclusion from the review is that there is little in the literature which draws together the broad but interrelated working aspects of a pragmatically holistic paradigm of an organic educational system operation.

Organisational Administration

The Department - An Historical Perspective

Since the 1880 Education Act, New South Wales has had a centralised public education system. Its size, and effective control by government bodies such as the Public Service Board and the Department of Education fostered a dynamic conservatism (Manefield, B.L., 1988, 3) which has meant that significant change has been slow, incremental and generally carried out in a bitterly adversarial industrial climate. (Noted in Macpherson, 1989, 2). By 1989, the Department formed the largest central education bureaucracy in the world, employing nearly fifty thousand teachers and over ten thousand

administrative staff. It controlled an annual budget of three point two billion dollars, allocating resources by concentrating all policy and implementation functions at Head Office. (School Centred Education, 1990, pp xii and 19).

Curriculum, personnel and equipment support were distributed to all of the two thousand two hundred and twenty seven primary and secondary schools *via* central formulae designed to ensure that schools received apparently equitable resource provision, regardless of their location in the eight million square kilometre State. A complex inventory control of resource usage was needed to administer this system. (Macpherson, 1989, 5). Control mechanisms such as twice yearly school monitoring, complemented by school level and state wide program evaluation, were implemented *via* the Inspectorate. Auditors regularly checked to see that finances were being spent in strict accord with Departmental procedures. Complex central administration of salary payments, staffing allocations and movements, professional development and support services, all made for unwieldy delivery systems, often unable to target the needs at the school level.

Ouchi (1981) would describe the organisation as "Type A". Very useful in carrying out standardised tasks and creating tight adherence to policy, such organisations centralised control by maintaining status differences through line management and supervision.

Macpherson (1989) notes what he terms "provider capture" - total control by the Department and its teachers - in his description of the difficulties this centralisation created in terms of limiting equality of opportunity, choice, access and parental input to school governance. Further analysed below, the standardising nature of tightly structured and monitored operations tended to create a relatively deskilled teaching service and largely symbolic leadership. Its outcomes in terms of student learning tended to be limited not only to the academic disciplines, but to a concentration on content within the academic. Holistic application of learning in making personal and social meaning was not generally part of the outcomes.

A bureaucratic culture pervaded the public school system. Although the effectiveness of teaching and learning is the key to the purpose of school education, because this bureaucratic culture tended to redirect and confuse the purpose, it is appropriate to analyse it, particularly in the context of the Schools Renewal changes.

Bureaucratic Culture

Michael Pusey's comprehensive analysis of the bureaucratic operation of education departments across Australia (Pusey, 1976, 1981) provides in-depth understanding of the dysfunctions preventing responsive and purposeful operations. Pusey suggests there is a "... tendency of bureaucratic organisations to become rigid, formalistic, and to some degree incapable of achieving their own goals". (1976, ix). Inertia, inefficiency, and resistance to change are accompanied by a series of ways in which organisations alienate both their clients and their employees.

The 'one best way' method of administration establishes several basic and uncompromising principles which make it impossible to tailor problem solving solutions to particular situations. These principles mean that all tasks must be :

- * specified, categorised, regulated, co-ordinated, and assessed in terms of
- * the common criteria of efficiency and economy, and this is best done
- * through the integrated hierarchical structure where final authority rests with the Director-General and is progressively delegated through six to eight levels of structure.

Pusey suggests that

(t)here is in reality 'no one best way' of administration. Effectiveness requires that the shape of the structure must depend on several factors of which the most important are the particular characteristics of the task and variations in the nature of the social and economic environment. (1981, 3).

The demands on school education stem from the social and economic milieu. Rapid social change has brought with it apparently conflicting demands on the education system. Responding to the enormous diversity of these demands and their apparently contradictory nature means that the system goals have tended to lose coherence. As a consequence the bureaucracy has lost the very essentials on which its legitimacy depends; namely clear, precise and self-validating goals, means and working criteria for:

- * differentiating, categorising and allocating tasks;
- * internally assessing efficiency and effectiveness of schools, staff and educational achievement;

- * resolving conflicts within and between competing claims;
- * demarcating the boundaries of 'school' operation and responsibility, and
- * demarcating between the individual private staff member and the demands of the work role.

Where tasks are indeterminate, unprogrammable, non-standardisable and situation-bound, their application has to be revised constantly through consultation and interaction in light of aims, values and knowledge of local people carrying out the tasks. Such tasks need co-ordination from the bottom up, requiring a much flatter, organisationally supportive, structure. Responsibility for design and construction of the tasks stays closer to the work place.

Moreover there is "trained incapacity" (Pusey, 1981, 5) to deal with particular cases in any organisation that relies on regulation and formal control to implement its procedures. These sanction powers are viewed as personal threats. They are responded to by withdrawal and the call to delimit the boundaries of decisions. This alienating reaction is a symptom of coping within a deeply entrenched "dependence syndrome". (Pusey, 1976, Ch 5).

The dependence phenomenon occurs because all involved in school settings, be they teacher, administrator, Principal or student, spend so much time in face-to-face contact that their work situation provides a significant input into their socially derived personal image. As such, they depend greatly on what others think of them. Self-disclosure inevitably carries emotional risk which most tend to reduce by various means.

Students tend to curtail their natural exuberance and curiosity by conforming to quiet work routines. They avoid standing-out in the class, in a sense, hiding from the potentially negative personal repercussions that are associated with judgement by an authority figure. They strive to delimit the work requirements so that they can put in as little of themselves as possible, thus avoiding potential revelation of inadequacies.

Teachers respond to this lack of commitment to real learning, and in fact reinforce it, by use of didactic approaches based on formal hierarchical control mechanisms, including delimiting the knowledge and determining that which is legitimate. School life, for both teachers and students, becomes sealed off from reality, alien and impersonal.

Teachers themselves are vulnerable to this dependence syndrome. They are isolated from students, the school executive, and often their community, which views them as authority figures, as out of touch, or as industrially selfish. The nebulous and interpersonal nature of the practice of teaching, discipline and rapport leaves the teacher open to job performance judgements which reflect personal attributes, creating a psychological, as well as a professional, dependence.

Hierarchical supervision arrangements mean that the formal authority dimension tends to dominate school life. The application of such formal authority adds to the insecurity and dependence of the teaching staff, who withdraw as do their students. They, too, create social distance and seek to delimit their work environment. Especially in the realm of real understanding of classroom operation, Principals are given scant access. Decisions they take are made largely in ignorance of specific issues. Credibility can thus be maintained only in technical areas and *via* formal authority structures.

Similarly, the information access for parents and the Department is limited to the formal or to hearsay. In the case of parents, this often leads to disenchantment with the public school system. In the case of the Department, formal distance isolates the upper echelons from the reality of operations. The only way the upper strata can remain viable is *via* the formal administrative mechanisms, which become a burdensome price for withdrawal. Infrequently do such mechanisms attend to the issues that must be addressed if flexible, higher order, contingent functioning is to be implemented. Formality and inflexibility, control and compartmentalisation, rigidity and 'one best way' regulated approaches all flow directly from the dependence syndrome.

The result is a rigidified operation, all decisions being defended in terms of Departmental procedures and regulations, rather than in terms of situational appropriateness and problem solving capacity. This in turn alienates clients and staff, giving rise to complaint and causing personnel to adhere even more closely to regulation. This avoids supervisory censure. Vertical disintegration of purpose occurs as organisational goals are displaced by personal or subgroup survival goals. Each level in the organisation pursues its own goals rather than the common organisational goals.

Conforming with the dominance of the formal dimension, attempts to change organisational structures often have been by decree. This is based on the naive assumption that legitimisation will ensure acceptance. It assumes that participation,

motivation and compliance can be taken for granted. In fact legitimacy depends more on the worker perceived ability to resolve pertinent problems of the task, the "practical rationality" (Pusey, 1981, 6) of the change, rather than on any legal enactment. Without such substantial legitimacy, the change will be subverted, ignored, or accepted in the short-term and on the surface of operation, being perceived only as a means of further control. As Pusey says:

(t)he law and the structure can command neither legitimacy nor motivation. Motivation and commitment depend on unrestricted recourse in ordinary speech to values, norms and practical knowledge which are a dimension of the culture and the social milieu in which they are actually working. (1981, 6).

Paradoxically, however, both the Departmental administrators and the teachers through their union have so depersonalised and regulated the system to ensure their own and the system's protection that the only change which will be accepted must conform to the current restricted, top-down regulations and boundaries. These seek the impossible and inappropriate guarantee that the change will result in exactly the same response in every other public school in New South Wales. Thus the schools and system are locked into a mutually disabling power game in which both parties, the Department and the teachers, reciprocally lose influence over each other. The result is an unresponsive education system.

Being placed in a position of responsibility for classroom work outcomes, over which they have very little effective control, both the Minister and senior Departmental officers have in the past attempted top-down reform. Such reforms seem to fall into one of three categories:

- * formal changes in the prescribed school curriculum;
- * new formal structures set up by the central administration, or
- * the expansion of pre-existing services and facilities.

Each proposal tends to threaten the protective shield of regulation and standardisation, foredooming it to assimilation within the structure it was designed to change. Overall staff rejection of the changes is generally met with further regulation to force acceptance. The reforms end up adding further weight to the central structure with little reform of educational practice. Sungaila's (1991) analysis of this issue is presented in the section on culture, below. It is strongly reinforced by the findings overseas of researchers such as Sarason (1990) and Deal (1990).

Although the Scott changes *per se* can be viewed as imposed formal restructuring, it is contended throughout this thesis that they may provide an opportunity to create a fundamental change in the culture and ethos of the school and Departmental operation. It is suggested that the environmental context requires there to be a change in the basic educational values, attitudes, goals and methods seen by each school as best to serve the needs of its particular community of clients. As Fullan would suggest (1986), it is essential that such extensive change be accompanied, not only by support, but by the pressure of official sanction.

Because of the present bureaucratic ethos, entrenched from the top down to school staff and parents, there is likely to be much resistance to the spirit and intention of the new policies.

Like most other bureaucratic organisations, the system is partially paralysed by internal forces which remain largely unaffected by the provision of new resources and by formal changes to its work prescriptions. (Pusey, 1981, 5)

Theoretical Perspectives of Organisation

To analyse further the problems inherent in the system and in previous reforms, three theoretical bureaucratic views of the organisation are pertinent. Each of these theories is summarised below. The present changes are examined to see with which theory they tend to accord. Essentially it is shown that parts of recommendations of the various reports and reviews can be attributed to each theory. The purpose of this exercise is to demonstrate the practical inadequacy and simplicity of any single dimension approach to organisation. Pusey suggests that what is needed is a more fundamental drawing together of various theoretical perspectives, not in an eclectic manner, but in a congruent and directed way.

Ouchi (1981) would suggest that this is a move toward a "Type Z" organisation where a strong culture influences direction and where status differences are reduced. In such an organisation, power is facilitative, manifest through people rather than over them. It allows participants to find meaning in their work, meet higher level needs and develop enhanced capacities. It increases productivity, gains greater participant commitment and facilitates deeper second-order change. It acknowledges the innate complexities of organisations that operate in diffuse and turbulent environments.

The Weberian View

One theoretical view of organisations advocates that the redistribution of formal authority is the key to improvement. Within this decentralising view, debate centres on the conflicting requirements of accountability and autonomy. The thrust is the redrawing of organisation charts and regulations, specifying and separating different areas of responsibility. Change is conceived as a rationalisation of structure.

Taken in isolation there is a perception that the Schools Renewal recommendations stem from this view. The formal structure of Departmental operation has long conditioned the culture of actions at all levels. Pusey notes that subordinates are fearful of any deviation from official procedure. Rules are applied without regard to the nature of the case at hand. The assumption is that there is 'one best way' to accomplish the organisation's tasks. This ritualism tends to produce a trained incapacity to behave intelligently, creatively and productively to achieve the purposes of the organisation.

Within the Schools Renewal thrusts, there is an attempt to reduce the number of levels of the hierarchy, while at the same time redefining the whole operation by removing many of the abstract rules and regulations. These strictures ensure that each official conducts work within the bounds of legitimate authority by applying general rules to all particular cases. Within the Scott intents, outside ties and risk-taking are to be encouraged. Senior officials are no longer protected from arbitrary dismissal, their decisions being subject to the scrutiny of the impacts.

In the eyes of many, these bureaucratically decentralising features loom large as part of the sweeping changes wrought under Dr. Metherell. Because the underlying assumption is that performance depends primarily on expertise, and on the quality of technology, rigorous courses and the provision of upgraded physical resources form the new thrust. Different ways of arranging educational operations, the application of objective testing and performance evaluation procedures are to be matched by attempts to upgrade the professional training of teachers.

Apparently in accord with this Weberian theory of organisational change, both change *per se* and the rational legal authority of operation are being devolved from the top down. Each office is under the control of the one above. Similarly, in many areas there is a counter-opposed tightening of the formal structures to obviate the uncertainties arising

from the human factors. On the face of it, a tightening of curriculum requirements, as well as such accountability procedures as basic skills testing of students, the introduction of performance indicators and formal appraisal of staff can all be seen as application of the Weberian principle that general rules can be devised to fit all particular cases.

In terms of the cultural change required for school operation, however, and in recognition that the provider capture syndrome can prevent the substantive implementation of that change, some elements of top-down thrust may be essential to give legitimisation, particularly if the Cluster Director position is intended to provide the long-term, socially-based, educative leadership required to break down and rebuild the culture. Rather than this simply being a Weberian thrust, it may be more an example of the complex 'tight and loose' coupling concept. This concept, examined in the leadership section below, establishes a united purpose and direction while allowing pragmatic flexibility in the manner and method of achieving the purpose.

The Technical View

Based on a mechanistic approach, another view seeks to rationalise the organisation on a more scientific basis. Within this rational view there is a need to restate more clearly the aims of the organisation and then base its decisions and methods on properly analysed data. Although education is seen as an "extremely complicated technical problem" (Pusey, 1976, 13), according to this view, it can be solved by research, planning and design. A vision must be created of the future state required. Then goals must be set, each clear and achievable through proven means. However as soon as these means become ends in themselves, the system becomes self-justifying and resistant to legitimate outside purpose and direction.

In terms of the present changes to education, some elements can be perceived as stemming from this theoretical base. Both primary and secondary school curricula, for example, have been redefined into Key Learning Areas, each structured in accord with a core curriculum concept. The redirection of resources from personnel to physical provisions, such as computers, reflects the goal/means concept in operation. These items are seen as an essential technical component of the modern school. The organisational split between human resource development and curriculum implementation is designed to improve the technical performance in both areas, even though they are essentially

intermeshed. Both training and curriculum implementation are reduced to technical rather than personal problems. The aggregation of data from within the system is yet another technical approach. For example, data from system designed tests is gathered and aggregated to determine the gaps in performance. Resources are then redirected to overcome the deficiencies.

This type of objective directed operation insists that goals be defined operationally and thus 'one best way' can be specified. Competing goals must be eliminated while discretionary decision making must be curtailed as it moves down the hierarchy.

While the model may work for rational and determinate tasks, Pusey notes that for those that are required in an unstable and non-specific setting, the model has severe limitations. Where educational outcomes are relatively easy to measure, such as in technical manpower skill areas, it is possible to demonstrate the relationship between inputs and outputs, effectively programming to ensure productive results.

In the inherently indeterminate realm of socialisation, however, where the total development of personality and integrated learning is the aim, such goals as citizenship, creativity, sensitivity and sociability, social values and attitudes, such notions as family, parenthood, religion and society, all introduce intuitive and subjective elements (social, emotional and aesthetic) which are intangible, diffuse and contain conflicting elements.

Choice becomes largely a matter of personal judgement and compromise. The teaching/ learning interface involves constant response, based on intuition, sensibilities, judgements, spontaneity, interaction and resort to a personal array of knowledge, depending largely on the mental processes and prior experiences of each of the students. It can never be uniform or substantially predictable. In such indeterminate task situations, the influence of the social web of relationships will largely replace the rational formal order.

The Psycho-Social View

Based on human relations theory, the third theoretical view revolves around the psycho-social structure of the organisation. Schools are seen to fail because they have a broad socialising role, yet they alienate a proportion of their clientele because they are not

oriented to addressing the growth needs of individuals, be they staff or students. This view centres on improving the quality of human relationships, motivation and participation. It concentrates on creating a more supportive school environment with greater freedom of choice and action. Community involvement is seen as a means of overcoming bureaucracy and professional chauvinism, making the schools more responsive to their particular milieu.

Certain elements of the proposed changes can be viewed as stemming from this theoretical perspective. The move towards school council control of the policies, resources and programs of the local school, is an example. Whilst initially seen as threatening the power and control of both the Principal and the teacher, this is intended to establish substantive legitimate relationships between client groups and providers. It is contended that the growth needs of individuals are identified better at the local level. Thus flexible resource allocation, school controlled inservice funds, relief day allocations, and the thrust of developing a purposeful local team, all provide flexibility to address concerns stemming from the psycho-social dimension.

Human relations improvement alone, however, is not sufficient to create a flexible and strategically viable organisation. Pusey (1976, 25) points out that motivation depends upon more than the money incentive or the threat of dismissal. The human relations school of thought, exemplified by McGregor's "Theory Y" (1960), tended to replace the rational/formal with the concept of permissive leadership, contending that the contributions of an individual to an organisation depend not simply on the formal relationship but also on the emotional and psychological qualities of the relationship. A climate supportive of interaction between workers was seen as the key to participation.

However there is a tendency in this school of thought to understate the role of structural, technical and environmental factors which are outside the control of the leadership. There is also a failure to recognise that in some technical areas of operation there is a 'one best way'. Similarly there is a false assumption that the motivational needs of participants are uniform and invariable, ignoring the fact that individuals are motivated by a variety of needs such as "...achievement, power and affiliation". (Pusey, 1976, 27).

These criticisms can be addressed through participative management and group decision making, for example, establishing interlinking committees which allow face-to-face

communication, a most effective way of governing the work of the organisation. This recognises the psychologically based phenomenon that:

effective work in indeterminate and complex professional and managerial situations clearly requires a high emotional investment, commitment and involvement. But at the same time this emotional investment is an act of self-disclosure which makes the individual more emotionally dependent on the responses of others, and thus more vulnerable.... If the individual feels threatened by this situation, he will play safe by mechanically applying officially approved rules and routines in a counter productive way. (Pusey, 1976, 27).

The problem solving potential and liberating effects of interaction in small groups can overcome this problem. The qualities and skills of the interpersonal relations between people within the organisation determine its efficacy.

... given supportive groups and sensitive leadership, authority will reside in the groups and can then be expressed through the social medium of group norms, rather than as an impersonal legal imposition. (Pusey, 1976, 28).

This group leadership is the collegial style of operation in which authority is expressed in social terms.

It is important to note, however, that there are inherent difficulties in school operation which are neither fully acknowledged nor addressed by the human relations approach. One of these is the fact that school work involves constant face-to-face interaction, much of which may be negative and threatening for both administrators and teachers. These concerns cannot be screened out; their legitimacy must be recognised. Similarly the natural existence of conflict must be acknowledged. There is a tendency to think that deepening interpersonal relations will remove conflict but this is naive. In situations where there is clearly one winner, face-to-face contact often can exacerbate personality conflicts. Even where the results of conflict can improve educational outcomes, the stresses of keeping a large group of students progressing with their learning can make the effort seem too costly.

Thus, none of the three approaches to organisation provides sufficient cogency or breadth to address the complex issues facing public education. The fact that elements of the present restructuring can be used to illustrate the operation of each of the approaches

indicates that the changes in the New South Wales system are coming from either an eclectic view of the organisation, or they are part of a more complex scheme not recognised by the organisational theories cited above.

Pragmatic Congruence

Pusey (1976) demonstrates the inadequacy of the three theoretical approaches and proposes a fourth approach which he sees as more comprehensive and contingent, better able to provide organically flexible organisational answers to real issues. What Pusey proposes is pragmatic congruence, as shown in Figure 3.1. Pragmatic congruence is a zone of substantive reality between the non-rational psycho-social realm and the rational formal authority and techno-logic of the operation. The practical interrelation between these three factors is contingent upon environmental factors and the nature of the organisation's tasks.

Each of the three dimensions shown in Figure 3.1 interacts with the others in an interdependent, dynamic system. Change in one element sets up reverberations which affect the others and the relationship between them. The interplay between the elements depends largely on the degree and kind of uncertainties with which the organisation must deal.

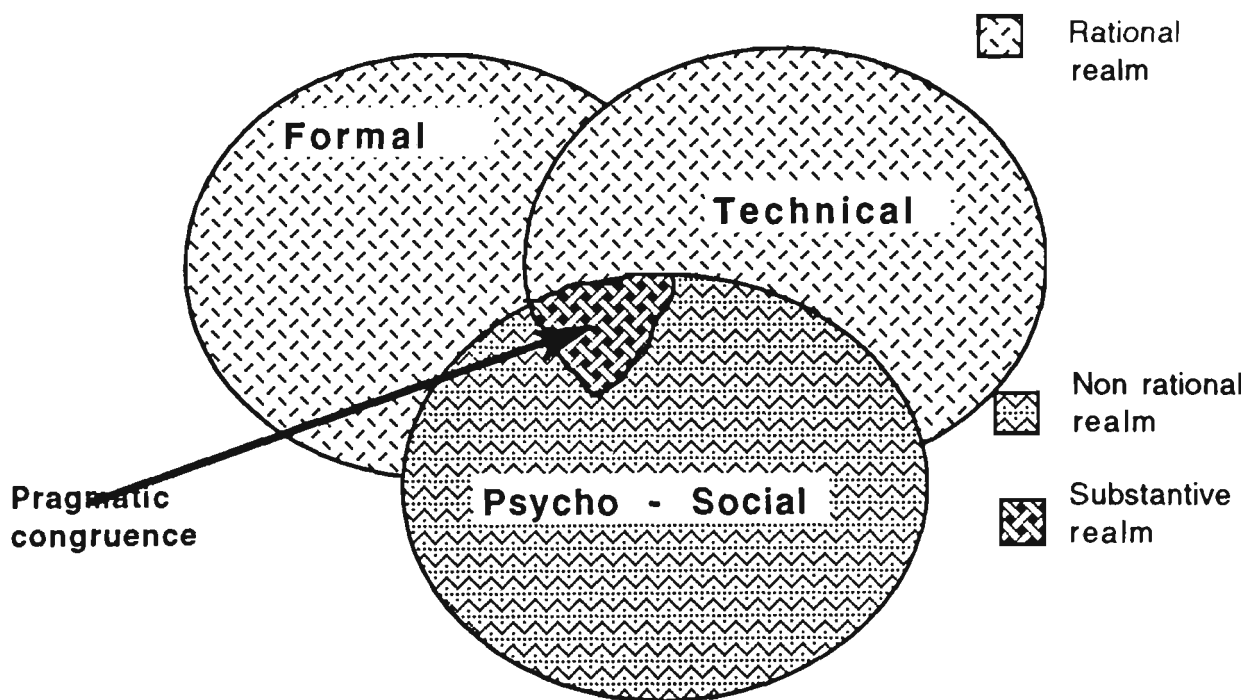


Figure 3.1

Interactive Dimensions of an Organisation (after Pusey, 1976)

Contingent operation in fact varies both vertically and horizontally. At any one level there will be issues that require resolution through dominance of the formal authority dimension. For example, at the school level, when the boundary setting phase of teaching is being undertaken, prerequisite skills must be inculcated. Without authority, students will not be trained in sufficient social or analytical skills to move to a more informal phase of learning which has potential to deepen meaning and open up new learning vistas. On the other hand, if the formal authority is exerted such that the students learn only to operate within the schooled requirements, their learning will be narrow and have limited meaning.

Similarly, at the level of regional operation, the strict application of job divisions can lead to delays which hamper the resolution of a problem that affects the learning of students in a school. For example, viewing properties issues as buildings alone may mean that maintenance is carried out fairly and efficiently. However it may be possible to resolve a low priority properties issue which has been creating staff disharmony and causing a lowering of staff morale. On the other hand, the regular technical operation of account and salaries payments generally requires nothing other than formal authority. It is the overview linked to the purpose that creates the synergy of the operation.

At the central level, one administrator may require school action to implement a particular program, but individual schools may not be in a position to give that program priority at the time decided on by the central operation. Because of the generally unpredictable and complicated nature of school operation, school personnel are in a far better position and have more relevant information to make informed decisions about program implementation than are central administrators. On the other hand, significant emerging central policy matters such as environmental education may require strong central directives to ensure that they are implemented for all students regardless of the personal commitment of particular staff to the issue.

Pusey suggests that the three dimensions of operation shown in Figure 3.1 are in constant tension. Tensions between the authority structure and the individual/social dimension are greater in organisational settings where the task depends on the expression of emotions, values, attitudes and sensibilities. The application of formal rules and regulations in such situations could be at odds with the logic of the operation required to resolve the issue *per se*. Where organisational tasks require members to relate to each other under norms of diffuseness and particularism, the operation depends

more on the psycho-social dimension than on either the technical or formal. The team required to carry out such tasks is more than the interlocking web of impersonal technical functions, or rules and regulations. It is a social entity, expressing synergy, more than simply the sum of its parts.

It is Pusey's thesis that effective performance depends on the degree of pragmatic integration of the dimensions as measured by the perception of their convergence in reality, shown in the Figure 3.1 as the central hatched area of substantive reality. This convergence, the pragmatic congruence of the dimensions, creates the problem solving synergy of the operation, directed towards satisfaction of the purpose of the organisation. In part, the extent of this convergence dictates the success or otherwise of the post-modern school system which operates within a changing environment, producing inherently subjective and complex outcomes. This pragmatic congruence, initially defined in terms of the three realms of organisational operation, becomes a basic concept for the thesis and is applied as such in Chapter Five.

The present changes can be used as an attempt to achieve pragmatic congruence. In the context of a post-industrial turning point, this makes more holistic sense than simply the application of any one particular dimension in isolation. This is demonstrated above by the fact that various elements of the proposed changes to the school education system appear to come from all three theoretical views and dimensions of operation. But approaching convergence can itself take different forms and a note of caution must be introduced. Without a more comprehensive understanding and approach, convergence can be counter productive to the purpose of the organisation.

From the logic of the bureaucratic dimension, the negative impact of the dependence syndrome may be addressed if formal authority is devolved such that authority holders are forced to allow subordinates to participate in decisions about defining and assessing their own performance. Alternatively, the right of appeal to a higher authority about disputed decisions is seen to help nullify the threat felt because of the dependence syndrome. Thus bureaucratic operation can tend to propose convergence while still in fact fostering the dominance of the formal dimension.

From the viewpoint of the human relations approach, productivity is seen as dependent on the extent to which the individual can trust seniors and find emotional support in the group. Building up this trust and emotional support structure is thus the human

relations answer to the dependence syndrome. It still allows, however, for the psychosocial dimension to be out of alignment with the other dimensions. For example, performance assessment situations, even when carried out by trusted superiors, are still seen as essentially subjective and can lead to insecurities. At the same time, in the name of maintaining and building trust, supervisors frequently fail to ensure that the technical skill level and competence of their staff is sufficient to carry out organisational requirements which are needed to address the purpose of the organisation.

The technical dimension provides another apparent means of breaking down the dependence syndrome, yet still allows the dominance of one dimension. From the technical viewpoint, defining, programming and assessing, according to objective criteria, is seen as a method of eliminating subjectivity. On the other hand the very pressure to achieve the range of objectives exacerbates the tensions and delimits the tasks. Thus this approach alone cannot adequately answer the organisational requirements in a diffuse environment where an integrated and customised product outcome is required.

Even the approach advocated by Pusey has its limitations if used alone. For example, where subtasks and delimited outcomes cannot adequately be defined, the contingency approach outlined by Pusey would have the superior establish a close personal relationship with the subordinate and the subordinate with his/her peers so that trust is established and a check kept by the superior on the operation of the group. Formal authority is re-expressed in the form of group norms.

Pusey himself notes, however, that the latter structure can only be effective in a public education system where the government does not require a level of specificity in the accountability structure which can only be achieved, for example, through written formality. The formal dimension has to be more intrusive the more specific the operational information required by the government. In fact the accountability requirement can become so specific that it can generate counter productive reactions in the social dimension which defeat the purpose of the technical operations themselves.

Pusey suggests that decentralisation, of itself, will not work either. It simply structurally transfers the control and decision making processes. In fact it could possibly be more threatening by being more local and personal, thus eliciting a response that builds another layer of bureaucratic structure to ensure withdrawal and protection.

Autonomy to Principals *per se* will not work since Principals are already disabled by the personal nature of the enterprise. Local control such as school councils alone cannot work since this adds a further element of uncertainty to the operation. As a consequence schools tend to establish formal measures to reduce the uncertainty, in turn nullifying the influence of the local group.

Little of value can be achieved where the process of regeneration is mistakenly conceived within the terms of the traditional model as the extension of the formal structure or as the refinement of the technology.... The difficulty is that genuine renewal is clearly a social process... It thus depends for its effective realisation on the creative potential of the participants and on the subtle processes of social interaction through which such potential will find expression and release.... The process of regeneration, its spirit, and the more tangible innovations which may issue from it are the expressions of unique groups in particular (social) settings.... The process is all the more painful for the fact that administrators find little support among the majority of teachers in schools who feel threatened by changes in the formal patterns to which they are accustomed and on which they now depend for measures of predictability and certainty that the future no longer allows.

(Pusey, 1976, 122-123).

But, within the limits pointed out above, it is obvious that genuine renewal can only be achieved through a long-term, socially based, locally oriented process that changes the balance between the formal, technical and psycho-social dimensions of operation as shown at Figure 3.1 above. What is needed is for the each school to redefine the balance such that a supportive social dimension allows sufficient revelation of teachers and students as individual personalities so that appropriate technical expertise can be developed. The organisation needs to become less like a machine and more like an organism.

Owing much to the work of Kurt Lewin (1969), Davis and Mink (1992) note three interacting characteristics of such an open organisation:

- * Unity is the integrated wholeness or alignment of the values, purpose and process within the organisation;
- * Internal responsiveness refers to the internal system capacity for change and depends on individual congruence, group sensitivity and group and

organisational goal matching. It depends upon the effectiveness of the gathering of correct internal data, the sharing of the data and the efficacy of decisions made based upon the data, and

- * External Responsiveness refers to the openness and interchange with both the immediate (customers, suppliers, stakeholders) external environment and the strategic environment in which the organisation operates. It includes a reciprocal interchange of knowledge such that both the organisation and its immediate environment are strategically aligned to the wider environment.

These three characteristics operate at individual, group and organisational levels, interconnecting systems being along a continuum between closed and open in terms of responsiveness. At the individual level, unity relates to self-esteem and sense of worth provided by organisational membership. Internal responsiveness is displayed by the ability of the organisation to fulfil the individual's wants. External responsiveness refers to networking such that mutually beneficial actions occur and decision consequences are examined in an open way. At the group level, unity involves shared values and commitment to group goals and tasks. Internal responsiveness indicates group member awareness of, and sensitivity to, one another. External responsiveness refers to interaction between, and alignment of, groups to the organisational purpose. At the organisational level, unity involves structuring according to purpose, mission, vision, key goals and values. Internal responsiveness involves collaboration and interaction to share information, solve problems and provide quality services to one another. External responsiveness refers to the process of gathering accurate information from the immediate and wider environment, processing it through planning, goal setting and system adjustments, and feeding information back to the environment.

Unless the external operating purpose of the organisation can be clearly defined, and internal operation aligned with it, contingent functioning in the form of pragmatic congruence can be organisationally debilitating. Subgroups can define their own purposes, their operation thus potentially pulling the organisation in various directions. Internal functional operation can displace the external purpose, causing the organisation to lack strategic fit and become internally dysfunctional. While pragmatic congruence is a vital element in the operation of a pragmatically holistic and purpose driven organisation, it cannot stand alone. It must be attached to a more substantive purpose than that of function. What is implied is a significant change in the entire culture of the Department and its schools. And this culture must clearly address an external purpose

encompassed in the notions of learning, curriculum and teaching.

Learning, the Curriculum and Teaching

Having analysed the organisational imperatives of the context into which Schools Renewal has been introduced, it is now appropriate to turn to the complexities of the learning, the curriculum and teaching required to respond to the social imperatives as well as the needs of the students themselves. The conceptual framework for this analysis is based on previous research by the author which examined the implementation of curriculum in New South Wales public schools. (Manefield, J.M., 1989).

Curriculum Orientations

From an analysis of the literature, principles and implementation of curriculum, a conceptual framework is proposed which places curriculum into four orientations giving a variety of purposes to education. John White (1982), although his work is within the British education system, provides a useful analysis that widens the dimensions represented in Australian writings on curriculum purpose and orientation. (See the work of Crittenden (1981); Kemmis (1983); Knight (1983); Cole (1984); Beare (1984); Kramer (1985); Best (1985); Guttman (1987); Cameron and Nettle (1988) and Foster (1988) for example.). White's work identifies four basic orientations, shown below as Figure 3.2.

From the work of White, supplemented in the Australian context by that of Kemmis, Cole and Suggett (1983), purpose based on either the good of society or of the individual can be delineated. However there are two dimensions illuminated by White's analysis. He supplements the purposive dimension with that of the context. The context is conceived as a continuum between hegemony and freedom. These two dimensions are shown as axes in Figure 3.2.

Using the two dimensions of purpose and context, the axes of Figure 3.2 represent boundaries between paradigms of curriculum orientations. The vertical axis represents the context boundary as a continuum between freedom from unproblematic, socially

imposed rules and the circumstance where these form the basis of operation. The horizontal axis represents the purpose boundary as a continuum between education designed for the student's benefit and that designed for the benefit of society. Thus four distinct orientations to curriculum are delineated.

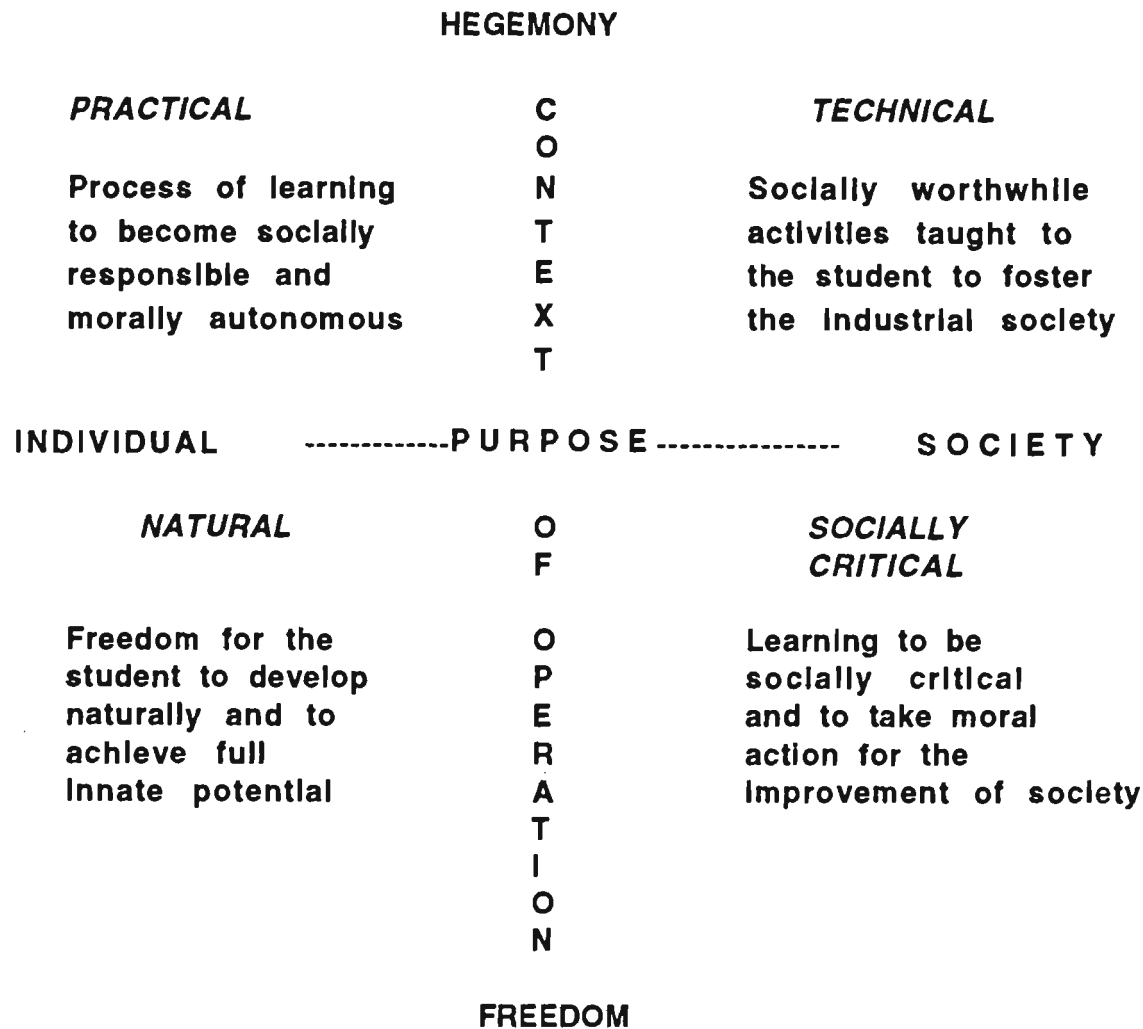


Figure 3.2

Underlying Curriculum Framework Showing Four Orientations
(After White, 1982)

This figure forms the conceptual framework used in the thesis to analyse the current and required curriculum orientations of the New South Wales public schools. The orientations represent paradigms of thought about curriculum, each having its unique combination of values, purpose, epistemology, psychological and pedagogical theory, and practical implementation strategies. The combination of beliefs within each orientation forms the cultural construction which becomes the curriculum representing its own paradigm. The purpose of the framework is to provide clarity of thought and to act as the

'touchstone' for judgement about the place of observed and appropriate school and classroom operations.

The first orientation, represented by the top right hand quadrant in Figure 3.2, sees well being as stemming from the gaining of good marks leading to a good job, social status and material comfort. This is essentially an academic stance, with the curriculum based around socially and traditionally worthwhile activities in the form of subjects. The purpose within the orientation is to provide a trained workforce to facilitate the continued well being of a stable industrial society.

While this orientation considers the individual, essentially the context is social, under the hegemony of society as it was represented in the industrial era. This definition of hegemony implies conditions, largely unquestioned, under which society operates. It does not imply the conservation of society *per se*; more the conservation of the general social framework underlying the operation of the society. Education of the individual is seen as instrumental in producing the knowledge and attitudes necessary for industrial organisation. Kemmis *et al.* (11) would classify this orientation as vocational or neo-classical, emphasising one's place in the social and economic order. The term 'neo' infers that there is some attempt to reinterpret a sense of meaning for the modern world. The term 'classical' refers to the belief that there is a generally recognised body of knowledge which is required for an 'educated person' to operate in society.

The cognitive interest represented by the top right quadrant of Figure 3.2 is technical. Its basic orientation is to the control and management of society in order to preserve those aspects considered of most historical worth. Its epistemological premise is positivistic and empirical, knowledge being grounded in experience and observation and represented in law-like hypotheses. Knowledge thus has predictive capacity and can be exploited to achieve technical control through instrumental action. In curriculum development it is represented by the objectives model, the end product of teaching being to control pupil learning to conform with the ideas as represented in the original objectives.

An emancipatory cognitive interest is represented in Figure 3.2 by both of the lower quadrants. Grounded in reason, emancipation means freedom from all that is outside the individual. It represents a state of autonomy with reason developed through self-reflection. This latter is promoted as the means of developing the intuition necessary to free the individual from both the dogma of control and the unproblematic and potentially manipulative nature of consensus.

Within the lower right quadrant of Figure 3.2, the interest is translated through a socially critical curriculum where the purpose is to take an active place in the re-orientation of the power structure of society. The resultant aim is to produce a society which best serves all of its members rather than simply those with power.

The socially critical orientation would reveal the socially agreed upon concepts as the hegemony of the class or society from which they came. They are not seen as liberating, being considered as the subtle form of indoctrination of a particular set of social values which remain unproblematic. While the student is vital to this interest, once again the educational purpose sees the student as instrumental, this time in righting the ills of inequality caused by the maldistribution of power in society. Kemmis *et al.* would suggest that the socially critical orientation provides:

experience in critical reflection, social negotiation and the organisation of action. Education must develop the power of constructively critical thinking not just in individuals but also in group processes. (Kemmis *et al.* 1983, 9).

While a significant feature of this orientation is freedom from hegemony, the orientation is also designed to promote particular social ends. Its context is freedom but its purpose is social.

The third orientation, represented by the bottom left quadrant of Figure 3.2, sees education as a natural growth process leading to self-realisation. The purpose within this orientation is the growth of the student her/himself, not as an object or instrument, but as subject. According to this orientation, potential not only for learning, but also for

generating the interest in and access to learning, comes from within the student. Total freedom from the discipline of schooling, or of society generally, is advocated because this control is seen as potentially blocking and misdirecting the individual.

Within this orientation the emancipatory interest is translated into a curriculum without specific reference to society but with the student being given complete control of her/his own learning. The belief here is that freedom comes from the unleashing of nature within the individual. The curriculum is promoted by following the interests of each person, the purpose being to follow the natural path of student development. The aim within this orientation is to allow the development of an individual who has fulfilled her/his natural potential, without interference from the pressures of society.

This view, based on the assumption that the ability to become educated is innate, has often led to extreme 'progressiveness' in teaching, insisting that any teacher direction could upset the natural process. Kemmis *et al* would classify this orientation as liberal and progressive, stemming largely from Rousseau's ideology where transmitting the heritage of society is made "subservient to discovering and following impulses of the individual student". (Skilbeck, 1976, 7, quoted in Roff, 1987, 11).

Within post-modern diffusion and turbulence each of these orientations appears to have severe limitations as a focus for curriculum. For example, the technical orientation represents a mechanistic or industrial approach to education. It limits knowledge to that necessary to function at the various levels appropriate to the hierarchical society required for industrial production. It is highly appropriate in a society that is stable, with uncontroversial values providing a basis for life orientation. It is appropriate where educational outcomes are standardisable. It is appropriate where the legitimised outcomes are relevant to the world at large, where they give ready access to work and the security of a worthwhile social position. It is appropriate when hard work and innate ability are sufficient to secure that place and thus gain a share in wealth. But the context of the post-modern world has largely removed these conditions.

The natural orientation is a reaction to the dehumanising effects of the technical. It is associated with a progressive paradigm. Its assumption that all learning should come

from the innate nature of the student, however, ignores the fact that few students have the capacity to pose the necessary questions to drive the exploration of knowledge beyond that which they find immediately stimulating. The socially critical orientation is also a reaction to the technical, more concerned that the distribution of wealth is unfair, based on inbuilt and unproblematic power structures which operate to preserve the place of the powerful at the expense of those who have little power. In a public education system, paid for and responsible to society generally, the socially reconstructionist purpose of this orientation rests on premises to which not all agree.

The fourth orientation, called here the practical approach, is advocated as that required in a post-modern environment. Represented in Figure 3.2 by the top left quadrant, it implies that learning is a social process, based on rules which define concepts and interconnections. These rules are the product of interpersonal decisions, the teacher acting as intermediary between the society and student, deliberately intervening in learning to initiate into the publicly agreed upon rules that shape mental life. This is a precursor to the concept of personal autonomy based on reason and is purported to lead to well balanced, satisfied individuals, each having moral values, a respect for the integrity of the planet, and a social commitment.

Thus this orientation is also purposed by centreing on the student as subject, although within the context of general social rules which remain guiding but problematic. The hegemony of society, the general social milieu, is thus one of the dimensions of this orientation but it operates as a context and area for study, rather than as a purpose. Diffusion and turbulence, natural growth, social maldistribution of wealth and the requirements of the economy can thus be incorporated as elements to be accommodated as practical solutions are found to everyday living. Kemmis *et al.* would also place this orientation within the liberal progressive category:

It is 'liberal' in the sense that it sees education as the liberation of persons by reason, both individually (through development of reasoning) and socially (through democratic processes of reasoned debate). (Kemmis *et al.* 1983, 9).

This orientation is informed by the practical cognitive interest, moving towards understanding to facilitate interaction with, and sensitive development of, the total environment. The practical interest is morally driven, morality determined by interaction between the individual and society. It seeks right action for what ought to be done. Associated with interpretive knowledge of the hermeneutical sciences, its epistemological base provides access to facts through the understanding of meaning rather than only through observation, experimentation and testing of law-like hypotheses. This knowledge will always be founded upon and mediated through the prior knowledge of the co-learners.

Essentially intersubjective, this orientation requires interaction which is communicative, symbolic and collaborative, with subsequent reciprocity of behaviour. The curriculum development represented by this interest emphasises the process through which pupils and teachers interact in order to make group and personal meaning of the world and consequently produce right action in personal application.

Within New South Wales public schools, experience and observation suggests that elements of all of these orientations can be found. In fact it is most common to find, even in the one classroom, many of the elements combined without cohesion or consistency of purpose. Obviously, the practical orientation promotes the application of all of the elements. The consistent, substantive reference points of learning taking place in the mind of each learner within the social context are, however, relegated frequently to shibboleths rather than acting as concrete and purposeful guiding principles. Discipline, content, discovery or social action become the aims, displacing integrated, personal and group understanding applied in the social context. Pluralism and autonomy become an excuse for a lack of professionalism, coherence and purpose.

The observable linear logic or rationality of the knowledge within the technical paradigm displaces the softer, more intuitive and integrative understanding of the practical paradigm. As has been analysed above, the mechanistic operation of Departmental administration, prior to the changes introduced by the Scott Management Review, was

representative of a particular world view or paradigm. Although the Department claimed to foster all views of the curriculum in response to pluralistic needs (Lambert, 1989, personal communication), Departmental administration was in fact representative of the same world view as the technical curriculum. It is contended that, as a result of the social and economic imperatives, unless an holistic and pragmatic paradigm of administration can be achieved, then a practical curriculum orientation will continue to be at odds with the organisation. Its very epistemological base leaves it less than resilient to the power of the rationalistic organisation.

The Practical Curriculum Orientation and Pragmatically Holistic Procedures

Thus the framework of Figure 3.2 provides the bridge by which the values, knowledge and consequent organic operation needed in an inherently turbulent world can be translated into curriculum terms. In accord with the requirements for operating in an indeterminate and inherently unstable world, the practical orientation acknowledges a plurality of views about curriculum. Yet it provides a coherent basis for curriculum decisions. Within a framework of context and purpose, this orientation provides a set of procedures, rather than a set of criteria, by which complex curriculum decisions can be made. Owing much to the work of Walker (1987), it avoids the pitfalls of eclecticism and compartmentalisation. It provides for the use of different learning approaches, not for their own characteristics, but for their appropriate place in the student's learning. Holism stresses the interlinkages between learnings and learners as much as the linear sequences of particular learning. It is a cohesive and aligned curriculum, fostering an administrative approach that provides for a balance between the rational and the intuitive as advocated in the pragmatically holistic paradigm.

Within this practical approach, values are based on pragmatic holism, "derived from the principles of making regular and predictable connections between means and ends so as to increase our chances of solving individual and social problems coherently...". (Walker, 9). There is both room for many values advocated by other approaches, and room for the acknowledgement of pluralism where value positions clash. The one fundamental base that makes the approach coherent and justifies the practicality of a value position, is whether or not it coincides with the view and understanding of knowledge, purpose and learning that is at the heart of the approach.

Acknowledging that learning is a cultural activity, governed by a socially agreed upon world view, this approach:

... can agree with many of the emphases of other theories on social interaction, understanding, holism and the importance of feedback through information processing, but... the basic unit of learning is not necessarily the individual - groups and organisations learn... and (the emphasis must always be that) individuals always learn in social contexts using the materials and procedures of their cultures. (Walker, 13).

It incorporates a social learning emphasis on interaction and the importance of self-regulation, the holism and problem solving emphasis of cognitive theories, and the recognition of learners as complex (integrated rather than linear) information processors.

Within this approach, knowledge *is* meaning in the mind of the student, produced through cultural action. It is brought about by enabling learners to be active inquirers into their social and natural environment. Such active, inquiring learning is required for a creative and flexible culture, culture *per se* being viewed as the product of the synergistic learning sum of the individuals whose culture it is.

In terms of teaching practice this practical curriculum calls for the teacher to be given a full range of skills so that choice of appropriate method for ensuring the learning of each student can become a reality, rather than simply being written about in teaching programs. Low order teaching skills such as direct instruction, worksheets, closed questioning, immersion or regurgitative project work must be balanced by higher order skills such as advanced open-ended questioning and those necessary for fostering co-operative or discovery learning.

The practical curriculum recognises that there is no one best way of teaching, just as there is no one best way of learning. It recognises as seminal, the need to take each student to higher order learning. It also recognises that this cannot be done in isolation from other learners. It means that the teacher must have all of the artistry, skills, intuitions and understandings necessary to analyse each student's learning needs. It also implies that the teacher is able to provide an interactive and realistic instructional program that addresses those needs, not in isolation, but as part of a co-learning cohort.

The practical curriculum acknowledges the efficacy of the deepening professional

knowledge of teachers as central to the implementation of the paradigm. It builds upon an understanding of differing neurological processes that are unique to individuals. It acknowledges the integral application of left and right brain functions and the operation of the 'Triune' brain. (McLean, see National Education Administration, 1981). It fosters a variety of approaches to facilitate the different learning styles of students. (McCarthy, 1987). It acknowledges that different approaches to thinking must be taught. (deBono, 1990). It recognises the central nature of esteem and self in reality. (Glasser, 1990). It values the notion that intelligence can be manifest in many domains and can be fostered within the learning context. (Gardner, 1983, 1985, 1987, 1991).

Not based upon a foundational approach such as tradition, content, empirical evidence, or religious teachings, this approach emphasises "... coherence among theoretical, empirical and value items". (Walker, 15). Rejecting foundational approaches on the basis of "...the vicious regress of knowledge claims" (Walker, 15) - that is rejecting the reliability, security and faith inherent in foundational thinking - the approach justifies knowledge claims - for example observations and empirical evidence - in terms of their consistency with current knowledge and the "... assumptions underpinning the most effective solutions to our practical problems". (Walker, 15).

Holism ensures coherence through disciplined competition between different theoretical positions. This competition, however, does not aim to find a winner amongst the theories, as would be the case in the scientific approach. Rather, through dialogue, the process seeks to find 'touchstone', the overlap common to the competing views. This overlap is a sharing of assumptions, often not explicit, that occurs when the theories address common or shared problems. Touchstone extracts common standards, procedures or values to which each of the competing theories is committed. There needs to be a shared problem, an agreed procedure for investigating it and a mutual commitment to what is going to count as evidence. Each of the theories is then tested to produce its solution, finding which is the best answer in terms of the common standards, procedures and values. The theories which produce anomalies then have inconsistencies with the common touchstone. There is a failure of coherence. The incoherent theory can then be abandoned, adjusted, or the evidence questioned. Each of the latter moves can be investigated by derived or negotiated touchstone procedures until such procedures force coherent agreement.

Thus an holistic theory of justification ensures that all aspects are considered, while the coherence theory of evidence forces the production of touchstone through its procedures.

Such an approach is cultural learning in action.

Thus pragmatic holists can agree with partitionists... that knowledge and values can and should be objectively rather than subjectively considered, but not that they can be divided into logically distinct domains. They can agree with the deliberative theorists... that knowledge is best viewed as a set of solutions to practical problems, but not that practical knowledge is distinct from empirical or theoretical knowledge. They can agree with phenomenologists that the tests of our knowledge are always related to human experience, and that there is no acceptable transcendental or absolute account of objectivity; but they reject the subjectivism of phenomenological views. They can agree with critical theorists that we can know what needs changing in our society... but not find that this is a kind of knowledge distinct from or superior to that of the natural sciences or the humanities. (Walker, 19).

The practical curriculum of cultural action through pragmatic holism is consistent with the pragmatically congruent, organically operating, organisational approach advocated by Pusey. More especially, it is consistent with the holistic, integrative paradigm that this thesis suggests is fundamental to the renewal of school education in the present turbulent environment. As such it is used in Chapter Five as the curriculum component of the integrated theoretical framework needed to underpin the restructuring. Its epistemological base is used in Chapter Four as the basis for the research method used for this thesis.

Touchstone, as defined above, carries with it not only a curriculum and structural base. Organisational coherence and consistency also requires a particular management approach. It is thus appropriate to examine the literature on the theory of management to provide an analysis of a method which aligns management practices with the comprehensive paradigm being developed.

Management Theory

As mentioned in the context analysis of Chapter Two, Dunphy and Stace (1991) outline an organically oriented approach to management structures which they see as necessary for operation during a time of rapid and constant change. The implication of the paradigm shift identified in this thesis is that the approach to Departmental and school

management should follow these flexible and pragmatic principles if school culture and function are to be strategically aligned and internally coherent.

Mechanistic Management Principles

As identified by the Scott Management Review, many New South Wales schools and districts have been managed through a mechanistic approach which is either at odds with the practical curriculum orientation or which prevents it from being implemented. This approach tends to be tight in function, with centrally devised administrative principles, procedures and policies being closely adhered to. On the other hand it tends to be loose in substance; curriculum policies, for example, receive little recognition in many classrooms other than through programs on paper and lip service during discussion. Relatively standardised practices and expectations operate at all levels throughout the State, removing the ability of schools to tailor their operation to the needs of their particular students. Whilst school based curriculum development operates as a formal task throughout the system, the implementation is generally a continuation of previous content based curriculum without the rigour of examination or inspection.

One consequence of this operation is a concentration on low order basics. Another is the possibility of inadequacies in the learning outcomes, there being little sound analysis of structure and sequence because student assessment is content oriented and generally uncoordinated. Much of the learning rests on the teachers' professional preferences rather than the students' learning needs. Much of the teaching takes the didactic form under which most teachers were themselves taught. Control, conforming and quiet dominate many lessons. Professional stagnation tends to be a result.

The system has concentrated on mandating policy change, generally in the social or operational areas. Despite sound syllabus principles, little headway has been made on the teaching and learning situation. The tightness of administrative requirements and the inflexibility and inadequacy of central line budget allocations result in lack of focus on developing genuinely local initiatives.

Although it received limited acknowledgement in New South Wales, to overcome this state of management, there was some movement towards a tighter structure and approach advocated by a section of the Effective Schools Movement so prominent in some parts of the United States. Cuban (1984) describes the operation of many United States districts

which adopt the tight managerial structure. This involves district instructional goals, outcomes measured by test scores, student promotion policies based upon outcomes per grade level, a mandated planning process in each school targeting test results, curricula reviews to match teaching with goals and texts, supervisory practices to ensure alignment, a district assessment program to measure progress and change programs, and a staff development program for each teacher, including staff evaluation.

This is all premised on the notion that the "... use of formal organisational tools such as technical assistance, rewards and sanctions, increases both compliance and productivity". (Cuban, 138/9). It is an administratively convenient structure where the aim is to set targets, reduce discretion and establish control.

However, productive schooling requires more than raising test scores. Descriptions of high performers are insufficient to show teachers how to repeat the process for all students. Constructing a positive enduring climate, incorporating appropriate and constructive responses to changes in the operating environment, make detailed technical planning quite difficult. 'Say and do' approaches to increased expectations are often beyond the current expertise of the practitioner. Narrowly defined effectiveness tends to ignore such essential elements as skills, esteem, high order thinking, aesthetic sense, student initiative, decision making and co-operativeness.

According to Cuban, the tight coupling of the mechanistic approach to management, as described above, results in several unanticipated consequences:

- * increased uniformity. This is caused by the tug towards standard curriculum, system texts and student workbooks. It leads to a decrease in interactive group work and in catering for the individual. Didactic, whole class, teacher centred, direct instruction is favoured for its power to increase the results on content oriented multiple choice or cloze tests. Pedagogy favours seatwork, lecturing, repetition and low level intellectual skills. Student interest, motivation and mind life tend to diminish. Tempo, improvisation, drama and the excitement of teaching as an art receive little acknowledgement. The relationship between teacher and pupil is diminished. The unplanned, unexpected and unpredictable are removed as much as possible;
- * narrowing the curriculum. Only the academic and testable tend to have a legitimate place. Yet test scores are only one indicator of the multiple ends of

problem solving, co-operativeness, independence of decision making, positive feeling for learning, caring for others and appreciation of the aesthetic;

- * increased conflict between teachers and administrators. This is caused with the reintroduction of face to face judgements, increased anxiety, less autonomy and insistence on direct instruction. When the Principal is held directly accountable for test scores this causes increased conflict at that level;
- * lack of focus on schools with high scores. Little help is provided for talented or middle-range students. Instruction methods are often inappropriate for high achievers and there is little opportunity for individual progression, and
- * primary school findings are often taken to secondary schools without reference to the more complex organisational structures in those schools. Their size, mission(s), time structuring, student/teacher contact, teacher world view, previous training and perceived purpose, may all preclude transference.

Whether applied loosely as in New South Wales or tightly as in some parts of the United States, the problems created by application of the principles of mechanistic management tend to produce such limitations that, in a time of rapid change and new real problems, they require a change in the paradigm of school operation.

Organic Management

The approach advocated by Scott, based on the application of organic management approaches such as described by Lewin (1969) and Davis and Mink (1992), follows the line of the corporate plan:

Corporate planning is a continuous process in administration which links goal setting, policy making, short-term and long-term planning, budgeting and evaluation in a manner which spans all levels of the organisation. It aims to secure the appropriate involvement of persons who have responsibility for implementing the plans as well as of persons with an interest or stake in the outcomes of these plans. (Beare, Caldwell and Millikan, 1989, 36).

If this approach to management is to focus on the main mission of the school rather than a range of other imposed or perceived purposes, Beare *et al* suggest, several structural formats have to operate concurrently in both the Department and the school.

Management has to replace an administrative approach with leadership (see below). In common with the loose/tight coupling advocated for leadership of the system itself, the school must develop notions of strategic and substantive importance, holding these vital to the health of the organisation. Generally adopted in a collegial, cabinet style approach, these need to cover such areas as the purpose and nature of the school, its style and culture, the areas in which it operates, its major developmental thrusts, and its priorities and targets. To keep these under review the school needs to establish a constantly upgraded store of information about the organisation and its current practices. 'Management By Walking Around' becomes a major source of this information. Data gathering, for example by interview and survey questionnaire, as well as test results, provides evidence on which to base decisions. Regular meetings over important business ensure that central purposes remain relevant and are being addressed.

On the other hand, where creativity, entrepreneurship, and initiative are needed, there should be wide discretion and freedom given to staff. In these areas they should be expected to act without reference to the central executive, using speed, acumen and local knowledge.

Cuban (1984) calls this the "bottom-up" approach where each school sets its own agenda, deciding how it will achieve Departmental goals, monitoring and evaluating itself and using cluster and school funds for support. This concentrates on generating a shared vision of what the school might be. A team spirit, mutual trust, emotional bonds, informal communication networks and collaborative decision making are all features. A role of the leader is to handle the organisational rituals and traditions, making and unmaking the culture as appropriate for the purpose of the organisation.

Depending upon the unique circumstances in each school, combinations of the top-down and bottom-up approaches need to be applied. Some degree of direction and top-down implementation may be necessary to launch an improvement program.

For each school, a series of critical issues needs to be addressed openly as this type of management is implemented:

- * the leadership trade-off between loose (ownership, energy and commitment) and tight (compliance with the letter not the spirit) coupling. This will depend on historical factors embedded in the unique situation of each school;
- * the nature of human resource development. The notion that single, information-based inservice courses can change a person's skills and make them more effective is simplistic, symbolic and trivial. Such complex and intensely personal skills need to be developed in their context, so that change is both personal and contextual. Development must be tied to the purpose of the organisation, delivered locally, continuous, have follow up, make use of social interaction, and use advanced skills teachers as tutors, concentrating on periods in-school covering particular tasks in the classroom;
- * the nature of incentives and sanctions. Top-down incentives and sanctions (scores, certificates, promotion, constant union calls for increased remuneration and improved working conditions, union and Departmental pressure on teachers to conform to tight regulations) need to be replaced by bottom-up measures (professionalism through involvement, improved student performance and belonging in a worthwhile sense, feeling of team membership, participating in a successful worthwhile venture, a shared purpose, pride in the group, increased self-esteem, increased confidence, the development of a community understanding of the value of the teacher's job), all of which lead to further success;
- * the link between purpose and daily operation. Concentration and specialisation can lead to goal displacement, where the narrow objectives of the indispensable specialist become more important than the overall goals of the organisation. Low teacher morale and subsequent disruption of educational programs is fundamentally a function of the lack of linking of personal goals to a more holistic world view. Participative, continuity and holistic principles of operation must be instituted;
- * the role and status of the teacher. As part of this restructuring, the teacher must be viewed, not as a labour cost but as "... an asset with variable skills, able to be developed and used, to which the organisation makes a commitment once they become part of it". (Beare *et al*, 73). In fact the organisation

becomes owned by everyone in it, fostering personal and professional growth, rewarding productivity, contracting services in and out as appropriate, networking the resources so that everyone is a resource for everyone else, encouraging creativity and intuition, where quality is paramount;

- * the nature of management. To control the organisation and implement the pervading culture, resource management must be undertaken through program budgeting, productivity audits and resource agreements. Targets and outcomes will be paramount, but these need to cover the broad range of goals;
- * the nature of the organisational structure. Multidimensional organisational structures are needed to replace the hierarchical bureaucracies. Ongoing tasks, principally related to resource management and routine operations, are best carried out by a bureaucratic structure. Developmental tasks, requiring multidisciplinary skills, close teamwork, and varieties of perspective in which no one person has all the answers, are best carried out by a temporary systems task force. Professional activity requires a collegial structure with a client orientation. This is a team setting, where common and specialist knowledge is shared, and where clinical team members act as equals. For policy generation only, committees can undertake the political manoeuvring in a parliamentary mode of operation. This assumes quasi-legal actions, by-laws, an executive officer role, papers which lay out policy options, working with power coalitions and so on, and
- * the support given by the central office and infrastructure. Of vital importance are the concepts of resource mobilisation, legitimacy giving and the liaison interplay role between the region, cluster and the school.

Strategic Planning

Educators have moved toward the belief that the characteristics of schools are important determinants of academic achievement. On the other hand, the characteristics of the home have enormous impact and schools must develop mechanisms to link the home and school in a clearly articulated and reinforcing way. The focus of educational administration has moved away from the system and towards "viewing schools as the essential units in the delivery of learning programs. System control is giving way to system co-ordination".

(Beare et al, 1989, xii).

Schools, and in particular the learning situations within schools, (see Reynolds, 1993), are the key locations in which the operation of the corporate planning principles must be incorporated and focused. Within the holistic organic paradigm, each school must become self-determining, taking over previously central governance functions, while operating within the priorities and accountability structures of the central administration.

The self-managing school concept is associated in the literature with such terms as school-site decision making, devolution of responsibility, local financial management and self-government. "The common thread in all of these developments has been the shift of power to make certain kinds of decisions from the central authority to a school." (Caldwell and Spinks, 1988, 5). While retaining accountability through legislation of broad policy directions and priorities, the central authorities have devolved to schools the role of determining internal resource allocation, focusing this on the unique and specific needs within the school, as perceived by both the professionals and the clientele. Such areas as the knowledge to be taught, technology to be used, power to be delegated, resources to be allocated, people to be chosen, time to be used, and finance to be allotted, are all part of the role of the self-managing school.

Within the self-managing school concept, strategic planning is advocated as the method of focusing the operation. Adopted from the corporate management approach, "(s)trategic planning is the process by which an organisation envisions its future and develops the necessary procedures and operations to achieve that future". (Goodstein, Pfeiffer and Nolan, 1985, 275). It provides the procedure that develops the criteria for making organisational decisions at all levels and a template against which all such decisions can be evaluated. It is different from long range, reactive planning in that it provides both direction and energy, helping an organisation create, rather than simply anticipate, its own future.

It requires the setting, through touchstone procedures, of clear goals, objectives and a time scale. It requires the setting of realistic, objective and attainable targets within the context of the desired future state. These should become the core priorities and guide daily managerial decisions.

The process of touchstone requires self-examination, confronting of difficult choices and

the establishment of priorities. It requires the type of multiple loop learning explained within the context analysis of Chapter Two. Visible indicators of its outcomes will be found in mission statements, strategic goals and functional objectives. The process is a form of action research, simultaneously implementing the present strategic plan and devising the future plan in light of reactions to present management.

Modified from Goodstein *et al*, steps in strategic planning include:

- * making certain that there is organisational commitment especially by the Principal and executive through the touchstone procedures expounded by Walker;
- * identifying the planning team, seeking key people and a broad representation, allowing the team to address its own group dynamics with candour and sensitivity (for example, how to deal with people who feel they should be involved but are not);
- * conducting a values audit. Examining planning team and organisation values, philosophy, assumptions, culture and future stakeholder's preferred values. Identifying, clarifying and resolving differences from the start ensuring that touchstone values are valid and relevant in terms of the future of the organisation;
- * establishing an environmental scanning orientation (a situation analysis), continually updating information about the macro-environment, the environment of schooling generally, the environment in nearby competitive and feeder schools, the community environment and the internal school environment. Ensuring that the information is accurate, reliable and representative;
- * developing a chart of the organisation's culture by recording the values, philosophy and operating assumptions. Using this to gain informed consensus about the values that the organisation holds salient;
- * formulating the mission. What is the function of the organisation, for whom and how is it carried out? Answering these in terms of the full range of client needs;
- * identifying the driving forces which include services offered, market needs, technology and techniques, capability, methods of delivery of service, distribution, resources, size and growth and learning outcomes. Prioritising these driving forces and weaving them into the mission statement;
- * developing a strategic model, congruent with the values and mission, that

defines success, how it will be measured and what will be done to achieve it. This includes developing a strategic profile which is a set of descriptors about what the school wants to 'look like' in say five years time. These become the performance indices of the organisation. The strategic profile also includes statements of how this will be achieved, in specific segments. It could include organisational maps, strategy alternatives, service paths, human resource development flows and physical resource needs. This must be done in a proactive futuring context. A focus only on current operation at this stage tends to perpetuate any difficulties in the organisation. There is a need for focused creativity, within realistic boundaries;

- * conducting a performance audit by examining recent outcomes in terms of performance indices that have been identified in the strategic profile. This information base will later allow the strategic planning group to examine the gaps which currently exist, to determine whether the school has the capacity to carry out its strategic plan. Information needed for this includes data which fosters an understanding of the present performance, data about outside influences such as profiles of feeder schools or nearby competitors, as well as market and community research data which identifies what the clients want. The audit should identify which services are effective, which need to be strengthened and what weaknesses need to be eliminated. There is a need for time, detail and verification procedures as well as for candour, openness, and non-defensiveness;
- * comparing the performance data with the strategic profile to undertake a gap analysis. There may be a need to return to the strategic profile if the disparity is too substantial, reworking the profile until the school has the capacity to realistically achieve it. Comparing the strategic model with the outcomes of the values audit conducted earlier to ensure that intentions are aligned with culture;
- * conducting contingency planning by identifying the major opportunities and obstacles, specifying the key indicators of the status of each variable. These may cause diversions from the linear plan if they become realities. Alternative action plans are needed to avoid distraction from the mission should these things occur;
- * delegating planning to functional units within the school to develop detailed functional plans with budgets and timetables as well as human resource development plans (management, supervision, technical needs, service

delivery methods, training needs and administrative support). Each plan must be integrated by checking for consistency with the values audit and the mission statement and by ensuring that each plan is understood and agreed to by all other functional groups. Gaps, in and between plans, are then identified and methods of closure are determined, and

- * seeing that implementation is ongoing. Insisting that, for example, incongruous values are addressed as soon as they are identified. Statements should all be distributed widely and an effective consultation process established. The test of effective implementation will be how much of the plan is integrated into everyday management at all levels.

Collaborative school management is suggested as one effective and efficient means of achieving such self-managing units. This form of management is a comprehensive approach which "... integrates goal setting, policy making, planning, budgeting, implementing and evaluating...". (Caldwell and Spinks, 1988, 4. See also Fullan and Hargreaves, 1991). It "... secures appropriate involvement of staff, students and the community..." (Caldwell and Spinks, 4) in clearly defined policy making roles, to the extent that the involvement balances the interests and expertise of all concerned. It "focuses on the central functions of schools - learning and teaching..." (4), organising the school management around educational programs which ensure that school policies are reflected in the teaching and learning in classrooms.

Caldwell and Spinks suggest that the strategic plan focuses on learning and teaching to avoid the syndrome of policy development, management and accountancy practices being implemented for their own virtues. The process thus ensures that financial plans reflect educational plans, allocating resources to the needs. From their work can be derived the process shown in Figure 3.3. over page.

An accountability framework must, they suggest, be developed to demonstrate how the school has honoured legislation, priorities, funding arrangements and collective agreements. The school must be accountable to the centre, the local community and the school policy group. It must involve people to the extent of their expertise and generate acceptance of the desirability and workability of the programs.

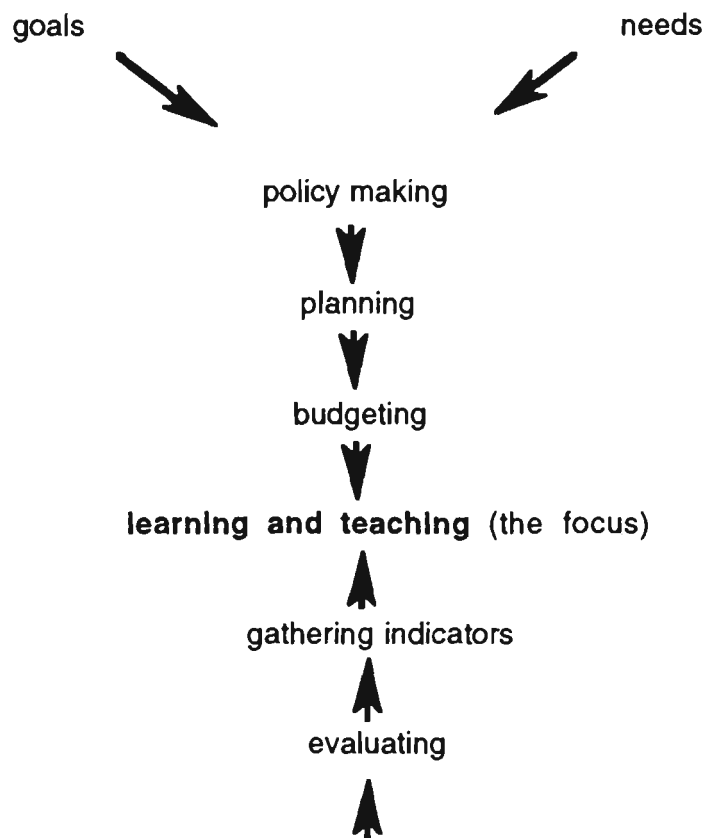


Figure 3.3

**A Collaborative Planning Process
(After Caldwell and Spinks, 1988)**

To overcome the inertia generated by previously unsuccessful strategies, Caldwell and Spinks suggest, the differing adoption modes of various people must be taken into account as they move through the stages from awareness, to interest, evaluation, trial and adoption. Their roles as innovators, early adopters, early majorities, late majorities, and laggards, have to be monitored. Forces enhancing or restraining adoption need to be analysed. Firstly the restraining forces have to be decreased then changed. Finally enhancing forces have to be increased.

The Total Quality Movement, associated in the literature with the seminal works of Deming (1986), Ishikawa (1985) and Imai (1986), also has something to offer schools and the Department in an organic operation. As Hough (1992) suggests, the concepts and tools of constant small step improvement are not the exclusive domain of the manufacturing sector. He notes that schools continually need to examine and assess their reliability, competence, security, conformance, performance, durability, perceived quality and value for money. Imai (1986 , 24) insists that to do this they need to use the seven tools of Kaizen, namely Pareto charts, cause and effect diagrams,

histograms, control charts, scatter diagrams, graphs and check sheets. Using data based on fact as opposed to hunch, those throughout the system can then seek incrementally rising standards.

Caution should be taken, however, to avoid the simplistic use of Total Quality approaches to achieve administrative efficiency alone. Standards within the ambit of the quality movement are not simply reductionist objectives. They are also the ways of thinking and behaving that are conditioned, explicitly or implicitly, by the culture of the operation. For example it may be standard practice to focus on a quiet classroom; to report to parents infrequently and in mark and rank; to assume that teachers always know best; to provide only limited information to superiors, and so on. Similarly at system level it may be standard practice to provide or accept only written reports; to cover up real issues; to restrict real application of devolved authority; to provide support only when introducing a new program, and so on. Where such standards are inappropriate in a more flexible and all encompassing environment, management tools need to be used to identify them, change them and to work constantly at improvement. For managers this means working on the system, not in it. This will be explored further in the section on culture, below.

To implement such a radical change in the world view and subsequent functioning of all concerned with public school operation, there is an obvious necessity for strong and educative leadership of the style not fostered by the previous approach to mechanistic administration. That nothing other than administrative leadership was fostered in schools by the previous operation, was established above. It is now appropriate to examine the relevant literature to propose the type of leadership needed to implement the new paradigm.

Leadership

The literature reveals that leadership, as defined in this analysis, is "... rare, difficult and challenging". (Starratt, 1988). It operates within culture bound paradigms and must take account of the strategic realities of those boundaries. Leaders, however, "... know how it works and know how they can make it work. They know the limits and they know the opportunities." (Starratt, 1988). But reliance alone on the charismatic power of the leader is both fragile and potentially blinding to particular flaws. As Fullan (1992) points out

The basic problem in overattachment to particular philosophies or innovations, or overreliance on the charismatic leader... is that they restrict consideration of alternatives and suppress the voices of teachers who may be open to other ideas... Too much store is placed in the leader as solution compared to the leader as *enabler* of solutions. Such reliance leads at best to short-term gains, at worst to superficial solutions and dependency. (19).

Strategic Leadership

Principals of schools are vital in this leadership process. For legitimisation, psychological and resource support, Principals must play an active role, involved in arriving at a mutual understanding of, and creatively managing, change. (Fullan, 1982, 71). They need to practise the "... art and science of enlisting support for broader policies and purposes and for devising long range plans ...", (Sergiovanni and Corbally, 1984, 105) which is known as strategic leadership.

The values behind strategic leadership are holistic and include purpose, goodness, importance, direction, meaning, and excellence. They reside in a central zone of organisational culture akin to the zone of pragmatic congruence as described by Pusey. Features of the vision of organisations that are led strategically include collective ownership, earned rather than imposed authority, and democratic rather than hierarchical decision making. Starrat, Sergiovanni and Fullan all hold that while instructional leadership for an effective school is essential, the growth opportunities provided by strategic leadership from an holistic cultural basis are essential if teachers are to find worth in their professional lives. It is strategic leadership which gives direction, meaning and purpose to the everyday actions of all who work in the organisation. Table 3.1, over page, shows the characteristics of such strategic leadership.

Table 3.1 demonstrates leadership for human effectiveness which is essential to aid implementation of a pragmatically congruent cultural paradigm that focuses on meaning and purpose as suggested by Birch (1990). Strategic leaders work at improving the

effectiveness of the job so their vision will be fulfilled. They take a human resources viewpoint, ensuring the satisfaction of both personal and organisational needs. Correlated with this effectiveness is the efficient operation of the institution and the increased satisfaction gained by staff in knowing they have done a worthwhile and effective job .

THE STRATEGIC LEADER

- Facilitates growth.....
- Is a script writer and director.....
- Has authority of purpose.....
- Challenges people.....
- Works towards a vision.....
- Has power of shared purpose.....
- Treats reality is possibility.....
- Motivates people.....
- Inspires and illuminates.....
- Focuses on educational process and programs...

TABLE 3.1

**Strategic Leadership
(After Starratt, 1988)**

Such leaders concentrate on generating growth in people, going beyond the instructional into the realm of the symbolic and cultural.

When a group of people share the same world view, when their paradigms are consistent with each other or are sufficiently homogeneous in their core assumptions, then a common 'culture' emerges. That group of people begin to manifest parallel behaviours, similar speech patterns, common ways of explaining their particular universe; in short, the group becomes tribal. (Beare *et al*,18).

Cultural Leadership

The emphasis on cultural leadership comes clearly through the literature from both the industry and school orientations. It equates with the cultural action as mentioned by Walker (1987). Culture serves as a compass point to steer people in a common direction. It is a powerful socialiser of thought and programmer of behaviour. But it

requires the negotiation of the shared sentiments of the school participants. Through the struggle of competing ideologies, the leader can control communication, rewards and resources and is in a strong position of influence.

Harmony is not a prerequisite to cultural leadership which may be characterised by the agreement to disagree. Leaders work to negotiate the tensions between the institution and the future, pushing beyond socially defined walls which provide security and predictability and avoid turmoil, but which rapidly become ends in themselves. Without leadership, institutions define their own reality, alienating people and diminishing productivity in the process.

Figure 3.4 shows that within this view of leadership, schools and indeed clusters of schools, regions and the system, all have central cultural zones, bounded in the figure by the darker line. These are composed of myths, based on values and beliefs, that take on sacred characteristics. (Walton, 1989). Their official 'religion' gives meaning and guides appropriate actions. These central zones are repositories of values, sources of identity for teachers and students, administrators and the community. They make lives meaningful.

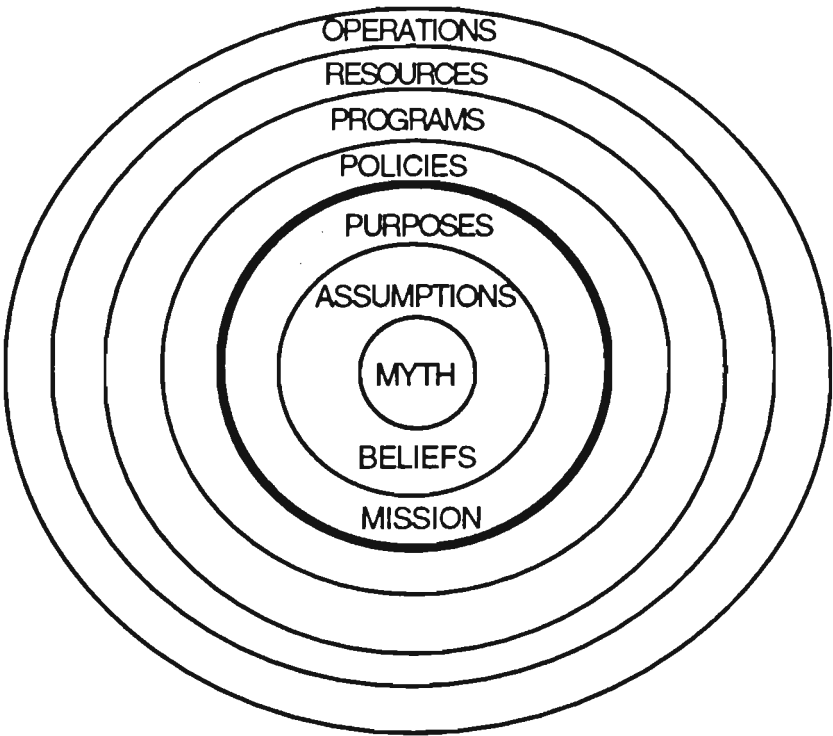


FIGURE 3.4

**Organisational Model for School Operation
(After Starratt, 1988)**

Cultural leadership nurtures these central zones. They represent the substantive reality behind the operation of the organisation. Their content provides the bond that holds together an otherwise loosely structured, somewhat unpredictable, operation. Their contingent yet focused operation is equivalent to the central zone of pragmatic congruence derived by Pusey.

Surrounding this central core is the functional reality of the organisation. The task of operations within the functional reality is to implement the programs and policies derived from the central core of purpose. This is the administrative aspect of the organisation, the rational means by which implementation occurs. Leaders work constantly to ensure alignment of the functional with the substantive, the psycho-social with the technical and formal, overcoming the organisational tendency to substitute functional means as ends in themselves. Failure to ensure this prevents the achievement of the substantive purpose.

Successful schools, clusters, regions and systems, are simultaneously both tightly and loosely coupled. They have a strong culture and clear sense of purpose that defines the general thrust and nature of life for their inhabitants, providing a purposive direction, although realising there is no perfect form through which to achieve this purpose. At the same time, a great deal of freedom is given to all within the organisation as to how these essential core values are to be honoured and realised. Aligning their operations with the fulfilment of a common essential purpose, all in the organisation become leaders - a concept known as leadership density. This combination of tight structure - around clear and explicit themes representing the core of culture - and autonomy - so that people can pursue these themes in ways that make sense to them - may well be a key reason why some systems, regions, clusters and schools are successful.

Educative Leadership

The key elements in the 'educative' approach are pragmatism, holism, and cultural action. Walker (1987) aligns himself with this position, focusing on the growth of knowledge of the individuals operating as a group. He contends that the leader is faced with a plurality of views, none of which can be classed as wholly right or wrong without resort to a non-problematic values foundation. The task of the school leader, as explored in the curriculum section above, is to create touchstone procedures to deal with this pluralism in a coherent and problem solving manner. Eclecticism and

compartmentalisation are to be avoided as they become applied without reference to the need for coherence in student learning experiences.

Pragmatism has its values and principles derived from making regular and predictable connections between means and ends, increasing the probability of solving individual problems, coherently and democratically, and in a mutually productive fashion. Its attraction for schools is enhanced in that its foundation lies in the realm of social and individual learning. (N.B. This definition is in contrast to the American definition presented by Schein (1987a) which suggests that pragmatism is successful individual problem solving without regard to any base other than the U.S. law. It is suggested in this thesis that the definition used by Walker aligns more closely with the Australian ethos which contains social context and more mutually supportive elements.)

Holism is the coherent approach to problems through choosing and justifying values from a range of sources, weighting them and judging between the competing theories they stem from and produce. From this process, priorities can be developed, conflicts resolved and working relationships established, realistically operating within the plural values underlying the behaviour of each member of the group.

Cultural action recognises that learning occurs through shared symbolism and practices, influenced by values and world views, within a culture. Thus it is a social activity, the basic unit of learning being not just the individual but the group. Interdependence in learning requires interaction, problem solving cognition and interdependent information processing.

Educative leadership thus becomes a continuous social process of learning for all concerned, striving at all times for cultural coherence, internally, with evidence, and with the group's view of the world. Knowledge grows through the dialogue between different theories. Touchstone is the overlap between theoretical assumptions. It eschews the single loop process of consensus as being the product of hegemonic analysis. It is derived from the double loop learning processes which delve below the functionally rational at each stage of the problem solving cycle, seeking the common substantive standards and procedures that underpin different, often conflicting and logically or practically incompatible solutions.

Within this paradigm of leadership, successful Principals need to devote more time to a

few critical areas. They should have a high regard for the people with whom they work and a commitment to the concept of empowerment. They need high morale, enthusiasm and adaptability, recognizing problems and facing up to them. Their leadership needs to be supported by a belief system which includes an overriding commitment to children, learning and teaching.

Leaders overcome the superficiality of administration by setting and sticking to priorities. They become more selective about the questions that they address. They cover a great deal of ground, moving to the work stations of others, investigating potential trouble and smoothing the flow of messages, always being on call and easily summoned. They have a great deal of autonomy that allows their own values and preferences, the repository of touchstone procedures, to influence the job.

Leadership Forces

As has been noted above, one key to successful school operation is leadership density, the leadership exhibited by all members of the team as they work within clear and agreed values to achieve a common purpose. Principal leadership becomes an enabling process, concurrently marshalling a series of vital leadership forces (after Sergiovanni, 1987), modelling the leadership processes for others throughout the organisation:

- * The Technical Leadership Force: Planning, time management, organising, co-ordinating, scheduling and manipulating situations, are basic requirements if the organisation is expected to function properly each day and maintain external support. Without this the effect on staff is debilitating. Negative feelings such as frustration, aggression, anxiety, personal inadequacy and social rejection will tend to develop. Order and reliability provide security and free people to focus whole-heartedly on the major purposes and central work activities.
- * The Human Force: Harnessing the human resources, this force emphasises human relations, interpersonal competence and instrumental motivation techniques. It provides support, encouragement and growth opportunities. These interpersonal needs must be satisfied, high teacher and student motivation being a prerequisite for quality schooling.

- * **The Educational Force:** Expert knowledge is required of the instructional leader who assumes the role of 'clinical practitioner', adept at diagnosing educational problems, counselling teachers, providing for supervision, evaluating staff development and developing curriculum. This is the force that provides teachers with the skills and competencies to increase their repertoire of educational techniques, from low order didacticism to high order co-learning.

These three forces together provide the critical mass needed for basic school competence. To move the organisation beyond competence, however, more intuitive and higher order leadership forces need to be brought into play. Leithwood (1992) would call the use of these forces "transformational leadership". (9). As opposed to the transactional leadership of the lower order forces, transformational leadership facilitates the redefinition of people's missions and visions, gaining energy from cohesion to renew commitment and restructure systems. It is a concept of value-adding that provides incentives for improvement and is translated through a collaborative school culture, a focus on the professional growth of staff, and on co-operative problem solving. It fosters norms of collective responsibility and collegial practice. It implies, for the leader, a role in presenting alternatives, active commitment to shared norms, use of administrative means to support those norms, active listening, linking specifics to the broader agenda, clarifying and summarising.

- * **The Symbolic Force:** This force focuses on matters of importance to the school. The Principal 'purposes' by emphasising selective attention, modelling important goals and behaviours, signalling what is important and valuable. He/She tours the school, visits classrooms, spends time with students, downplays management concerns in favour of educational concerns, presides over ceremonies and provides a unified vision of the school through proper use of words and actions. This has the effect of inducing clarity, consensus, and commitment.

The symbolic force derives its power from the need of persons at work to have a sense of what is important and to have a signal of what is of value. This gives order, direction and a feeling of sharing to which people respond with increased work, motivation and commitment. Human consciousness is stirred, meaning is integrated and enhanced, and persons become linked to the key cultural strands that identify the substance of the

school. It gives people a sense of understanding of what they are doing and why it is important.

While technical aspects manage structures and events, human aspects manage psychological factors, and educational aspects manage the skills and competencies, symbolic aspects manage moral substance - sentiments, expectations, commitments and faith itself. The symbolic force taps deeper meanings and values, bringing a sense of drama which rises above daily routine by giving it significance. It gives a sense of excitement, originality and freshness. It gives a moral authority.

- * The Cultural Force: Seeks to define, strengthen and articulate those enduring values, beliefs and identifiable cultural strands that give the organisation its unique identity over time. The articulation of mission, telling stories, reinforcing myths, traditions and beliefs, developing and displaying symbols, rewarding those who reflect the culture; these all bind students, teachers and the community to the work of the school as believers. The organisation becomes revered, its members given a special sense of importance and significance. Meanings are richer, identity is expanded and there is a feeling of belonging to something special.

Figure 3.5, below, shows how these forces come together, giving direction based upon meaning towards the substance or mission of the school. Giving significance to the mission are the symbolic and cultural forces, delivered to the students through the technical and human forces in a manner which harnesses the educative force - professional educators' understanding of the learning and teaching processes.

Thus the selected literature on leadership provides a cohesive and strategically holistic approach, focusing on the cultural alignment of functional activities with substantive purpose, worked out through touchstone procedures. Through tight and loose coupling, administration serves the central purposes of the organisation, while leadership attaches the organisational participants to those purposes through meaning which provides identity. Not limited to a particular role, style or behaviour, such leadership requires the organisation to develop leadership density so that strategic alignment is fostered throughout by strong cultural forces, nurtured by all members of the organisation.

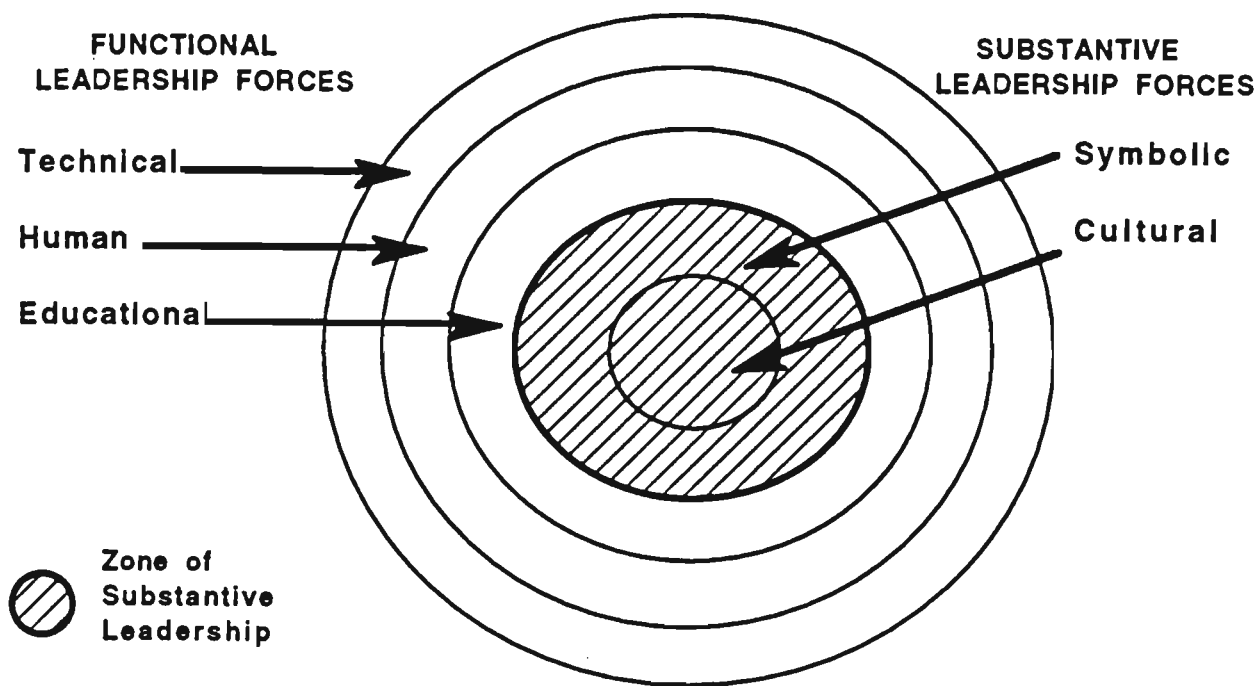


Figure 3.5

**Leadership Forces Aligned to Implement Substantive Values
(Modified from work done by Sergiovanni and Starratt, 1987, 88)**

In accord with the work of Starratt, (1988), through touchstone procedures, effective leaders thus work:

to define the broad----- philosophy and mission	Statesperson leadership
which guides achievement of----- objectives	Educational leadership
through staff who are ----- committed to these objectives	Supervisory leadership
within a supportive ----- structure and climate	Organisational leadership
over an extended period of ----- time	Administrative leadership
in co-operation with ----- staff and the community	Team leadership

Educative, cultural and strategic leadership are different perspectives of one and the same approach to alignment of substantive and functional realities of an organisation.

According to Sergiovanni (1992), such moral leadership is directed, shapes ideas, and exhibits a personal and active attitude towards the goals established through the touchstone process. The leader alters moods, evokes images and expectations, establishes specific desires and objectives, and determines directions.

For a school, the choice is not whether the Principal is a leader or administrator, but whether the two emphases are in balance, and indeed whether they complement each other. Successful leaders in education align both leadership and administration towards the improvement of teaching and learning for students. The leader enables others, empowering them to make their own decisions, while knowing that such decisions will conform to the substantive values inherent in the leader's vision. Leadership is thus found throughout the organisation, not simply carried out by one person, but by all who know how to act as though they were themselves the leader. The definition of leadership, appropriate for the paradigm being elaborated in this thesis, thus encompasses all aspects having impact on learning and teaching including clarifying purposes, maintaining order, establishing a supportive climate, motivating teachers to work, building communications networks, co-ordinating various aspects of the educational program, and providing materials needed for instruction.

To effect leadership density, and provide the necessary skills is a major task of any system re-orientation. The next section turns to the matter of assisting all participants to gain the prerequisite skills.

Staff Development

Critical to the implementation of all of the notions analysed above is the development of all staff. At the school level, this is essential to "... provide support for teachers and enhance their roles as the key professional decision makers in the practice of teaching and learning". (Sergiovanni and Starratt, 1988, 2).

Sergiovanni and Starratt point out that where clearly defined and delineated tasks are essential to the job, traditional scientific approaches to time and motion study, staff training and objectives oriented supervision are appropriate. Where curriculum is tightly defined and teaching protocols are mandated, control, accountability and efficiency are emphasised by strict supervisory structures. This method of staff management is pertinent to the technical curriculum orientation, hierarchical

structures, mechanistic approaches, and administrative leadership favoured during the industrial phase. As suggested above, these methods are still operating in many classrooms today and are fostered in many ways by the operation of the bureaucratically oriented public school system.

However, in the post-industrial era of rapid change and advancement of ideas, there is an acknowledgement that teaching within the practical curriculum has no *a priori* explicitness. This is a recognition that the task is holistic and its application varies from student to student.

The Human Relations Approach

In this approach, involvement of staff in the decision making process is seen as a key element. Teachers are viewed as whole persons and their personal and social needs are seen as important. Feelings of satisfaction are generated by showing interest in the teachers, assuming that satisfied teachers work harder. However, this movement "...actually resulted in the neglect of teachers". (Sergiovanni and Starratt, 10). It tends to do little to improve the productivity of schools. In particular it has proved inadequate in providing many teachers with the support and skills necessary to make the difficult teaching practice changes needed to implement the practical curriculum paradigm.

The provision of voluntary long-term inservice courses, many of which stressed the theory but did little to support the implementation of the practical paradigm, has been an expensive and largely unsuccessful approach to improving teaching and learning. Teachers were required to implement the theory without in-class, proven support over a long period of time. Without leadership that had the holistic understanding and practical demonstration capacity, little change was made. In fact, other than in isolated instances of shared teaching practice, or when teachers were seeking promotion appraisal, there has been little infiltration of the classroom at all, even to see if attempts have been made to implement the official curriculum principles.

From the few classroom observations that have been made, including the researcher's experience of twenty four years in classrooms as a teacher, supervisor, consultant and Inspector, false clarity appears often to have resulted from the adoption of components of more cohesive approaches, without the adoption of the spirit of intent. Frequently applications are made to conform with the control and content functions of the technical

paradigm. Often, the so called 'process approach' has resulted in only superficial learning. The 'school-based curriculum development' model often resulted in topics chosen by the teacher on an *ad hoc* basis, without reference to scope, sequence or the appropriateness of choice, let alone the learning growth needs of the students.

Fullan cites studies by House and Lappan (1978), Huberman (1983) and Rosenholtz (1989) which indicate a daily subjective reality for teachers.

The picture is one of limited development of technical culture: Teachers are uncertain about how to influence students, especially about noncognitive goals, and even about whether they are having an influence.... (Fullan, 1991, 33).

Huberman (1983) is cited as recognizing a "classroom press" for immediacy, concreteness, multidimensionality, simultaneity, unpredictability and personal involvement. The perspective is long-term, the role is isolating from meaningful adult interactions, it is exhausting, and opportunities for sustained reflection are restricted. Knowledge beyond the daily classroom tends to be excluded. As Rosenholtz (1989) suggests, few teachers have the opportunity for the development of "shared meaning" in interaction with other teachers, yet this she identifies as a characteristic of schools which are constantly improving. (Cited in Fullan, 1991, 34).

The Neo-Scientific Approach

False clarity, and the consequent inadequacy of learning outcomes, have led many in the administration of the Department and in schools to advocate the adoption of a neo-scientific view of staff development and supervision. Focusing on the classroom and learning outcomes, this form of management has been mooted as a replacement for the face-to-face supervisory procedures, with control by objective measurement. Wise (1977) calls this approach a "hyper-rationalisation". (Quoted in Fullan 1991, 34).

Within this approach, close monitoring of teaching practice, subject matter and teacher behaviour is achieved by use of standardised criterion referenced performance tests, which specify task dimensions and performance objectives. Teacher-proof kits with programmed instructions are accompanied by centrally chosen texts and a content specified curriculum. Frequent proof is required that the students have achieved the objectives presented in the curriculum.

This method of staff development and supervision assumes that "... if visible standards of performance, objectives, or competencies can be identified, the work of teachers can be controlled ... thus ensuring better teaching". (Sergiovanni and Starratt, 11). It has already been established above that in organisational, curriculum and management terms this form of mechanistic or technical operation is unsuitable when the environment is complex, diffuse and changeable. It simply does not produce the type of knowledge needed to resolve deep and interconnected dynamic problems.

Technical approaches ignore the subjective reality of teachers. Issues such as "...boundedness, psychic rewards, time scheduling, student disruption, interpersonal support..." (Lortie, 1975, quoted in Fullan, 1991, 34) make the introduction of new curricula very difficult. Personal costs of introduction of the real changes expected within higher order student centred curricula are high. Concrete incentives are low. Within the organisation, there is always a readily available store of mythical examples of failure of these principles, each showing dire consequences for teachers and their students.

The Human Resource Development Approach

Emphasising "... individual competence, commitment, self-responsibility, fully functioning individuals, and active, viable, vital organisations..." (Argyris, 1964, cited in Sergiovanni and Starratt, 12) an approach to staff development called 'human resource development' is advocated by Scott as the most appropriate approach for implementing Schools Renewal recommendations.

Human resource development is....responsible for the fostering of long term, work-related learning capacity at the individual, group and organisational levels. (Watkins, 1989, in Merriam and Cunningham, 427)

Upon analysis, this holistic interpretation that focuses on transformation demonstrates its consistency with the aims of the practical curriculum, and with the approach to organisation, curriculum, management and leadership, discussed above.

It must be noted, however, that this definition is at odds with others that tend to be more technically oriented. Nadler would, for example, encourage the definition of components and categories, seeing human resource development as "... a series of organised activities... designed to produce behavioural change. (Nadler, 1979, 3). McLagan

similarly delimits the field by producing lists of competencies and skills of practitioners. (McLagan, 1989). Relying far less on management controls, and far more on the bonding of people to purpose, human resource development in its more transformative role aims at developing norms derived from a shared vision. Applied to schools, it is strongly concerned with ensuring that teachers find meaning in their actions and work experiences, derived from connectedness to the shared values and vision about the school. Operational curriculum and teaching models are provided for teachers, not because they are to be used for control, but because they are practical tools for the teachers' use, helping them make better decisions about their professional practice.

Davis and Mink (1992) note that the more mechanistic orientation did not produce "...more effective and responsive performance... because the peer group or the organisational culture did not support changes in individual performance." (188). In fact they present a shift in the motivation for learning as a key to the more transformative approach. Rather than the learning basis being seen as some personal or professional deficit, motivation now comes from a deeper and more personal level for the participants - "...curiosity, a desire for mastery and excellence, and a call to reach higher possibilities and discover deeper self-meanings". (Davis and Mink, 188). It includes the development of "...self management and the assumption of responsibility, as well as the knowledge and skill to do the job". (189). Meaning and purpose in work activities has come about because most employees "...feel they have a 'stake' in knowing the purpose and contribution of their work". (196). Human resource development within this paradigm is manifest, not through the control over individual work, but through optimizing the system and enhancing teamwork. If activities 'make sense' to workers in in this new environment "(t)hey will put in extra hours, they will risk looking awkward trying to learn new ways to make a greater contribution in their current jobs, and they will do so with no promise or hope of added compensation". (196).

In this approach, supporting the teachers' decision-making is the superordinate focus. Efficiency of the work system is established to provide the teacher with all of the elements needed to create effective learning. Established through a collaborative process of strategic planning, these elements include the goals to be achieved, an explicit curriculum that provides content and learning unit exemplars, a range of practical teaching models, a set of evaluation systems and a range of diagnostic tests and analytical tools. Implemented through performance management with personal and interactive

support, including within the class, the teachers are empowered to expand their views and make professional decisions about the appropriateness of the teaching approaches needed for their students. The teachers are leaders in their own classes, establishing essential values, but allowing students the freedom to learn within those values in ways that best suit their learning styles. Teachers, too, are learners, learning with their peers and students as they approach a range of practical solutions to relevant problems.

The twin results of such a systematic approach to human resource development are those of increased teacher satisfaction and higher student learning achievement. The approach is characterised by:

a commitment to the development of teachers and other workers, ... trust, supportive relationships, goal clarity and commitment, autonomy with responsibility, group decision making, authority more closely linked with ability, teamwork, social interaction, and controls linked to agreed-upon goals and purposes. (Sergiovanni and Starratt, 46).

In terms of supervision, this approach adopts a contingency perspective, adapting the supervision to the needs of the teacher and the goals of the school. Developmental supervision advocates choosing the most appropriate combination of supervisory forms to suit the needs of the person being supervised and those of the organisation. The following, based on work reported by Sergiovanni (1989), is an outline of some of the forms from which choice could be made:

Clinical Supervision

Cogan (1973, 54) defines clinical supervision as follows:

The rationale and practice designed to improve the teacher's classroom performance. It takes its principal data from the events of the classroom. The analysis of these data and the relationship between teacher and supervisor form the basis of the program, procedures, and strategies designed to improve the students' learning by improving the teacher's classroom behaviour.

Clinical supervision requires a close relationship between supervisor and teacher. It is basically formative. It assumes that teaching is a complex set of activities requiring careful analysis. It focuses on evaluation issues coming from the actual teaching situation

at hand and relies heavily on teachers' analysis of these issues. At the heart of clinical supervision is an intensive, continuous, and mature relationship between teacher and supervisor (teacher and executive or teacher and colleague), their intent being the improvement of professional practice.

The purpose of clinical supervision is to help teachers to modify existing patterns of teaching in ways that make sense to them. Evaluation is, therefore, responsive to the needs and desires of the teacher. It is the teacher who decides the course of a clinical supervisory cycle, the issues to be discussed, and for what purpose. Obviously, executives who serve as clinical supervisors will bring to this interaction a considerable amount of influence. Ideally, this should stem from their being in a position to provide the help and clarification needed by teachers. The supervisor's job, therefore, is to help the teacher select goals and teaching issues, and to understand better her or his practice. This emphasis on understanding provides the avenue by which more technical assistance can be given to the teacher. Thus, clinical supervision involves, as well, the systematic analysis of classroom events.

Because clinical supervision is demanding in time and is largely suitable only for the technical aspects of teaching, it is an approach that is generally used as the exception rather than the rule. It can generate too much supervision for many teachers, yet often becomes routinised and ritualised. Because teacher needs and dispositions as well as work and learning styles vary, clinical supervision may be suitable for some teachers but not for others. Technically oriented and developmentally supportive components are vital, however, if teacher efficiency is at issue.

Peer Support

Also known in the literature as co-operative professional development (Glatthorn, 1984) peer support describes collegial processes within which teachers agree to work together for their own professional growth and development. Co-operative professional development is viewed as non-evaluative and strictly as a device for teachers to help one another as professional colleagues. Such peer support might be defined, therefore, as a "... moderately formalized process by which two or more teachers agree to work together for their own professional growth, usually by observing each other's classes, giving each other feedback about the observation, and discussing shared professional concerns". (Glatthorn, 39). At the simplest level, for example, team members might simply agree

to observe each other's classes, providing help according to the desires of the teacher being observed. The teachers then might confer, giving one another informal feedback and otherwise discussing issues of teaching.

Co-operative professional development provides a mechanism for teachers to communicate with one another about teaching and learning. Further, teachers are likely to feel comfortable with, and to trust one another as sources of new ideas and as sharers of problems that they face. Peer support provides a setting where teachers informally discuss problems they are facing, share ideas, help one another in preparing lessons, exchange tips, and provide other support to one another.

Performance Management

A third option in establishing a differentiated system of supervision is the individualised professional development (Sergiovanni, 199 - 200) known in the business literature as performance management. Here the teacher, in association with a supervisor, assumes responsibility for her or his own professional development. A yearly plan is developed with targets or goals, derived from the teacher's own assessment of personal needs in relation to the school's strategic plan. This plan is then shared with the supervisor. The supervisor negotiates both performance indicators and the resource support needed to implement the teacher's plan. Throughout the implementation of the plan the supervisor and the teacher meet to discuss progress, modifications and support required. At the end of a specified period, usually a year, the supervisor and teacher meet again to discuss the achievement of the goals. Generally, teachers are expected to provide evidence (time logs, reflective practice diary, schedules, photos, tapes, samples of students' work, and other artifacts) illustrating progress. From this conference, suggestions are made for generating new targets for subsequent performance management cycles.

Sergiovanni warns that supervision approaches that rely heavily on target setting are often accompanied by problems. If these problems are ignored, the process is seriously undermined and the desired individual professional development is not likely to occur. Problems arise, for example, when the supervisor rigidly adheres to pre-specified targets and when he or she autocratically imposes targets on teachers. Rigidly applying a system of target setting unduly focuses the evaluation and limits people just to events originally anticipated or stated. Thus, teachers may focus all their concerns and energies on a pre-stated target and neglect other areas of importance that were not targeted.

Target setting is meant to help and facilitate, not to hinder the self-improvement process.

Informal Supervision

As advocated in the management approaches discussed above, included in every differentiated system of supervision should be a provision for informal supervision. Informal supervision, a relatively casual encounter by supervisors with teachers at work, is characterized by frequent but brief and informal observations of teachers. Typically, no appointments are made and visits are not announced.

Quality control is one of the benefits of informal supervision. Perhaps more important, however, is the symbolic meaning it communicates to teachers and the enrichment it contributes to the school's culture. 'You are important; teaching is important; I am interested in teaching and learning, these areas constitute the most important part of my job; I communicate this message to you by my actions - by spending time with you and your students involved in teaching and learning.' This is the message that teachers should receive as a result of informal supervision. In this respect informal supervision is similar to Management by Wandering Around (MBWA), a practice found to be common among leaders of highly successful business firms. (Peters and Austin, 1984).

According to Sergiovanni, a differentiated system of supervision requires that all teachers participate in informal supervision. Through negotiation, however, it is important that teachers also join in a combination of additional approaches incorporating aspects of clinical supervision, peer support and performance management. The negotiation would preferably focus on the learning style and needs of the teachers, some learning better in groups and some needing more external direction than others.

Expanding Teacher Knowledge

While supervision from the viewpoint of human resource development is seen as an essential form of support, it is also necessary to examine the professional expansion components needed to provide teachers with ongoing development of understanding, skills and attitudes. It is suggested that these growth components can be incorporated into the supervisory activities, forming a focus for the positive development expected from the supervision situation.

Where the tasks involved can be delineated and subdivided then the concept of single inservice activities may be successful to explain and train. Likewise where the task is basically initial awareness raising, input rather than involvement may be appropriate. These situations do not require social learning, can happen in isolation from the point of implementation and can often be delivered in the form of written communication.

It has already been established, however, that the implementation of the practical curriculum paradigm, having no *a priori* explicitness, can occur only *in situ*. As Fullan notes:

Pre-implementation training in which even intensive sessions are used to orient people to new programs does not work... One-shot workshops prior to and even during implementation are not very helpful. (Fullan 1991, 85, citing studies by Berman and McLaughlin, 1978, Huberman and Miles, 1984, Joyce and Showers, 1988).

Subjective elements are missing from these approaches. Teachers learn complex understandings best from other teachers. Direct, *in situ*, concrete and practical outside help is valuable, especially at the time when implementation problems arise. The support needs to foster "ongoing, interactive, cumulative learning...". (Fullan, 1991, 85). It needs to focus on the learning of new conceptions, skills and behaviours as the need for them arises within classroom practice. It needs to ensure that teachers get over the "... initial critical hump..." (85) which represents a major breakthrough when working towards deeper change. Implementation must focus on more than the skills. It must guarantee that the conceptual underpinnings are incorporated to ensure lasting use.

As Fullan notes

Implementation is... a process of learning something new.... Learning by doing, concrete role models, meetings with resource consultants and fellow implementers, practice of the behavior (sic), and the fits and starts of cumulative, ambivalent, gradual self-confidence all constitute a process of coming to see the meaning of change more clearly. (1991, 85).

Already alluded to above, a series of principles for the implementation of such a complex and personally difficult approach can thus be proposed. The incorporation of these principles into supervisory practices within schools aims to improve curriculum implementation, teaching and learning and to provide a successful outcomes oriented

accountability structure. In fact it is intended to replace the negative effects of supervision with positive aspects of development.

Gleaned from both experience of applying many of the principles elucidated by Fullan, over several years of planning and implementing inservice procedures (for example, Manefield, J.M., 1988) and from the principles involved in the implementation of successful programs such as ELIC (Early Literacy Inservice Course, Clay, 1982) the following principles form components of one model for development support programs where the implementation of a complex, personally translated, higher order curriculum paradigm is the aim:

- * professional development in teaching goes hand in hand with curriculum implementation;
- * development activities must be thoroughly grounded in the theory of learning incorporated in the curriculum. For example the inquiry base of the Humanities; the functional language base of English forms the literature based approach, and so on;
- * activities must link the learning theory to the practice of each teacher by providing exemplar activities and programs for direct practical implementation;
- * to avoid the syndrome of false clarity, where implementation is superficial and essentially follows a technical mode, an advanced skills teacher based at the school is needed to provide long-term classroom support for all teachers undertaking the implementation;
- * this advanced skills teacher should be involved in the later stages of planning of the practical implementation exemplar, refining and reworking it as it is trialled in the advanced skills teacher's class. This should be prerequisite for any classroom assistance that the advanced skills teacher provides for other teachers;
- * based around a significant and relevant issue, which is part of the scope and sequence of the syllabus to be implemented, the exemplar should provide a program of work, a motivating introduction aimed at awareness raising, classroom resources to establish a core of content, a sequence of significant organisers such as focus questions or sub-problems, a range of open questions to facilitate enquiry, in depth analysis and co-operative problem solving, a range of activities including stimulus material such as simulation games, video tapes, models to construct, and so on;

- * teachers undertaking this training should form support groups, preferably about six or seven teachers from the one school led by their advanced skills teacher. This not only provides support, it also provides the critical mass necessary to make change of depth and consequence, rather than superficial adjustment;
- * the exemplar should be introduced *via* an awareness raising seminar, concentrating on teacher understanding of the content and organisational matters;
- * as the teachers implement the exemplar they should record daily reflections and analyses in a learning journal which creates a formative evaluation. As well as analysis of the program implementation, this should also include analytical observations of the learning process of particular students, focused around the theory of learning upon which the syllabus is based. Assistance to do this should be provided in the form of guiding questions, outcomes profiles, and signs to look for or even sample proforma and checklists;
- * based on this learning journal, a requirement of the training program should be the attendance of the teacher at a weekly after-school meeting to reflect in a social context on the ongoing implementation of the program and to introduce the next level of theoretical input to be trialled in practice during the following week. These sessions should be led by the advanced skills teacher;
- * during each week the advanced skills teacher should be provided with release time to attend the class of each participating teacher and observe, demonstrate, team-teach or join in the lesson in a negotiated manner to attend to the training needs of each particular teacher. These visits should be planned in a collaborative manner, carried out as peers, and followed up in mutual discussion. The role of the advanced skills teacher is to ensure that there is fidelity in the implementation to the learning principles incorporated in the exemplar, not to ensure technical fidelity to the program. Scope for the introduction or deletion of activities should be allowed, as long as the learning principles are followed;
- * between each weekly meeting the teacher should be required to undertake a limited amount of reading which provides the theoretical input for the learning in the following week, and
- * because of the intensity of such training programs, school organisation should ensure that those involved have facilities and concessions, including relief from other school duties, during the training.

The review above indicates a range of approaches to professional development, concluding that the human resource development approach is appropriate to the cultural paradigm being explicated in the thesis. Alignment of professional development activities with this paradigm requires a contingency approach to supervision, implying a differentiated program for each teacher, developed through touchstone procedures, to accord with the learning style and needs of the particular teacher and the needs of the organisation itself.

Additionally, the approach reveals the need for provision of access to a comprehensive, ongoing professional program designed to increase the knowledge of each teacher in application of the practical curriculum approach. Personalised, interactive, supported and *in situ*, such a program needs to provide exemplars and demonstration assistance to take teachers through the personally demanding process of improving their teaching practice.

Organisational Culture

Throughout the literature review and the context analysis the emphasis has been on an holistic approach to the organisational paradigm. This approach stresses the concept of organisational culture. A major deficiency of the literature reviewed so far is that each section concentrates within its own internal discipline. It does not stress sufficiently the linkages and interconnected complexities which generate synergy in an organisation. Synergy produces a dynamism that can either maintain an organisational *status quo* in a state of external turbulence or be harnessed to create an organically oriented learning organisation.

Such a learning organisation, Senge (1991, 139 - 142) would suggest, is essential to provide for an organic operation, more than an approach where work is simply instrumental in obtaining the means to higher satisfactions. In a post-industrial world, if work is to be an integral part of the search for meaning in life, then learning is critical to success. Individual learning, melded in organisational learning, is a key to higher order needs, self-respect and self-actualisation. Senge exposes the need to give up the dogma of planning, organising and controlling, substituting instead the sacredness of responsibility for people-growth. Such growth involves personal mastery, grounded in skills and competence, spiritual growth and a creative approach to life. It implies a constant clarification of what is substantive, and a continual learning to see current reality more clearly. Juxtaposing substantive reality with current reality produces a

creative tension. Learning involves expanding the ability to produce the substantive vision, building from the current reality.

To commence the process of drawing the work on organisation, curriculum, management, leadership and human resource development together into a cohesive theoretical base, it is now appropriate to examine the literature in the vital area of organisational culture.

As Schein says

...a deeper understanding of cultural issues in organisations is necessary not only to decipher what goes on in them but, even more important, to identify what may be the priority issues for leaders and leadership. Organisation cultures are created by leaders, and one of the most decisive functions of leadership may well be the creation, the management of, and - if and when that may become necessary - the destruction of culture. Culture and leadership.... are two sides of the one coin, and neither can be really understood by itself. In fact, there is a possibility - underemphasised in leadership research - that the only thing of real importance that leaders do is create and manage culture.... We must realise the centrality of this cultural management function in the leadership concept. (Schein, 1985, 2).

Senge reinforces this view in his discourse on complexity. (See pp 69-70 ff). He suggests that the rationalistic, linear approach of forecasting, analysis and planning leads to handling of detailed complexity, basing decisions on a plethora of variables. Within the post-industrial society, however, any one person faces situations where the details are overwhelming; the information is impossible to absorb; change is accelerating faster than can be kept pace with; the effects of interventions do not occur until some future time and in another place, and interdependence is greater than can be managed. Within complexity of this nature and scale, systemic breakdowns abound.

Senge proposes that a field-spanning sensibility is needed for the "... subtle interconnectedness that gives living systems their unique character". (69). This is a move from "event explanations" (52) to "pattern of behaviour explanations" (52) of reality. Such a mind shift, he suggests, can then lead to an underlying structural explanation which focuses on the cause of long-term behaviour patterns - the dynamic complexity of the organisation's culture. Only by this move from the static detail to the

dynamic patterns can organisations rebuild confidence and responsibility, and provide the ability to pull diverse functions into a productive whole. The analysis of culture is the analysis of these underlying dynamic patterns.

As explored in the previous chapter, culture exists as a learned phenomenon in every stable group or subgroup. Within each subgroup in the one organisation there will be a core of fundamental and implicit cultural assumptions, cognitively transformed into the subconscious and acting as "theories in use" (Argyris and Schon, 1978), "norms" (Stonich, 1982) or "mental models" (Senge, 1991). These are manifest in what people actually do. This is the area of substantive reality (equivalent to substantive rationality as used by Fullan 1988), giving worth and purpose, in the eyes of the culture members, to the organisation's existence. It represents the fundamental meaning for the organisation. For the substantive reality to provide highest order guidance, its values can neither be functional nor instrumental. They must lie in the realm of substance, having no inferential reference to justify their independent existence. They are at the heart of the organisation's touchstone.

Surrounding that core is a set of explicit, espoused and conscious values, manifest in what people actually say they do. This is the area of the functional reality (after Fullan's notion of functional rationality) supposedly facilitating the implementation of the organisational purpose. Values in this area are instrumental, only justified in reference to other than their own purpose. Without this justification linkage, functional values can become ends in themselves or can be counterproductive, either to the substantive purpose, or to other functional values.

The art of organisational leadership is to clarify the highest order of the substantive organisational purpose, and then to align the inner and outer core - what people do and what they say they do - so that they not only serve the overall organisational purpose but that they also serve a congruent internal purpose. To do this the fundamental assumptions of each organisational subgroup must be aligned to touchstone points of reference, making the underlying and explicit values of each group congruent with the pragmatically holistic purposes of the organisation.

To analyse the implicit cultural assumptions of an organisation is difficult. These assumptions guide feelings, perceptions and thinking. As such they remain unproblematic. As was pointed out in the previous chapter, "(t)o relearn in the area of

'theories in use', to resurrect, re-examine, and possibly change basic assumptions - a process that Argyris calls 'double loop learning' - is intrinsically difficult because assumptions are, by definition, not confrontable or debatable". (Schein, 1985,18).

.... organisations tend to create learning systems that inhibit double loop-learning that calls into questions their norms, objectives and basic policies. (Argyris and Schon, 1978, 4).

The Overarching Importance of Organisational Culture

Schein points out that for any leader, organisational culture needs to be understood before leadership can take place. Culture is highly visible and can be consciously experienced; it is real and influences all aspects of behaviour. Individual and organisational performance, and the feelings people have about the organisation, are all affected by culture.

Culture is potent in that it affects all senses and sensibilities. Taboos and ways of thinking socialise all newcomers; they establish cultural boundaries of both membership and condoned behaviour. Culture is patterned: a number of people tend to behave the same way; others treat the behaviour as normal and expected; the behaviour is not random, but is purposive and directed. It is essential to learn the patterns and their meaning if one is to overcome the anxiety of not being in the 'in-group'.

The feeling of doing what is expected - 'the right thing' - that we have on entering a new culture is indicative of the need to remove the tension of uncertainty and feeling of alienation; to gain acceptance, establish communication, avoid offence and subsequent embarrassment. If pressure to conform is felt but we do not know how to do so, a feeling of anger results.

Culture performs a maintaining role in terms of strategy. New strategies that make sense from, say, a technical (for example, teaching) or organisational point of view, may require assumptions, values and ways of working that are too far out of line with the organisation's prior assumptions. This may be a fundamental cause of failure of certain change strategies.

...(B)ecause 'culture constrains strategy', (an organisation) must analyse its culture and learn to manage within its boundaries or, if necessary, change it. (Schein, 1987a, 33, citing Beckhard and Harris, 1977,

Schwaertz and Davis, 1981, Peters, 1980, Allen and Kraft, 1982, Peters and Waterman, 1982, and Stonich, 1982).

In fact, Schein suggests, culture is so important that to achieve a changed paradigm of operation, it is not enough to change the formal structure of the organisation - its patterns of authority, division of labour, method of control or lines of communication. The attitudes and perceptions of those involved must also be changed concurrently. Structure and attitudes are both artifacts of the previous culture. They both have to be confronted and modified or "... the organisation will simply revert to its prior ways of operating. If a group has enough history to develop a culture, that culture will pervade everything." (Schein, 1987a, 33).

Functions of Culture in Organisations

Culture serves to solve two basic group problems, assisting the group to survive in adaptation to the external environment and integrating its internal processes to ensure the capacity to continue to survive and adapt. (Schein, 1987a, 50).

Culture building, Schein suggests, is a dynamic process, forming through shared patterns of thought, belief, feelings and values resulting from shared experiences and common learning. Definitions of situation, assumptions and values come to be shared, consensually validated into goals, passed on to new members and ratified as the correct way to define the situation.

External realities define the group's basic mission, primary task and core functions, both manifest and latent. The environment initially determines the possibilities, options and constraints. It is beyond the control of the group members. Survival over time, however, requires internal integration and alignment with purpose, thus producing external success.

The environment thus initially influences the formation of the culture, but once culture is present in the sense of shared assumptions, those assumptions, in turn, influence what will be perceived and defined as the environment. (Schein, 1987a, 51).

Particularly in the volatile post-industrial environment, external adaptation issues need to be kept constantly problematic. Within an organisational culture, a coping cycle

needs to be established which enables the group to maintain in relation to its changing environment. This is directly analogous with the challenging of norms mentioned in the deutero-learning process proposed by Bateson (1972), the Argyris and Schon analysis of double loop learning (1978), the notion of reconstructive learning attributed to Friedlander (1983), the pragmatic holism procedures for touchstone development mentioned by Walker (1987), the process of dialogue expounded by Bohm (1965), Bohm and Edwards (1992), and the feedback loop analysis of Senge (1991).

Extended from such a process, the mission and strategy are formed. Goals derived from these are developed. Means to attain the goals - organisation structure, division of labour, reward system, authority system - are worked out. Consensus is reached on the criteria (for example, information and control systems) to be used to determine success or otherwise. Correction (repair and remediation) strategies are developed to be used when goals are not being met. These enable the organisation to function by providing answers to routine issues. Without constant recourse to questioning the "...premises, purposes and values..." (Friedlander, 1993), however, these assumptions and strategies can become entrenched in single loop learning as explored by Argyris and Schon. (1978, pp 18 - 20).

The core mission is the group's interpretation of its ultimate survival problem. In terms of core mission there may be multiple functions, either publicly stated or latent. These are only revealed when the organisation is threatened and the interest groups come forward to support it. Many of the organisational decisions of a culture are geared to its own survival as part of its core mission, rather than to its espoused purpose.

Often parts of the mission are understood but not articulated, thus making it difficult to use a common language and shared assumptions to achieve consensus about common goals that direct the organisation in an operational sense. There must be semantic agreement about how to think about the key goals, otherwise management can think that agreement has been reached, until implementation reveals that different people had assumed different goals. Goals are often difficult to specify, partly because they become confused with the primary mission and partly because they represent compromises among the key leaders. Different groups can derive different goals from the mission, diffusing the efforts rather than focusing them.

There is also need for consensus on means by which the goals will be met - the style of

operation, the division of labour, the basic tasks, organisation structure, reward and incentive systems, control systems and information systems. The skill, technology and knowledge acquired by the group becomes part of its culture if there is consensus on their use.

The complex interaction between original, externally oriented intentions and the internal, interpersonal dynamics of the members will finally determine the roles, resources and tasks of the internal structure. Often people try to make procedures and rules to overcome ambiguity which is inherent in work environments. In such ambiguous situations, Schein suggests that it is better to use intelligence and common sense of purpose to guide decisions rather than stick to tight rules which are bound to create win/lose confrontations.

Consensus on measurement criteria for success of a group is needed if the group is to control and adjust its input to guide its direction. Divergent measures of success, generally occurring when primary purpose is pluralistic and unclear, or when touchstone has not been achieved, mean that remedial action cannot be co-ordinated. This is a matter of "conflicting subcultures or an absence of total organisational culture with respect to external issues". (Schein, 1987a, 61).

Agreement needs to be achieved on the means of gathering the measurement data. Open communication systems, built around high levels of acquaintance and trust among members, is one way. This could be supported by such measures as frequent visits, frequent sensing meetings, efficient electronic mailing, constant telephone communications and frequent opinion surveys for feedback. External hard data methods of monthly reports, semi-annual inspection visits, formal seminars, regular audit and downward policy communication tend to operate on the assumption that information flows only through designated channels and that other information is unreliable.

Remedial action taken in response to changes in the environment ranges from local - so that bad news is not sent too far up the line - to whole organisation. This latter response can be taken in various ways ranging from open internal discussion, each person making adjustments where needed to keep achieving the prime purpose, to top management formally diagnosing the problem with the aid of a task force, deciding on remedial action and then disseminating it through meetings, memoranda and other formal means. This determines the style of the organisation.

When the external environment changes so much that a change of course is required, organisational responses often reveal the real assumptions and values of the group. For example the organisation may in fact be organised around restriction of output, hiding improvement ideas and undermining productivity goals. Thus the crisis responses often provide opportunities for culture building. But culture building also requires attention to issues within the organisation. These internal integration issues need to be faced with the simultaneous growth and maintenance of relationships and the accomplishment of the task.

Internally, Schein notes, a common language and conceptual category structure is established for communication and sharing of understanding. This avoids uncertainty and stimulus overload, filters important from unimportant, reduces anxiety, and is a precondition to co-ordinated action. Semantic differences in the use of the same words mean that communication does not occur unless each person recognises the assumptions underlying the use of the word by the other person. Assumptions must be brought to the surface or incorrect assumptions will be validated, setting up self-fulfilling prophecies. Values are embedded in conceptual category systems and it is vital that these are shared if culture is to build. Unique language and category systems give groups differentiation and identity. This aids survival but makes intergroup communication difficult.

Group boundaries and criteria for inclusion and exclusion are established. Power and status criteria (rules for how one gets, maintains and loses power) are established to work out 'pecking order' and handle aggression and insecurity. Descriptions of what is really wanted in a new member reveal the underlying assumptions of a group. Consensus on criteria for exclusion and inclusion is an indicator that a culture exists.

The distribution of influence, power and authority is a key issue in a culture. This is essential to handle aggression and mastery needs. It involves complex mutual testing about who will grant how much influence to whom. Fear of loss of control of feelings during a period of instability is a real reason why people hang on to present cultural assumptions during a time of change, even though an objective assessment shows a more desirable set of assumptions.

Rules for peer relationships are necessary to deal with feelings of intimacy, love, sexuality and friendship and to ensure that the organisation's tasks can best be handled. If co-operative problem resolution and holistic lateral thinking are the norms, some of

these needs can be met within the job. If aggressive internal competitiveness, confrontation and debate are the mode, then meeting such needs defeats the organisational norms. Thus the assumption of a particular theory of truth influences the theory of how peer and authority relationships should be organised. Teamwork within the competing community is difficult as a means of effecting change.

Rewards such as property, status or power, and punishments like withdrawal of reward or ultimately excommunication, must be worked out once the group defines what is heroic and what is sinful. Reward norms can include promotion once successful at a task, but another reward norm can be following through a successful task. These can be fostered by either symbolic or monetary rewards. Such rewards could be acquired social property or status. Short and long-term reward structures are needed.

Ideology and religion must be established to give meaning to inexplicable, ambiguous, uncertain and threatening events, providing an approved response and thus avoiding the anxiety of dealing with the uncontrollable, mysterious, unfair, meaningless and unpredictable. The ideology ties together the overarching values about the nature of humans, relationships and society *per se* into a coherent whole. It serves as a prescription for action *vis a vis* other groups. Myths and stories demonstrate the operation of the ideology and usually revolve around particular heroes who helped the organisation through a difficult time. These tend to reaffirm the mission and goals and the organisation's picture of itself, how to get things done and how to handle internal relationships.

Content and Levels of Culture

Schein identifies five underlying assumptions around which cultural paradigms form:

- * Humanity's Relationship to Nature - The organisation/environment relationship can be viewed from within as one of dominance, submission, harmonising, finding a niche and so on. If the assumptions underlying the organisation's primary task, core mission or basic functions are, however, out of line with environmental realities then the organisation will eventually face survival problems.

Organisational health... (is) the organisation's ability to assess accurately whether its initial assumptions about its relationship to the environment are continuing to be accurate as it and the environment evolve. (Schein,

1985, 88).

The organisation needs an adaptive coping cycle (a double loop learning process) to ensure its ability to obtain valid information, import it to the right places in the organisation, make the necessary transformation in strategy, goals and means, and measure the resultant outcomes.

- * The Nature of Reality and Truth - The way the organisation defines these is revealed in the linguistic and behavioural rules that define what is real and what is not, what is fact, how truth is ultimately determined, and whether truth is revealed or discovered.

Physical reality is empirically determinable. Social reality is shared perceptions that are not externally testable.

If an organisation is to have coherent action, there must be shared assumptions about which decisions are scientifically resolvable and which ones are based on consensual criteria. (Schein, 1985, 90).

Yet individual reality is made up of personal perceptions based on experience but not necessarily shared by others. Reality is all defined by social learning and becomes part of a given culture. Cultural assumptions become crucial in intersubjective or social reality.

The bulk of the content of a given culture will concern itself primarily with those areas of life where objective verification is not possible and where, therefore, a social definition becomes the only sound basis for judgement. It is in this area that we are most susceptible to discomfort and anxiety if we do not have a common way of deciphering what is happening and how to feel about it. (Schein, 1985, 90-91).

The way to achieving socially learned reality could be through open market forces, through debate, through group consensus or by referring to tradition. England (1975, cited in Schein, 1985, 92), postulates a moral pragmatism scale in measuring ways of arriving at truth. He suggests that managers tend to be either pragmatic, seeking validation in their own experience, or moralistic, seeking validation in a general philosophy, moral system or tradition. Walker (1987) tends to supersede this continuum approach by

providing a positive, practical procedure for arriving at truth through touchstone as discussed above.

Basic concepts of time and space are also important in defining reality. A monochronic view of time assumes one job at a time needs to be done for efficiency. Space layout is determined on the basis of carrying out this one job.

Monochronic time controls human behaviour and is, therefore well suited to situations that require highly co-ordinated actions... (It) is well suited to the management of large systems. (Schein, 1985, 94).

Polychronic views assume more than one thing is accomplished at the same time. They are effective in building relationships, in solving complex problems where the information is widely scattered and highly interactive so that all channels must be kept open at all times. Privacy is handled through proximity management and voice modulation. In such a situation, interaction is important and spatial layout is more open planned with easy access and comfort. Grouping is not fixed throughout the day but is a function of the task(s) at hand. Time structures are more flexible, some activities requiring a short time for some and longer for others, other activities requiring longer contiguous time spans to achieve completion and acquire meaning.

Another time concept is the horizon or time cycle. "Different norms about time arise... at different rank levels." (Schein, 1985, 96). Effective communication 'closure' between and within groups requires a consistent time span conceptual base. Yet another time dimension is the future/past/recent orientation. Any communication between people with these different orientations must reveal and agree on the orientation before the communication can make sense.

Assumptions about space also need to be examined. Intimacy distance is that required for contact and touch. Personal distance is the range for personal conversations. Social distance defines talking to several people at once. Public distance is that at which the audience is undifferentiated. Because of the aggression associated with the relative crowding of people into confined spaces, it is essential to define personal and intimate space through culturally

learned cues that permit sensory screening.

- * **The Nature of Human Nature** - This is revealed in the attributes that are considered intrinsic and ultimate. The self may be compartmentalised into work, leisure and family, or it may be viewed as a whole. Human nature may be seen as good, evil or neutral. It may be perfectible or it may not. People may be seen as basically lazy and in need of motivation and control or they may be considered as basically self-motivated, in need of channelling and challenging. Alternatively, human nature may be seen as so malleable and complex that one cannot make a universal statement about human nature but must develop a structure around human variability. This was suggested within the section above on human resource development?
- * **The Nature of Human Activity** - The organisational norm might suggest that the right thing for humans to be is active, passive, self-developmental, fatalistic and so on. Work and play need to be defined.

At one extreme is the 'doing orientation' which focuses on the task, efficiency and discovery. This assumes nature can be controlled, a pragmatic orientation towards nature and reality and a belief in human perfectibility. It leads to the 'anything is possible' mentality, focusing fundamentally on the individual. It can manifest itself either in task or relationship organisations, the latter seen as essential if political alliances, personal charisma and position of influence are seen as means of getting things done.

At the other extreme is the 'being orientation' which focuses on the here and now, the acceptance of what comes and on individual enjoyment. This assumes nature is powerful and humanity is subservient.

Between the extremes is 'being in becoming' where the individual controls what can be controlled and lives in harmony with nature. The focus is on what the person is, rather than on what they can accomplish. It promotes the development of the integrated whole at one and in balance with nature. While this sits well within the paradigm being explicated in this thesis, it must be noted that at one extreme within this orientation is the school of thought that believes in hierarchical external control, rules and regulations to curb all

natural impulses, assuming that these are dangerous and in need of control.

Likewise some view of relationship between work, family and personal concerns must be made explicit, that self-interest is primary, that an integrated lifestyle is possible and desirable. These orientations underly management styles. High consensus about them can become a deeply embedded cultural assumption.

- * The Nature of Human Relationships - This is shown in the organisation's view of the right way to distribute power and love. Life may be defined as co-operative or competitive, individualistic, group collaborative or communal, based on traditional line authority, law, charisma and so on.

One orientation could be that work is best done by individuals, with individuals accountable for their own performance. Group work is minimised because it leads to the lowest common denominator. Another view is that co-operation and co-ordination is the best way to solve problems and implement solutions. Work styles, processes, reward systems and control systems vary depending on the assumptions. Coercive systems tend to alienate members and they tend to exit wherever possible. Utilitarian systems allow people to participate according to the maxim of 'a fair day's work for a fair day's pay'. Normative consensus systems, where goals are mutually reached between leaders and followers, will have people morally involved and identifying with the organisation.

Cultural Paradigms

The salient point throughout the literature review and the thesis generally is that for the culture of the organisation to be coherent, all aspects must be aligned and consistent with the organisational purpose. In other words there is a need for alignment of substantive and functional reality, and of internal and external functions. Interrelated sets of coherent and consistent assumptions become coherent cultural patterns - ways of looking at the world - cultural paradigms.

Incoherence and inconsistencies reveal cultural clashes. For example, if problem solving by individuals is the ultimate belief then co-operative, collaborative and consensus

relationships are inconsistent. If relationships between workers and organisations are either coercive or utilitarian, then worker participation cannot work because there is no common interest. If conquering nature is the correct way to survive then harmonious, passive relationships will not be appropriate.

Schein suggests that Western (as exemplified by the U.S.A.) society is characterised by an orientation toward mastery of nature; an active optimistic view that man is perfectible; a view that society is built on individualistic competitive relationships; an optimistic future orientation built on a notion of progress (growth); a pragmatic scientific view of truth and reality; a monochronic view of time; a view of space and resources as being infinitely available; a rational legal view of authority relationships where power goes to the expert who is elected or appointed based on the democratic principle of 'consent of the governed'; a view that business relationships are emotionally neutral, universalistic, specific and achievement oriented.

Thus within this culture organisations can have the following interlocking characteristics: truth comes ultimately from individuals; individuals are responsible, motivated, and capable of governing themselves; truth can ultimately be determined through debate and conflict, and members of the organisation are a family who accept and like each other and will take care of each other.

But the following characteristics show internal and external cultural inconsistencies: truth comes from older, wiser, better educated and more experienced members; individual members are capable of and willing to give commitment and loyalty to the organisation; relationships are based on linear hierarchies; work and task space is clearly compartmentalised and allocated to members as their own niche or turf to manage and own, and members of the organisation are a family who will take care of each other.

Organisational Change

Allaire and Firsirotu examined cultural issues in their analysis of four large scale organisational change strategies. Softer dimensions such as values, culture and mindsets, they note, are now being addressed in organisational change. "Culture and its resistance to change, provides an explanation for the insuperable difficulties a firm encounters when it attempts to shift its strategic direction." (Allaire and Firsirotu, in Schein, (ed)

1987a, 187).

Their analysis of corporations - readily applied to educational organisations - shows that several positions can be perceived by organisations *vis a vis* their alignment of strategy with the operational environment.

- * **Harmony and continuity.** Here the organisation or unit feels its strategy is well adjusted to its present environment and is performing soundly. The future is seen as an evolutionary predictable version of the present and preparation for it will be incremental. Managers tend to cling to this approach even when there are warning signals from the environment of the need for a new approach.
- * **Pre-emptive adjustment.** Some organisations see the future clearly so they prepare by temporarily dislocating themselves from the present environment in readiness for taking full advantage of the future conditions. Clients may currently be unreceptive or situations undeveloped. One of the tasks is to educate the client and develop the placement.
- * **Temporary misfit.** Transient phenomena may perturb the present environment creating temporary havoc and environmental misalignment. The future is seen as bringing a return to normal circumstances. This can simply be wishful thinking because sticking to the same strategy leads to the postponement of actions required to adjust the organisation to the new realities.
- * **Transformation.** The organisation feels it is well adjusted to the present environment and performing adequately but it foresees a future that is radically different. A fundamental change is needed. Temporary misalignment may occur.

Allaire and Firsirotu propose several steps in devising appropriate strategies for organisations facing a changing external environment:

- * **Step 1. Making a proper diagnosis.**

"Perhaps the most pernicious aspect of a corporation's present culture and

structure is the way it can shape corporate mind-set that makes its leaders and managers immune or oblivious to signals of danger." (194).

If the organisation is out of alignment, what is needed is the implementation of four radical strategies in a "...pattern of steps and actions sometimes sequential but often overlapping and concurrent". (195). These radical change strategies are:

a. Re-orientation. Moving out of moribund fields and into others, this involves the unsettling recognition that past experiences, skills and practices may be irrelevant or downright misleading. There is a danger that the old culture will prove so attractive that it will prevent the necessary re-adjustments.

b. Turnaround. While it initially induces counter productive stress, a time of significant crisis can provide management with a formidable tool to challenge the taken for granted facts and assumptions with the possibility of making radical change.

c. Revitalisation. Where an organisation is not apparently in fear of survival and mediocre performance can be blamed on external influences, it is hard to make tangible any impending crisis and the need for change. In this case, it is essential for leaders to generate the internal organisational stresses that can dislocate the inertia of the culture.

d. Transformation. Generally built on the vision of a charismatic leader who perceives a need for change while others within the organisation feel it is performing satisfactorily, transformation is generally initiated through structural change. This does not ensure that a different and more appropriate culture will result. In fact, temporary misalignment may occur and panic restructuring can serve to further dislocate the organisation's efficacy.

* Step 2. Formulating a metastrategy.

A metastrategy is a strategy to implement a new strategy. It is usually

unwritten, communicated to only a few, and based on shared values. At first it is a tentative search for new broad goals and directions. Then it involves setting up and activating multiple internal and external channels to consult and discuss goals and orientations. Once convinced that the goals and directions are appropriate it is then necessary to take steps to broaden the base of support for the chosen direction through a well thought out sequence of symbolic actions and structural changes.

Because culture is in the realm of feelings and sentiments and does not develop under clinical observation, the holding of seminars to disseminate the "culture we should have " (198) is inappropriate. Rather the metastrategy process becomes formal and well mapped out, leading to a new and explicit strategy for organisational operation. Allaire and Firsirotu note that "(r)adical strategies have been successfully implemented only where corporate leaders were equipped with an effective metastrategy". (198).

- * Step 3. Assessing present culture and structure.

This is a significant part of the process of double loop learning. It involves examining the values, beliefs and mind-sets implicit in the organisation. These may flow from the nature of the primary task. Regulations, labour relations, competition and so on all influence the beliefs and behaviours. Stories, legends and myths about past and present, explanation of successes and failures, valued behaviour, promotion paths, and critical success skills all reinforce culture. In turn, so too do recruitment, training, promotion, organisation structures and management systems. The implicit and explicit process of socialisation, role models, cues and messages, all indicate value, as does the amount of expected employee involvement - commitment, calculative, or limited participation. Subcultures at odds with the organisation or each other also reveal many of the underlying assumptions.

- * Step 4. Defining the goals of culture and structure.

Contingency factors like regulations, administrative structures and requirements, technology and support resources, must change if culture is to change. Attempts to install a culture against opposing structural and

contingency forces will be counterproductive. When the contingency factors are changed it is management's role to make quickly visible the changes and their potential in terms of the new culture. They need to be used as levers to work on the organisation's mindset and values. This is the process of alignment of the functional with the substantive reality.

* Step 5. Proposing a broad radical change agenda

... the challenge of radical strategies is to bring about the changes in culture and individual mind-sets deemed necessary to support and reinforce changes in the structure. If this is not achieved, structural changes will be ineffective, or even, counterproductive. (202).

But strategic and discontinuous changing of the three dimensions of the organisation - culture, structure and individuals - must occur through different mechanisms.

Structural variables - formal goals, strategy, design, management systems - can easily be controlled and legitimised by management. They may be changed at high speed through application of technical, analytical tools and competent political control of internal conditions.

Cultural properties on the other hand can only be controlled at best moderately by management. They tend to be slow and affected by symbolic management, accompanied by structural reinforcements. Management must understand and channel the complex social processes through which symbols, values and meanings are created.

Effective changes in culture and structure must be carried out in a well co-ordinated sequence of actions, which mutually reinforce, legitimate and aim to re-orient and restructure the mind-sets of management and employees. In the process some tension between culture and structure is inevitable as changes in one level are not rooted in the other. However this tension must be calibrated, so that it does not reach a point where the linkage is severed and the present culture becomes antagonistic to the new structure. The resulting confusion, disarray, and disorientation among the members of the organisation would be most disruptive. (204).

To prevent cultural clash it is important to take political action which includes broadening the political support for radical actions, raising the level of dissatisfaction and discomfort within the present situation and sensitizing key actors to the need to change. It is also important to take symbolic action such as communicating forcefully a new image that captures the external strategy and the proposed culture, using all available media channels to disseminate the strategy and culture. Change agents can be used to infiltrate the organisation, explaining and propagandising the new orientation and to maintain a liaison relationship.

* Step 6. Stabilising

Any discrepancy between the leader's words and actions will be spotted, worst case intents and motives will be inferred from the slightest clues. Any ambiguous or contradictory signal can slow down the process of change.

Stabilisation involves:

- * promoting people who demonstrate the requisite new values;
- * publicly acknowledging examples of the new culture in operation;
- * establishing tight consistency between word and action;
- * using tactical decisions to support fundamental strategic changes;
- * controlling and channelling the socialisation process, and
- * ensuring that recruitment, selection and training is consistent with the new orientation.

Obviously, the work of the organisational leader will be critical in any cultural change process. Kelly (in Schein (ed), 1987a) has researched the role of the chief leader in such change. Moving slowly to assert authority is the recommended style. During early days, establishment of a platform and driving force was generally subservient to low key, informal approaches to opening up the organisation. Ego and authority were downplayed, Chief Executive Officers going to lengths to establish personal relationships with their employees. The approach seemed to be to minimise turmoil, gain input, establish support, working to secure their own position not simply amongst top management team members but amongst a broad base throughout the echelons.

From the results of two surveys Kelly conducted in 1976 with fifty executive, and 1979

with one hundred executive in U.S.A., the following implications can be adduced:

- * new Chief Executive Officers generally move cautiously and informally to establish their authority. They try to establish lines of contact, information and support;
- * they do not attack large strategic issues as the first priority, looking to the structure of relationships and responsibilities - both formal and informal - seeking to change the infrastructure before they look to strategy;
- * they tend to create management teams, and
- * they feel they are accountable for and can have an impact on many important aspects in less than six months. (186)

In terms of this thesis it is pertinent to note that it is not only the Chief Executive Officer at central office who needs to heed Kelly's research. As Fullan notes "...the superintendant(is) as crucial for determining change within the District as the principal within the school". (1991, 11).

Senge (1991) has produced a seminal work on cultural change. He uses the term structure, not as in formal "reporting structure" or "structure of logical argument" but as "systemic structure.... concerned with the key interrelationships that influence behaviour over time". (44). It is, therefore, a major component of the term culture as used in this thesis. As mentioned in Chapter Two, Senge advocates five assimilated technologies to produce a learning organisation that builds the capacity for change into its structure:

- * systems thinking implies understanding the system by contemplating the whole "... invisible fabric of interrelated actions, which often take years to fully play out their effects on each other". (7);
- * personal mastery is the ability to "... consistently realise the results that matter most deeply...". (7). It involves the discipline of continually clarifying and deepening personal vision, of focusing energies, developing patience, and of seeing reality objectively. It implies a reciprocal commitment between the individual and the organisation to develop the special spirit of an enterprise made up of learners;
- * mental models are "... deeply ingrained assumptions, generalisations or even pictures or images that influence how we understand the world and how we take action". (8). Such assumptions are our tacit, pervasive, persistent,

powerful and restrictive norms or 'theories in use' which need to be revealed if underlying change is needed. This is done best by a balance of inquiry and advocacy to learn new ways of looking at the organisation;

- * building shared vision is essential to "... bind people together around a common identity and sense of destiny". (9). Such binding tends to galvanise the organisation, not around a crisis or a charisma, but around a deeper purpose, and
- * team learning because the team is the fundamental learning unit of a modern organisation. The intelligence of a team can be either more or less than the combined intelligences of its members. This depends on the team's capacity to suspend assumptions and enter into genuine dialogue that allows the group to discover insights not attainable individually. Such teamwork involves learning how to recognise the defensive patterns of interaction that undermine learning.

Senge points out that most organisations are designed and managed such that the job descriptions, modes of thinking and rules of interaction actually disable learning. He notes seven learning disabilities for people within organisations, They:

- * see themselves through their daily tasks, limiting their responsibilities by the boundaries of their position. This cuts them off from the broader purpose of the tasks, produced when all of the positions interact;
- * find things outside themselves to blame when things go wrong, thus hiding the core problem which is within the inherent systemic linkage of self to the organisation;
- * see proactiveness as conquering external problems rather than seeing how they contribute to their own problems. In fact it is disguised reactivity;
- * focus on short-term events which distract them from seeing the longer term patterns of change and cause that underlie events. "The irony is that, today the primary threats to our survival, both of our organisations and of our societies, come not from sudden events but from slow, gradual processes." (22);
- * are maladapted to gradually building threats to their survival (the boiled frog phenomenon). The internal apparatus for sensing threats is geared to sudden changes. They must slow the pace and pay attention to the subtle as well as to

the dramatic;

- * learn best by experiencing the consequences of their decisions. In most organisations, however, the learning horizons are limited in time and space such that cross-functional analysis of consequences is virtually impossible, and
- * spend their time within management teams making themselves look good, maintaining the appearance of cohesion by quashing disagreement and avoiding reservations. Joint decisions become watered down compromises, either reflecting what can be lived with, or imposing one person's view on the group. Collective inquiry is inherently threatening. Advocacy, rather than inquiry, is rewarded. Skilled incompetence develops.

To overcome these learning-disabling approaches, Senge sees that it is essential to reveal and change the structures that constrain the growth of the organisation. Since these appear to be generic, he proposes several 'laws' of application (pp 58 - 67):

- * Today's problems come from yesterday's solutions. Solving problems at one point by addressing symptoms simply removes the problem to another place or time. By not connecting problems to their underlying cause, problem solving simply creates problems for others. Without connection to these others, the problem can continue undetected.
- * "Compensating feedback" causes well intentioned low leverage (symptom addressing) interventions to call forth responses from the system that offset the benefits of the intervention. This leads to the apparent stress creating phenomenon - "the harder you work, the harder it seems to get".
- * Low leverage interventions do work in the short-term and are therefore attractive to event thinkers. They simply delay, however, the surfacing of the problem, creating a time lag to the disbenefit. This is the major reason why single issue political decision making is so destabilizing and counter productive.
- * Applying familiar solutions may bring comfort but may not solve the problem. Previously applied approaches can exacerbate the problem if the cause and interconnections are different from previous situations.

- * The easy solution can be addictive and dangerous. The short-term cure can be worse than the original problem. Often the burden of the problem is shifted to the intervenor called in to resolve the problem. Such intervention can leave the system less able to help itself in the future. Long-term intervention must strengthen the ability of the organisation to shoulder its own burdens.
- * The optimal rate of growth is far less than the fastest possible. Excessive growth causes the system to compensate by slowing down, using potentially productive energy to generate unproductive resistance;
- * Cause and effect are not closely related in time or space. Short-term solutions stem from a fundamental mismatch between our perception and this reality of delay in a complex system.
- * Leverage means small improvements in the right place can bring big improvements in the long run. High leverage opportunities (small efforts - big results) are usually not obvious.
- * Waiting for a solution by focusing on a causal problem achieves better results than by drawing away energy on a symptom based solution. Many rigid 'either/or' choices only appear so because of static thinking.
- * To understand the most challenging issues requires seeing the whole system that generates the issues. The "principle of system boundary" states that "the interactions that must be examined are those most important to the issue at hand, regardless of the parochial organisational boundaries". (Senge, 66). Yet organisations are designed to keep people from seeing important interactions.
- * There is no 'outside' to blame for problems. Each person, and the cause of their problems, are part of one and the same system.

From these laws, to overcome real problems in organisations, Senge concludes that we need to establish 'feedback loops' of reciprocal influence. This implies explicating the reciprocal of what has formerly been seen as a linear process. Moreover we have to overcome the anthropocentric view that we are the centre of all organisational activities.

Within any feedback loop the person is part of the loop, not apart from it. Blame and guilt are reciprocal. People are continually influenced by, and are influencing, their own reality.

Two types of feedback processes are identified. The "reinforcing" feedback process accelerates either growth or decline. It can include attention or inattention and is often self-fulfilling. Small changes, building on themselves, establish behaviour and response spirals. Eventually, however, limits to the acceleration/deceleration are met as balancing feedback loops become established.

The "balancing" feedback process ensures that the organisation reaches, but does not exceed, a goal. It is a homeostatic force, producing stability within a changing environment. It is brought about as the system sets its own agenda, substituting implicit goals for those that are espoused. Resistance to change activates hidden balancing feedback loops that are woven into the norms of distribution of authority and control. They cannot be countered without changing such deeply held norms and their consequent structures of authority and control.

It must be noted, moreover, that many feedback processes contain delays which interrupt the influence flows and make consequences occur almost imperceptibly. Because balancing processes maintain the *status quo*, they are often hard to detect. Aggressive action, in terms of either more action or corrective action can cause overshoot or instability and breakdown, respectively.

To help explicate such subtle processes, Senge identifies several archetypal structures which condition the thinking of organisations. The first of these he calls "limits to growth". (See pp 95 -103). This is a reinforcing process, set in motion when growth creates both success and side effects. This structure occurs when growth creates complexity which entropically absorbs the benefits of the growth and slows it down. For example, quality circle work may lead to a growth in collaborative problem solving activity. Success breeds enthusiasm but also leads to jealousy and territorial protection as power structures are changed. Worker apprehension undermines the quality circle activity and ostracises the group, either by union pressure or by managers not letting go of their 'empires'. The management leverage in this structure occurs in the balancing loop (removing the limitations), not in the reinforcing loop (pushing harder). To overcome such limits it is necessary to change the norms, implicit goals, sanctions and

rewards, distribution of preferred work, and so on. It is important to decrease the complexity by genuine devolution of decision making power, supported by appropriate resource control. But it is equally important that the decisions of one group be seen as consequences for others so that rational choices are informed choices.

"Shifting the burden" is the second of Senge's archetypal structures. (See pp 104 - 113). This occurs when the underlying problem is difficult, obscure or costly to address. There is a tendency to shift the problem onto palliatives that ameliorate only the symptoms. Because this approach temporarily relieves the symptom, it allows the problem to develop further and tends to atrophy the capacity to address the fundamental issue. Such a quick fix approach is a non-delay stabilising loop that produces periodic crises which are addressed by further dependence on the symptomatic solution. It appears to suit short-term political time frames but can underlie drifts in strategic direction and a lowering of goals. The real answer is a delayed stabilising loop, gaining leverage by strengthening the fundamental response and weakening the symptomatic response. Pressures to divert investment into short-term solutions need to be resisted, utilising peer pressure to achieve a long-term orientation through a sense of shared vision. Problem solving must be built into the system through a coach/mentor operation rather than employing the services of an external problem solver.

Other structures tend to be variations on and combinations of the two mentioned above. In his Appendix (pp 378 - 390) Senge notes the following:

- * "balancing process with delay" - when acting toward a goal, behaviour is adjusted in response to delayed feedback. If the person is unaware of the delay, they either give up prematurely because they perceive no response to their actions or they over correct by continuing to apply pressure. Leverage over such a situation is gained more by patience and listening than by aggression;
- * "escalation" - when people perceive that their own welfare involves having an advantage over others. In such circumstances a vicious circle of threat and response drains the energy of the organisation and diverts its focus. Leverage is only gained by either unilaterally reducing the threat or by finding some approach where both can win. This may even free up resources in the wind back process;
- * "success to the successful" - people or programs with the more successful

(short-term and measurable) results are given further support while the less successful (in the short-term or perhaps with more implicit and tacit results) are starved of resources. Leverage in this case comes from establishing a balance in the achievement of goals and reaching agreement on the criteria for the measurement of success;

- * "tragedy of commons" - where resources are shared, there is the possibility that individuals use more than their fair share to increase their personal advantage. This causes others to demand more than they need to ensure they have sufficient, thus depleting the common resource. Leverage in this situation includes mutual establishment of self-regulation and the inculcation of the view that achieving the shared common good is the best way to achieve what is best for self;
- * "fixes that fail" - where a short-term and apparently effective fix has long-term deleterious effects on the organisation, requiring more of the fix. Leverage over this can only be gained by a focus on the long-term and establishment of structures that explicate (over time and place) the links between an intervention and all of its consequences, and
- * "growth and underinvestment" - when growth limits are reached and additional capacity is needed, there is a tendency to delay essential investment to curtail costs. If investment does not create the needed capacity for further growth, then growth is cut off, reinforcing the notion that the investment is no longer necessary. Leverage over such a situation is achieved by always ensuring that investment and thus capacity stays ahead of demand. Once again a long-term view is needed to ensure derived demand for investment anticipates the very demand for which the investment is needed.

A most enlightening piece of school oriented literature in this area of cultural change is Sungaila's (1991) analysis of educational reform in Australia. Sungaila uses a parody of the rationalistic work of Urwick (Gulick and Urwick, 1937) to provide an insightful analysis of educational reform from the cultural perspective. It is natural, she demonstrates, for schools and the organisation to self-renew. They have been doing so for years as they absorb the traumas accompanying each new child on a daily basis and cope with the naive and imposed attempts to change them from above, in some gross

bureaucratic fashion. In fact, she suggests, this has tended to become their primary purpose, displacing any higher order notion of teaching and learning excellence. It is the functional reality but has become substantive to the participants. Their essence, their norm structures or mental models, remain the same no matter what input/output changes are occurring. It is this norm stability, the essence of the culture of the organisation and the mechanisms for creating security for the participants, that prevents educational reform from impacting on teaching and learning.

Myth, rite, ritual and sanction allow us to deal with the reality that confounds our norms, allowing the norms to remain inherently stable. We can blame failure to learn on myths like Intelligence Quotient or effort or socio-economic background. We can engage in rituals like lock step promotion and age cohort grading even though this does not suit particular students. We can invoke disciplinary sanctions when students show alienation. But we do not question the essence of the teaching or the personal appropriateness of the requisite learning outcomes. These are unproblematic norms, standardised into expectations.

Only by making the norms problematic can reform produce the type of holistic reaction that is needed in response to the dynamics of the present turbulence. Any planned system wide and imposed changes only serve to reinforce the norms as the diversionary mechanisms, which keep stability in the face of change, become more and more effective. In the analysis of blocking forces in Chapters Seven through Nine of this thesis, such mechanisms are constantly invoked. These need to be exposed if any real change in organisational culture is to occur.

Frequently, structural reform, at both school and system level, has been a mechanism to avoid exposing the norms and presumed consensus. Such exposure could bring about the downfall of senior executive staff. Even wider participation in decentralised structures is *per se* a method of compromising dissent with real system norms, 'hijacking' dissenters by involving them on the 'side' that protects the norms.

What is needed is for leadership to take the courage and apply the tools to expose the norms and the self-renewing nature of the school system, making them problematic against the external realities of the espoused system purpose. Only by challenging the norms, can the dissent mechanisms be challenged until they can no longer dampen the fluctuations. Only by this traumatic perturbation can the organisation be moved to a

qualitatively new threshold.

Unless we have searched for the pattern among different underlying assumptions of a group and have attempted to identify the paradigm by which members of a group perceive, think about, feel about, and judge situations and relationships, we cannot claim that we have described or understood the group's culture. (Schein, 1985, 111).

And only by exposing the group's cultural norms and challenging them against the external reality and purpose can true and effective educational change take place. It is now appropriate to turn to the literature on educational change.

Educational Change

As has been established throughout this chapter, any analysis of the why and how of educational reform must incorporate a conceptual framework based on the principles of the operation for system wide cultural change. Schools Renewal directly changes the structure and operation of the Department and its relationship to the schools. This thesis, on the other hand, takes the change further by seeking and analysing the processes needed to change the culture of system and school operation in accord with a paradigm of pragmatic congruence focused on organic operation. Such a system is based on fundamental human values but operates flexibly within those values to resolve locally salient issues. Consequently, this section of the literature review examines the issue of change in schools and school systems. It seeks to provide a theory of change when the change involves implementation of the types of educational, organisational, leadership and cultural notions developed in the sections above.

To reiterate, officially and at system level, the circa 1990 changes to the operation of the Department and its schools were planned, systematically introduced and large scale. Of more significance, however, is the fact that the magnitude and type of change needed by the school system as it moves into the post-industrial era really requires not just the introduction and use of an innovation or structural adjustment. It requires a complete change in the world view of all involved in public education, from senior administrators through to classroom teachers, students and the school community. It requires the refocusing of the culture of operation, moving from a cultural paradigm dominated by the rational and formal. The aim is a cultural paradigm in which the formal, technical and the psycho-social realms, the rational and the intuitive, the internal and external forces, the functional and substantive reality, are pragmatically balanced and

organically aligned to ensure a high level of quality outcomes through a cohesive, contingent and responsive educational approach.

Specific innovation has been the major thrust in change for many years. Evidence now shows, however, that many innovations, although well meaning and well implemented, have not brought about changes in schools, classrooms and teaching approaches which produce higher orders of learning outcomes. Singular successes there are. But across a majority of classrooms, as Cuban notes ".... schooling appears pretty much the same as it's always been". (1988, 343).

While ideological convictions may be the source of many educational changes, conviction *per se* is no criterion for determining worth. Valuable intentions may be accompanied by damaging consequences and implementation ramifications. Desirable goals and good intentions are not enough to install change. The plans and details of implementation are frequently left unattended or their importance underestimated. Additionally, if educational changes are adopted piecemeal, without understanding the totality or feasibility of the whole, then the programs and components that have more obvious, easily measured, minimal objectives will become the *defacto* change.

Moreover, politically motivated change can produce "... overload, unrealistic time-lines, unco-ordinated demands, simplistic solutions, misdirected efforts, inconsistencies, and underestimation of what it takes to bring about reform". (Fullan, 1991, 27). Relative neglect of central educational issues, for example, is partly behind the fear with regard to the reintroduction of basic skills testing. Change adopted for symbolic, political or personal purposes, for example to appease community pressure, to gain more resources or to appear innovative, will result in symbolic rather than real change. Often saying that one has adopted the changes is sufficient to appease administrators.

The needs of the context now make it imperative to move from the passive study of singular and narrow innovations, to the active, more complex and comprehensive involvement in cultural reform. Rational reform initiatives which change structures have been the major form of driving recent change, and are represented in New South Wales by the Scott initiatives. Changing structures is easier, however, than bringing about the culturally embedded norm changes that are imperative. What is now needed is:

.... intensive action, sustained over several years to make it possible both physically and attitudinally for teachers to work naturally together in

joint planning, observation of each other's practice, and seeking, testing, and revising teaching strategies on a continuous basis. Reform... means changing cultures of the classrooms, the schools, the (clusters)..... (Fullan, 1991, xii).

The literature, however, reveals a note of caution in terms of the direction of educational reform. Vertically and horizontally comprehensive reforms have been tried throughout the Western World. Many have produced, at best, first order changes that improve efficiency and effectiveness of current operation without changing substantially the way children and adults interact to raise the levels of learning outcomes. At worst the reforms fail, creating negative impacts that build up immutable resistance to future improvement. Second order reforms (see for example, Cuban, 1988, 343 and Sarason, 1990) which attempt to alter the fundamental ways in which organisations are put together to produce, for example, an organic cultural orientation, have largely failed.

But it is also important to note that such comprehensive reforms fall into two 'camps'. One direction would suggest that 'intensification' was the means to reform. Stemming from a mechanistic and rational view of change, this movement encourages

(i) increased definition of curriculum, mandated text books, standardised tests tightly aligned with curriculum, specification of teaching and administrative methods backed up by evaluation, and monitoring.... (Fullan, 1991, 7).

Intensification is informed by a notion that rational prescription and clear boundary delimitation will increase effectiveness. As has been demonstrated throughout the thesis, such a neo-scientific notion is premised on stability and the ability to define standardised, best answers. A rational approach to reform cannot alone hope to provide the complex answers needed to resolve locally varied, yet interconnected, issues.

On the other hand, another and apparently competing wave of reform has become prominent. 'Restructuring', a word with a now familiar ring in New South Wales, generally brings about school site management, empowerment of teachers and school administrators to make decisions, integration of multiple innovations, flexibility of time, new industrial and organisational structures, collaborative work cultures, the involvement of client and provider groups in planning, the re-organisation of role relationships and the introduction of new roles such as Advanced Skills Teachers. Such an approach is based on the notion that it is in each individual school that reform must

become effective.

Unless the reforms challenge the culture of organisational operation, however, even such a sound premise can lead to pitfalls in reform and entrenchment of the *status quo*. Political expediency and misunderstanding, for example, produce *ad hoc* combinations of reform elements that are carried out for opposing purposes. Frequently, for example, restructuring carries with it strict line input accountability and hierarchical supervision arrangements that are at odds with the notion of outcome accountability. Narrow basic skills testing through multiple choice questions can reinforce a narrowly interpreted, low order curriculum, delivered to passive, seat based, quiet students. But more significantly, unless the change process implements the reforms with due cognisance of the realities of the individuals who are affected, even objectively sound changes will not be implemented with integrity to their spirit and principles.

Without making the norms underpinning cultural operation problematic, reforms can result in changes to 'what we say we do' while reinforcing different messages in 'what we really do'. The production of paper policies - policies that demonstrate little relationship to what really occurs - simply reinforce the dominance of the formal and the displacement of substantive purpose. Mouthing the words of reform without substantive change in behaviour reinforces the previously dominant functional message. And the resultant cynicism reinforces the *status quo*.

The Nature of Educational Change

The objective reality of the type of change necessary for organic operation is, alone, insufficient to ensure that change takes effect. To understand fully the scope and nature of the type of educational change stemming from the needs of the present context can only be undertaken from within the world view of the change itself. Meaning can only come from within the cultural paradigm, which provides the values and assumptions necessary for informed interpretation. Fullan notes the importance of this subjective sense of meaning in implementing change:

One of the most fundamental problems in education today is that people do not have a clear, coherent sense of meaning about what educational change is for, what it is and how it proceeds... What we need is a more coherent picture that people who are involved in or affected by educational change can use to make sense of what they and others are doing.

(Fullan, 1982, 4).

"If change attempts are to be successful, individuals and groups must find meaning concerning what should change as well as how to go about it." (Fullan, 1991, xi). To understand the change process, the meaning which is created in the minds of the individual actors must be aggregated and combined with a knowledge of organisational and inter-organisational factors which influence the change process as institutions interact. Change must make sense both at the individual, and at the socio-political, levels.

Successful social change requires that several factors must be contended with at once - "... leadership, staff development, values and ideas..." (Fullan, 1991, xii) need to be handled concurrently. Notions of who benefits, the production of quality materials and programs and the suspension of pre-emptive demands from all quarters for hard evidence that the change is both beneficial and efficacious, must occur simultaneously. While this must occur at system level, it also requires that local adjustments must be made in all operational settings depending on their particular history, politics and personalities. One goal is ultimately to develop individuals and organisations that have in their culture a capacity to change to meet the ever changing needs of their particular clientele.

The meaning of change is intensely personal. All real change naturally and inevitably involves loss, anxiety and struggle.

Real change... represents a serious personal and collective experience characterized by ambivalence and uncertainty, and if the change works out it can result in a sense of mastery, accomplishment, and professional growth. (Fullan, 1982, 26).

There is initially a conservative impulse of rejection as proposed changes have an impact on the familiar construction of reality that gives personal meaning to life. This ambivalence represents a pause to consolidate skills to master something new, particularly as the meaning of the new phenomenon will initially be unclear. Participants in the change must go through the same process of assimilation as those who sponsor the change may have gone through over, perhaps, years of debate and analysis.

Loucks and Hall's (1979) Concerns Based Adoption Model indicates that teachers are more concerned initially about how change will affect them personally and in their

classrooms particularly, rather than in explanations of rationale, goals and supposed benefits. More than explanation is needed, initial rejection not simply being caused by ignorance or prejudice but by information overload, anxiety and stress which appears to threaten the fabric of the social system. This provides the personal framework of theory, values and technology; the subtle, learned and semi-intuitive rationalisations and compensations, which enable individuals to make sense out of their work lives, maintaining their competence and self-concept.

In particular, teaching is characterised by multidimensionality, simultaneity, and unpredictability. The personal costs of introducing anything new are high and seldom is there any indication that they are worth the investment. Rational solutions such as 'integrated learning', 'progressive education' and the 'open plan classroom' have 'backfired' for many teachers in the past. Goodlad, Klein and Associates (1970) found that the use of general goals to be made specific by teachers for their particular situation, and the use of volunteers, both used to implement change, have been unsuccessful, producing either false clarity without real change or painful unclarity with costly rejection of change.

False clarity occurs when people think that they have changed but have only assimilated the superficial trappings of the new practice. Painful unclarity is experienced when unclear innovations are attempted under conditions which do not support the development of the subjective meaning of the change. (Fullan, 1982, 28).

Objectively, educational change is multidimensional and involves changes in practice. For example, change in the classroom has at least the dimensions of materials, teaching approaches and beliefs. Objective analysis is essential to ensure that the change has clarity, coherence and the appropriate support mechanisms to facilitate implementation. However, unless all three dimensions are altered in practice through the subjective mediation of the individual implementers, the change cannot have its intended impact. Superficially, this means that the change is not introduced with fidelity, but it also implies that the mutual adaptation or evolution of the change may not produce desired changes in conceptions and role behaviour. Changes are available to improve educational practices; but whether these changes will have their intended effects depends largely on relationships between these changes and the thousands of subjective realities embedded in people's individual and organisational contexts and their personal histories. (Fullan, 1982, 35).

It is the sum of these individual realities that provides the picture of educational change as a whole.

A Theoretical Framework for Educational Change

The theory of educational change has evolved through distinct emphases as the complexity of the change and the change processes have been better understood. Initially, change was viewed from the adoption perspective (as noted by Cameron, 1983) which considered only the formality and fidelity of accepting and commencing change initiatives, rather than the spirit and effects. Cameron suggests that adoption did not necessarily guarantee that the initiative created change at classroom level. Nor did it indicate changes in learning outcomes.

This limited perspective was subsequently expanded by writers such as Giacquinta (1973) and Fullan (1982, 1991). Giacquinta's work focused on the process of change where conscious efforts were made to initiate specific innovations, largely retaining original group members while altering their behaviour and attitudes in accord with the proposed change. It focuses on the maintenance of staff at school level, and often in critical Departmental positions. Fullan's early work examined the interactive processes of change in clinical detail. His recent work takes his analysis into the realm of site specific cultural change of the multiple learning type advocated in this thesis.

Giacquinta identified two propositions about the dynamics of change in schools which remain relevant to the present study. The first was that:

the extent of change in any school's organisation... depends on multiple factors: the nature of the innovation introduced, the tactics used to introduce it, the characteristics of the individual school members... and properties of the school structure.... (Giacquinta, 1973, 179).

The second proposition was that change in a school:

... proceeds in three basic stages: initiation of the innovation, implementation, and incorporation as a stable part of the organisational structure. (Giacquinta, 179).

To this, Fullan added the notion that change is "... a process, not an event". (1982, 41). As has been noted, the type of change being studied in this thesis is wider than adoption, or even implementation of an innovation. It implies a greater understanding of the

organisational culture than simply an analysis of factors alone. It also requires the exposure of underlying cultural values that guide action, generally in an unproblematic manner. The changes needed within the post-industrial environment are both organic and multilevel. Fullan would now suggest that an innovation perspective is simply "tinkering". (1991, 81).

Fullan shows that the change process is non-linear in practice. He suggests that the complex events of one phase can "... feed back and alter decisions taken in the previous stages...". (Fullan, 1982, 40). Indeed the complexities of the change process indicate that while some elements are operating at one phase, others may be out of synchronisation. Some schools and individuals are ready for different phases of change at any one time. Moreover, progress through the stages varies and reverts for different aspects.

Initiation

In the change process, 'initiation' is described as "... the process that, when successful, leads to the introduction of organisational innovations". (Giacquinta,197). For Fullan, the phase of initiation is described as "... the process which leads up to and includes a decision to adopt or proceed with change". (Fullan, 1982, 39).

Fullan notes several interacting and essentially site specific factors influencing the adoption of planned change. (1991, pp 50-61). The existence of quality alternatives is one factor. As noted above in terms of educational reform there are at least the alternatives which either focus and delimit through standardisation or which liberate local initiatives. Clarity alone is not necessarily a factor. Many initiatives imply local interpretation and modification prior to adoption.

A second factor involves access to information. Fullan notes the pitfalls inherent when those in educational hierarchies, including Principals and consultants, are 'trained up' for an innovation while the teacher implementers receive only cursory advice and assistance. Continuous personal contact for implementers is stressed as essential for the development of a shared understanding.

Administrative advocacy is another factor, although this tends to be double edged. Without external pressure to change, the *status quo* ensures the organisation remains in dynamic equilibrium, internally adjusting to remain the same. On the other hand, pressure

without support causes frustration and cynicism. In particular, several researchers (Havelock and Havelock (1973), Berman and McLaughlin (1977), Rosenblum and Louis (1979), Cuban (1984), Huberman and Miles (1984), Purkey and Smith (1985), Miles (1987), LaRocque and Coleman (1989), David (1989), Firestone, Fuhrman and Kirst (1989 a and b) identify the "district superintendent" (read Cluster Director) to be the focal point of decision making about initiation of change.

Teacher advocacy is also vital. As illustrated by Little (1982), Crandall and Associates (1982), Rosenholtz (1989), and Fullan (1990), teacher interaction generates the power of shared meaning. Similarly external change agents add to meaning by accessing other knowledge, arranging resource support, assisting in choice among options, meeting formal requirements for documentation, providing practical exemplars, organising and conducting initial training, and playing a continuing support and evaluation role.

Community support is yet another element in initiation. Pressure can be applied to resolve a perceived problem, or to adopt a preferred initiative. There is some evidence (Fullan, 1991, 57, citing Boyd, 1978, 613) that when communities have the opportunity to bargain, they nearly always prevail. Moreover, major demographic changes in a community can quickly lead to either initiation of change or irreconcilable conflict.

As the political manifestation of community concerns and preferences, new policy and funds often mandate initiation. This is particularly important in terms of major social policy initiatives. Here the dilemma between purposely ambiguous initiatives which allow local application, and prescriptive programs which command fidelity, bears mention. For the former, local groups can ignore aspects which countermand locally held norms. For the latter, prescriptive detail is often implemented to the letter but not the spirit, resulting in cynical and bureaucratic games.

In this process, the orientation of administration is important. Opportunistic adoption, to 'grab' external funds, to conform with the requirements of superiors, or to promote the interests of administrators *per se*, is viewed by implementers with a great deal of cynicism. On the other hand the initiation of change to address real and shared problems receives, at least initially, a great deal of grass roots verbal support. Where such changes begin to imply adjustments in deeply held and previously unproblematic beliefs, however, there is a tendency for the changes themselves to become the problem for the

implementers. In these cases schools often adopt the changes without necessarily implementing them. Pressure for change recedes with the act of adoption. Indeed there is some evidence (Fullan, 1991, 61 citing Nelson and Seiber, 1976) to suggest that the political and symbolic value of change is often more important for initiation than the educational merit and the time or cost necessary for follow through.

Chin and Benne (1976) examine the change management orientation of organisations, using a three part classification. Basic orientations to change, they suggest, can include the 'rational empirical' which assumes that people will pursue their self-interest satisfied by the change, once it is revealed to them in the form of logical information. The 'normative re-educative' orientation assumes that the information must be supplemented by alterations in normative relationships, roles and structures within the organisation. The 'power coercive' orientation assumes the need for the application of power and influence to ensure compliance with the change.

Havelock (1973) suggests another classification. The 'problem solving' orientation uses a change agent to move from need identification, through problem delineation, solution search, and action, to evaluation. The user is the key to this orientation thus overlapping closely with the normative re-educative approach described above. The 'social interaction' orientation emphasises diffusion patterns, the rate and scope of the adoption being seen as closely related to the user's place within the organisation. Overlapping with the rational empirical approach, this orientation examines the recipient's capacity to make use of personal contacts, group membership and reference group identity to implement the change with fidelity to the intent. The 'research, development and diffusion' approach also assumes a rational sequence of application, imposed or otherwise on a passive recipient who is seen to adopt the change if it is presented in the right place at the right time. This contains elements drawn from both the rational empirical and the power coercive orientations.

In terms of the process of initiation, it is significant that research has shown a large majority of successful adoptions in education to be centrally or administratively initiated. Indeed Miles (1987) suggests that strong advocacy and active initiation are correlated with adoption. Fullan concludes that "... it is increasingly clear that changes require some impetus to get started". (1991, 91). Initiation does not require widespread involvement. The personally threatening nature of change often calls forth blocking forces if a wide range of people is involved in its initiation. Because the

majority of these people are not in a position to see the overall picture, the potential for the change to act negatively on their security outweighs the potential for the change to address a need. Moreover, involvement at this stage can appear to be heavily theoretical, time wasting, unclear and frustrating.

More significantly, momentum is built from small successes following active initiation, with a bias for action and learning by doing. Participation, empowerment and taking initiative become key factors as the change begins to reach implementation. Pressure to dislodge the forces maintaining the *status quo* are essential at the initiation stage but they need to be delicately combined with support for the new norms. At the same time, those who do take the early decisions and develop the implementation materials are the only ones who have developed the subjective meaning of the change. It is essential for others to be allowed to do the same. Provided that the change is seen as adopted for problem solving reasons, and provided that it has been supported by practical high quality facilitation, participation is more important at the local level where materials are produced to adapt the change to local needs.

Firestone and Corbett (1987), Clark, Lotto and Astuto (1984), and Hubermann and Miles (1984) suggest that initiation of change is situationally specific. What works in one setting may not work in another. It is imperative then that the factors above not be taken as a checklist for initiation of change. Fullan's 1982 conclusion remains relevant:

The nature of the adoption process and of its interface with implementation warrants more attention by researchers and planners for change, because of its impact on the outcomes of attempted educational change. It is during the adoption phase that the direction or content of change is set in motion. Decisions are made about what is to change, at least in terms of goals and sometimes substance. The process of adoption can generate meaning or confusion, commitment or alienation, or simply ignorance on the part of participants and others to be affected by the change. (Fullan, 1982, 53).

Implementation

Implementation is "...the process that, when successful, results in the alteration of ... behaviour and attitudes so that they conform to the expectations of the innovation". (Giacquinta, 197). (In fact, Fullan uses the term 'implementation' to refer to the

overall process of change. He replaces it in terms of the Giacquinta framework with the term 'adoption'.) While behaviour and attitudes were seen by Giacquinta as critical factors in this phase, Fullan notes that the nature of the innovation and the strategies used to effect it are also important factors affecting implementation.

Site characteristics have a significant impact on the acceptance of change. Giacquinta uses a classification of school characteristics developed by Seiber. (1968, cited in Giacquinta, 195). Whether the school is susceptible to pressure from the local environment is important. (For example, is it in an area where there are many discipline problems? Has it a school council on which people with ideological bent hold sway? Is it strongly influenced by the local community expectations and stereotypes?) The professional self-image of the teachers is vital. (For example, do they value subjects and examinations more than integrated understanding and problem solving? Do they concentrate more on control than true meaningful and motivational learning?). The amount of diffusion of goals is important. (For example, are the educational goals of the school clear and communicated or are they diffuse and contradictory or confusing?) The nature of control in the system is also critical. (For example, what is the approach to co-ordination and control of both clients and employees?)

Fullan expands on this school oriented classification. Community groups can create significant internal dissent about the efficacy of change programs that they feel are not representative of majority opinion. Attending to political stabilization in relation to the community is thus an important part of planning for change. In this process it is essential to have individual community leaders on side and efforts should be made to identify and convince these people prior to implementation.

The level of education of teachers and the number of years they have been teaching show no clear relationship to the levels of implementation success. However, the teachers' sense of efficacy is a vital factor. If teachers really believe they can positively influence the learning outcomes of their students by using an innovation, then innovation success is great. The research shows that such a sense is not idiosyncratic, suggesting that particular situational characteristics of a school contribute to it. This school wide belief that learning improvement can occur is encouraged by positive professional teacher talk about their practice, building up a shared language that communicates to the participants the meaning behind their practices. It is also developed when teachers and administrators frequently observe teaching, mutually and supportively evaluating their practice in

terms of overall student learning. Similar support is provided as teachers and administrators plan, design, research, evaluate and prepare teaching materials together.

On the other hand the history of innovative attempts that the organisational unit has undergone can have significant impact on future innovations.

The more the teachers or others have had negative experiences with previous implementation attempts in the district or elsewhere, the more cynical or apathetic they will be about the next change presented regardless of the merit of the new idea or program. (Fullan, 1982, 63).

These characteristics, needs and attitudes, *vis a vis* the intent and perception of the changes, work differently from school to school depending on the relationship effects operating between the intended place of impact and the particular characteristics of the school. Miles (1971) suggests, for example, that changes could work differently on the following areas of school operation:

- * boundary maintenance operations which determine who are the stakeholders of a school or organisation;
- * size and territoriality which determine the possible number of stakeholders and their organisational space;
- * physical facilities which affect the technologies available to school operation;
- * time use in terms of official allocations which tend to determine the priority given to school operations;
- * goals of schools which have tended to be diffuse and on a multitude of levels;
- * procedures which tend to be historically entrenched, the result often being that the school operation is directed by its procedures rather than its client need;
- * role definition which is critical to the change intent, and
- * structure which tends to focus all operations.

Teacher perception of the source and reason for the policy and procedural changes is significant. Levitt's work mentions the relationship between the change, the primary goals of the organisation and its subtasks in terms of perceived relevance. (Levitt, 1965, cited in Giacquinta, 181). As Fullan suggests, while the need may be great and the change relevant to the wider society, the critical factor here is whether the people charged with implementation perceive it as a change set high in their personal, job related, priority. In this sense, the more focused and specific the innovation the more

likely it is to be perceived as satisfying a 'real' need. The perception is a function of the stage of concern and the breadth of view of the implementers.

Similarly, the ambiguity and generality of the change serves to create friction during this phase. As Fullan notes (1982, Ch 5), it is essential that the implementers can identify the central properties or features of the change so that they can see what it is that they have to do differently. Diffuse goals and unspecified means of implementation lead to problems in practice. Legislation and policy which is deliberately general to avoid conflict and promote acceptance, or is designed to allow flexibility and tailoring to particular situations, can lead to false clarity where change is oversimplified or fitted superficially into the current operation. As mooted in the section above on initiation, only the superficial goal or content objectives may be adopted, resulting in neglect of essential beliefs and teaching strategies. Thus implementation fails to incorporate the main features of the policy or to address the targeted needs. Where the changes are unclear or unspecified many who are sincerely trying to implement with the desired intent, suffer great anxiety and frustration.

Significant, difficult, yet worthwhile changes are often complex and not amenable to easy clarification. Change which represents conceptual difficulty, complex or difficult skills, alterations in beliefs, changes in teaching strategies which are the essence of teacher security, or the use of new materials which make a teacher vulnerable to apparent incompetence in front of students, parents or other staff, all add to complexity. While this leads to implementation problems it may result in greater change because more is being attempted. The central implementation issue is whether the complex change is introduced all at once or through divisible and incremental components. Divisibility leads to a higher success frequency, basically because it allows clarity in operational terms.

How people go about implementation, rather than the content of the change, dominates the change process. "Implementation is a social process, not a delivery date." (Fullan, 1982, 60). At the local level socially and personally supported 'learning by doing' is essential if people are to make the changes their own, developing personal meaning for the change. Change is a difficult personal and social process of unlearning old ways and learning new ones. It is what people develop in their minds and actions that counts.

It must be recognised that changes in behaviour usually precede changes in beliefs,

understandings and values. Thus opportunities must be created to work through these deeper elements in practical reality. A high level of interactive work place support is especially significant during this period as there is usually a fall off in efficacy and effectiveness levels until a crucial breakthrough level of personal meaning is reached. Closely related to the notion of personal meaning, ownership of the change must be generated for its initiation to be effective. Ownership in this sense means "... a sense of clarity, skill, and commitment (which) is a progressive process". (Fullan, 1991, 92).

Thus the dilemma of explicitness needs to be carefully addressed. On the one hand, to make complex change simple and practical is the task of the individuals who are aware of their specific situation and needs. Yet if these people are to understand and attempt to implement the real intent of the change, they must be assisted with practical implementation strategies and materials. Two levels of operation must be simultaneously addressed. The first is the holistic level of purpose and direction of the paradigm, itself flexible and problem solving in orientation. The second is the practical and situationally specific level of how to implement the parts of the paradigm so that practical meaning for the individual can be achieved.

A change as complex as a paradigmatic or cultural shift needs to be viewed holistically or false clarity will result. The aim is to maximise clarity by reference to the whole vision, at the same time as moving to practical divisibility to maximise operational clarity. One of the significant issues in the maximisation of clarity is the need for the practical development of a shared language. Words take on so many situationally specific connotations that externally generated communication is frequently misinterpreted across sites.

Nevertheless, vision building is seminal to cultural change process. (See Miles, 1987). It provides the values, purpose and integrity touchstone for decisions about 'what' and 'how' to implement. Explored above in the sections on leadership, curriculum and culture, this dynamic process focuses the organisational future on the creation of pragmatic holism centred on human values and organic operation. It allows all in the organisation to see what the purpose of the organisation in the future environment will be. Moreover it allows all to develop a shared understanding of the future shape of the operation so that they can expose and challenge their previously unproblematic norms. In this sense it provides a shared strategy for how the new shape will take form. It provides the 'why' basis for any changes, giving direction and driving power for change.

(Miles, 1987).

Vision building is itself dynamic, synthesising and articulating (Anderson and Cox, 1987) a responsively evolving view of substantive reality. Involvement, communication, dialogue, symbol building, legitimation, use of political processes, and exposure of internal and external opposition all form the grist for constant vision building and sharing. (See Louis and Miles, 1990; Rosenholtz, 1989, and Wilson and Corcoran, 1988).

While tight coupling to the central values base is essential, loose coupling of the functional reality allows contingent and organically responsive operation directed to fulfilling organisational purpose. A constant "evolutionary planning" (Fullan, 1991, 83 citing work by Peters, 1987; Miles, 1987; Louis and Miles, 1990, and Marsh, 1988) ensures an action orientation. It fosters local initiatives and risk taking which conform to values while redirecting support and resources, interest and legitimisation from activities which displace central shared purposes.

Power sharing, analogous with Starratt's concept of 'leadership density', allows initiative to be shown throughout the organisation, each action focused on the achievement of the overall vision. The formal constitution of cross-hierarchical and stakeholder steering groups is one manner of ensuring this. Other methods were explored in the section on management above, especially through the collaborative work culture notions of Caldwell and Spinks (1988). Fullan (1990), Hargreaves (1989), Cohen (1988), Rosenholtz (1989) and Little (1990), all reinforce this collaborative concept as providing personally supportive pressure and support to challenge the forces of the *status quo*.

Similarly staff development and resource assistance is necessary to provide the wherewithal to operationalise the changed practices that give effect to the vision. Resources can take the form of funds from a multitude of sources. Of particular relevance here is the notion that resources previously allocated to tightly administering a bureaucracy can be reallocated if trust is placed in local personnel and if systems focus on local operation. Technology now makes it economically viable to carry out all administration at the local level while providing on-line information linkages for central planners. Moreover, local administrative systems operate more responsively. They can be focused on the achievement of the vision rather than creating bureaucratic

barriers.

But the most valuable resource is the staff. Staff development is not a matter of quantity, but of quality in terms of relevance to establishing the personal meaning of changes. As was established in the section on human resource development, above, quality is a function not of the number, cost or location of courses, but of the ongoing, interactive and cumulative personal learning which the development provides during the implementation of the change.

Pre-implementation courses, one-off workshops during implementation, or even visits by consultants are known to fail because they address implementation needs in an *ad hoc* manner. Outside facilitation is generally only useful when it addresses practical implementation problems and facilitates the teacher by providing concrete support which the teacher has neither access to, nor time to gather. Skill training, demonstration and practice do not necessarily guarantee full implementation. Support is needed to ensure that underlying ideas are assimilated, that the conceptual underpinnings so necessary for continued use are learned.

Teacher interaction is essential but infrequently used to address implementation difficulties. It is only at the teacher level that the identification and solving of implementation problems can effectively take place. Little use, however, is made of training schemes that train a peer teacher, support that teacher in practice and then use that teacher to develop others. It is during implementation that the most specific doubts and concerns arise. Help is most needed to get over the initial critical hump. Implementation is a process of resocialisation and the foundation is interaction.

Implementation plans must combine concrete teacher-specific training activities, continuous and accessible assistance, regular reflective meetings with peers, chances to learn by doing and practising, and staged input gauged by personal readiness to move on. They must support the personal cumulative and multidimensional growth through ambivalence to self-confidence. Social energy for change must be harnessed in the cluster and the school.

During implementation of the changes, close and personal monitoring must provide a perceptive primary information flow that guides future action and resource allocation. Problems must be quickly identified and resolutions worked out together. These could

take the form of additional training, assistance and materials, or planning, timing or organisational modifications. Deep problem solving strategies such as re-design, new roles, additional assistance and time are needed to replace the shallow coping strategies of avoidance, denial, procrastination, bureaucratic subdivision, and shifting people around.

What is important must be identified and measured, this measurement involving all in the organisation. As the research on effective schools shows, in terms of outcomes, constant attention must be paid to the students' academic, personal and social development. (See for example Odden and Marsh, 1988; Mortimore, Sammons, Stoll, Lewis and Ecob, 1988, and Fullan, 1991). Scrutiny and sharing, trust, relevance and the desire to get better real results must be embedded into the operation, mediated with reference to what is good in the organisation. The methods should not be formal and intensive, but rather constant, personal, involving and interactive. The former only tend to narrow the measurement and displace its purpose.

The crux of the matter is getting the right people talking on a regular basis with the right information at their disposal. (Fullan, 1991, 87).

Incorporation

Incorporation is "... the process leading to stabilisation and routinisation of the behaviour so that the innovation becomes a regular part of the schools organisation". (Giacquinta, 1977). Many initiatives fall by the wayside when funding or official support ceases. These are the reforms which have not been incorporated into the ethos, the underlying norms, of the organisation. Unless the elements of implementation analysed above are all synergistically effective, continuation will at best be superficial. They must pervade the substantive reality, forming a focus for the functional reality of budget, personnel assignment, administrative procedures, curriculum support activities, and the outcomes of the instructional program. While each of the features of change has a separate significant impact, it is the synergistic effect of their interaction over time, in an iterative process of movement from initiation through implementation to incorporation, that determines the final translation of the change.

Giacquinta cautions that the relationship between each of the characteristics and the outcome of the change varies between sites according to the culture of the site and its personnel. Fullan deepens this notion by suggesting that the six themes of

leadership and vision, evolutionary planning, initiative taking and empowerment, staff development and assistance, monitoring/problem-coping, and restructuring - provide a dynamic and powerful image of the complexity and excitement of the implementation process. (Fullan, 1991, 88).

What Doesn't the Literature Say?

The literature review in this chapter has been purposely selective while ranging across disciplines. It has explored and suggested links between the disparate areas of Departmental history, and theories pertaining to organisation, management, curriculum, leadership, staff development, organisational culture and educational change.

The synthesising work carried out by writers such as Pusey, Dunphy, Fullan, Schein, Senge, Starratt and Sergiovanni has provided detailed perspectives in each of these areas. No literature found in comprehensive searches has provided an analysis whereby the theory can be integrated into an holistic approach which can begin to serve as a touchstone for comprehensive, coherent implementation of a changed cultural paradigm of operation.

The historical review of Departmental operation has provided important insight, particularly identifying the educational anomalies inherent in allowing the concept of the dependence syndrome to remain at the heart of formally dominated operation. In a world where people are fundamentally important and where the needed outcomes are indeterminate, multivariate and high order, the inadequacy of limiting, prescriptive and standardising approaches is quite apparent.

Other than this important insight, the review was not able to identify literature which provided comprehensive analysis of the fundamental assumptions underlying operations of the New South Wales public education system. As discussed below, there remains a need for an analysis of these cultural assumptions before any cultural change process can be fostered. Without a situational understanding, attempts at change can inadvertently clash with deeply held and often unproblematic norms, thus marshalling hindering forces which may defeat the spirit, if not the letter, of the proposed changes. At best the changes will be adopted and implemented in a piecemeal manner, thus losing

the synergistic congruence and holistic alignment that has been identified in the literature as a fundamental organisational need.

The review of organisational theory literature provided an important starting point by examining the vital concept of pragmatic congruence. But what this looks like in terms of educational focus is quite unclear. The central question remains: congruence about what purpose? The theory developed by Pusey mentions congruence based on problem solving, finding the best contingent solution by appropriately melding the formal, the technical and the psycho-social operational dimensions to suit the situation best. This solution, however, needs a basis on which the concept of 'best' is determined. In terms of education, the context of post-industrial developments indicates that this concept must be premised on a particular comprehensive, operational approach to teaching and learning that produces the holistic, high order educational outcomes needed in the post-modern world.

The review of management theory provided an analysis of management practices needed to align the functional operation of an organic and innately flexible operation. It provided practical exemplars of how to go about the process of alignment, focusing operation on the teaching and learning purpose of the school. However, it provided no analysis of that purpose and thus needs to be comprehensively linked into an holistic approach.

The review of literature and research on curriculum provided insight into the substantive base through a practical melding of the individual's learning needs and the needs of the complex and dynamic social situation in which Western society now finds itself. Moreover, as the basis for choice in operation of this orientation, touchstone procedures have been explicated in the literature. These vital concepts, however, remain in need of integration into a comprehensive theoretical approach to system and school operation. There is a need for a teaching and learning taxonomy to act as reference for preferred practice, not to be used as a set of objectives, but more as a guide to keep the complex holism in manageable form.

The theory on leadership has provided a model (Figure 3.6) which can be adapted and expanded to develop a comprehensive theory of implementation. This model forms a useful extension of the Venn diagram used by Pusey (Figure 3.1). It expands upon the concept of pragmatic congruence and begins the operationalising of that notion around a basic purpose. Within the current literature, however, it is only used as an initial

simplified way into the holistic paradigm. Its linking is needed to the other areas of organisation, management, staff development, curriculum, culture and change, to provide the foundation upon which the leader needs to base operational decisions.

Human resource development literature provided an integrated approach to the satisfaction of personal, professional and organisational needs. Comprehensive approaches to individually contingent developmental supervision and professional growth programs have been identified. However there remains the need to link these programs to the central purpose of the organisation, particularly in terms of their operationalising into preferred practices of teaching in order to produce high order learning outcomes.

The literature on the theory of organisational culture provides the boundary for the thesis. It provides the overarching framework into which each of the other areas can be drawn. While organisational culture theory provides such a comprehensive overview, however, there still remains the need for a vision of how the future culture of the system and its schools can be created.

The literature on educational change provides many tools for analysis of such change. It provides insight into the iterative process of movement from initiation through implementation to incorporation. It notes the nature of the personal meaning of educational change and explores the practical ramifications of this notion. Moreover it analyses the factors involved in any implementation of educational change. In terms of the implementation of holistic educational reform, the subject of this thesis, the literature provides little detailed insight. It does however suggest that the organic notions of leadership, management, human resource development and organisational alignment around central purpose, are crucial.

Few case studies are available, particularly in the Australian education context, which analyse the dynamics of change, especially change of the magnitude and type mooted in Chapter Two. To understand the ways in which change is conceived, reformulated and executed across a system, one needs descriptions of the change process in operation. Inhibiting and enhancing factors need to be examined, in their dynamic context.

"If change attempts are to be successful, individuals and groups must find meaning concerning what should change as well as how to go about it." (Fullan, 1982, ix). To understand the change process, the meaning which is created in the minds of the

individual actors must be aggregated and combined with a knowledge of organisational and inter-organisational factors which influence the change process as institutions interact. Change must make sense both at the individual, and at the socio-political, level.

Conclusion

This extensive yet selective literature review has highlighted much of the comprehensive and detailed information essential for the implementation of cohesive and appropriate system wide change. It has also revealed much about the dynamic, holistic, integrated, organisationally aligned and pragmatically congruent approach needed to produce higher order learning outcomes and organisational flexibility founded upon touchstone purpose. This paradigm seeks to balance the rational with the intuitive, the personal with the social, the functional with the substantive.

It has also highlighted several deficiencies in the theoretical and practical approaches reported in the literature. To draw together the disparate theoretical approaches into a cohesive theory is the first task of this research, undertaken in Chapter Five. This chapter provides a theory of educational culture, demonstrating that theory with a taxonomy presented as Appendix 5.1. It describes a possible future culture of schools, providing practical exemplars that align functional reality with substantive reality.

In Chapter Six the assumptions underpinning the operation of the public education in New South Wales, circa 1990, are analysed. Several cultural subgroups are analysed in this chapter, including primary schools, secondary schools, regions, the New South Wales Teachers' Federation, and the administration units of the Department.

In order to provide a contribution to the descriptive analysis of change in New South Wales public school education, a case study of implementation of the present changes is undertaken in Chapters Seven, Eight and Nine. Focusing through the Cluster Director position, this case study examines the intent for the Cluster Director role and the manner in which the role is implemented. It examines the dynamics of change in terms of the blocking and enhancing forces to change at strategic, Principal and school interfaces.

It is appropriate now to consider the research methodology, which is holistic, melding the rational and the intuitive, and focused constantly on organic operation to achieve higher order learning.

CHAPTER FOUR

METHODOLOGY

Introduction

The aim of this chapter is to explain the research process used in the thesis. As Greenfield (1975) suggests:

... the purpose of social science is to understand social reality as different people see it and to demonstrate how their views shape the action which they take with that reality.... While the social sciences do not reveal the ultimate truth, they do help us to make sense of our world. (Quoted by Evers in Macpherson (ed), 1987, 68).

In order to make sense of that world, the thesis examines the perceptions and actions of selected people involved in the operation of schools during a period of immense upheaval. These people include key participants such as regional personnel, Cluster Directors, Principals, teachers, students and Parents and Citizens Association members. The research relies on the subjective interpretations of these people, measured against observations and interpretations of their actions made by the researcher. Using a base of concepts found in the literature and drawn together as an holistic view of the operation, the interpretation here is dialectic.

Possible Research Approaches

Cohen and Manion (1985) claim that:

... educational research has...absorbed two competing views of the social sciences - the established, traditional view and a more recently emerging radical view. (6).

The former, they contend, holds that social science, like natural science, is concerned with the discovery of universal laws which regulate behaviour. The latter seeks to

explain human behaviour in terms of differences and uniqueness, proposing that each situation in which humans act creates different reactions and perceptions of truth and reality. The ontological assumption underlining the beliefs for the latter view suggest that social reality "... is the product of individual consciousness". (Cohen and Manion, 6).

Epistemological assumptions of the traditional view regard knowledge as hard, real and capable of tangible transmission, to be acquired by using objective observation as in the natural sciences. For the more radical view, knowledge is of a "softer, more subjective, spiritual... kind, based on experience and insight of a unique and essentially personal nature". (Cohen and Manion, 7). The traditional view holds that man responds mechanically to his environment, while the radical view suggests that man is the initiator of his own actions.

The contrasting beliefs of these views hold methodological implications for research. Within the more traditional approach, objective positivist research is seen as appropriate, the purpose being to analyse relationships and regularities between selected factors, generally using the more quantitative techniques such as surveys and experiments. Measurement and the identification of underlying themes or universal laws are the aims of this nomothetic approach.

On the other hand, the principal concern within the ideographic research approach is

... with an understanding of the way in which the individual creates, modifies and interprets the world in which he or she finds himself or herself. (Cohen and Manion, 9).

The basic unit of social reality within this view is the individual, acting either singly or together. Meaning is cast as the sense these individuals make of their own world, this being revealed in the language they use and the values they hold. Thus this approach often adopts subjective research techniques such as participant observation and personal constructs, generally seeking material which is of a more qualitative or interpretative nature.

But the simplified continuum between hard mechanistic reality and the softer subjective world of the phenomenologist provides an inadequate view of the chaotically interconnected complexities of post-modern living. Neither view has produced explanations that can resolve adequately the significant issues facing the world today. The rationally based technological approach has tended to suggest solutions which often create more complex, and potentially more destructive, problems. Research using this base provides but a similar genre of solutions with a similar set of results. On the other hand the limited view provided by phenomenological research alone tends to provide compartmentalised, eclectic and frequently internally inconsistent approaches to issues.

Research Purpose

This research was designed to provide insight into the dynamics of organisational operation of the public school system in New South Wales was changed structurally. The criteria for judgement of these dynamics stemmed from the paradigm of pragmatic congruence in place of that of formal stability. The context analysis, presented in Chapter Two, indicates the need for such a sweeping and deep cultural change if the public education system is to carry out its role in the post industrial world.

The research was designed firstly to show the vertically and horizontally integrated operation for such a paradigm. Against this theory a subjective interpretation of the practice of the organisation as a whole was then analysed to provide an holistic taxonomy of cultural operation, *circa* 1990. In implementation of the structural changes heralded by Schools Renewal, there was a double loop learning opportunity to examine the culture in action. This unusual opportunity to examine deeply held cultural norms was provided as the organisation was threatened by significant change. As a pivotal role in this change, the Cluster Director position provided the implementation link between the strategic issues, the Principal and the school.

A broad and holistic insight was chosen as the form of the research, rather than simply a more analytical and empirically based study. The intention was to produce a cultural overview of the underlying norms which guide operation. 'Straw man' scenarios can

readily be found which deny the operation of the proposed norms. Little written material confirms such norms *per se*. Empirical observation alone may not reveal the norms. Perception data alone may prove just as inadequate. By their very nature the norms remain hidden throughout much of everyday operation. Single loop interpretations prevail, providing security and relieving anxiety in a field operation that has few boundaries. Individuals may object to the suggestion that they are guided by or subject to such norms. This indeed is to be expected since they are not the espoused norms but are represented in the deeply hidden underlying message given by organisational operation.

'What we say we do' is not necessarily aligned with 'what we really do'. The purpose of this research was to elucidate what we really should be 'on about' in a post-modern public education system and then to provide some guidance as to how we should operate if aligned with such purpose.

The scope of the research was inherently broad in its implications. The data collection rested in part on long-term and wide ranging experience of the researcher as a member of the organisation under study. It also rested on the experiential scope of the researcher involved in limited but vital aspects of the operation as the organisation underwent change. Thus the interpretation is the insight of one person. It forms an initial but crucial step in what should be an ongoing and evolutionary strategic overview needed to ensure that a significant organisation establishes environmental 'fit' and internally aligns itself to achieve its purpose.

The Appropriate Approach for This Research

As Cusick suggests:

(t)he methodology used in any research should be intrinsically related to the basic assumptions about the nature of the phenomena to be studied. (1973, 227).

Greenfield reinforces this when he notes:

...theory must arise out of the process of the inquiry itself, and be intimately connected with the data under investigation. (Quoted in Macpherson, 145).

Research methodologies must deal ultimately in a dialectic manner with the holistic nature of the research field. It was suggested in the literature review of the previous chapter that no singular discipline provided an adequate framework. So boundaries must be crossed to provide a research method base that is consistent with the holistic nature of the field under study.

The research method had to be aligned with the viewing position of Cluster Director, Principal and teacher work, and child learning as demonstrated in the daily operation of the Departmental organisation.

The epistemological base for the research lies in the realm of meaning rather than of proven truth. As Eisner (1981) suggests, this type of research is concerned with:

the creation of images that people will find meaningful and from which their fallible and tentative views of the world can be altered, rejected or made more secure. Truth implies singularity and monopoly. Meaning implies relativism and diversity. Truth is more closely wedded to consistency and logic, meaning to diverse interpretation and coherence. (Quoted in Macpherson, 1987, 11).

Research Questions

From within the conceptual framework developed throughout the context analysis of Chapter Two, and in light of inadequacies found in the literature review reported in Chapter Three, three major research questions are proposed:

1. What are the characteristics of the culture of an education system which is vertically aligned, organically responsive, pragmatically congruent, and focused on the purpose of producing higher order personal meaning in the minds of each student in a post-modern social context?
2. What were the cultural characteristics of the New South Wales public education system, *circa* 1990?

3. What were some of the early dynamics operating at the focal point of the Cluster Director position as the present system underwent rapid and imposed cultural change?

Research Design

As mentioned above, qualitative methods form the focus of this research because it is from within the ideographic paradigm that the intended results of the changes have their roots. Empirical methods tend to reveal broad insight into that which can be measured objectively. But the data sought for this study generally defy observation and objective measurement. Thus the researcher had to rely more on an intuitive double loop analysis, informed by a twenty five year association with the Department under study.

This in itself was difficult because an insider of such long service can be influenced by the socialisation processes that make the norms of the organisation both hidden and unproblematic. For insights based on a broad and deep familiarity with the operation, however, there was little other choice. Outsiders can only gain knowledge from observation and analysis of artifact, perception and action. The norms tend to remain hidden. It is contended that only by a deep insider familiarity, coupled with the opportunity to stand back and analyse, can the appropriate mix of intuitive and experiential knowledge and rational analysis be undertaken. Of course all of the pitfalls of subjectivity that this implies have to be openly admitted from the start, including acknowledgement of the potential limits in extrapolation of the data to other situations and the ready admission that others may interpret actions from a different viewpoint.

From the contextual and literature reviews of the previous chapters, the complex concepts that form a basis for organic operation of a public school education system were developed. The initial task of the research, as suggested in Question 1 above, was to draw these concepts into a theoretical model against which Departmental operation could be examined. The key notions of substantive and functional realities formed the basis for horizontal analysis of various perspectives of operation. The vertical analysis stemmed from the notion of pragmatic congruence such that each perspective of the operation was aligned both vertically and horizontally with the purpose of the organisation. Process notions involved single, double and multiple loop learning to ensure the dynamic operation of this alignment. Thus a coherent theoretical framework was designed, supported by a taxonomy of the concepts in operation.

Little is written specifically on the norms of the culture of operation of the New South Wales public school system. But a great deal is written in lore and in procedural manuals, much of it only familiar to insiders and much distributed only on a need-to-know basis throughout the hierarchy. The initial exploration of the culture, indicated by Question 2 above, was made by comparing the concepts developed in the theoretical framework with an analysis of the Departmental operation, *circa* 1990. It was here that the researcher's personal interpretation of the operation must be acknowledged. While evidence of each conclusion was drawn from observable practice, the interpretation was subjective. It is for others to provide a more empirical base for such an analysis, although it is doubtful, given the nature, timing and source of the data, that this is possible.

This passive interpretative role, however, was supported by more active field research, in order to provide answers for Question 3. This was essential both to validate some interpretations and to expand on them as the Department underwent change. It was impossible for a lone researcher to gather interpretative field data from throughout an organisation as large as the New South Wales Department of School Education. Thus an early decision in design was to focus this aspect of the research on a limited part of the field, chosen by virtue of the researcher's location and position. It was seen as more pertinent to the research purpose to gather a deeper insight into a small sample, rather than a more representative but less penetrating insight.

So the field work sampling procedure was arbitrary, determined by where the researcher was accepted and placed in the operation. It was fortuitous that the researcher was able to gain placement as a Cluster Director and subsequent deployment to carry out the research within the Region and Cluster of appointment. This enabled gaining of insights into the focal point of field research - the Cluster Director position - from the inside and at the very commencement of its operation.

The researcher was able to establish an initial position as participant observer. Methods included the compilation of field data collected by the researcher as 'Cluster Director without portfolio'. This position was negotiated with the Assistant Director-General of the Region concerned. In particular all of the executive management meetings and conferences, formal and informal, were open to the research. Negotiations with fellow Cluster Directors ensured a participating share of the insights into their operation. Closer links with one particular Cluster Director led to the establishment of a more

intensive case study.

The field data took several forms including notes and tape recordings compiled by the researcher. These notes and recordings concentrated on observations and perceptions of intent, on perceptions of blocking and enhancing forces, and on the dynamics involved in the roles and operation as change proceeded. Many of them contain reference to documents handed out at meetings and conferences. These too formed part of the analytical material. The tape recordings were made of various meetings, interviews and discussions. Verbal agreement to record was gained prior to any recording. Transcripts of interviews were typed up, although in most cases tapes of meetings were not transcribed, cumulative analysis being taken directly from them.

The researcher became systematically involved in various aspects of operation at Regional and Cluster level. From Cluster Director induction programs, through Regional meetings and developmental planning sessions, the researcher gathered data about intent and planning. From shared and individual visits to schools, at times relieving for absent Cluster Directors, attendance at Principals' conferences and as an observer at meetings attended by the Cluster Directors, data was collected about the interfaces between Cluster Directors and their Principals and schools. From observation and discussion within the schools, reactions and actions of staff were recorded.

As a triangulation technique, semi-structured interviews were conducted shortly after establishment of the clusters. These were undertaken with volunteer Cluster Director and Principal participants to establish their opinions and knowledge about intent and prevailing forces. At intervals during the research, and based on the analysis of the participant's notes, these people were again interviewed or discussions initiated to seek details on changing perceptions. Further interviews were undertaken with specific groups, such as Head Teachers, when it was found that their perceptions were critical.

Whilst there was a choice to be made along the continuum between structured and unstructured interviews, the semi-structured approach was generally favoured. It would not have been consistent with the epistemological base to contain answers nor to direct them over much. On the other hand, evocative questions or reflective notions that challenged statements against unproblematic norms were frequently used to deepen understanding. Indeed as the study progressed, the interviews became more challenging, pressing interviewees to defend their statements against the norms of purpose. Many

were asked to justify what 'they said they did' against 'what they really did', as underlying norms were revealed and discussed.

As further triangulation, documents were gathered about current practices. These documents, ranging from Departmental policies and procedures and regional guidelines, through school policies and organisational routines, to curriculum documents, evaluations and teaching learning programs, were analysed and compared with the personal observations. Samples of new documentation from the Department, the Region, the Cluster, and the schools, of newspaper articles, Teachers' Federation and parent group journals, were similarly analysed to examine implications for the research.

As the research proceeded it became obvious that many of the structural changes were being absorbed into the bureaucratic culture of operation. This very process revealed much at the heart of the norms under study. They were, however, not being seen as problematic. It was decided, therefore, in liaison with the Cluster Director of the case study Cluster, to extend the researcher role from participant observer to clinical researcher. Two particular thrusts were designed, one to gain further insight into the operation of school and Principal interface, the other to expose and challenge the norms emanating from the strategic interface, mediated particularly at Regional level.

The former thrust was a comprehensive program of in-class teacher support designed to assist in syllabus implementation. It was based upon the theoretical notions of human resource development gleaned from the literature. It carried out the change process as outlined by Michael Fullan (1991). As such, this clinical thrust challenged the deeply entrenched norms of Principal lore, laying them bare for analysis. Moreover, it progressively challenged the deeply held norms of school and teacher operation. Observation and participant notes, classroom observations, students' written work, analytical interviews and tape recorded meetings all provided valuable double loop insight into this sample of the operation at this level.

The latter thrust involved accepting *de facto* leadership of a representative group which was established to develop a Regional strategic plan. This gave access to rich data, providing deep and oft denied insight into the culture that underpinned the very leadership being presented to Cluster Directors and schools. Cumulative, interpretative notes from meetings, evaluations from courses run throughout the Region, and the successive outcomes of the iterative planning documentation, all provided rich evidence.

Field Research Procedures

The field research for this thesis focused on a case study. The case study researcher typically observes the characteristics of an individual unit.

The purpose of such observation is to probe deeply and to analyse intensively the multifarious phenomena that constitute the life cycle of the unit with a view to establishing generalisations about the wider population to which that unit belongs. (Cohen and Manion,120).

Case studies can, however, be subjective, biased, impressionistic, idiosyncratic and lacking in quantifiably precise data. Comments about subjectivity and the idiosyncratic nature reflect a concern with external validity, questioning whether the results are applicable in other situations. Questions about the observer's judgement relate to internal validity, challenging how we know that the results represent the real thing.

The advantages, though, can be established for the use of such an approach, where shared meaning rather than immutable truth is sought. According to Cohen and Manion, such intensive observation is better than experiment when:

- * the data are non verbal;
- * ongoing behaviour as it occurs is necessary for insight;
- * an intimate knowledge of, and informal relationship with the group is needed to reveal underlying truths, or
- * experiments would cause reactions which could build in bias in the respondents.

The qualitative data produced is paradoxically strong on reality but difficult to organise. However, the natural base makes it easy to generalise. The peculiar strength of the data lies in the attention to the subtlety and complexity of the case in its own right. Such data recognises the complexity and embeddedness of social truths. It forms an archive of descriptive material sufficiently rich to admit subsequent re-interpretation. It can be a step to action should the participants wish to make use of it.

The main method of data collection used in the case study research was participant observation. This required the twofold task of describing and explaining phenomena from the viewpoint of the researcher who was actually taking part in the events in study. Angus (1987) suggests that intimacy is ideally gained through long-term familiarity

from within the site (in Macpherson, 1987, 38, citing also Smith, 1979, Ogbu, 1981 and Wilcox, 1982). Use of this method enables the emphasis to be placed on the school or organisation *per se* as a culture, dialectically combining the collective interpretations and actions of the members of the organisational community as they make sense of their language, beliefs, myths, metaphors and rituals.

However, some epistemological limitations must be established for participant observation as a means of data collection. The explanation of meanings as a coherent sense of operation stems firstly from the actions and interpretations of the informants or non-researching participants, and is then mediated by the researcher who is searching for the underlying meaning rather than the surface observation. This level of interpretation always presupposes:

some measure of understanding. Since we are characteristically historical human beings, our cultural context forms the methodological premise for our interpretations.... (Lakomski in Macpherson (Ed), 1987, 119).

The researcher always brings to the research certain attitudes, opinions, prejudices and knowledge.

The hermeneutic trick is, according to Gadamer and Taylor, that we identify this 'fore-knowledge' by becoming conscious of it, and thus neutralize it. (Lakomski in Macpherson (Ed), 1987, 120).

In this research the inherently personal 'fore knowledge' is laid bare in Chapter Five and used for analytical purposes throughout the following chapters.

Likewise, the reactivity effects of the researcher's presence on the site need to be made explicit and understood. Performance may occur for the benefit of the researcher. The researcher's status may have a bearing on the actions of the participants. It must be remembered that "...the 'public self' is potentially put at risk by the act of disclosure attendant upon..." being watched. (Gronn in Macpherson, 1987, 103). Naturally the title of Cluster Director had a major bearing on this notion, most importantly at a time when the position became analogous with much criticised changes. In this case, however, it is contended that in most instances, the very nature of the researcher's position allowed participants to reveal the real norms of their operation as they defended it against 'the enemy'. Most were only too ready to reveal their concerns and their thoughts. What needs to be acknowledged and is the focus of the thesis, is that these are thoughts which reveal underlying messages - the culturally embedded norms of the organisation.

Participant observation through case study, such as carried out in this research, aims at comprehensive understanding of the observed social phenomena. This comprehensiveness cannot ever be wholly achieved because the observer can only select from a small slice of reality. While the uniqueness of the phenomena under observation means that the case study results cannot be generalised, it is in fact not the case which is important, but the unique workings of social forces within the case.

Such ethnographic study relies on what underlying structure is 'out there', not how what is 'out there' relates to the researcher or change agent. Perturbation is only necessary to get at diagnostic data. The assumption is that with sufficient time and expertise the data will reveal itself without observer interference. On the other hand the double loop research of the kind advocated often requires a more clinical approach. It is not only based on what is out there but on how that can be made problematic and perhaps some change induced.

Ethnographic research of the type described above, and clinical research, both "...reveal dynamics of human systems and help us to build better theory". (Schein, 1987 (b), 55). The true clinician, however, may not be able to enter the realms of the ethnographer at will because the controlling factor of his or her work is not understanding but problem solving action. The clinical researcher uses a norm base which assumes some version of reality outside the case under study. The assumption is that the observed operation needs to align more closely with the norms of the external reality. The ethnographer can become clinician in carrying out the role because the familiarity (taken for granted) and usefulness (trust) factors make the observer part of the team. The clinician will also become an ethnographic observer because, without that type of information, diagnosis of difficulties and subsequent rectification will not be possible.

The difference between the two is also inherent in the mindset. The clinician makes the assumption that the system cannot be understood unless the researcher engineers some change in it. Important dynamics are seen to remain invisible to the passive observer. The ethnographer on the other hand studies the characteristics of the system *per se*, which may include a state of change. Any time the ethnographer contributes to the induction of change, that fact must be clearly acknowledged. The system dynamics are made visible to the ethnographer by being on the inside, involved with and part of the system, using personal perception, feeling and experience as the tools of the research.

The implication in terms of the deeper and holistic approach of this thesis is that human system researchers have to be able to function in both roles, but be highly aware of when the roles change, so as not to compromise the research perspective. In this study the researcher acted as an ethnographer but did clinical work to advance the research, access and credibility. This was seen to be entirely consistent with the holistic notion underpinning the research.

As a clinician the researcher intervened with diagnostic or provocative questions, with interpretations, suggestions or recommendations and even programs and schemes to elicit a response. The nature of that response then became the primary diagnostic data for determining what may be going on. Intervention preceded or was simultaneous with diagnosis.

As an ethnographer the researcher used field work to gather, transcribe and analyse data against the theoretical framework, verifying it back in the field, collecting more focused data and repeating the process iteratively throughout the study period. Understanding was the primary goal and there was no obligation in the initial psychological contract to do anything about resolving problems that were uncovered. If anything was done about resolution, then it was only to further the ends of understanding. Where possible, identities had to be disguised, confidentiality protected, and the organisation not left vulnerable by the public revelation of the material.

It is important, however, to recognise the consequences of accepting an "insider activist role" (Schein, 1987b, 36) such as when clinical action was taken. Such a role removes the reference point of the external power base. It makes the researcher part of the political power system within the organisation being studied. Other power structures within the organisation might then take umbrage at this partiality and remove the researcher from the scene if they are sufficiently powerful, or withdraw access to data that is in their control. Moreover, taking one side can lead the ethnographer to make assumptions about what is going on without analysis of the other side(s) of the argument. Perceptions of how the 'other side' view the situation may either be ignored by the researcher or may not be available.

Another problem stems from the feeling within the organisation being studied that the ethnographer has X-ray vision, giving extraordinary insights into the organisational dynamics and knowledge of how to remedy problems. While trying to learn how things

work, members of the organisation are busily trying to learn from the ethnographer things that may help them. Failing to respond can be seen as incompetence, or lack of insight and understanding. It can alienate the subjects and can result in the subjects withdrawing their information from the ethnographer.

Gathering, Analysing and Validating Data.

The ethnographic perspective requires investigators to open themselves as much as possible to whatever they find in the setting being investigated. The investigator starts with research questions, and uses theory based concepts and categories for data analysis, but these are referenced more to the research agenda than to theories. As mooted above, the clinician on the other hand uses a more normative approach, relying on concepts and underlying theories to provide direction to the research. Melding of the two approaches was only possible once the theoretical framework for a pragmatic and organic operation was developed. While the participant observer role was clinical only to evoke deeper responses, the clinical role actively advocated a particular direction. As the research proceeded and became informed by the initial ethnographic data, the clinical role became a substantive normative base of the research.

The ethnographic categories of analysis were broad, dealing with the total context of the situation being studied. Similarly, the concern was more with completeness of description so that the total situation could be understood. 'Thick description' was used to provide enough concrete detail about a given situation to bring it to life and create understanding. Details about particular processes within situations later became the realm of the clinician. As such the role asked in-depth, probing, evocative, even embarrassing questions, designed to elicit confidential information, airing organisational 'dirty linen' and gaining a deeper understanding of what was really going on in a specific situation. Initially, as ethnographer, this technique was only used where in depth analysis was required as a special focus of the enquiry, but only to understand, not to correct. During the later clinical parts of the research it was used, however, to challenge unproblematic norms so that the change process could be examined in more detail.

It must be noted that the ethnographer's informants, being largely voluntary, often have motives for revelation. They may be whistle blowers, alienated employees, revolutionaries or show offs. Such persons are generally found in lower orders of an

organisation and thus have an anti-establishment bias towards members with more formal power.

It is easier for the clinician with access at the top to learn what the impact of high level decisions is at lower levels than it is for the ethnographers to see life in the middle or at the bottom of an organisation to infer and decipher what decisions may have been made at the top that led to what they observed. (Schein, 1987b, 43/4).

The researcher had a special position in this sense. Access was given to the top of the cluster, researching as Cluster Director. This enabled the research to get 'backstage'. The special relationship with the case study Cluster Director must be acknowledged, as must his ability and assistance as a fellow researcher. He understood the basic orientation of the research and shared the overall analysis of the material, as a colleague and academic adviser, throughout the research.

At the same time the researcher's credibility as a consultant, teacher, and administrator to whom the Principals could relate, enabled 'front of stage' access. This came, as one of the Principal participants pointed out, from an ability to "talk kids, learning and classrooms to primary school Principals and an ability to talk timetables and organisational patterns to secondary school Principals". In other words credibility was gained at this level of operation by coming from within the culture, using its shared language, understanding its espoused norms and required mores, and operating within it.

The ethnographer ultimately uses the traditional, scientific criterion of replicability to determine validity. That is, if another ethnographer with the same knowledge were to view the situation, he or she would observe the same things. In having the case study Cluster Director act as co-researcher during various scenarios, some element of this replicability provided validity.

Frequent feedback of information and confirmation of internal consistency was also vital. Separate informal meetings of Principals and Cluster Directors were used to gain interpretive reflection and provide further insight. Observations at meetings were followed up by personal discussion. Interview findings were confirmed by subsequent observation. Extensive discussions about issues kept the clarification of concepts constantly to the fore.

Method of Analysis.

Miles and Huberman (1984) would suggest that there are few agreed upon canons for analysis of qualitative data, and therefore the truth claims underlying such work are uncertain. Qualitative data are, however, attractive in terms of making meaning from situations. They are a "... source of well-grounded, rich description and explanation of processes occurring in local contexts". (22). With qualitative data, one can preserve chronological flow, and derive fruitful explanations, often not available with more empirical data. Serendipitous findings and new theoretical integrations can appear. Qualitative findings have a certain undeniability that is often far more convincing than numbers. As has been established, this alignment with the underpinning philosophy of the thesis has made their use imperative.

The data concerned appeared in actions and statements recorded in words which were collected by observation, interviews, extracts from documents and tape recordings. They were then processed by word processing, editing and transcribing.

They were continuously reduced by selecting, abstracting, and transforming the raw field notes. Reduction by data coding under major headings was the main technique. The tentative headings appeared from the notes and as the study progressed became more and more of a guide. In particular those which linked into the theoretical framework became a focus. Quantifying and summarising was part of this ongoing process; sharpening, sorting, focusing, discarding and organising data in such a way that final conclusions could be drawn and verified.

Data reduction methods varied through three stages. The first anticipatory stage, established from the conceptual framework for the thesis, oriented ideas preconceived from the literature. From the context and the deficiencies in the literature, the research questions were established. Purposive sampling then took place, based upon contacts and position, rather than at random. Significant actors, events, time periods and processes were chosen for study, mainly emerging from the field of contact as the scenario of Schools Renewal unfolded.

Consistent with the ethnographic approach, the researcher allowed the organisational provisions and requirements to dictate the areas of study, choosing to follow closely the external influences that conditioned the tasks and routine of the Cluster Directors and

school staff. Only towards the latter part of the research did the clinical approach begin to dictate where the focus would lie. The instrumentation - interviews, observation, document collection, field note taking, tape recording - was kept unobtrusive in order to emphasise construct and contextual validity. Only where specific data was required, or where it was decided that a clinical approach would deepen understanding, was the instrumentation actively preplanned to emphasise internal validity, generalisability, and manageability of the data

The second phase of interim data reduction saw the field notes and interviews processed into contact summaries. Headings like people, events, main themes or issues, research questions addressed, new hypotheses, speculations and target issues for the next visit were all noted. Rather than keeping separate sheets for this they were generally recorded within the field notes *via* annotations and highlight pens. This kept the data whole.

Patterns were tentatively drawn onto large sheets of paper and hung about the study walls. A process of listing and analysing was used to give a brief conceptual look at some aspect of the accumulating data. An insight, a puzzle, a category, an explanation, a striking event, was established with the case study Cluster Director and other participants and iteratively clarified. Much of this conversation was tape recorded for further depth of analysis.

During these analysis meetings, and others conducted with other key players who emerged from the field, main themes, tentative hypotheses, alternative explanations, disagreements, next steps for data collection and coding scheme revisions were explicated. Interim process summaries were entered onto the computer. These were provisional syntheses of what the researcher saw emerging from the field and what was still to be pursued.

Post data collection reduction, the third stage in the reduction process grew naturally from the preceding stages. The tools of post data reduction were kept to a minimum. Context charts, mapping relationships among roles, groups, settings, or organisations were used only to make up the context of behaviour.

Critical events and actions can be mapped but it was felt that much of this was better reported within the descriptive analysis. Similarly, such techniques as scatterplots,

displaying sites according to two or more variables, noting clusters and covariation, were not used because they tended to over reduce the data.

Descriptive matrices with rows and columns can include time periods, persons, groups, roles, event classes, settings, processes, key variables and researcher or respondent explanations. Cell entries range from direct quote raw data excerpts to key phrases, summaries, or quasi-scaled judgements. In this thesis such matrices were used to organise conceptually clustered material. These matrices were used to bring together variables connected by theoretical ideas, for example, substantive and functional actions.

Data were then displayed in an organised assembly of information based initially on the three interfaces under study. Subdivisions within those interfaces were established to classify data under the headings that emerged. It must again be noted that it was considered vital to keep the data whole as much as possible so that the interconnections permitted conclusion drawing and action taking. These displays could have been in the form of matrices, graphs, networks and charts, stemming from the post data reduction process. Indeed in analysing various meetings, charts of quantified events were most useful.

Conclusion drawing produced meaning from the data by noting regularities, patterns, explanations, possible configurations, causal flows and propositions. From the beginning it was seen as imperative to retain openness and scepticism about the conclusions. The process of grounding back in the field helped firm up the conclusions. Several tactics were employed. Particulars were subsumed into the general. Instances were allotted to event headings and these in turn were allotted to subprocess headings. Successive clustering eventually led to social process headings which were illustrated by a metaphorical conception. Counting, noting patterns, seeing relationships and plausible explanations, clustering material around concepts, making metaphors and meaningful phrases to communicate the concepts in action and building logical chains of evidence all fostered the process of drawing conclusions. In essence the aim was to make conceptual clarity and coherence without losing the complexity inherent in the data.

These conclusions were verified by field testing for plausibility, robustness and validity. Emerging conceptual understandings were checked for representativeness by increasing the number of cases, looking purposively for contrasting cases. Researcher effects were constantly monitored. Verification data was sought from other sources and

using other methods of collection, thus establishing a constant iterative triangulation. Evidence was weighed and discussed with participants, often ruling out spurious findings or sheeting them home to particular mindsets or vested interests. Alternative evidence and explanations were constantly sought from all of the available perspectives.

All of this was an iterative or cyclical process that took the researcher from collection through analysis, back to the field for further collection to verify the conclusions and keep building the picture of interactive reality.

Conclusion

In Chapter Four the research method has been described and defended. To answer the research questions and overcome some of the deficiencies identified in the literature it was argued that the choice of method could initially be between the competing views of the social sciences. One view seeks universal laws and the other suggests reality is a product of individual conscience. The purpose of the research was to illuminate the cultural meaning ascribed to the actions and perceptions of participants. It comes from the latter view of the world. It was thus logical to choose a research method from within the ideographic approach while constantly reserving the notion that more normative methods may also be necessary to reveal deeply rooted values.

It is now pertinent to report the findings of the research. In answer to the first research question, the analysis is presented in the following chapter, Five. This analysis is used in Chapter Six to conceptualise the cultural operation of the Department, *circa* 1990. It is also the basis for the analysis of field work presented in Chapters Seven through Nine.

CHAPTER FIVE

DEVELOPMENT OF AN ORGANIC THEORY FOR CULTURAL OPERATION IN A SCHOOL EDUCATION SYSTEM

Introduction

The conclusion from the context analysis of Chapter Two was that a new paradigm of operation is needed in public school education in New South Wales. Because of the large scale restructuring of the public school system under the Schools Renewal initiatives, the early 1990s represent an opportunity to commence implementation of that paradigm shift. On economic, social, political and environmental grounds, the context indicates that the current paradigm of practice needs replacement. It is formally dominated, fosters standardized output, and results in low order learning. It needs to be replaced by an holistic and organic paradigm operating through a pragmatically congruent organisation. Such an organisation needs to be culturally oriented toward a practical touchstone of purpose which includes integrated and creative, high order learning outcomes.

In the literature review of Chapter Three, the components of the operation of such an approach were explicated. It is now appropriate to draw these together into a cohesive operational theory. The theoretical framework so developed is then applied in the form of a taxonomy of operational characteristics from each of the dimensions of an holistic and balanced paradigm. This is shown as Appendix 5.1.

Theory Development

The review of organisational theory provided the concept of pragmatic congruence, as shown in Figure 5.1 below. To reduce the rigidifying impact of the dependence syndrome, Pusey (1976) advocates that the psycho-social, formal and technical dimensions of organisational operation are contingently aligned to implement the level of dynamic balance appropriate to the task at hand. If the task is standardized and technically based then the formal and the technical can dominate. In teaching, however, the task is relatively indeterminate and constantly contingent on the linkages made in the mind of the learner in the social context. In such a situation the psycho-social realm must become the primary consideration lest the formal dimension restrict the learning

possibilities and prevent the implementation of the technical and intuitive skills involved in high order teaching practice.

Therein lies an appropriate starting point for the development of an internally consistent theoretical framework within which a changed cultural paradigm for system and school operation can be analysed. Pragmatic congruence, as seen in Figure 5.1, takes place in a zone where the dimensions all serve similar problem solving purposes. This is seen as the organisational component or functional reality of the theory framework. However it gives little guidance as to the wider substantive purpose for which the problems must ultimately be resolved. Such substantive reality must lie at the heart of any holistic theory framework. The *principle* of pragmatic congruence - as compared with its function - thus becomes a feature of the substantive assumptions underpinning purpose and hence operations.

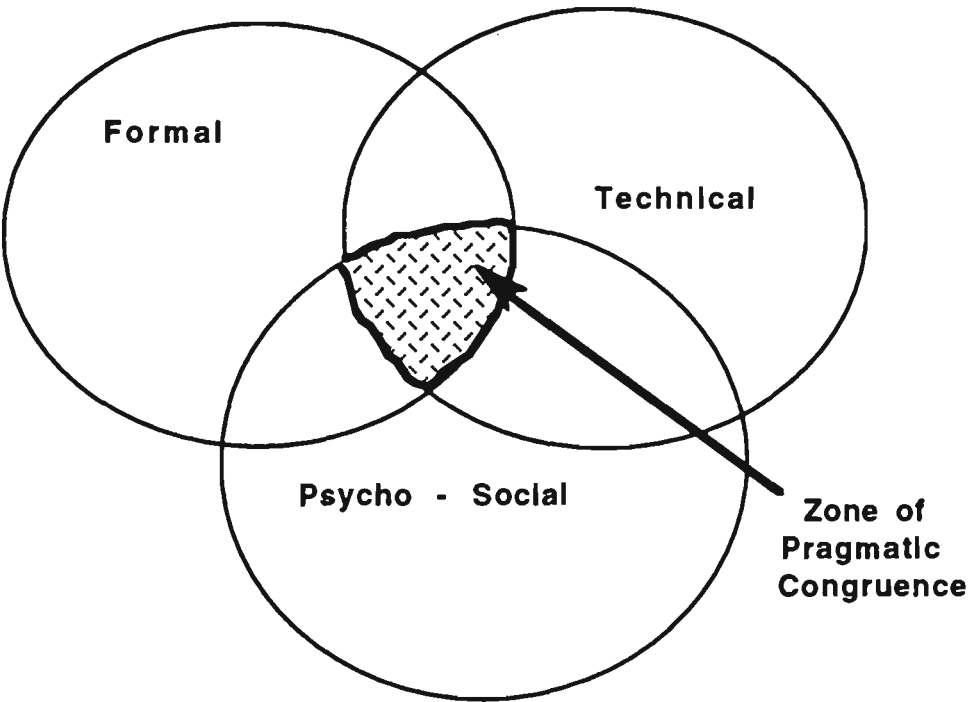


Figure 5.1

Contingent Functioning of an Organisation
(after Pusey, 1976)

To begin the process of applying pragmatic organisational congruence to purpose, the dynamic central zone of Figure 5.1 is depicted as a set of concentric circles in Figure 5.2. Figure 5.2 not only demonstrates the dynamic balance, it introduces the concept of substantive alignment of the operation with the purpose of the organisation. This concept places purpose at the centre, thus indicating its dominance as the overarching point of

reference.

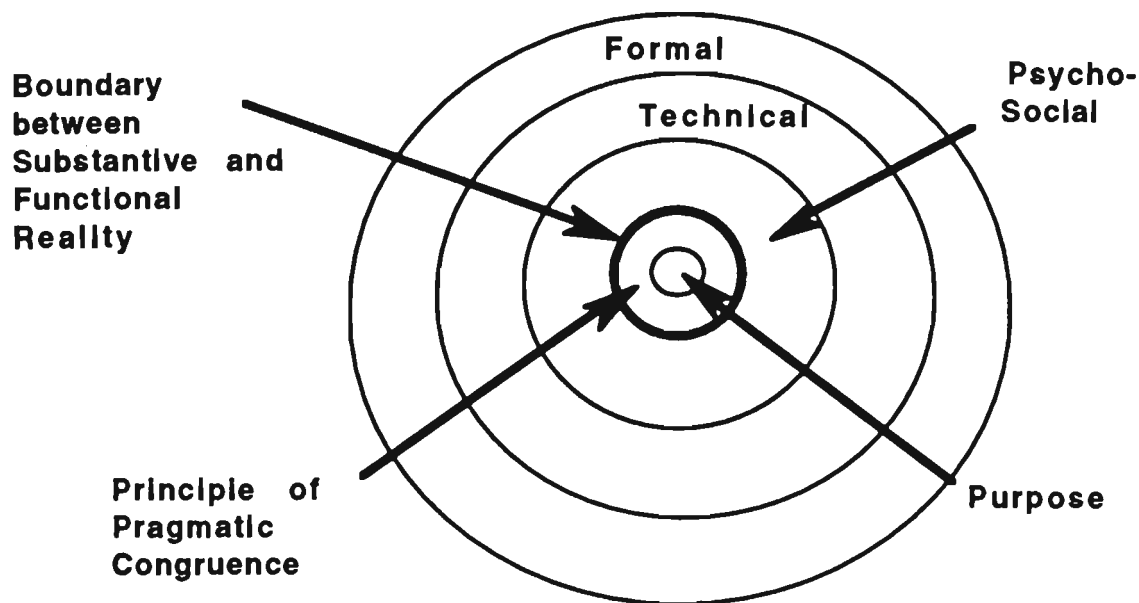


Figure 5.2

**Pragmatic Congruence Creating Substantive Alignment of an Organisation
(Refined from Starratt, 1988)**

It is important to note that the interaction of the three dimensions is operationally flexible. However the dimensions have been drawn concentrically with the psycho-social closer to the centre, the technical next and the formal at the outer edge. Stated plainly this means that the way to improve the indeterminate practice of teaching (including the technical skills) requires that the psycho-social elements are first addressed adequately. Only then can the formal facilitate personal and integrated learning.

Thus, although the framework of Figure 5.1 carries with it a background philosophy of scientific and nomothetic analysis, in this research it is used in its more dynamic, ideographic and contingent sense. Combining it with the philosophical background of organisational culture in Figure 5.2, it is divested of its tightness and given a more flexible philosophical base. It balances the functional and rational with the substantive and intuitive. Thus Figure 5.2 shows that there may be many ways of achieving the type of learning outcomes advocated as essential in this time of complexity and change. The dimensions of the organisation which produce those outcomes, however, must be in pragmatic balance and substantively aligned with fulfilling the purpose.

The substantive purpose *per se* of an education system and its schools is learning outcomes of the students in those schools. To clarify purpose in the theoretical

framework, therefore, requires examination of the curriculum. The literature and research review provides a framework of curriculum orientations.

It was concluded that the holistic and organic paradigm is best served by a practical curriculum orientation, shown over page at Figure 5.3, which aims at balancing the learning needs of students with the needs of the whole society in which they are living. The fundamental values, definitions and directions of the practical curriculum, although drawing from a range of theoretical approaches and value positions, are internally consistent. They provide a curriculum aligned to producing holistic and pragmatically balanced learning outcomes, made in the mind of each student and applied in a social context.

Within this curriculum approach, society is represented by a context of opposition, ideologies, traditions, expectations and complexity. It is turbulent, with social, economic, political, environmental and technological discontinuities preventing the application of previously effective problem resolutions. Formal, logical, rational thinking which produced such a society now has to be balanced with intuitive, lateral and creative thinking. This balance is needed to produce a host of new ideas required to resolve issues that have implications for both the humanities and the sciences. Holistic and integrated understanding is needed to cope with the flexibility where no one approach is best and no one answer is right.

Rather than a set of criteria for inclusion within this curriculum, the approach provides a set of pragmatically holistic procedures for reaching and continuously re-reaching touchstone agreement. This set of procedures provides for the internally consistent operation of the practical curriculum at all levels from society, through nation, to system and schools.

Within the classroom the approach demands a high level of interaction between teacher and students such that the individual is provided with constant opportunities to produce learning outcomes for analysis by the teacher. In practice it implies that teachers have a high level of understanding, not only of the content of their lessons, but of the learning processes through which the students are internalising their understandings. Because each student will learn different things in different ways, and because the aim is to produce high order integrated and applied learning, this requires teachers of high calibre and exceptional training.

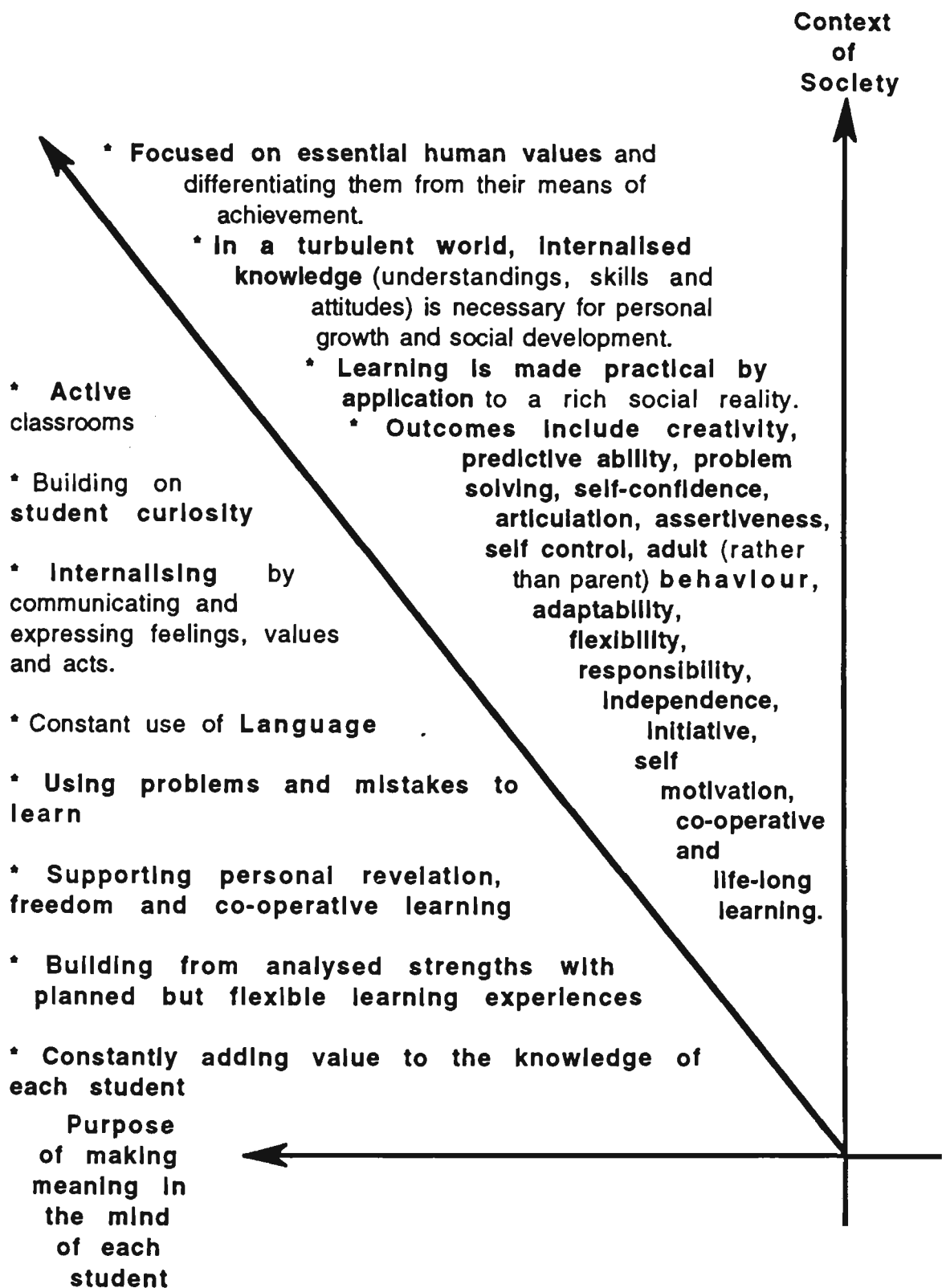


Figure 5.3

The Practical Curriculum Orientation

As shown in Figure 5.4, at the heart of the theoretical framework is the practical curriculum orientation. In implementation of this curriculum the pragmatically

congruent organisation is shown surrounding a core or repository of meaning which is the substantive reality or purpose of the organisation. The outer section is the functional reality or operation of the organisation, the two realities being aligned through pragmatically holistic procedures. Much modified from work done by Starratt (1988), this figure carries with it the central concepts of the cultural paradigm, combining both operational and value aspects into the concept of pragmatic congruence.

In some ways the substantive centre of the framework represents negotiable values. It must always be held problematic and strategically flexible to maintain fit in an ever changing environment. In internal operational terms, however, it represents the uncompromising goals towards which all in the organisation can strive. Apparently paradoxically, it represents the flexibility of the system and those operating within it to choose from the plethora of possible functional implementation scenarios that the central values allow. This choice provides for the most appropriate approach to resolve issues, resulting in customised teaching and learning.

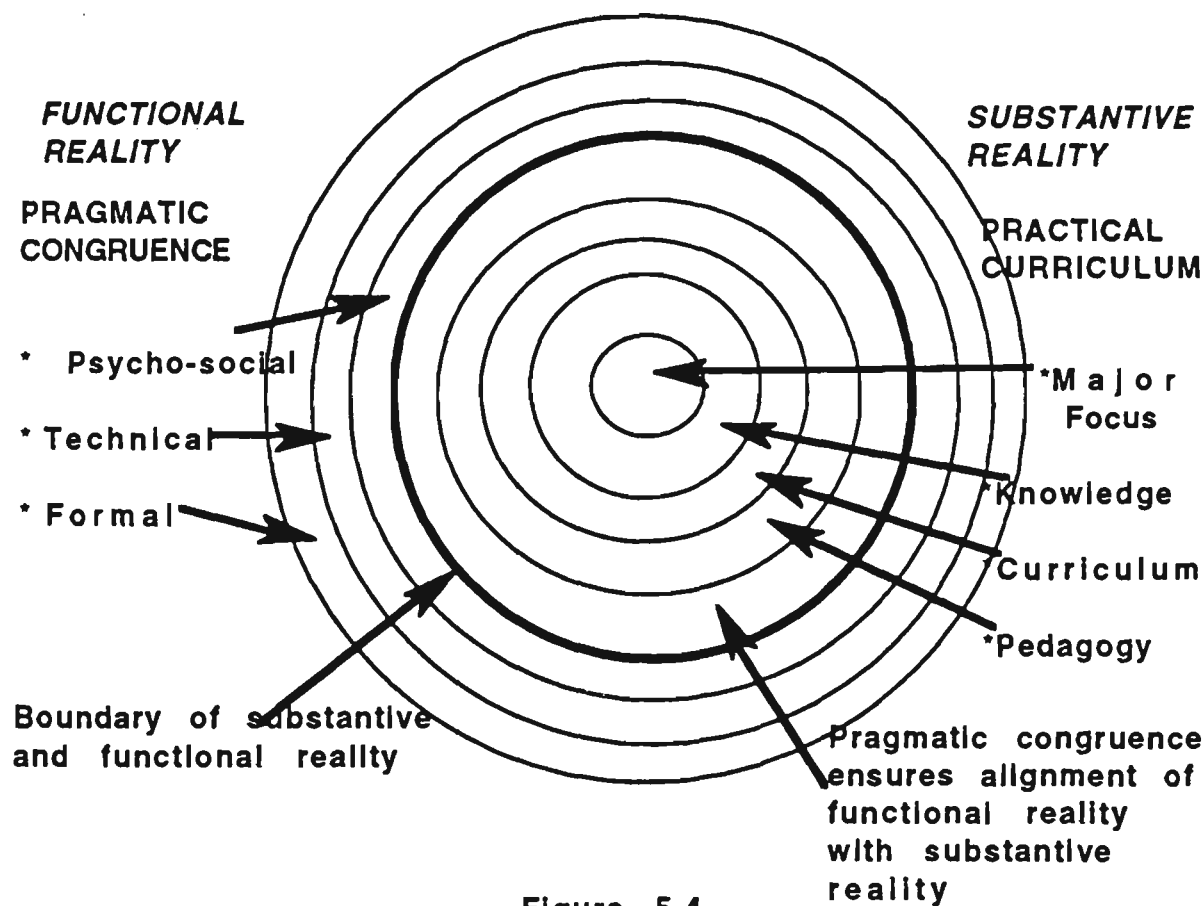


Figure 5.4

Alignment of Substantive and Functional Reality.

The centre of the framework represents a touchstone. This becomes the seminal

reference needed in an organic operation that is diffuse yet has unity of purpose. Conceptually, and to provide an interlinking dimension, this model must be applied consistently throughout the organisation to achieve pragmatic congruence at system, school and classroom level. Its application to school management adds further to the theoretical framework.

The literature review of management practices indicates that the approach consistent with the paradigm being developed is organically oriented - the organisation creating its own future, rather than simply reacting to events and issues as they impact. This implies a continuous process of strategic planning, shown in Figure 5.5 below. It will be noted that Figure 5.5 is another dimensional application of the model developed as Figure 5.4, thus achieving consistency in application while demonstrating an integral dimensional level of the paradigm.

Organic management principles imply the concept of directedness, the leader centring all operations on the touchstone of purpose. As suggested below this implies the creation of a culture based upon the substantive touchstone values held central within the operation, while being kept constantly problematic and subject to holistic review through strategic and situation analyses.

To begin the process of operationalising the substantive, the organisation needs to envision its future shape and style, translating this into goals as defined in a substantive mission statement. This envisioning process is further described below and applied in Appendix 5.1. It implies that ensuring coalescence is the key role of leadership, achieved by articulation, through planning and with constant monitoring against the agreed goals. Sanction and reward systems, including the selection and replacement of staff, are used to ensure adherence. But basically, the process relies on enculturation such that, until the strategic process indicates otherwise, the shared values automatically guide all decisions made throughout the organisation.

Organic management implies a multidimensional structure that varies according to the task at hand. For routine tasks the structure may be bureaucratic. For development it is appropriately multidisciplinary. For professional tasks it should be collegial. For policy making it is necessarily parliamentary. Although collegial operation involving implementers and stakeholders *per se* does not guarantee that purpose is achieved, it is a necessary part of the mechanism to overcome the dependence syndrome. It is also

important to communicate and gain commitment to the substantive. As stressed above, tight adherence to a central repository of values gives direction. However, for indeterminate tasks, where no one best answer can be provided, all implementers have the discretion, within the central values, to choose what they see as the most contingently appropriate strategies. It is the leader's task to create the structures and values within which such an organisation can operate, to hold and articulate the values constantly, and to monitor implementation against those values. This simultaneous tight and loose coupling is a central feature of the theoretical framework. Similarly seminal is the interconnected and continuous flow of information and decisions throughout the system. This is most successfully achieved by personal contact which serves the dual purpose of reinforcing the substantive reality and facilitating the functional reality.

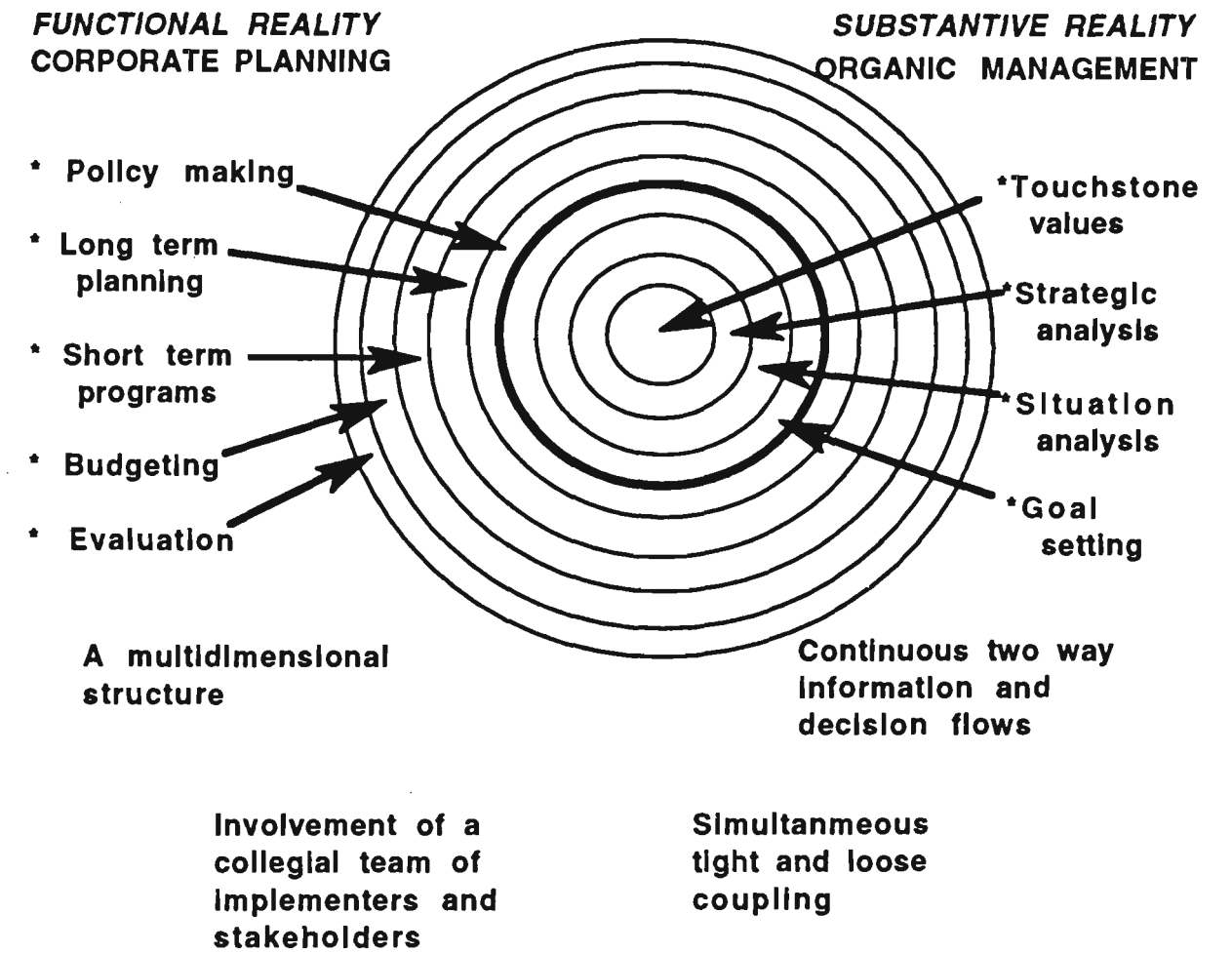


Figure 5.5

Organic Management for Substantive Alignment

Within the functional reality corporate planning involves the administrative processes of translating the goals and mission values into guiding policies. These in turn focus long-

term plans to shape the organisational future, aligning it with the strategic profile developed through touchstone procedures. To carry out such plans short-term programs need to be designed and implemented, a budget being provided for each and evaluation of their outcomes being undertaken in terms of their contribution to carrying out organisational purpose and direction.

Leadership of such an organic operation provides a further perspective to the coherent theoretical framework. From the literature review the concepts of strategic, cultural and educative leadership were explicated as appropriate for an holistic and organically focused paradigm. Such leadership is represented in Figure 5.6 below.

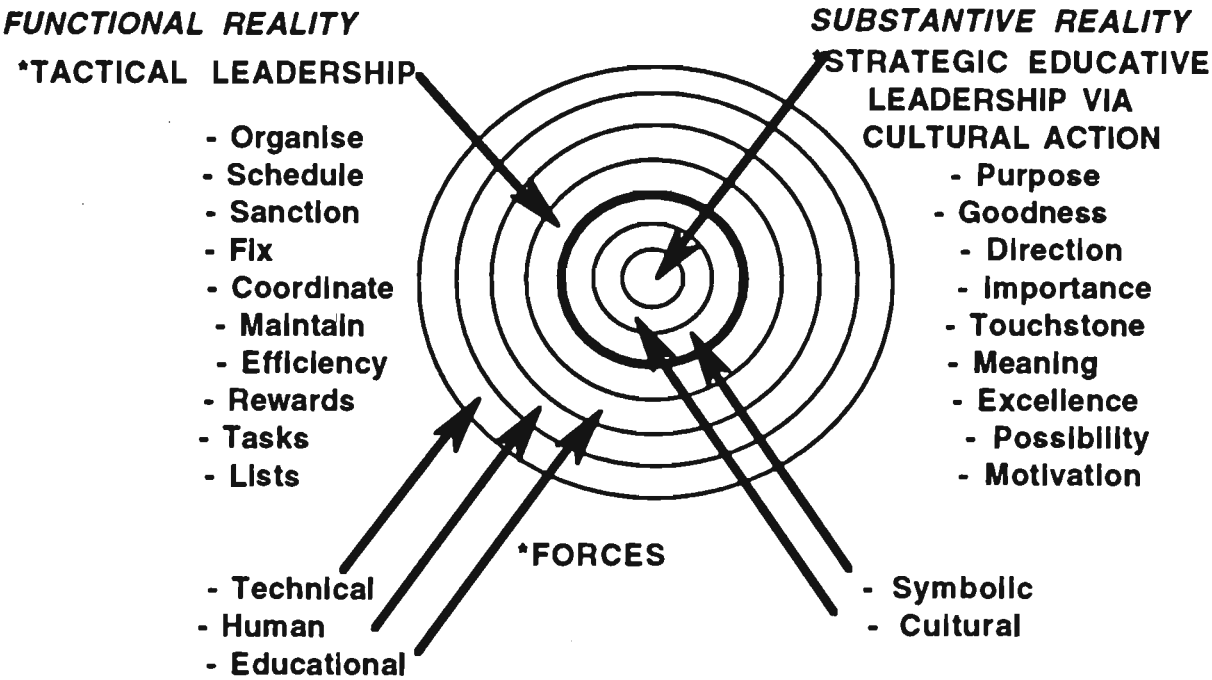


Figure 5.6

Strategic Leadership for Cultural Alignment

Once again, the concept of substantive reality provides the theoretical framework with organisational purpose as the focus of cultural operation. The task of strategic, educative leadership through cultural action is to clarify this focus and assist people to implement purpose through the marshalling of leadership forces ranging from the functional - skills in teaching (educational forces), interpersonal and personal abilities and attitudes (human forces), and organisational operations (technical forces) - to the substantive - the symbolic forces of behaviours, ceremony and myths, and the cultural forces of norms, strategies and assumptions. As with other perspectives, cultural alignment is a central focus of this area of the organisational operation.

Whilst fundamental human values dominate the substantive reality, the functional is facilitated by the values attached more readily to administration. Frequently, organisations find these rational values begin to dominate operations, particularly when the organisation is geographically diffuse and organisationally compartmentalised or when tasks are relatively indeterminate. The functional operation becomes an end in itself. Leadership from the strategic perspective performs the important task of keeping the softer, more intuitive, less easily rationalized purpose to the fore. It ensures alignment of strategies with the norms and assumptions at the core of the culture. Concurrently, leadership keeps the central norms and assumptions under strategic review. It institutes holistically pragmatic procedures to keep the organisational purpose in fit with the dynamic environment. Such strategic and educative leadership thus operates through cultural action.

Essential to the implementation of strategic educative leadership for cultural alignment is the process of staff development. Combining elements of human resource development and developmental supervision, this approach balances the personal and professional needs of the teacher with the operational needs of the organisation. This approach is incorporated into the theoretical framework as shown in Figure 5.7 below.

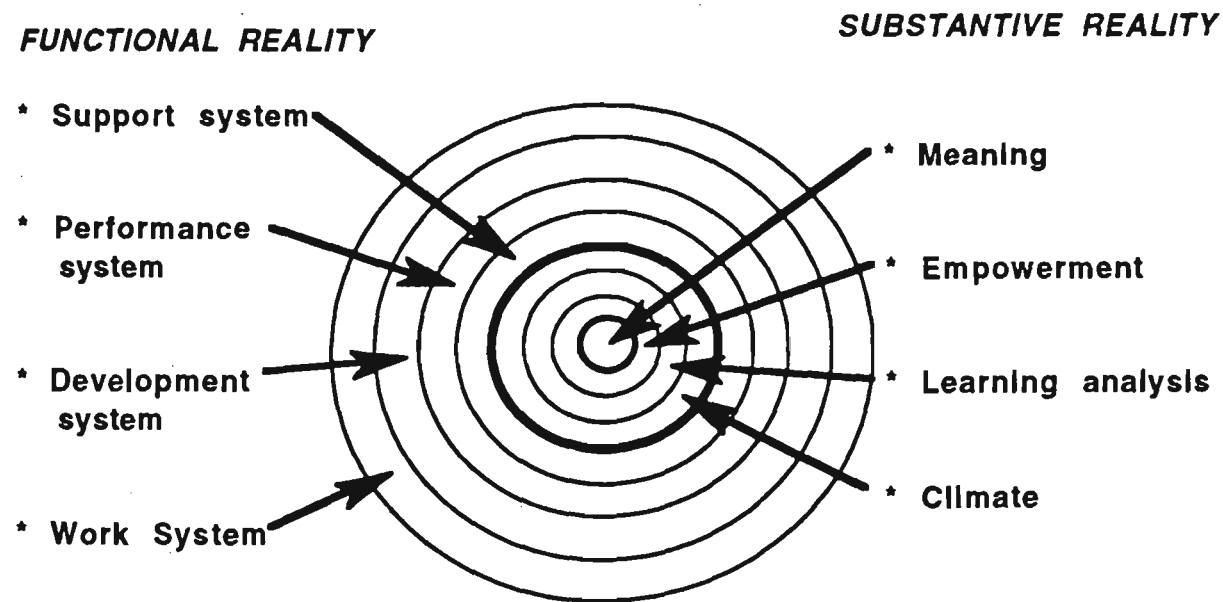


Figure 5.7

Human Resource Development for Cultural Alignment

The human resource development approach provides for an integrated set of functions focused through each individual on the purposive operation of the organisation. Its aim is

to connect teachers to the meaning in their work.

Centrally focused on the problematic values held salient as touchstone, teachers need to operate in a holistic co-learning climate. They need to be part of a collegiate learning community that operates for growth and development rather than as a group of trained people who 'know it all'. There must be a commitment to the development of teachers, and trust that they will strive to achieve the purpose of the organisation. Approaches such as group decision making, clarity of goals and commitment to those goals, autonomy with responsibility, the linking of authority to ability, teamwork, social interaction, and control linked to outcomes and purpose rather than to systems, all improve the climate.

In such a community there is a continual process of interpersonal review of practice and theory. This review constantly updates the cultural and technical 'theory in use' to guide the indeterminate decision making processes of teaching. Increased classroom skills, increased knowledge of content, constant professional updating, searching for and practising new ideas - these are all essential in the constant striving to empower teachers to apply pragmatic holism to teaching. This reality places the assumption that teaching involves the continual analysis of the student's learning outcomes and connections at the heart of teaching practice. It ensures that flexible programs are provided which, from the base of present knowledge, take the student further in learning, linking and interlinking the new knowledge in application. And it implies that time, circumstances, organisation, assessment procedures, reporting practices and a collaboratively reflective culture are available to support teachers throughout this process.

Within the substantive framework the aim is to provide the teacher with all that is functionally necessary to make informed and holistic decisions that best address individual learning needs. This professional empowerment is central to the operation. Its efficacy, however, is dependent upon providing professional growth and guidance that accord with personal needs and organisational directions.

Within the functional reality a support system needs to be established to enable all participants to be released from the dependence syndrome, thus becoming personally involved in the teaching learning process, owning it and taking direct responsibility for the outcomes it produces. Based on the establishment of supportive relationships,

principles of personal revelation, collegiality, collaboration, problem solving orientation, encouragement to try (and even to make mistakes), counselling, management awareness, feedback, and personal accountability for outcomes, all need to be incorporated into such systems.

The functional reality also needs to provide access to a range of initiatives, each chosen as part of a personally differentiated professional development program. This process is carried out in conjunction with a supervisor, its purpose to attend to the needs of the individual and the needs of the organisation. As part of such a program, an ongoing developmental supervision system acknowledges personal needs and learning style while collegially ensuring that curriculum goals remain a focus of operation. *In situ*, collaborative learning opportunities recognise the long-term, personal and social nature of the learning process that is fundamental to improving teacher practice.

Within reflective sessions teachers need to be provided with continual access to the theory and practice of their profession, constantly building their professional skill and content. Development systems need to incorporate principles to ensure that the social learning process is facilitated. These include support for programs that try out new ideas, collaborative reflective and analysis sessions, support in-class from advanced skills teachers, and a long-term approach to learning difficult and sophisticated teaching skills and attitudes. This is essential to the improvement of practice in the high order skills and understandings entailed in teaching.

Similarly, work systems and structures, such as teaching exemplars, are provided to demonstrate new ideas, to reinforce or improve practice, and generally to make more operationally explicit the practice of holistic teaching which focuses on the process of learning. There must also be an efficient and flexible organisational structure that provides resources which are easily accessible along with flexible time periods and class size/learning structures.

None of the dimensions of the theoretical framework developed above works in an independent manner. To draw them together in the operation of a group, the overarching cultural dimension must be added to the framework. Culture, as shown in Figure 5.8 below, acts as the glue which holds the parts together, shaping their use and directing their operation towards organisational purpose.

FUNCTIONAL REALITY

* **ESPOUSED VALUES**
(What people say they do)

* **ACTIONS**
(What people actually do)

SUBSTANTIVE REALITY

* **FUNDAMENTAL BELIEFS**

- Relationship to nature
- Nature of reality
- Human nature
- Human activity
- Human relationships

EXTERNAL ISSUES

- Mission/strategy
- Goals
- Means
- Measurement
- Correction

INTERNAL ISSUES

- Language/Categories
- Group boundaries
- Power/Status
- Intimacy
- Reward/Punishment
- Ideology/Religion

* THEORIES IN USE

- The Learning Organisation

Figure 5.8

Culture of an Organisation

Schein's work indicates that the substantive reality of cultural operation is based upon a set of fundamental beliefs and assumptions about humanity and life meaning. Stemming from these beliefs are the two concepts of external survival and internal operation. Often unproblematic and therefore only subconsciously understood by persons within the culture, each of these areas produces strategies and behaviours that form the foundations for a world view, or paradigm of operation, which acts as the set of 'theories in use' for that culture, conditioning all organisational functions and outcomes.

Functional reality for an organisational culture is the application of those theories in action within the approaches, operations and strategies that are used by the organisation in daily practice. This daily practice reflects the composite theories in use of the sundry subgroups that make up an organisational culture. As such it may lack congruity with the external purpose and internal operation if the theories in use are dissonant. Similarly, the espoused values of the organisation may not coincide with the values underpinning more fundamental issues such as its approach to human nature, how it defines reality and truth, how it sees the nature of human activity and its approach to

the nature of human relationships. Moreover, there may be a lack of consistency between what the members of the organisation say they do and espouse as valuable, and what they actually do.

Thus, for the long-term success and survival of any organisation, cultural alignment needs to exist on several dimensions. It needs to operate within the functional reality of the organisation, between the functional reality and the substantive reality, and between the organisation and the environment in which it operates. In terms of achieving cultural alignment, single, double and multiple loop learning processes need to operate in each of the dimensions respectively. The whole operation needs to become a learning organisation.

Applying the concept of cultural alignment of an organisation to the school education system, Figure 5.9 below shows each of the dimensional elements analysed above, drawn together as an interdependent system.

Figure 5.9 represents the holistic paradigm using a value based zone of substantive reality. The content of this zone always remains problematic, subject to the continuous application of pragmatically holistic procedures. This zone tends to conceptualise as an ever widening cone of values and assumptions which become the oft hidden norms of the organisational culture. At its heart, and held high as lighthouse guides, are the fundamental human values of the culture - both national and organisational - that underpin thought and action.

For school education, premised on those fundamental human values are the integrated assumptions underpinning a practical curriculum. These assumptions are derived through touchstone procedures about external purpose and internal coherence. Thus not only do the curriculum assumptions give guidance to the function of the organisation, they are an application to a particular organisation, of the fundamental values. This gives the organisation its strategic purpose and ensures its continued existence.

In application of the particular central assumptions of the curriculum orientation, and still carefully aligned with the human values of the centre of the cone, leadership communicates a strategic vision to all stakeholders in the operation. This builds leadership density which promulgates and protects a nested and strategic view of the values, assumptions and purpose of the organisation. This is the zone of symbolism and

the translation of meaning to the stakeholders.

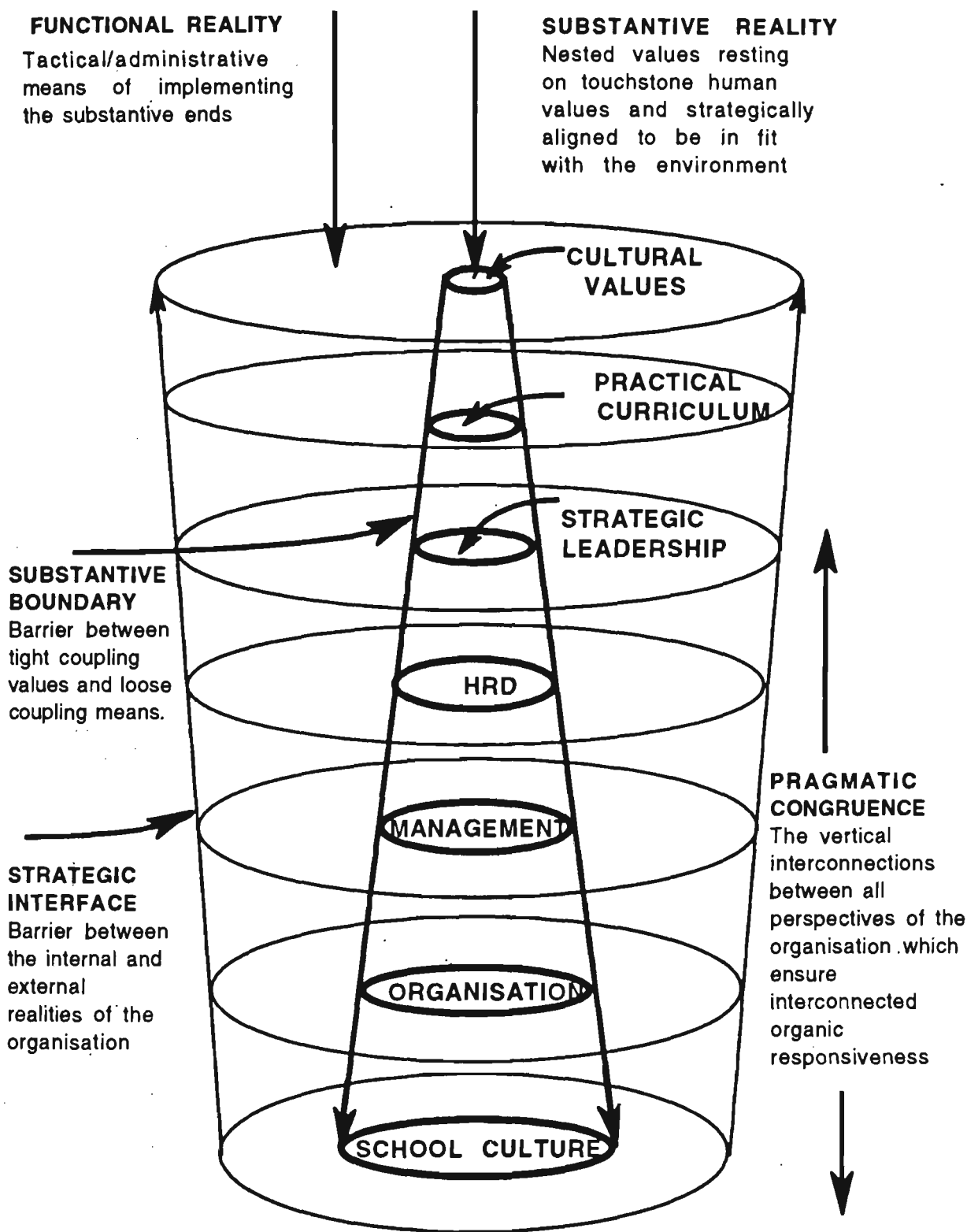


Figure 5.9

Cultural Alignment of a School Education System

This nesting process continues throughout all substantive dimensions of the cone. Human resource development assumptions, interconnected and consistent with all other

dimensions, and serving the purpose of applying the substantive assumptions closer to the centre of the inverted substantive cone, are an essential feature of the substantive reality. So too are the management assumptions, chosen in turn to align with and apply the central curriculum values, the cultural theories in use, the leadership and human resource development assumptions. These shape the organisational norms which are mediated by the norms of the local school culture.

Thus the values that shape the school within such an aligned and holistic system provide clear guidance. It is a task of each teacher, supervisor, grade staff and faculty to carry the process of substantive application through to their work. Everything staff does is organically linked to the purpose of the organisation. Members gain satisfaction from a sense of personal efficacy. In this sense, for each school there is another set of dimensions to the cone, determined by the same problematic procedures that developed the cone itself. The downward facing arrows of the substantive boundary indicate translation of the fundamental and integrated system values as the direction indicators for the school. Leadership needs to ensure tight coupling to these. The articulation of these values to all members of each school is a personal and vital role.

Surrounding the touchstone or substantive reality is the functional reality which operationalises the assumptions and values developed and refined as touchstone. Within each dimension, the assumptions become norms that guide the programs, policies and daily operation of the organisation. Each function operates not as an end in itself, but as a means of applying the purpose as translated into the substantive values. The vertical arrows of this outer zone indicate the notion that it is the local needs of the school that determine the functional operation of the perspectives. Identifying local functional needs and harnessing the system resources to resolve those needs to effect substantive purpose is a vital role for all who support schools.

The operation of the concept of tight and loose coupling is essential within this functional zone. The pragmatic balance between the rational and the intuitive suggests that operation must be guided toward contingent application, not by rules and regulations, but by the most suitable and holistic resolution to each particular situation. Moreover, where the outcomes for the organisation as a whole are indeterminate and personally differentiated, this can only be carried out at the local level where most of the operational decisions are made. Thus the local implementer must have the discretion and support, within the boundaries of the substantive values and assumptions, to address

each issue with integrity, authority and alacrity. Adherence to the values of the substantive touchstone performs the tight coupling. The authority to take all necessary decisions within those boundaries to gain the best solution to the particular issue at hand, forms the loose coupling.

Communication is essential to cultural alignment. Constant, multidimensional, multidirectional, formal and informal, analytical and perceptive, information flow is the mind life of the organisation. Information flows cannot simply be locked into well worn, predetermined paths. The interconnections between nodes and paths must be fostered actively. Organisational adjustments need to take place through double loop learning. The emerging vision must itself be adjusted, consciously and constantly, across the strategic interface to keep the organisation in fit with its external environment, the process of multiple loop learning.

The departure point for the thesis is the notion that the system and its schools are currently both internally and externally dissonant. Whilst it is the task in Chapter Six to examine the culture of the public school education system, it is now appropriate here to pose a theoretical underpinning to changing the system.

Theory of Change for Cultural Alignment

Figure 5.10 indicates the extent and depth of factors that have to be attended to in the complex process of changing not only the organisation and its sub-strata, but also the underlying paradigmatic assumptions that govern the cultural theories in use. The change product itself digs deeply into the culture of the organisation, challenging and expecting change in underlying values, assumptions, behaviours and strategies. In particular it challenges the fundamental psycho-social dimension that has been long established to overcome the anxiety of uncertainty and personal revelation that occurs because of the interpersonal nature of teaching. This in itself requires double loop learning, a task that few members of the organisation yet have the intellectual skills and understandings, or indeed acceptance of the need, to undertake.

The real nature of the changes required for a paradigmatic shift need to be acknowledged and challenged for the change to affect the substantive reality of the organisation. Such holistic, intuitive, personally destabilising changes are difficult to explain, hard to operationalise and challenging both to accept and to adopt. They require a fundamentally

different approach to human resource development in both its supervisory and skill development aspects for each of these processes to play their role. Moreover, they require a constant adoption of multiple loop learning to ensure strategic fit.

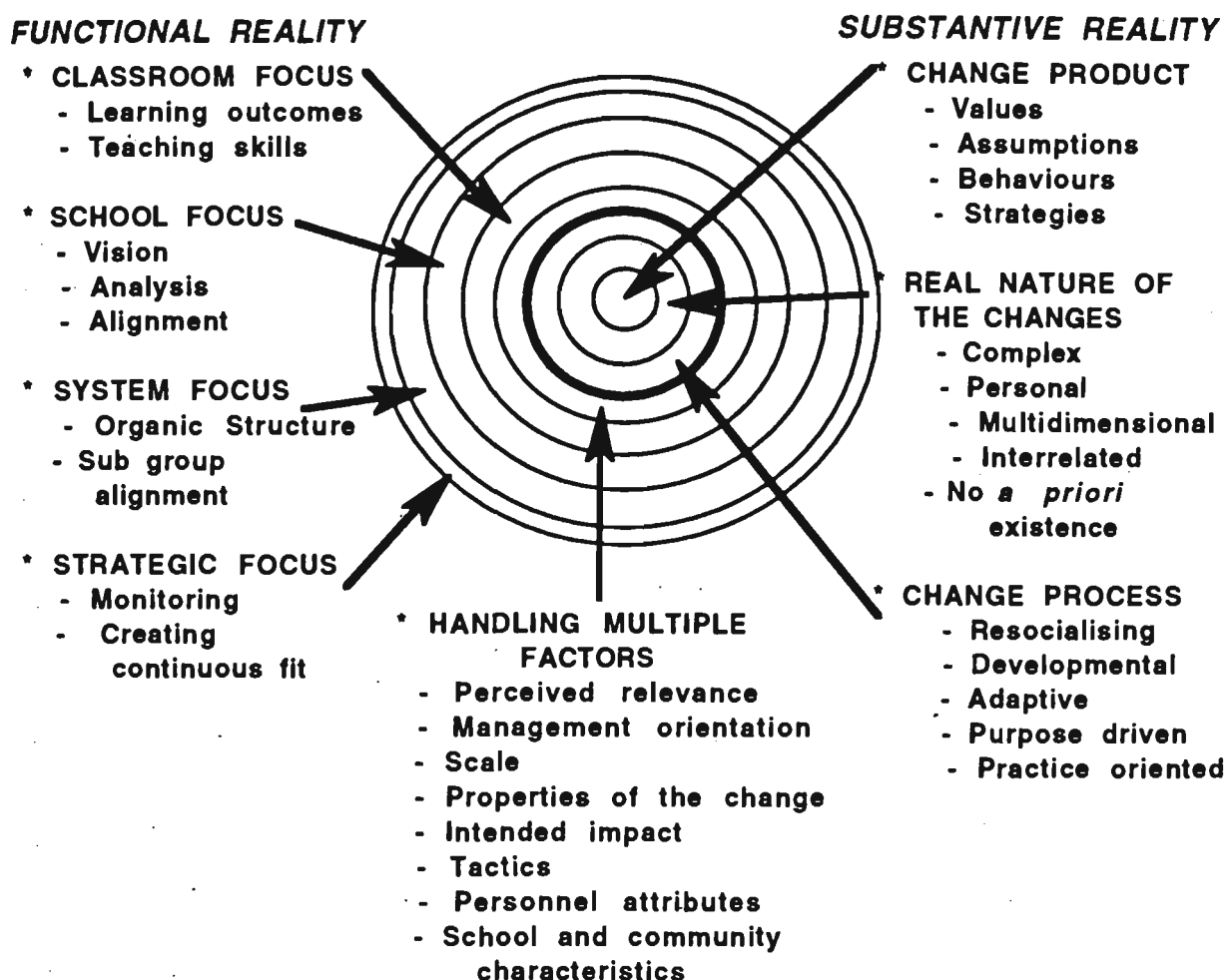


Figure 5.10

Implementation of Change for Cultural Alignment

The nature of the change processes needed to reach implementation with fidelity to the substantive purpose of the changes is complex and challenging. These processes operate in the realm of the substantive, rather than the purely functional. They thus require strategic leadership, rather than simply tactical administration. They require a continual process of developmentally re-socialising teachers, students, administrators, parents and the community at large to understand the underlying purpose of school education and to address that purpose in every facet of everyday practice.

The right messages have to reach the people charged with the fundamental operationalising the new paradigm. This involves a management structure that can handle the multiple factors mentioned in the literature review and listed in Figure 5.10,

ensuring that each is aligned with and therefore serves to carry out the fundamental purpose of the organisation.

As the delivery point for the entire purpose of a public school education system is within the classroom, this must become the first, most sacred, supported and protected line of focus for the organisation. The needs of teachers as they carry out the task of fostering integrated learning in the minds of their students must be given absolute priority in terms of time, resources and status. This is one of the most essential and vital roles in any society and its continued denigration to the status of tool operation must be redressed, not by propaganda and rhetoric, but by strongly supporting teachers to undertake the change process.

The process of improving teaching and learning is at once personal, social and organisational. It is at the school and more particularly the classroom level that each of these elements comes together. Local knowledge, professional and personal *in situ* support, essential small learning groups, and efficient scale of resource allocation all make this the appropriate venue of change. The school operation also needs to undergo the renewal process equivalent to that of the whole organisation so that each school is externally and internally aligned within the required paradigm. It is not to infer that schools are doing anything 'wrong' in their current operation. Rather, their need for renewal comes from the need for a new paradigm of operation; a paradigm whose introduction would otherwise be threatened by their very efficiency in operating according to the present paradigm.

For the system to have survived in centralised, conformist format for so long, with so much success and gaining so much support, also suggests that it too has been performing within its paradigm with remarkable, if only functional, internal consistency and external viability. Once again this strength and longevity have now become significant blocking forces as the system is required to move to a new paradigm. But move it must if changes in teaching practice and learning outcomes are to result. Without an organic structure that facilitates the empowerment and understanding of teachers to make professionally guided decisions about their practice as it is brought to each student, there will be nothing but false clarity in the changes in classrooms. All subgroups, and especially the administration at centre, region and school, the teacher union and the parent organisations must be implicated if real success is to be achieved.

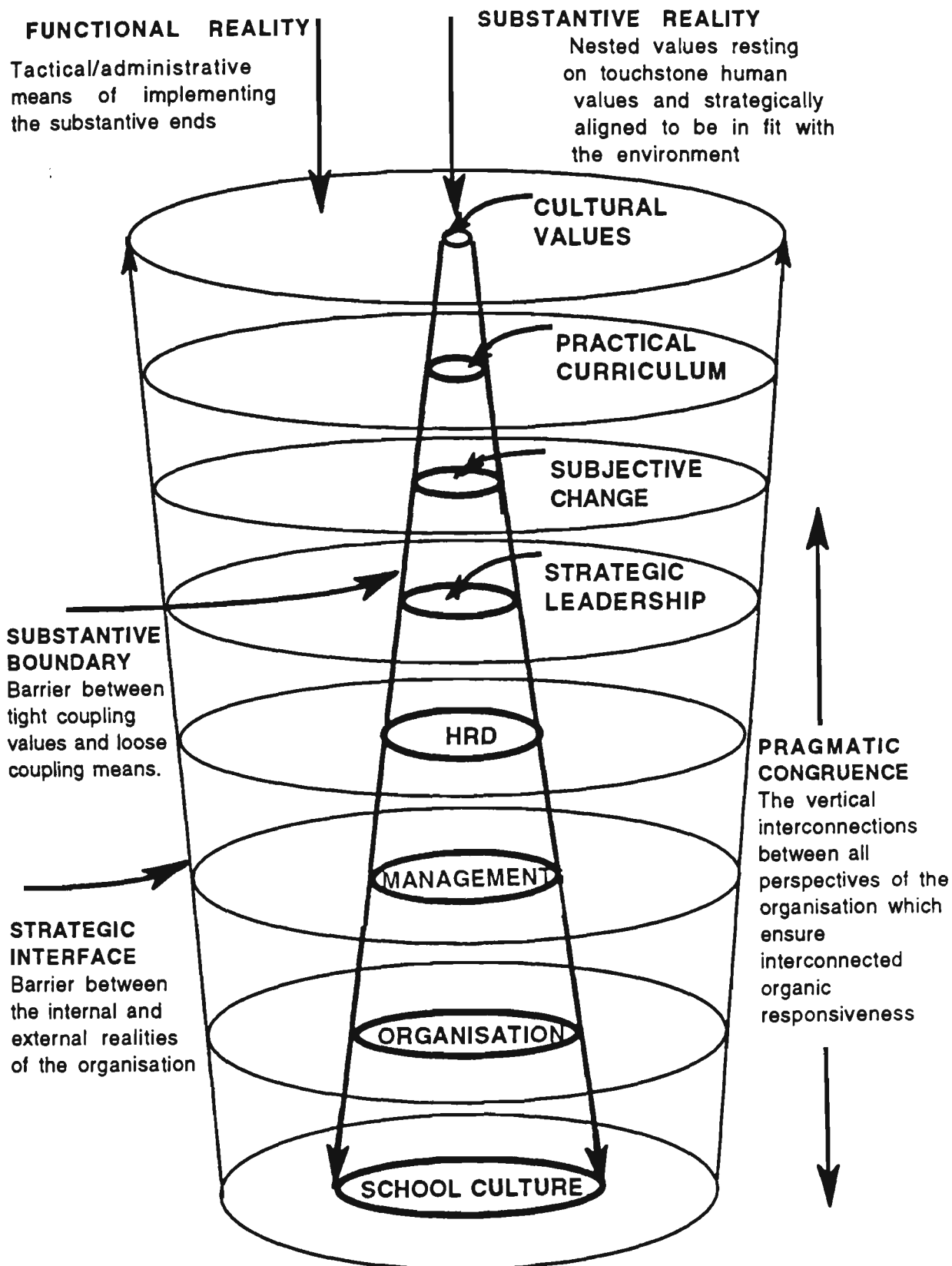


Figure 5.11

Cultural Alignment of a School Education System, Incorporating an Intersubjective Change Perspective

As part of this organic system operation, strategic monitoring is employed. The central substantive reality must not become fixed once more into a paradigm that does not

incorporate planned strategic adjustment. Nor must the functional reality become so fixed that it supports redundant elements while failing to support new strategic elements. If it does either of these things then the whole organisation will move inexorably towards a further series of transformational changes forced upon it because of environmental turbulence. On the other hand if it uses the environmental changes as strategic opportunities to change or better achieve its purpose, then it will stay constantly in fit and survive, not in stability but in designed dynamic operation.

Thus the elements of change theory can also be incorporated into the model of system operation for cultural alignment that is being proposed in this thesis. Figure 5.11 shows this incorporation, schematically drawing together each of the horizontal concentric models. It represents this complex coherence in two dimensional form, the second dimension being that of vertical alignment.

Taxonomy of Cultural Change for a School Education System to Become Pragmatically Holistic

A significant test for any theoretical framework is application to practical operation. This task can be carried out through a taxonomy of operational characteristics. Once again the literature review is used as the fundamental source for this analysis. The taxonomy is shown at Appendix 5.1

The perspectives in the theoretical framework are each used in Appendix 5.1 as major headings with the major substantive and functional concepts highlighted in Figures 5.1 through 5.11, each displayed at the top of the tables as minor headings. For each concept, subconcepts are listed in underlined print. These have been analysed and their components written as practical descriptors. Caution must be taken, however, when interpreting what is an unpacked analysis of an interconnected whole. Any attempt to use parts of the taxonomy as a functional checklist would suffer the fate of losing the synergy of organic system operation. Thus the taxonomy is provided as a guide to assist analysis and act as a means of unravelling the interconnections.

Conclusion

The theoretical framework developed above combines, through two dimensional substantive principles, formerly compartmentalised perspectives of organisational operation. The horizontal principle is the notion of alignment of functional operations to

substantive reality. The vertical principle is the notion of pragmatic congruence, extended to incorporate organic interconnections throughout the organisation.

The theory framework has made use of a wide range of complex concepts, dwelling on their interconnections rather than their meanings *per se*. Operationalising meaning within the interconnections of the theory can be seen in Appendix 5.1.

Nowhere, however, has the research yet provided adequate cultural analyses of the current paradigm at system, region and school level. It remains for the analysis in the following chapter to throw some light on the operation of Departmental culture, *circa* 1990.

CHAPTER SIX

ANALYSIS OF THE CULTURE OF, AND SUBCULTURES WITHIN, THE DEPARTMENT OF SCHOOL EDUCATION, (CIRCA 1990).

Introduction

It is now appropriate to compare the theoretical framework developed in Chapter Five with an interpretation of the culture underpinning the New South Wales Department of School Education, *circa* 1990. The intent is to provide a subjective overview of the operation of the Departmental culture and subcultures at a time just prior to any real change; a time of very early transition generated by the politically driven structural changes of Schools Renewal. As Schein (1987a) suggests, it is during such times of perceived threat to the embedded nature of the organisation that the real assumptions, rather than the espoused assumptions, are revealed.

This analysis is an overview, a window into the culture, *circa* 1990. It does not purport to describe all or any of the subcultures in detail; that is for subsequent chapters. This chapter, however, provides a glimpse of the deeply ingrained assumptions and subsequent operations of the bureaucratic and eclectic organisation of the Department and its schools.

In this generalised analysis it becomes clear that there were many dedicated and astute Departmental officers, both in schools and in the organisation, who were performing magnificent, whole-purpose oriented jobs. In particular, there were many teachers who, despite the general pressure to the contrary, provided their students with a pragmatically holistic and dynamic education, commensurate with their needs.

Reference to 'the Department' can imply that there was a single, easily identified, unified culture under which all employees and clients operated in a monolithic organisation. In fact, it is contended throughout this thesis that one of the difficulties faced by the Department was that the organisational leadership had failed to align the cultures of its subgroups around a universally agreed and articulated educational purpose. Consequently each of the subgroups tended to carry out a different purpose, often at odds with other subgroups and frequently sabotaging the achievement of substantive educational purpose, related to the needs of individual students.

Even what served as a process for achieving 'strategic fit' had been undertaken over the previous years through eclectic responses. Schools were asked to accept a plethora of responsibilities previously the domain of other social institutions. Experience over twenty five years in a variety of postings within the Department, however, leads the researcher to believe that there was, at the overarching level, an ethos guided by generally unproblematic values and assumptions, generated over time and entrenched as theories in use or mental models throughout the organisation. It is that ethos, gleaned through long and close experience, and analysed in comparison with the more holistic paradigm required for future strategic fit, that is portrayed in this chapter.

What was often termed by members of the organisation as 'the Departmental view', that of official policy and procedure, appeared to be the result of finely balanced, and often personal, political manipulation by head office personnel within the functional directorates. These included both the professional (teaching service or ex teaching service in Division Three including most of the senior officers), and Public Service (administrative) staff. Each group in this operation had its own agenda and means of operation. These means tended to become ends for the operation of the compartmentalised groups.

At this level too, major pressure groups had their influence on Departmental operation. Although its place has become supreme in the sweeping changes that have occurred in the recent past, the Ministry was then but one of these pressure groups. Other significant groups included the New South Wales Teachers' Federation and the Federation of Parents and Citizens Associations. Pressures were exerted from social issue groups representing for example, various ethnic cultures or students with disabilities, specific interest groups such as those from health agencies, mainstream churches, 'New Agers', moral crusaders, business, the law, and conservation. Other Government agencies such as those from Health, Community Services, Forestry, Soil Conservation, and the Government Insurance Office lobbied.

Between Head Office and schools, subgroups proliferated, each with its own agenda. Regional offices each had cultures operating around their senior officers, their public service staff, their consultants and many others. Even within these groups there were subcultures of operation. For example, within the senior officer group there were regionally based, functionally oriented personnel who often behaved according to different assumptions from those of the operational personnel who focused more on

schools. Principals councils, and in some regions, councils of parent groups, also operated to particular agendas and through specific culturally guided approaches.

At school level, the proliferation of subcultures abounded. There was a significant difference between the cultures of primary and secondary schools. Even within primary schools there was a difference in the mental models from infants to primary departments. Similarly there was a difference in secondary school mental models between faculties. At school level there was also a parent culture functioning both formally, usually through the Parents and Citizens group, and informally through neighbourhood groups. There were also likely to be subgroups of the Teachers' Federation operating within any one school or local area. Of great significance was the student culture, itself eclectic, but demonstrating enough cohesive characteristics to be termed a subculture for the purposes of this analysis.

Within this chapter, the underlying assumptions and operations of some of the groups charged with implementing the various perspectives used in the theoretical analysis of Chapter Five are examined in practice. A review of the cultures of several subgroups is incorporated into the analysis to show the application of the theoretical framework and to demonstrate the difficulties caused when subgroup cultures are bureaucratically aligned, but culturally misaligned. The theoretical framework is used throughout to demonstrate the dislocating consequences for purpose and learning of cultural misalignment. Subsequently, the taxonomy of Appendix 5.1 is used to compare and contrast the overall operation, *circa* 1990, with that suggested by the theoretical framework of pragmatic holism. This comparison is presented as Appendix 6.1.

Three significant points emerge throughout the chapter:

- * within the various perspectives, the subgroups themselves pursued different goals, generally functional in their purpose;
- * internally such functional goals became the *de facto raison d'etre* of the organisation, resulting in displacement of the more substantive purposes, and
- * due both to this lack of internal coherence and the failure to establish and promulgate clear substantive purposes, the organisation was losing its strategic place in its environment.

It lacked external coherence, was not in strategic fit, and was thus in danger of being seen as an anachronism, undermining both its electoral appeal and, subsequently, its financial support.

The historical analysis examined in Chapter Three provided an indication of the impact on organisational assumptions of significant entrenched beliefs within the culture of what was then known as the New South Wales Department of Education. Of particular import are the effects of the bureaucratic operation, the method of curriculum implementation, the general approach to teaching and learning, and the approach to school management, leadership, staff development and change. Each of these is examined below, to point out the disabling consequences of an operation that was internally non-aligned and strategically inappropriately aligned.

The Organisational Perspective

In Chapter Three, the work of Michael Pusey (1976, 1981) was used as a basis to examine whether the New South Wales Department of Education was misaligned. A syndrome of dependence was exposed as a significant consequence of misalignment. This phenomenon was shown to produce withdrawal effects which blocked problem resolution. These effects occurred, it was suggested, because each person involved in school settings, whether they be teacher, administrator, Principal or student, spent so much time in face to face contact that the work situation provided a significant input into their image of themselves. They depended greatly on what others thought of them. Self-disclosure, without appropriate personal support structures, inevitably carried emotional risk which was reduced by various means. Barriers to personal disclosure, however, not only prevented loss of face. They reduced the educational effectiveness of the operation.

Talkative, active, animated, thoughtful, and sensitive students tended to become withdrawn, quiet, compliant, non-questioning or -questing in the classroom, giving little of themselves to the work. The teacher as adult had both intimidating status and formal authority to pass comment on the students' values, attitudes, feelings and sensibilities - even their very intelligence and competence. Students often tended to overcome their insecurity and vulnerability to such judgement by withdrawing behind the protection of the peer group.

Teachers who attempted to involve their students in active learning frequently found sullen reactions or group disobedience and commotion. This undermined the class control considered to be the basis of all teacher efficiency. Teacher response when confronted with this lack of commitment to real learning was often to provide only didactic presentation or routine tasks to be carried out either in unison or isolation. Such tasks

gave little satisfaction or learning. For the student, the peer group was used to provide personal protection from the consequences that revelation of the real self - the inadequacies, the confusions, the real feelings - may bring.

The unintentional result of the approach was the dissatisfaction and boredom with learning that passivity brought. Social distance was placed between student and teacher, the student avoiding any kind of expressive, involving or personal behaviour. Interaction, so necessary for clarifying and linking learning activities, was limited to procedural issues. Yet these consequences were generally considered preferable to the risks involved in personal vulnerability.

To remove further the initiative of the teacher and the indeterminacy of the situation, students also sought to make the teacher structure all work. This was done by requesting that the teacher formalise every aspect. It was an attempt to force the establishment of a clear cut routine within which students knew they would not generally be criticised. The tighter the routine, the easier it was to survive and the less was the need for involvement, commitment, internalisation and real learning that required some form of supported risk taking.

This structure was reinforced by a mechanistic view of education. The content was seen as divisible and cumulative, allowing the schools to be divided into age grade cohorts and separated time slots. Incultation required quiet, passivity and obedience. Differentiation of performance was based on the application of a general and innate intelligence, mediated by effort. The combination of divisibility and regurgitation of content meant that testing could be 'pen and paper', with results presented as percentages and an arbitrary pass/fail mark.

For students operating within this syndrome, school life became sealed off from reality, alien, impersonal and unable to educate in other than limited legitimised content, parroted for the examinations and formally rewarded by a certificate determining entry levels to the next phase of life.

The teacher too was vulnerable and dependent upon peers. Isolated from the students, and from the local community either in country areas by virtue of being relatively itinerant or by the community's negative view of the job *per se*, many teachers could not afford to leave the profession. Few had transferable skills to move to commensurate positions

without further training and 'beginning again'. The predominance of women, particularly in the primary school teaching service, indicated the relative location and job type immobility of the service as a whole.

The quality of relationships within the school tended both to mediate and determine the quality of the teacher's performance. Sensitivity, enthusiasm, openness and concern are essential qualities of the teacher who attempts to motivate students to the love of learning. Others' impressions and judgements of teaching performance were thus largely judgements about the teacher as a person *per se*. They could not be divorced from what the teacher did - the tasks of the job.

For many, this created a psychological dependence as well as a professional dependence, especially upon the Principal, who generally interpreted the role as that of an authority figure. He/she thus tended to keep a social distance from the teachers so that authority could not be undermined by making the Principal personally vulnerable and dependent. The Principal created the illusion of omni-responsibility. All decisions, no matter how trivial, had to be channelled through the Principal. Thus the formal authority dimension tended to dominate school life. Such dominance was in irreconcilable contradiction with the psycho-social dimension on which the very nature of the education process depends.

The application of this formal authority added to the insecurity and dependence of the teaching staff. They played the same withdrawal game that their students played. They revealed very little of themselves to each other or the Principal. They tended to resent any intrusions into the classroom. They prevented their supervisor and the Principal from really knowing what education was going on in the school, making problem resolution and professional improvement very difficult. Rather than using first hand professional judgement to analyse the plethora of interlinked characteristics that provide insight into educational outcomes, the Principal was forced to call for narrow test results and benign comments as learning accountability measures.

This spirit of formalistic impersonality was maintained throughout the school routine. In many schools, staff meetings became nothing other than formal administrative sessions. Little professional discussion or exploration of teaching and learning was part of the usual interaction within such schools. Few teachers shared their professional problems, a recognised part of all good teaching no matter how experienced the teacher. There was little atmosphere of collegial co-learning engendered into everyday operation.

True feelings, perceptions and attitudes, the basis of professional decisions, were not often revealed. As explored below, leadership became impossible because the administrative means were effectively seen as ends in themselves. Administration thus became the poor substitute for leadership.

Like their students, teachers responded to their vulnerability and impersonal situation by seeking to structure their environment. They sought explicit rulings and specific policies so that their application to situations could not create any 'trouble'. Frequently they forced Principals to set in writing such things as explicit disciplinary procedures for recalcitrant students, specific elements of roles expected when carrying out particular duties, standardised headings and space allocations for documents such as teaching/learning programs, or regular time allocations for activities such as staff meetings.

Such binding methods of operation tended to reduce the Principal to impotence, with no discretionary or problem solving capacity. The Principal became a prisoner of the self-reinforcing formal dimension, rejected from the psycho-social dimension and largely unable to influence the technical competence of the teaching/learning operation which, after all, is the prime purpose of the school.

Attempts to relate to officers above Principal status often fell prey to the same basic pattern underlying the bureaucratic operation. By virtue of social status, financial and formal incentives, the Principal could not realistically downgrade or leave the job. The only way out was to seek promotion or transfer. In the latter case a jealous regard for the seniority system allowed many Principals to obtain a favoured location where eventually 'outside' factors could satisfy their psycho-social needs. In the former case the Principal had been largely dependent upon the views of senior officers, themselves generally promoted from within the same dimensional imbalance.

Feelings of anxiety, impotence and even guilt, which were common among Principals, were not generally discussed with these senior officers. Such feelings were seen as revealing the seemingly inadequate or incompetent self of the Principals, making them vulnerable to judgement and possibly jeopardising their promotion chances. Those senior officers who attempted to function informally as advisers were seen as potentially subverting the tenuous authority of the Principal. There was always the possibility that their allegiance to Departmental policy would countermand what few discretionary

decisions the Principal had been able to make to resolve contingent situations.

The Principals, supported by regional and State Principals councils, often played the withdrawal game with senior officers, insisting that any influence be formal, through the hierarchical channels, and backed by central policy directives as set in writing. Any calls by senior officers for professional growth of the Principal had to be seen in the context of similar calls made to all schools throughout the State. Calls by Principals for autonomy on the other hand were often really calls for freedom from interference, rather than freedom for initiative. For many, freedom for initiative was viewed with suspicion, seen as a means of removing the Departmental protection and making the Principals vulnerable to the consequences of their decisions. Because many of these decisions are subjective, interpersonal, neither *a priori* right nor wrong, and often create losers as well as winners, this was a particularly pressing personal problem. The catch cry was that the Department was forcing the Principal to become an administrator at the expense of the educational role. As suggested below in the section on leadership, the reality was that many Principals had long been locked into an administrative maintenance role from which little educational leadership had been possible.

The formal distance created between Departmental officers and school staff tended to isolate the Department from the reality of its schools. Attempts at influence were thus ineffective, the credibility of the officer being undermined by preconceived notions of irrelevance. The only option to effect improvement appeared to be to fall back on the formal dimension and insist that a semblance of change be adopted. Monitoring exercises were managed cleverly by both Principals and Departmental officers so that the formal information about change implementation could be provided and transmitted with little effort. The fact that the change may have been adopted with false clarity, with lip service, in writing only and with no change in behaviour, served further to demonstrate that Departmental officers could be satisfied with only distorted or incomplete information. This simply reinforced the disabling pattern already firmly established.

Teachers' dealings with the Department served also to demonstrate how the inappropriate dominance of one dimension disabled the prime purpose of many schools. Through their union, teachers sought formally to delineate their role, setting limits on such elements as class sizes, face to face teaching time, bus duty, period allocation, extra periods and time required to be on the school premises. This was facilitated by the Departmental administrators who viewed such delimitations as a means of standardised control. With

standardised practice the accepted norm, organisational reinforcements, such as requiring all curriculum information in the form of forty minute periods, all staffing information in faculties, and all student information in terms of boy/girl divisions, further promoted the behaviours and consequences. All teachers had to be on duty between set hours; teaching/learning programs, mainly in content and subject form, had to be written up prior to the learning; the staffing formula provision that no class need exceed thirty became a *de facto* standard.

In the case of secondary schools the administrative need for conformity coincided with the school's fundamental need to control the innately volatile enterprise. Compartmentalisation, the divide and regulate approach, dominated the operation of many secondary schools. Forty minute periods prevented the opportunities for some aspects of learning that longer periods could provide. Lock step grade progression prevented vertical integration of small classes on the unfounded assumption that learning only occurs appropriately in age cohort groups. Class sizes, rigidly fixed for various subjects and levels, prevented flexibility of resource allocation, either into large classes for lecture, assembly or massed choir, or into split groups for tutorials, research, discussion, extension or remediation.

Rigid subject divisions often blocked the linking of learning experiences, with impregnable faculty organisation preventing communication between teachers about a student's learning needs. Frequently there was little attention paid across the faculties to such fundamental skills as essay writing, study skills or research, these often being addressed instead by 'one off' and often externally provided seminars. Behaviour, symptomatic of significant non-school related problems, was often seen simply as indiscipline because there was no one person with responsibility to monitor individual behaviour patterns until the student registered a high level of antisocial misdemeanor. Student Year Advisers were flooded with administrative routine to fill their one period per week allocation. They had little opportunity to discuss, with knowledge and insight, the appropriateness of options with each student. Students received such service only by exception, usually when they had been drawn to the attention of the adviser because of indiscipline. Careers Advisers were expected to organise work experience, teach for up to half a normal load and conduct planned interviews with all, whether there were 200 students or 1600 at the school. Support Teachers generally assisted repeatedly with the same low ability students in withdrawal groups for remedial reading and mathematics, rather than assisting teachers to plan and implement targeted, preventative, *in situ*

programs for students with specific and short-term learning difficulties. School Counsellors were allocated to a large secondary school and many of its primary feeder schools, giving an inordinately heavy case load. Thus they only attended to the exceptional and alienated, having little time left for prevention.

Inflexible staff requirements, such as teaching only within the subject for which they were trained, meant that Key Learning Area teams often converted integrated syllabuses into eclectic and compartmentalised content. Rigid timetable requirements, often designed for teachers - for example, not teaching eight straight periods in a day - tended to prevent the flexibility needed to take advantage of emergent learning situations. Allocation to ensure each staff member had a twenty eight period load often meant classes were shared by teachers, with little encouragement to communicate other than to divide up the program content. The dominance of particular faculty subjects meant that integrated classes such as those in personal development were taught by teachers with little interest or training because 'that was the most convenient way to put the organisation on the timetable'.

This internal school rigidity was exacerbated by external mechanisms and difficulties which made attention to situational contingencies quite difficult. Flexible times, to conduct classes before and after school for example, required complex Departmental submissions and consideration of workers compensation, compensatory period allocations or industrial precedent. For the Federation, they involved such considerations as whether or not they were classed as overtime; whether they set a precedent that other teachers could be forced to follow; whether they were the 'thin end of the wedge' that could be used to make teachers work longer hours for the same salary; whether the ancillary staff should be available out of hours to assist teachers, or whether the teachers left themselves vulnerable to potential litigation by having only a small group outside the protection of the usual number of milling students.

Even in primary schools the rigidities often prevented growth and development of teaching practice and holistic learning outcomes. Teachers tended to lock their practice within their classroom. Despite the fact that classes were taught for most of each day by the one teacher, real knowledge of the students' learning requirements was relatively rare. Interaction between the teacher and student was generally in terms of organisational concerns or low order learning. Many of the subject disciplines of secondary structures were commenced in the primary schools with consequent division

of knowledge. Work practice for teachers was relatively routine with tried and proven didactic methods being repeated to reduce stress and ensure security. The advent of Relief from Face to Face time, Library Release Time and Part Time teaching components was generally used to compartmentalise further the delivery of education to the students, by employing 'specialist' teachers.

The practice of school based curriculum development meant many teacher hours were put into the production of documents to incorporate the correct terminology, while classroom implementation tended to change very little. In fact the false clarity of unsupported interpretation and implementation of otherwise sound learning principles had led in some cases to the mistaken neglect of essential areas such as grammar, number facts and spelling.

The distancing and formality patterns associated with the dependence syndrome meant that entrenched practices dominated the operation. For example the times when primary teachers were released from teaching duties were accompanied by specified roles which were monitored, externally and annually. Principals and teachers alike called for more specificity in such role statements, the former to ensure they had written authority for their directives, the latter to ensure that the role was delineated and they could not be forced to do additional activities. Specific policies to cover every contingency were sought in terms of transfer, promotion, efficiency determination and conditions of service. One constant inservice demand from teachers was to know what their legal obligations were.

Moreover, teacher 'lore' was firmly established as standard work practices became entrenched throughout the State. Such lore included the need to keep classes quiet above all else. It included the general agreement, strongly reinforced by Federation attitudes, that all teachers must be considered of the same 'quality'. Those who tended to work harder, teach with more enthusiasm, across broader areas than the academic, outside their training areas, with more motivated and excited students, perhaps even taking large composite classes because it was the best resolution to a local problem - these teachers were implicitly viewed as creating unfair, excessive, covert demands on others who did not stand out in this fashion. By taking extra classes to assist examination students, by establishing co-learner relationships with their students, by creating dynamic off-campus learning situations for their students, they would often receive censure ranging from staff room isolation and ridicule through to reports to the union. It

was even possible that undermining of a particular teacher's credibility with parents and students would be effected by disenchanted teachers.

Calls to register, support and release from direct teaching duties those exemplary practitioners who could assist others were often resisted because some staff considered this practice to be subjective, potentially nepotistic and discriminatory. Covert pressure was sometimes put on exemplary teachers to keep their practice within their own classrooms, lest their example be used in some way to make other demands on less able or willing teachers. Denigration and condemnation, peer isolation in staffroom situations and even refusal to participate in work that the exemplary practitioner was involved in, left the exemplary practitioner vulnerable to direct pressure to conform.

The Federation pressure to give all teachers of certain status, determined purely by length of service, unqualified access to the position of Advanced Skills Teacher (AST) illustrated this mediocratic approach to the profession. No regard was to be given to the capacity of the Advanced Skills Teacher in the role of professionally developing other teachers. It was to be viewed simply as a reward for good teaching which the Federation suggested was purely dependent on the length of experience of the teacher. This was in direct contradiction of the reality that there were good teachers in the service who needed to have their expertise identified and rewarded. There were also many in the service who were in need of significant, supportive, professional development to improve. Such sensible activities as a Principal, supervisor or Departmental officer entering a classroom, calling for programs, asking that extra duty be carried out to cover an urgent contingency, changing the routine of duties, calling regular staff meetings or establishing personalised professional development activities were all subject to ritual and accompanied by the fear that the Federation might become involved.

At the same time it must be recognised that the formalised operation of a system where uncertainties dominated, often caused teachers to be called upon for excessive duties. Leave entitlements were treated with formally rigorous procedures. 'Sickies' had to be taken, often for two or more days, because Principals had no discretion to release personnel to cover emergent personal circumstance. Convoluting agreements meant teachers often missed out on apparent entitlements due to technicalities. Teachers were exposed to the subjective judgements of their superiors and cases of discrimination were legendary. Administrative attempts at restrictions or confronting attempts at supervision, attempts to deny fair working conditions or remuneration, and the general

impersonality of the bureaucratic operation, were all cited as examples of the threat from the Department. Frequently missing a lunch hour, never having the real satisfaction of a completed job, being called on during 'outside hours' for duties other than classroom oriented operations, infrequently being recognised for the extra contributions being given, and the constant stress of intensive face to face relationships - these all caused teachers to resent Principal and Departmental demands. When public denigration of the profession as a whole took place, teachers were particularly vulnerable. When the Department and politicians attempted to disturb the *status quo*, understandably, huge barriers were erected.

On the other hand, internal professional criticism was also viewed as the improper imposition of personal approaches, impugning the professionalism of the officer being criticised. Calling the efficiency of a teacher into question was accompanied by so much myth and was such a personally hazardous procedure that Principals avoided the task lest they became incapable of continuing in their position due to organisational or personal stress. Even the citing of teachers for 'improper conduct of a sexual nature with students' could tend to leave Principals so vulnerable, in the front line of explanation to staff and parents but with no authority to explain, and seemingly unsupported by Departmental officers, that many felt an incapacity to undertake such important, student-protecting activities.

To avoid personalising the service in the well justified fear that one apparently divergent determination would be used by the Federation as a precedent, Departmental officers attempted to condition responses to all salient contingencies by issuing a series of explicit memoranda. Until the restructuring, these memoranda were generated from anywhere within fourteen functional directorates. They stemmed from and served a plethora of unconnected purposes, often the response to a pressure group, a political thrust, an externally funded program or an area of emphasis with ephemeral currency. Consequently, many of these memoranda which stayed in force, some for as long as thirty years, became means which served as ends. Some were even at cross purposes. For example, the Drug Education memoranda suggested in one instance that, in the case of drug use in school, the over-riding concern was for the welfare of the student concerned. (See Part 3, Teachers Handbook, 3.2.17.1 reproduced in Policy Guidelines, 1991). A later memorandum (Memorandum to Principals, 89/118 (S.080) 8.5.89 reproduced in Policy Guidelines, 1991) suggested that the police should immediately be informed and the student removed from any further contact with other students. This type of

contradiction confused the operation and ensured that individuals and subgroups inserted their own ends into the apparent vacuum.

This dominance of the formal and proscribed in the culture was a significant reason why the introduction of change into the service from the top down was fraught with difficulty. Any change which was designed to have an impact on the classroom had to conform to the dimensional balance operating between teachers and students. Any change which attempted to find out and improve what was going on in the teaching process had to conform to the existing balance in the relationship between teachers and the Principal, and teachers and their peers. Any change which was not detailed explicitly and did not cover all contingencies such that the Departmental/Federation dimensional balances were undisturbed, was labelled by the language of the 'worst possible scenario'. Such changes became doomed, as 'straw man' examples of the worst cases in practice were found and became lore throughout the teacher network.

The culture of the relationships created a situation which tended to be unresponsive and impersonal, producing standardised and low order output, alienating both staff and students, and disenchanting the community. The bureaucratic functioning of schools entrenched the process whereby the formal dimension was self-reinforcing, displacing the psycho-social dimension and preventing anything other than impersonal operation of the technical dimension.

Firmly entrenched in historical precedent, this vicious circle was reinforced by external forces such as tightly structured political accountability requirements, inadequate or inflexibly tied funding, the Australian fear of authority, the 'she'll be right' (apathy) principle, and the social entrenchment of the confrontationist 'boss/employee' relationship. These external forces served to support the sense of dependence and vulnerability derived from the nature of the task and the social setting. They tended to be overcome by resort to formalistic patterns of operation and structure, creating further social distance and tightly binding the operation.

The strata, from students up, had become isolated. Vertical disintegration of purposes occurred as organisational goals were displaced by personal or subgroup survival goals. Each level in the organisation pursued its own goals rather than the organisation's common goals, themselves lost in the conflicting plethora of pluralistic and unweighted demands being placed on school education in a turbulent and complex society. The

proliferation of standardised, didactic teaching and compartmentalised, eclectic or poorly applied learning performance, inadequate in the complex and dynamic modern world, was one outcome. Ineffective educational leadership was another. Student, teacher and community alienation was yet another.

Dissatisfaction with these outcomes, and the political ramifications of the manifest fact that the Departmental officers could not get close enough to the real work-face to influence these outcomes, tended to force the re-exertion of formal authority. This in turn reinforced the vicious circle by adding to the fears of the dependent people who were threatened further by the structure.

As Pusey states:

The most important consequence of the vicious circle is that, for the majority of students, it reduces education from a socially interactive process to a mechanical and impersonal activity. (1976, 107).

The substantive elements had been displaced by functional elements which became the central focus of Departmental operation. Personal involvement at the level of revelation, so essential for meaningful learning, had been displaced because of the dependence syndrome. Social distance and formal delimiting regulations took its place.

This occurred for students, teachers and Principals. Its effect was condoned, indeed fostered, by Departmental officers who had been enculturated within such a dislocated operation. For students it meant protection at the cost of higher order meaningful learning. For teachers it meant protection at the cost of deeper personal satisfaction. For Principals it meant protection at the cost of educational leadership potency. For the Department it meant apparent administrative efficiency at the cost of the achievement of strategic fit and long-term survival. For the Teachers' Federation, it meant the ability to delimit the approach from within a standardising central bureaucracy, at the expense of the professional growth, credibility, deeper personal satisfaction and long-term survival of the teaching profession.

With the dominance of the formalistic dimension within the culture of the school system of operation, there was little chance that the motivational forces of personal involvement in learning would be liberated to encourage the sensitivity and flexibility needed to command more complex reasoning skills.

The Curriculum Implementation Perspective

Personal observation over seventeen years as a classroom teacher in both primary and secondary schools, and five years as an Inspector of Schools, coupled with an analysis of observational studies, reports and theoretical works, indicated to this author that, by 1990, little change had been made in the essential practice of many teachers in their classrooms. (See Manefield, J.M., 1989, pp 239 to 243). Many still centred their operation on control, which was the essence of a technical paradigm outlined in Chapter Three.

Despite public perceptions to the contrary, the dominance of reading, writing and arithmetic remained in the primary curriculum. Little emphasis seemed to be placed on social studies and science, or on the arts. Yet many children left their education unable to apply their knowledge in reading or writing, with little ability to spell or construct grammar, or with little knowledge of the application of number facts.

The secondary curriculum, long conditioned by a separation of the disciplines, tended to be dominated, especially in the junior years, by low order, undemanding, didactic approaches and uninspiring regurgitative activities. With process oriented syllabuses, topics were often chosen out of teacher interest or text availability. They were generally set long before the students attended the classes, in faculty programs that were revised infrequently. Ideosyncratic learning needs or personal approaches to learning were considered infrequently in the standard, whole class or mechanistic, individualised approaches used by the majority of staff. The ability to think in application or problem solving appeared only to be the realm of the conforming bright, who in fact had been schooled to reproduce the logic of their teachers to gain marks and places in formal, content oriented tests.

Yet the Department had attempted to make significant changes in teaching practice and learning outcomes since the release of its Aims documents in the mid Seventies. The difficulties in improving implementation stemmed not only from the particular curriculum paradigm which focused on pragmatically holistic learning within a changing

social context, but more significantly from the inadequate support for the paradigm. Despite some magnificent syllabuses and a plethora of inservice courses, the process of the students' learning was still not being properly facilitated in a sufficient number of classrooms.

The problems stemmed foremost from the practical paradigm itself. This paradigm was outlined in Chapter Three. It is complex and must be grounded constantly on the student in society. Aspects of any of the four paradigms mentioned in Chapter Three can fit in an holistic and contingent manner within the practical, if they are grounded as such. For example 'the interest of the student' from the natural paradigm fits within the practical if it is seen as the motivating agent for linking to new learning that the teacher deems necessary for operation within the social context. Similarly, the control of the technical initially may be necessary to generate the basic competencies and behaviours which are needed for the child to accept responsibility for learning and behaviour. In the same way the relevance and worth generated by participating actively in a realistic situation to resolve a socially perceived problem - an activity associated with the socially critical paradigm - can be a successful approach to personally meaningful, socially responsive learning. Within the practical paradigm these approaches must, however, be tied to an holistic knowledge rather than a particular political foundation, attached to the learning of the student rather than focused on a social purpose. This complexity and the apparent ambiguity was responsible for confusion, not only in the minds of parents but also in the minds of teachers and Departmental officials who tended to suggest that teachers should be free to choose from whichever paradigm best suited their teaching style. (Lambert, 1989).

One of the most significant difficulties was the lack of *a priori* explicitness in how to go about implementing such a complex curriculum in the classroom. It is not possible to simply write down or explain the complexities of teaching within this paradigm so that they can be reproduced faithfully in implementation. Nor is it possible to subdivide the necessary skills so that training can be facilitated. Not only has the paradigm to be worked out in practice, but it has to be reworked with each child during the learning. It

is based on holistic, analytical and intuitive relationships which are ever different. These are not open for teachers to learn through any mechanistic or information based approach. In fact, such understanding requires the same long-term, personalised and interactive process of meaningful learning for teachers as the paradigm advocates for students.

As explored at length in the previous section, one of the significant problems was the role change that teachers had to face if they operated within the person/person relationships so essential for this type of learning. Many teachers were unable to come to grips with their contingent analytical and intuitive role. They handed learning over to the student, thus slipping into the natural paradigm. Others felt that their personal security, based on their knowledge of subject, was undermined. They reverted therefore to the technical content which was socially supported, simplistically defensible and safe. Provided children could be manipulated to conform, they could be schooled to produce results on technical content and skill tests. Such results tended to satisfy many of those charged with establishing accountability. Unfortunately, these people generally failed to comprehend the inadequate simplicity, indeed the unresponsive and dangerously reactionary nature, of this type of learning in a time of rapid change.

Within their classes, many teachers tended to centre their operation on the control function, thus blocking social interaction from which the reciprocal essentials of clarification of learning, and the observation of learning needs, could come. Their questions and statements frequently were low order, concentrating on set task performance rather than linking, analysis, esteem and understanding. Their approach was generally content centred. They demanded competence in tool skills as prerequisite for simplistic or mechanical set tasks which had 'right' answers. The consequence was a concentration on the basic tool areas, with little emphasis placed on expression, application, social or scientific learning. Creativity, interest and reading for breadth were not part of the valued outcomes. The search for meaning in application was not seen as paramount.

This analysis thus confirms a series of problems which tended to militate against implementation of such changes as those required to effect the practical curriculum paradigm. The approach necessitates hard, smart work and the expenditure of much energy and time. Teacher self-esteem, competence, efficacy and understanding are all decreased when first the paradigm is taken up. Levels of anxiety, confusion and doubt are all raised. The significant change from the traditional teacher/pupil role to a person/person role creates difficulties that are very personal for many teachers. It was little wonder that most teachers called upon their resistance mechanisms to block such implementation.

The literature suggests that only through effective management and strategic leadership, coupled with personally appropriate and structured professional development could these problems be addressed. As explored further below, the Departmental culture, *circa* 1990, did not appear able to promote such approaches.

The analysis of bureaucratic functioning demonstrated a culture in which the substantive had been replaced by the functional reality as multiple ends dominated Departmental operation. The analysis of curriculum implementation above shows further the displacement of the substantive by the functional. The functional value of control and the low order regurgitation of tool subjects tended to displace the substantive elements of moral autonomy and meaning in application. Functional subject boundaries displaced knowledge interlinkages. Passive didacticism displaced interactive inquiry. Teacher training, self-interest and functional tests, displaced student learning needs and holistic learning outcomes. Short term inservice courses displaced long-term, professional collegiate learning. Formality and standard systems displaced personal support structures and holistic, customised, problem solving operations.

It is now appropriate to turn to the management of the organisation, especially within its schools, to examine whether the practices of management also dislocated the substantive from the centre of operations. Indeed as the following analysis shows, the functional was firmly entrenched.

The Management Perspective

Mechanistic management principles tended to dominate the practices of Departmental officers. Such principles, directed towards standardisation and procedure, include planning, organising, directing and controlling. In schooling terms, the concepts of inspecting and testing could be added. These were all set out in documents such as Managing the School (1984) and The Manual of Advice (1987 Revision). Down to the level of the classroom, Principals were given little authority to carry out anything other than a tightly controlled operation. Centrally set policies, programs and procedures, sometimes interceded by Regional guidelines or focuses, were designed to control most functional aspects of school management.

Recorded in the School Manual on Financial Management (1983), procedures were laid out for the expenditure of any funds, to be spent strictly within the line allocation for which the funds were granted. Until the restructuring, the majority of expenditure, including payment of staff, casual relief, payments for utilities, cleaning and other school services, was handled outside the school. There was no knowledge by school personnel about the amounts of such payments, and no control over the amounts or allocations of the payments, let alone any incentive to make savings or educationally sound local reallocations. Often perceived as draconian, audit procedures meant regular and close scrutiny to ensure that the letter of the manual was followed.

Recorded initially in the Teachers' Handbook (1975), affectionately known as 'the Bible', and more recently in the School Manual on Educational Management (1988), policies covered the operation of all aspects of each school. The contents of the latter included the Corporate Purpose and Goals, Organisation and Administration, Managing a School, Aims of Primary and Secondary Education, Curriculum Development, The Primary and the Secondary Curriculum, Teaching Resources and Services, Special Programs, Other Curriculum Related Policies and Programs, Students with Disabilities and Specific Needs, Student Welfare, Sport, Other Policies and Programs, and Evaluation and Assessment. Constantly updated by the issuing of Memoranda to Principals, every aspect of school operation from the allocation of furniture, through to procedures for cases of improper conduct of a sexual nature, was set out in detail to ensure State wide policy fidelity within each school.

Discretion was trained out of school executive staff. Those items on which the Principal

could make a discretionary decision were severely limited. Even daily operation such as which outside body could use the school facilities and for which purposes, required the permission of a more senior Departmental officer. So too did overnight excursions, particular sporting activities and excursions, which casual teacher to employ, approval for the timing and topic of School Development Days, who could relieve when a senior person was away, and whether hours, times and routines could be varied.

In secondary schools, twice yearly monitoring by a panel of Inspectors checked that staff, curriculum and organisation returns represented adherence to Board and Departmental policy. In both primary and secondary schools, such items as playground allocations, teaching duties, class sizes, numbers of children repeating grades, school based policies and curriculum papers all conformed within strict guidelines. Yet nowhere, apart from assessments for promotion requested by the officer seeking promotion, was the educational effectiveness or implementation of these policies monitored by other than token school based evaluations and supervisory structures or by State wide administratively oriented evaluations.

The effect on schools was stultifying. As examined above, it led in many instances to the continuation of content oriented curriculum and mechanistic teaching practice which reinforced the concept of limited and critical thought, based on the attainment of sufficient information in appropriate form to pass assessments and external examinations. Also analysed above, teachers were able to use the process of regulation to delimit their area of responsibilities. Any area that could not be defined in *a priori* terms remained the subject of industrial tension which, for the sake of continued school operation, was infrequently violated. Despite strong attempts, such as the introduction of the Quality Education: Teacher Efficiency Review (1986), the Department was unable to negotiate any breakthrough in terms of teacher supervision and accountability.

Teachers who had their efficiency called into question tended to be protected for protracted periods while still teaching their classes. Extensive developmental activities had to be provided by the Principal and undertaken by the teacher from within the existing school resources. Principals, feeling isolated and vulnerable, generally unsupported by their staff because they feared that the same may happen to them, were interrogated by Departmental and Federation officers to ensure that the letter of the law had been addressed. In most cases the pressure was on the Principal, the teacher being provided with support from within both the Department and the Federation, and *in situ*

from peers.

For those Principals who braved going ahead with the process, the subsequent external inspection frequently showed the teacher as 'satisfactory for the position held' - at least during the day when the inspection took place and generally measured in terms of ability to control a class. This tended to leave the teacher appearing as vindicated, still at the school, with the Principal feeling betrayed and unable to lead. In the cases where the teacher was declared 'unsatisfactory for the position held', the recommendation was often that the teacher remain at the school and undertake a further professional development program. The alternative, recently prevented by rulings to the contrary, was that the teacher be shifted to another school for a fresh start. Even teachers whose efficiency was called into question on several occasions still often taught classes for some years before a disciplinary charge was finally brought to a hearing.

Severe cases of other types of breach of discipline were frequently resolved by moving the staff member concerned to another jurisdiction in the hope that at best the situation was the cause of the problem. Frequently, the transfer simply removed the problem from the responsibility of one particular Departmental officer, leaving it to be resolved by another who had to commence the long and arduous process once more. The lack of any comprehensive central filing system, coupled with the long held belief in the bureaucracy that nothing was kept on file lest it later be used in evidence against the officer who wrote it, often meant that patterns of misdemeanor were not able to be proved. Subsequently repeat offenders were left in charge of classes, placing tremendous pressures on Principals who had the task of protecting their students.

Even when these Principals drew the attention of senior officers to severe breaches, during investigation, pending charges and following hearings, Principals were not given any information that they could release to either staff or parents. This left the Principals in the front line, with no support to defend their action. Vulnerable and threatened were the general feelings of Principals, most of whom chose to keep their heads down, often below the sand, letting significant problems go unaddressed.

Further explored below, in terms of professional development, there was little attempt to tackle seriously the problem of professionalising the teaching force, giving it the skills and responsibilities necessary to implement a curriculum of high order. Any incursion into the classroom, even by supervisory staff for the purposes of professional

development, was seen as an invasion of the rights of the teacher. Human relations was the key to all operation. 'Keep the teachers happy' was the unsaid management catchcry. In many instances, the whole structure of school operation became focused on the staff rather than the students. Voluntarily attended inservice courses were offered as the token form of professional development, thus allowing the Department to claim that it was fulfilling its duty of increasing the skills of staff while restricting its spending and containing the tensions created by the process.

Other than by some individual, highly skilled teachers, there was little real attempt to focus on the learning needs of students. Other than in exceptionally well run schools, there was little real attempt to focus on the long-term classroom practice and pedagogical needs of the teacher. Few of the well researched and effective principles of professional development, explored in the section on professional development in Chapter Three, were applied.

Within both the Department and schools, strategy formation was often adaptive. Goals were reactive, short-term, and indeterminate. Decision making linkages were disjointed. Few Principals had a clear vision of the future of their schools, other than the maintenance of current characteristics. They tended not to take, from the range of syllabus and social policy documents, that which was appropriate for their situation. They made a poor showing at implementing a locally appropriate interpretation of the State curricula with a full understanding of the social processes needed to do so.

Instead, Principals were asked to implement everything that was presented by the Department at an ever increasing pace. They felt inundated with the pressure to introduce new mandatory syllabus documents and social policies. The results were demoralisation, diffusion of goals and ineffective implementation of many of the programs.

To avoid this 'muddling through', some Principals used mechanistic operations, adopting a top down planning mode which was analytical, had a long-term focus, set specific and detailed goals that were subdivided for each part of the production, and fully integrated the decision making process. The type of learning required by the society of the future, however, bears little relationship to the explicit product outcomes needed for such management principles.

Thus either mechanistic or 'muddling through' principles of management were embodied in the Department of Education operation and within its schools. Consequently, leadership was unable to be effected. It is to this that the analysis now turns.

The Leadership Perspective

As suggested in Chapter Three, the strategic leadership role of the school Principal is important in the implementation of holistic learning. It appears, however, that this role was often subverted by efforts to maintain stability. Overseas research indicates that Principals attend mainly to what is described as "tactical leadership" (Sergiovanni and Corbally, 1984, 105) or "administrative leadership" (Starratt, 1988), its values including efficiency, specificity, rationality, measurability and tough minded control.

Table 6.1 summarises the characteristics of the work of the tactical or administrative leader:

THE TACTICAL OR ADMINISTRATIVE LEADER:

- Facilitates maintenance
- Is a role player
- Has authority of position
- Keeps people happy
- Works from lists, tasks and schedules
- Has power of sanctions and rewards
- Treats reality is what is
- Organises
- Fixes and co-ordinates
- Focuses on educational results

TABLE 6.1

**Tactical or Administrative Leadership
(after Starratt, 1988)**

House and Lapan (1978, cited in Fullan, 1982, 132-133) point out that, to contain emergent problems, Principals frequently have no set priorities, are always on call, and treat all concerns with the same global response. Little time is thus available for reflective planning, change agency or leadership through cultural development. Byrne,

Hines, and McCleary (1978, cited in Fullan, 1982, 133) reveal that many Principals perceive a role overload and require clarification, noting that they set curriculum development as their fifth priority.

Administration without leadership often demonstrates a high level of superficiality with the performance of a great number of open ended tasks at a furious pace. Administrators become overloaded with exclusive knowledge about the organisation and overburdened with incursions on their time as others seek this information. No mechanisms exist to relieve these people of minor responsibilities.

To alleviate some of the incessant pressure, they work towards system and social maintenance so that the job can be carried out efficiently. They devise working systems to reduce the anxiety and indeterminacy of operations. These systems are based on the repetition of sufficient common situational elements that technically compartmentalised procedures can be applied whenever the same situation seems to arise. Generally such procedures incorporate control practices which ensure accountability for adherence to the procedures themselves. They become ends for each of the operators, unconnected as means to the vastly more important organisational ends they were designed to serve. Thus administrative leaders tend to 'organise out' the discretion of others in the organisation, making them inflexible and giving them no power to address the particular or the exception.

Administrative or tactical leaders often take either a human relations perspective or a neo-scientific approach to accountability and skill development. In the case of the former, 'professionalism' is defined as the personal application of the training and approach incorporated in all employees. The assumption is that the professional employee is automatically able to, and will, 'make correct decisions about all teaching and learning activities. All the professionals need is the supervisory space in which to make those decisions and the freedom to choose which update training courses best fit their personal needs. One result is that employees are left without the support necessary to keep their skills growing. Schools are also left without the ability necessary to develop the combination of skills necessary to address the particular learning needs of their

community of students.

To overcome these difficulties some administrative leaders have chosen to impose a tightly structured and rigidly applied supervisory structure which forces each teacher to undertake training or supervisory activities, the results often being measured in terms of narrow outcomes such as student performance in basic tests, or teacher ability to 'cover' numerous low order objectives within a certain time. Either way, the lack of contingent application of such approaches means that teachers are not facilitated to move from tightly technical teaching practice that concentrates on content and control.

Prior to the Departmental restructuring after the Schools Renewal (1989) report, the type of leadership described above had become culturally entrenched practice within the New South Wales Department of Education. In Chapter Two the concept of "provider capture" was noted. (Macpherson, 1989, 5). A corollary to this was the fact that at provider level, the administrative subculture in turn captured the organisational operation. Controlling the disbursement and use of all funds, determining the day to day application of all functional policies, applying the use of new technologies, and tightly monitoring procedures through its own all powerful audit branch, the Department's administrative arm was, *de facto*, the major source of leadership. All functional and operational directorates, although they ostensibly had educational programs as their purpose, had their work mediated through the administration.

The administrative subculture had political persuasiveness because it was through the administrative arm that the Department accounted for the wise expenditure of public funds. It also served this role through its control over information flows, frequently being called upon, from both inside and outside the Department, to provide specific information, often for overtly political purposes.

Known without affection as 'red tape', this leadership by procedures controlled all aspects of operation. It involved a discernable cultural mindset which dissociated itself from operational and educational outcomes, concentrating on the application of

compartmentalised routine. In fact rather than facilitating operation it was frequently the most significant blockage, even to routine, not to mention contingent and customised operation.

Its protection system was vested in apparent logic, resting as it did on the supposed supremacy of assumptions such as repetition and commonality of situations, compartmentalisation of tasks, and the need to control the use of inputs to ensure outcome effectiveness. Seemingly indeterminate notions of holistic and qualitative outcomes, long-term educational visions, customised and personalised delivery services and contingent application of procedures to address diverse problems, all appeared as 'woolly' when compared with technically factual arguments about systems, accountability and direction. Thus the latter tended to dominate, the former being relegated to 'what we say we do' as opposed to 'what we really do'. Single loop learning dominated the operation, double loop learning not being seen as viable or necessary. Cultural misalignment within the Department was the result, the consequence being a clouding and distortion of the real purposes of the organisation, with internal subgroups working at cross purposes.

Moreover, the administrative arm tended to withdraw resources from the operational arm. Insisting that the delivery of effective service to the operational arm required administrative procedures put the operational arm into a vicious circle of disadvantage. On the one hand field staff could attempt to administer without support, resulting at best in system maintenance. On the other hand, to develop and apply developmental support systems, administrative staff took resources from the field, rather than from system maintenance administration. Little attempt was made to review the function of these administrative staff other than to redirect them amongst the increasing administrative tasks they had been able to devise for themselves.

An example may demonstrate this vicious circle. Only ten hours per week of administrative field support was provided to Inspectors of Schools. This was considered sufficient when Inspectors worked mainly as staff assessment field officers, with little administrative load other than assessment reports. With the proliferation of system

administrative requirements, Inspectors had to spend an excessive and increasing amount of time servicing administrative procedures. This time had to be taken away from contact with schools, the task in which they had the greatest comparative advantage and for which they were initially chosen. Annual administrative monitoring, for example, replaced full school appraisal of operations. The job thus lost its educative leadership purpose. Moreover, the Department became dislocated from the schools because the senior field officers did not have a close knowledge to provide other than often relatively contrived and simplistic administrative information.

No effective effort was made to review and reduce the administrative requirements. On the one hand this would allow the Inspector more time to attend to the prime purpose. On the other hand it would cut out the work of some administrative staff, freeing the resource to be redirected to further assist the Inspector with field work.

Operational reviews of procedure were generally undertaken from within the administrative staff, the task being considered as too specialist and technical for non administrative personnel to have sufficient competence. Moreover, the enculturation of the notion of 'the correct Departmental procedures' was thorough and complete. Thus there was neither the expertise nor cultural mindset necessary to link the administrative function to its educational purpose. Local, lateral, or educationally linked answers were seen as a threat to the very heart of administrative security, not being allowed to surface or being countered with resort to the logic of system, political or accountability requirements. Indeed Inspectors themselves often condoned and contributed to the proliferation of administrative requirements, this being seen as a means of controlling schools and demonstrating efficient management principles.

In turn Principals tended to conform to and legitimise the same culture in schools. It has been observed above that staff, understandably, often encouraged such an approach to reduce the anxiety caused by ambiguities and uncertainties in their work environment. Principals too, used the proliferation of administrative leadership for similar purposes, their daily tasks being dominated by a stream of unique situations that required dealing

with hundreds of individuals in a relatively unnatural environment.

Research in this area was gleaned from the experience of working closely with Principals over a five year period from 1985 to 1989, to the extent of assessing their work during intensive field inspections. The data, collected as analytical field notes, tends to suggest that such unproblematic tactical leadership in many cases led to the displacement of the main educational goals from daily school operation. The essence of the operation of the Principal was to maintain the routine of the school such that the ever present restlessness of students was contained within regular bounds. Some examples of this syndrome in operation demonstrate the point.

Stories about simple disturbances, such as windy days, causing the students to be restless, are legendary. Larger disturbances such as wet days cause the intense strain of trying to supervise and constrain students without the physical and emotional release of freedom at recess and lunch time. In an operation where control dominated, educationally oriented changes to routine, such as school plays, visitors or excursions were accepted only if supported by carefully planned and contingent organisation to minimise potential disruption.

Infrequently did Principals seek a carefully reasoned educational rationale for such events. More frequently teachers were asked to submit an itinerary, send notes to parents, prepare worksheets for the students, leave work for non participating students, and make organisational arrangements to overcome the disturbance to routine. This could then be entered in the 'Register of Changes to School Routine', an administrative requirement sought until recently by many Inspectors during their monitoring of school management. For overnight excursions, in fact, permission from the Inspector had to be sought prior to the event. For unusual excursions, permission from the Regional Director was needed. When the event was concluded, the evaluation report to the Principal was more likely to be in terms of what did or didn't go wrong in the organisation, than it was in terms of the educational outcomes that were obtained.

The symbolic message contained in such operations revealed the values underpinning the culture. Safety, security, administrative efficiency, reliability - all functionally legitimate in themselves - clearly took legitimised precedence over educational purposes. The latter were supposedly left for the teacher to address, without the perception that either the Principal or the Department were concerned with this aspect, provided the students were safe and under control.

Similar messages were given in terms of the routine of planning and teaching a learning program. For Primary teachers in 'well run' schools, at five-weekly intervals, pre-planned programs of work were called for by supervisors. These programs were supposed to cover detailed aims and objectives, content, and planned activities in all fourteen subjects contained in the primary curriculum. According to mandatory expectations, such programs also needed to indicate how the teacher was catering for each individual student, how the Multicultural Policy was being taught, the Aboriginal Education Policy, the Talented Child Policy, the Media Policy, and so on. Conscientious supervisors generally 'marked' such programs in terms of checking that the content conformed to the school curriculum, the better ones often giving positive feedback and constructive teaching suggestions stemming from experience.

In many cases, the manifest demands of the proliferating school curriculum and the persistent daily demands of school routine prevented this cumbersome administrative procedure from operating. Not since the late Sixties when teaching programs could be contained in pro-forma books, have the demands on the teaching program been able to be contained within such a written format. Pre-planning to the extent of covering all contingencies is only partially possible if the curriculum is limited to a set content. When it has no particular set content, is to be tailored to each individual, and covers the full range of learning possibilities from understandings through skills to attitudes, it cannot be either fully pre-planned or contained simply in a written form. Insistence that it be done so is a reductionist means of administrative control.

For the sake of holistic effectiveness and to avoid the natural tendency to drift, there is a

need to strike a professional balance between the amount of written pre-planning and the amount of flexible contingent operation. Rather than work this balance out, in many schools the process was either abandoned or reduced to a token administrative operation. In some schools, set program pro-formas, token administrative review of programs and tight conforming requirements made it easier for supervisors to 'mark' programs. In others, programs, if they were done, were not seen by anyone other than the class teacher. In some cases they were not done at all, teachers relying on past, deeply worn, experience.

Most supervisors did little to review the internalised learning outcomes of students from classes in their charge, preferring instead to focus on output in the form of marks and ranks or examples of student bookwork. Particularly as the student progressed through school, written test results measuring indirect application of knowledge, rather than direct observation and measurement of outcomes, were seen as the prime indicators of the success or otherwise of the teaching/learning process. The consequence of this administrative leadership message was often a narrowing of the curriculum to ensure sufficient practice that the results would compare favourably with other classes in the grade. The proliferation of practice examinations in the Basic Skills Tests, in the School Certificate and, extensively over the final terms of senior secondary school, even through commercially produced past examination papers, remains ample proof of such a focus on aggregated, norm referenced marks rather than on learning outcomes.

Thus leadership, as a notion within schools, was interpreted as administration. Few Principals had the vision and understanding necessary to see and enact a changed future for their schools. In most cases, their expertise was vested in fully understanding the intricate system of school operation such that they could maintain it without major disturbance. For secondary school Principals this revolved around a detailed and intimate understanding of their mechanistically meshed curriculum, organisational and staffing operations. Maintenance of these was at the absolute heart of their legitimacy. The fact that many District Inspectors were from primary school backgrounds and had no experiential understanding of these operations accounted for much of their lack of

credibility in secondary schools.

For many primary school Principals, their legitimacy stemmed, not from their knowledge of curriculum or student learning, but from their organisational and problem containing abilities. Working from lists of daily tasks, they tended to address each as they arose. Anything other than routine was referred by staff to the Principal. They were often the only class free persons in authority to have the overview of the daily operation. Principals carried out their role by acceding to staff requests such that they were happy with their conditions, left alone to carry out their class tasks, with few external interruptions or demands. Principals fixed everything, often even carrying out the role of the general assistant, this being seen as a demonstration of working 'at the chalk face'. They scheduled all school operations, including staff absences, student concerns, curriculum development, school maintenance, school finances, staff development and so on, co-ordinating a plethora of activities such that 'everything was covered' and disruption was minimised.

A good Principal was known to staff as one who was readily available, always able to be located in the office, knew the detail of daily operation and could give permission for any variation or follow up any difficulty. To parents, the good Principal was available on call, personally followed through on their requests or concerns, and 'got back to them' to let them know the outcomes. Departmental officers viewed the good Principal as the person who contained problem issues within the school, always had policies available, submitted accurate forms and returns on time, and was carefully planning and scheduling the routine of curriculum and policy development and evaluation, recording the routine in the appropriate registers.

Power in schools was limited by legitimised positional authority, administratively delegated but tightly bounded by both Departmental procedure and Teachers' Federation pressure. It operated in terms of permission rather than facilitation, of approval rather than shared assumptions, of sanctions and rewards. It was hierarchically distributed and frequently cut across the boundaries of values based, cultural leadership established

amongst staff and students. Cliques, such as faculties, plotted frequently to undermine the legitimate authority when it was seen as either too tightly controlling or inefficient.

When authority was seen to be taking a culturally different leadership role, it was often labelled as 'tall poppy' and 'pulled back into (administrative) line' by recourse to standardised procedures, precedent and policies. Many staff 'livened up their working day' by 'having a win' over Departmental requirements or requirements set by 'the boss'. A 'them and us' approach effectively isolated the positions of authority, causing the incumbents to fall back to procedure, instruction and technical administration. The result was the entrenchment of 'what is' rather than the possibility of 'what could be'. The real power of the *status quo* rested in the hands of the classroom teacher and was mutually reinforced by the roles of those in authority.

Thus those who were in leadership roles in the Departmental culture *circa* 1990 had little ability to effect the type of change envisaged by Scott. Within the culture described, nor did the leaders have the ability to effect the type of change necessary in classroom operation to produce holistic, personalised high order outcomes for a turbulent world. Leadership was effected through a hierarchical and administrative approach. In few instances was it based on fundamental educational values. Leaders were unable to produce a values based organisational culture, driven in an appropriate, clear and articulated direction by staff who themselves undertook leadership roles in all of their activities. It is to the analysis of the cultural potential for the development, sharing and support of those values through professionalisation activities, that the discussion now turns.

The Staff Development Perspective

The cultural values underpinning professional development of Departmental staff reveal much at the heart of the difficulties of establishing adequate leadership density. In most cases it was traditional that only members of the teaching service staff were provided with inservice opportunities. Ancillary staff members were expected to bring with them the requisite skills and understandings to carry out what was, at that time, officially

considered as simply a clerical or comparatively low skilled support role.

Generally characterised by a human relations approach, professional development, following initial teacher training, was usually at the discretion of the staff member. Administered by the Department through 'inservice courses', professional growth of teachers generally concentrated on the *ad hoc* attainment of content and principles. Backed by little implementation support in schools and classrooms, it succeeded in professionalising teachers only insofar as the individuals themselves were able to make personal and practical meaning from it. As a means of introducing change it was notoriously poor. As a means of introducing and implementing high order, complex, personally threatening and culturally based change, it was demonstrably inadequate.

Many of the inservice courses offered throughout the 1970s and 1980s were developed by skilful and talented practising teachers, delivered by trained and dedicated consultants. They were often conducted in school time, the Department providing casual teacher relief so that colleagues did not have to carry the burden of students, additional to their normal workloads. They were usually held at a suitable off-campus venue. Finance for travel, accommodation and meals was provided. There was usually a professional atmosphere, most staff participating in the carefully pre-planned activities. The content and the principles were usually sound and reasonably up to date in terms of educational understandings. The delivery was varied, with input and workshops being interspersed to avoid the monotony of passive listening.

There appeared to be sufficient funding to allow most staff to attend at least one inservice course of their choice each year. More avid 'conference goers', often looking for contacts and understandings on their career paths, were able to attend more frequently. Some staff did not attend any courses because this was not a requirement for demonstrating continued efficiency.

Courses were offered across a range of areas. All new syllabuses were delivered *via* courses. Unit writing teams provided published implementation material at a more

practical level. Special Focus programs and social policies which crossed curriculum areas were delivered through courses. New procedures came to be implemented via courses, while sharing amongst executive often took place during conferences.

Based usually at regional offices, a limited number of subject consultants was generally available, if booked in advance, to assist schools in constructing their school based curriculum. Such school based curriculum development was usually required as a follow up to course delivery of new syllabuses. A few process consultants were available to help school staff attend to the development of school focused administrative materials designed to interpret curriculum, policy, planning and procedure for the school context. These people responded as the schools requested. Because of the low consultant-to-school ratio, visits to schools could only be of short duration and were usually infrequent. In each case the consultant's role was to be expert and responsive. Leadership, apart from the sharing of expertise, was not really part of the role. In fact, some consultants who took strong positions on what they saw as essential improvements in school operation, were known to be 'pulled into line' by Inspectors or Principals who saw them as overstepping their role. The human relations approach dominated, with teachers given full responsibility for generating their own programs of professional development.

Within school professional development was generally an *ad hoc* affair. Some executive were aware of the staff development responsibilities of their role. Indeed it was clearly set out in Managing the School. Few however had either the expertise or the tools necessary to implement it. Penetration of the classroom was difficult, if not industrially impossible, in many schools. Where classroom visits did occur in sharing unit-teaching situations for example, sound professional growth was able to occur. Many teachers testify to this *in situ* sharing of ideas, problems, procedures and solutions as the key to their good practice.

But the approach to staff development was usually left to keen individuals, from the planning through to the implementation stage. Few support mechanisms such as integrated, task force developed, collegially supported, teaching/learning programs were available. There was little time within the organisational structure for teachers to share their practice. Nor was there sufficient trained consultancy expertise to support

staff through such intensive and demanding activities as the introduction of new syllabuses or the development of new practices.

As outlined above, some executive took a clinical approach to their staff, forcing conformity and a tight technical line. This often had the effect of narrowing the curriculum to the measurable, reducing teaching to training, and learning to regurgitation. In some instances it ran into severe industrial disputation, the outcomes usually favouring a reduction in the requirements for teachers, more in line with the most common practice of voluntary participation in other than classroom teaching.

Such voluntary participation, including the capacity for non-participation, made the professional growth of the teaching force quite problematic. Efficiency determination, carried out by Principals in July each year, bore no relation to the teachers' knowledge or contingent practice of appropriate methods. Nor did it bear any direct relationship to the educational outcomes of the students being taught. The 'Teacher Assessment Review Schedule' required of Principals no more than the circling of an efficiency determination - usually 'S' for satisfactory. In other than exceptional circumstances, it was unusual for Principals to undertake any planned program to gather information for this annual determination, let alone support it with tailored professional development activities. Provided that teachers controlled their students, marks were reasonable, and complaints from parents, other staff or students were few, then the teachers' efficiency was assumed.

One-off inservice courses, usually attended by no more than one person per school, provided little other than rational knowledge on which to base behaviour, attitude or cultural change. They certainly did not provide the critical mass to dislodge confirmed practice. Such dislodgement was not easy. Yet it was essential if paradigmatic teaching change was to occur. To teachers, required change in practice implied that they were not doing a satisfactory job. It implied a great deal of hard additional work for no *a priori* reason, without practical support, and for no incentive. In fact disincentive took the form of temporarily decreased efficacy as new practices commonly led to an initial downturn in content learning while the practices were being established. To this was

added the feeling of being different, the potential for peer isolation and the constant need to produce a plethora of low order, rather than high order outcomes in preparation for written, norm based tests .

Thus the culture of professional development contained value elements not conducive to concerted, holistic and intellectually challenging improvement in practice. It provided little for the school leader other than a list of courses and rational content. For the teacher, it provided only the theory, inadequately linked to teaching practice and completely disconnected from adult learning processes and long-term, *in situ*, collaborative support.

While practical exemplars of teaching units were available, they were in written, subject specific and 'teacher-proof' form, unaccompanied by the expertise needed to provide answers to the difficult personal questions that occurred as the teacher-learning process took place. Teachers who began to implement more student focused procedures tended to reach a crucial time when their translation of the new practice into practical reality required immediate answers to critical questions. Support, in fact, was withdrawn at the very time the teacher needed it to rise above this critical hump of understanding and practical transition. The result was frequently a technical translation of practical approaches, referred to by Fullan as "false clarity". Alternatively it was a series of disastrous lessons where the students learned little and were dissatisfied with their learning because they were unclear of the boundaries, the nearby teachers complained about the noise, and the Principal was forced to fend off a rapid fire of parental complaints.

In such cases, teachers generally moved back to tight control and subject content, establishing quiet, schooled reactions to routine and carefully recording test results. Moreover, false clarity itself became entrenched as practice. Teachers who used the terminology of the practical paradigm but not the classroom practice, often firmly believed they were implementing what was intended in the principles of the process syllabuses. Their tightly run classrooms indicated to many that they were implementing

them with efficiency and they received recognition accordingly.

Few of these teachers could understand why they were being criticised by some students for alienation and irrelevance, or by consultants for being reactionary. They were praised by their Principals as exemplary practitioners, by other students for their clarity of requirements, and by parents for their control and ability to achieve good marks with their students. Any suggestion that they should hold their practice up for reflection as problematic met with strong resistance. Nor did their Principals and supervisors often have either the knowledge or capacities to help them understand their shortcomings. Rational analysis certainly was insufficient to help these subjectively conditioned people to develop new theories in use.

The dominance of didactic implementation of teaching has been noted throughout; however, the characteristics deserve mention in terms of the approaches designed to develop the profession *circa* 1990. Without adequate professional development teachers were usually unable to share, and further develop in practice, the body of specific and practical knowledge that characterises any profession. Instead many tended to resort to the remembered practice of their own teachers, or the tried and proven practices that best reduced the stresses inherent in the job. For these teachers, professional understandings and the abilities to apply them were at most seen as 'what we say we do' rather than what was actually carried out. For others they were seen as 'woolly', impractical thinking far removed from the realities of their daily practice and touted by consultants and other Departmental officials who were seen as long removed from the classroom.

Many rested their teaching decisions on a generalised body of knowledge, put together more as the result of eclectic and compartmentalised practice, rather than as a cohesive and focused professional understanding. Their understanding of teaching was often restricted to repeated didactic techniques, supported by a curriculum development knowledge limited to the writing of aims, objectives, content and worksheets.

Their understanding of learning analysis tended to be limited to the recording only of

content based test results. Good teachers had the knowledge, technically and rationally, to break down student errors and correct their procedures. But few had the ability to analyse the holistic integration of student learning as it was taking place, constantly adjusting the teaching program to extend and integrate the understandings, skills and attitudes. This difficulty was exacerbated when there were upwards of thirty students in the class. Few, however, had sufficient knowledge of analytical techniques or observation methods to know what to look for and where to find it as students learned. Few had the practical ability and understanding to implement the full range of learning situations that best supported individually different learners. Few had a practical understanding of, for example, the efficacy of interaction techniques compared to isolation techniques. Even fewer put them into practice in their classes.

Especially as students moved through the grades, teachers tended to rely on establishing themselves as the experts in the content and concepts unique to their discipline. Quite often, without ongoing participation in the development of that subject knowledge, teachers simply inculcated a time slice of their subject as they had learned it, suspended from the point where their university learning had finished. Unfortunately, such teachers had adequate current knowledge of neither their subject nor their profession to provide students with other than ritual learning. Moreover, without at least an alive awareness and interest in some type of learning, the message they gave to their students was often one of disinterest in the very heart of their profession.

For true professionalism, teachers' relations with their students need to be objective and independent of particular sentiments about them. This is not to suggest that they should treat each student with disinterested professionalism. Indeed it is essential to develop personal understanding and rapport so that each learner could be treated as an individual. What objectivity implies, however, is that the teacher's own ego needs to remain independent of the students' behaviour and learning.

In the exposed and isolated world of the classroom, teachers tended to remain personally vulnerable to the often contrived and combined onslaughts of disaffected, cruel and ego challenging students whose fragile immature egos often made use of such situations for 'strokes', if not growth. As explored above, teachers tended to use techniques which

reduced such potential exposure. These in themselves tended to reduce opportunities for the risk taking that is part of real practical learning. Where these techniques failed, teachers' own egos could become exposed and the teaching/learning environment could become a battleground where there was little evidence of professional objectivity.

Professionalism also implies the notion that status is achieved by accomplishments, not by inherent qualities like relationship to power or length of time in the job. The process of organisational socialisation in the Departmental culture *circa* 1990 tended to reward conformity to the values of the organisation. Seniority, experience, administrative ability, human relations expertise, busy-ness, documentation, control of students, organisation of and adherence to routine, knowledge of policy - these were all central values and, if adhered to, were rewarded with promotion. In a self-perpetuating manner, the promoted people then promoted others who epitomised the same values base.

Those who challenged the central shibboleths of the organisation were seen as a threat. Those who simply got on with the job of teaching, producing excellence in learning outcomes but not presenting in the proscribed, administrative manner were left without promotion, disaffected but still in the classroom. Apart from a shift into the administration, there was no avenue for promotion. The system itself perpetuated the notion that reward was there only for administrative work.

Professionalism also implies that decisions are assumed to be made on behalf of the client and to be independent of self-interest. The dominance of 'provider capture' has been established above. Decisions to have each student conforming, passive and quiet while all teaching took place tended to be more in the best long-term interests of the teacher, rather than in those of the students. Curriculum choice and the ease of access to resources tended to be more in the interests of teacher than student. Content chosen for its perpetuation of an industrially based social structure tended to be more in the interests of the economically powerful than in the interests of the students. Administrative decisions made with reference to procedures rather than to circumstances tended to perpetuate the interests of bureaucratic standardisation rather than the interests of the students. These all underpinned the values of the Departmental operation *circa* 1990.

Typically, for professionals there is a voluntary association of fellow professionals who provide authority for the behavioural sanctions to be applied. For the Departmental

teachers *circa* 1990 the association to which most belonged, forced in some cases by a 'preference for unionists clause' in the teaching award, was the New South Wales Teachers' Federation, the largest and most powerful union in the State. Far from its ethos being focused on professional standards, this union really had no choice but to exist as a militant industrial organisation. Comprising a powerful and volatile political mix at peak council level, the relatively conservative union leaders had long only been able to survive internal wrangles by taking a publicly confrontationist line, constantly being seen to protect and improve the working conditions of teachers.

While locally and privately many issues were settled amicably, and with the interests of the students and individual teachers at heart, public battles between the Federation and the Department constantly grabbed headlines. At the organisational level it simply appeared to be impossible to agree and adhere to a professional statement of touchstone principles which could guide the direction of policy implementation. The agenda constantly revolved around negotiated regulations and procedures, attempting to ensure standardised practice throughout the State. Any deviation from that practice was condemned.

The result was virtually union protected professional mediocrity. Administrative attempts to audit the professional standards of the workforce through, for example, the implementation of the Quality Education: Teacher Efficiency Review, were resisted and forced into withdrawal. Tokenistic attempts to reward outstanding teachers by recognising centres of professional excellence were denigrated. Teaching practice, particularly in terms of organisational arrangements, was protected by union lore. Questions of efficiency were frequently circumvented by union advice to claim stress related illness. Breach of discipline cases were strongly defended by union employed legal representatives.

The union dominated the method of entry into the Department by ensuring that only specific training courses were accredited. They controlled promotion avenues by fighting to retain seniority and automatic transfer rights. They controlled divisions within the teaching force, demanding for example that only length of service determined seniority. Additional training, merit based performance, obvious differences in the abilities of teachers - none of these were able to be counted for any reward.

Despite protracted denigration of, and the insistence that teachers appointed to, the

Inspectorate had to relinquish their Federation membership, the union fought bitter battles to have the Inspectorate reinstated when it was disbanded in early 1990. The protection and support of the tight inspectorial administration was seen as much safer than the nebulous, precedent-breaking roles of Cluster Directors. Despite Principals constantly calling for more delegated authority, the union strongly resisted any change that might give the Principal the right to choose or lead staff. In fact, the union constantly set staff against Principals, paradoxically also members of the union, citing them as the school-based arm of the Department. In all, rather than the establishment, maintenance, protection and constant growth of professional standards, the Federation demanded conformity, regulation, delineated working conditions and restrictions on professional freedom and leadership.

The professional is seen as knowing better what is good for the client than the clients themselves. Professional expertise tends to confer considerable power to those who have it. It thus makes clients very vulnerable. They therefore need the protection of professional codes and ethics enforced through the collegiate peer group. The Department tended to take on the role of determining ethics from outside the profession, administering such ethics through its memoranda. As impositions, far removed from the field of operation and based largely on administrative values, they were more like rules to be subverted. Rather than the Federation taking up the challenge of internally guarding professional ethics, it tended not to recognise either its client obligation or its obligation to its professional members by fostering an industrial ethos. It saw its role more as protecting teachers from the excesses and criticism of client and Departmental demands than of protecting the clients from the potential misuse of professional knowledge. Even in terms of abuse of the adult/child relationship implied by the duty of care, Federation tended to see its official role as defending the teacher rather than taking up the interests of the students.

Thus development of the teaching service, indeed the key to establishing a practical and holistic paradigm of total operation, had been unable to unlock the qualities fundamental to a truly professional operation. By *circa* 1990, the Department had not implemented, or indeed acknowledged, the type of support necessary for teachers to undertake a long-term and ongoing developmental learning program.

The complexity of the necessary changes was not understood. This is explored below. The lack of understanding of the implications of change for professional development ensured

that, not only was there an inadequate foundation for values based growth, but the foundation had been significantly undermined by well intentioned but mechanistic approaches of the past.

Moreover, the development of teaching as a profession was being effectively undermined from within. None of the preconditions for professional operation was in place. In fact there were militant forces marshalled to block the move to greater professionalism, by holding firmly to the industrial confrontationist approach in order to retain their own organisational power. Entrenched in the culture of the operation were powerful blocks to its future viability. The analysis now turns to this culture.

The Cultural Perspective

The analyses above have provided an examination of various assumptions underlying the approaches to particular perspectives of the operation of the 'Departmental culture' prior to any real impacts commensurate with the ethos espoused within Schools Renewal. It is now appropriate to draw these together into a broader overview of their effects on teaching and learning.

As Schein suggests:

Organisational culture is the pattern of basic assumptions that a given group has invented, discovered, or developed in learning to cope with its problems of external adaptation and internal integration, and that have worked well enough to be considered valid, and therefore, to be taught to members as the correct way to perceive, think, and feel in relation to those problems. (1987 (a), 262).

Deciphering the underlying meaning of the elements of an organisation's operation is exceedingly difficult, however, especially if the analyst is part of, and has a vested interest in, the operation. Meaning is deeply entrenched in the artifacts of operation. To determine the real meaning requires more than just rational analysis. Within single loop analysis, as demonstrated below, each building, activity, procedure, or formality has its own rational explanation and is thus enforced as normal procedure. Yet this rationalisation may not relate to the educational purpose. Indeed, it may block the achievement of that purpose.

Single Loop Analysis

Single loop analysis of school operation *circa* 1990, would show that administration was viewed as a quiet activity and required the capacity to facilitate an ordered, predictable and stable adult world. Thus administration blocks were separate from the classroom area. Similarly, because visitors to a school are generally adult, they too were provided the decorum and security of that separate part of the school.

Status and administrative work routines required that school executive had separate offices from their staff. Moreover, as these people were line supervisors, social distance from staff was often needed to exert that sufficient control to ensure administrative policies and procedures were implemented.

Staff were under constant face to face pressure from student interactions during teaching and playground duties. They also needed a quiet area to recuperate from the strains that this face to face hierarchical contact created.

Even within the senior school, students in uncontrolled groups were assumed to lack sufficient discipline and responsibility to have open access to technologies and learning resources. Even in relatively controlled classrooms, resources could be damaged and their use could not be regulated. Placing the resources in central locations could overcome the problems, allowing shared and controlled access.

Subject disciplines were sequenced and contained fixed bodies of knowledge which were the domain of teachers and text books. Students were at school to gain sufficient use of this body of knowledge to regurgitate it for the various tests set throughout the teaching sequence. To do this they needed to be grouped according to age and perhaps ability, given planned and formal access to teachers and texts, in a logically sequenced, highly structured and minutely stepped, rational manner. The students' role was to be passive, as proof that they were devoting their minds to the subject being delivered to them.

In secondary schools, complex timetables were essential if an ordered balance between curriculum, organisation and staff allocation was to be achieved, as was required by annual formal submission to the Department. Each staffing resource had to be allocated in accordance with its specified provision by the Department. For example a careers adviser had to be given fourteen timetabled periods on careers activities, the other

fourteen 'off timetable' to organise work experience and interview students. No more than two teachers could be allocated Teacher Librarian duties. Each teacher had to be allocated twenty eight periods on timetable, to classes within their area of training and generally within the specific faculty to which they had been appointed. Official transfer across faculties even within the one school required formal application to the Department. It frequently meant the teacher had to change schools because another teacher with higher transfer eligibility had prior right of appointment to that faculty in that school.

Timetable construction was immensely complex and, once complete, tended to be binding. Each subject had to be allocated its specified number of hours or periods in accordance with separate Board of Studies and Departmental regulations. Class sizes had to be organised so that they did not exceed industrial requirements. Subjects were grouped into 'lines' which ran 'parallel' (concurrently) on the timetable. This meant balancing the matrix of student choice so that they would not be placed in two classes at the same time.

Similarly, teacher allocations to classes on lines meant that they could not teach two classes on the one line. In a school of six hundred students and approximately forty staff, with six year divisions and perhaps four to six classes of the same year in each line, the vertical alignment of classes on the timetable could mean that over thirty teachers were operating at the same time. The alignment of classes meant that no teacher could be placed more than once in the same combination.

With senior students doing six or so subjects for six periods a week and junior students doing up to eight subjects for anywhere between one and six or so periods per week, the vertical alignment of lines quickly locked in class combinations. Locking-in was tightened further because many of the subjects required specialist rooms such as laboratories, kitchens, textiles, woodwork, metalwork or art rooms. As these were limited in schools, rooming was a major determinant and limitation on the vertical alignment of subjects. Moreover, when the subjects were vertically aligned, they had to be distributed evenly across the week, some with double period requirements, ensuring wherever possible that teachers were not given a full eight periods of face to face teaching on any day.

Special requests for Deputies to be spared from teaching the first period each day, for Mathematics classes to have a predominantly morning allocation, for sports organisers

to be free from direct teaching on sport mornings, or for casuals to be allocated classes on only three days of the five for example, simply tightened the structure. The structure often became inflexible and unable to cope with other than gross contingencies. Even extra staffing, allowed when student numbers increased during the year, was often not requested because it could not fit easily onto the timetable.

Thus the logic of school organisation and administration was rational and shrouded in the seemingly impossible or complex. Its linkage to its educational purpose was generally unproblematic. To argue from within for even the slightest readjustment was to encounter the traditionalist, specialist or rationalist who resorted finally to the fundamental shibboleths of tried and proven practice, the primary source of status and worth in the culture.

Double Loop Analysis

It is only by double loop analysis that the real assumptions reveal themselves, providing the potential to break the dominance of procedures in favour of substantive purpose. What people 'say they do' needs to be sorted from what they 'really do'. Only by linking the artifacts to their underlying assumptions and then challenging those assumptions can it be seen whether the practices of school and Departmental operation *circa* 1990 were successful in terms of their contribution to substantive purpose. Such an analysis serves to confirm the displacement of the substantive educational purpose by functional expediencies, also reconfirming the internal lack of consistency and direction of school operation. Of fundamental importance, multiple loop analysis that links values to external purpose, as shown in Chapter Two, also indicates that these assumptions are not congruent with strategic reality.

As the single loop analysis above has shown, a pattern of assumptions-in-use can be analysed through examination of operational elements. These elements include artifacts such as architecture, technology, layout, manner of dress, visible and audible behaviour, public documents, employee orientation materials and stories. Double loop analysis, however, reveals a different picture. Within the Department of Education and its schools, *circa* 1990, evidence of the operation of fundamental assumptions such as provider capture, formality, control, didacticism and administration abound in these artifacts. Whilst this analysis revisits many of the areas discussed above, double loop analysis draws different conclusions.

As mentioned, architecture was designed to keep classes within doors, to segregate teachers from students at other than regulated times. In double loop analysis, it can be seen to divide up the mass of students into smaller more controllable groups for formal, socially hierarchical operations. Layout and demarcated zones generally ensured that students were kept in view of supervising adults when they were in large groups. Of great significance in terms of effecting interactive learning, many classrooms were much smaller than the primary school code of sixty square metres; a size judged as essential for movement space or focused work stations. In smaller rooms there was inadequate space for ease of access to mathematics, science, reading and computing equipment. Display of students' work was difficult. Indeed it is indicative of the passive learning focus of secondary schools that even the room size code was smaller than primary requirements, despite the fact that both students and their desks were physically larger.

Effectively, the fact that administrative offices were generally well away from the classrooms separated administration from its purpose. Hundreds of small scale dilemmas, mostly of peripheral import to teaching and learning, faced the Principal as administrator every day. Contact with the real clients, the students, was kept to a minimum lest it disrupt the routine of administration. Good student work, for example, was often taken to the Principal's office for praise, in preference to disturbing the Principal by asking that he or she come to the classroom. Discipline was often carried out after the event, in the Principal or Deputy's office, rather than in the classroom with the teacher and the class.

Pressure, from ever proliferating and entrenched tasks that became ends in themselves, translated to stress and a lack of efficacy. Value was placed - or misplaced - in self-perpetuating organisation, compartmentalisation and routine. There was little link to the real purpose of teaching and learning. There was little sign, except by way of formal routine such as assemblies and staff meetings, of the linkage between administration and its purpose.

Paper was generated incessantly from administration. Valuable teacher time was diverted to complete administrative tasks in the form of policies and school based curricula. Analysis of such paper, in the form of key policy documents, revealed a predominance of organisational messages. Tasks, lists, objectives and divisions dominated. Few references could be found to such vital substantive elements as rapport

with students, staff co-learning, a range of teaching methods, high order learning outcomes, or holistic analysis of student learning needs. Instead such written instructions tended to take the form of short-term dates for due tasks, procedures to be followed, content to be taught and tested, organisation to be adhered to, delineated and rigidified policies to remove any discretion.

Little involvement was sought from client groups. Visitors to schools were either left in a quandary as to the location of administrative areas because there were no facilitating signs, or they were channelled to the administration area and kept there lest they see the inner workings of classrooms. The inadequacy of vestibule facilities for visitors was a talking point in many schools and confirmation that outsiders - often clients or real learning resource people - were not part of the daily operation. The formal mystique and authority of the school and its staff hung still over seemingly impenetrable and hallowed halls.

Hierarchically spaced office structures, with executive separated from staff, reinforced the division between administration and its educational purpose. Staffrooms, designed to be well away from student noise, were inaccessible, and at times out of bounds, to students. In many schools the staff studies were separated into faculty work areas, effectively preventing interfaculty holistic approaches to student learning needs. In others there was no facility to have the whole staff together for either formal or informal discourse. Formal staff meetings were generally held in the Library, especially laid out to divide students into quiet working areas or focused on the front, and effectively preventing the collegial interaction needed in professional staff meetings.

Teacher talk was generally limited to the mundane or the social. Where it was about the job, it frequently took the form of relating complaints about, or challenges to the administration on the one hand, or stories about conquering recalcitrant students on the other. Heroes took the form of people who appeared to be beset by the Department or the Principal and, often through resort to Federation, were able to have strict policy interpretations applied to overcome administrative discretion. Other heroes were often the strong external disciplinarians who managed to control by reducing apparently obnoxious students to tears through some form of punishment or ridicule. Teachers who related well with students were often labelled as 'king of the kids'. Little time was spent discussing the efficacy of soft, sensitive, reflective listening practices which resolve particular students' personal problems. Little time was spent relating teacher practices

to higher order learning outcomes.

For students, controlled, uniform, quiet behaviour was the fundamental requirement, even at kindergarten level, but especially at senior level. At break times, when a more natural social interaction takes place, students were allowed to form congeniality groups, closer to those which they would choose without pressure of authority. Within such groups, frequently their behaviour was spontaneous, involved, thoughtful, curious, questing, testing their own limits, learning and seeking new and challenging ways of behaving and knowing. As powerful learning groups, congeniality and peer operations appeared to spark off deeper contributions to meaning and view of life than did the operations of contrived formal groups within the confines of the curriculum and classroom.

Technology was limited to chalk and talk, pen and paper, for the majority of time in-class. Even the use of overhead projectors was infrequent, many of them lying idle in store rooms, particularly in primary schools. On the other hand the often excessive use of the photo copier by teachers provided a substitute for the text or work book, these becoming too expensive for schools to keep updating.

This was not simply a matter of lack of resources or lack of training. In many cases it was caused by the continued domination of the relatively easy didactic approach where students were passive and little teacher preparation was needed. This in turn led to the dominance of the 'four rows of two' or 'egg crate' classroom. Such organisation allowed the teacher ready access to discipline or check student work while focusing the students on the front of the room where the teacher and the chalkboard dominated. It allowed the teacher to keep the whole group in line of sight provided that the teacher stood at one of the front corners. Eye contact and student isolation - by virtue for example of being easily signalled out - were the usual forms of discipline.

Technological aids were generally kept separate from the classroom. Access, however, was quite limited. Moving students around a school during 'class-time' was to risk disciplinary and noise problems, while it was virtually impossible to re-organise resource locations or the school timetable. Strict booking procedures were generally enforced. Usually whole class groups had to use the technologies together, school administration being opposed to the potential indiscipline associated with a plethora of small unsupervised groups.

While the formal use of television and video equipment was widespread, partly because whole classes passively viewed programs at the same time, it was often unaccompanied by either discussion or application within the context of meaningful learning. Alternatively it was accompanied by regulated worksheets that required simplistic and 'correct' answers. Frequently it was used to fill in time in a formal, controlled, 'busy' way, rather than as an aid to integrated learning and complex understanding.

Use of computers and software, even at the level of simple word processing, was not the usual practice within the majority of classrooms. Many more fortunate students learned this practice at home, leaving the more archaic and learning limited technologies for the formal and knowledge limiting practices of the classroom.

Most schools had access to good libraries, computers and video equipment. The structuring and regulation of school timetables, in both secondary and primary schools, however, prevented on the spot access for both students and teachers to these technologies. Once again, administration was allowed to override learning needs. Students were expected to retain in their minds all the background information necessary to participate in formal lessons. This often reduced lessons to the didactic because the students lacked ready access to the materials that would aid their thoughts, or facilitate their learning growth. The simple examples of the ready availability of word lists, concrete material, scrap working paper, a dictionary, a thesaurus, or a calculator - each tools for learning - were seeing currency in only a few classrooms.

Preparation of seminar or tutorial material by senior students was often slated to occur outside class time, thus implying that this type of learning was less valuable than the formal, didactic nature of class lectures. Creative re-organisation involving, say, senior history students taking junior history tutorial groups was highly unusual. Organisational and administrative blockages, fears of indiscipline because not all groups could be accompanied by direct teacher supervision, and belief that without the teacher's presence the learning would not conform or be effective, were all barriers.

Thus the manifest or espoused rational values underpinning the operations of schools are revealed by double loop analysis to disguise the real values involved in the operation. Rather than organisation and efficiency, the real values were control and administration, limiting the development of knowledge to that which was deemed essential by the providers who not only controlled the inputs and the process, but were in charge of the

output measures as well. Since these providers were protectors of the technical and standardised paradigm, it was highly unlikely that their control or administration would be used to effect a change in paradigm. Indeed control and administration were the key elements in the successful problem solving from eras past. Their very efficacy entrenched their operation, making them unproblematic, not debatable and not confrontable in terms of rational argument.

This was well illustrated when initiatives such as the Participation and Equity Program, or more recently, the development of School Councils, attempted to increase the involvement of secondary students and their parents in the policies of schools. The feeling in schools was that these 'non-professionals' knew little about the need for organisation, control, passivity, marks, content, teacher freedom, or administration. They were seen as a threat to the continued existence of that culture.

Even when new administrative principles such as parity of esteem for subjects, vertical grouping to increase curriculum diversity, integrated sport to provide additional teaching periods, timetable blocking to increase flexibility, student based teacher groupings as opposed to faculty groups, or timetabled guidance periods to help students make informed decisions about their educational choices, were floated, they were often seen as quite threatening. This threat was reduced considerably when teachers perceived that such principles could be incorporated into the organisational arrangements without fundamental behaviour change. As such they became accepted practice in the more 'enlightened' schools, but only because they were integrated within the fundamental values of administration and control.

The problem remained that, while many schools adopted and adapted such principles, there was little impact on curriculum implementation, especially in terms of classroom practices and broad, integrated, applied, personally meaningful, higher order learning outcomes. Even the laudable, if administratively enforced, recent development in secondary schools of complex student welfare policies and networks had little impact on the in-class approach and student learning outcomes.

Another illustration of the dominance of rationalism, formality and the didactic approach was the ongoing and carping criticism by primary school teachers about secondary teachers pre-planning programs, streaming students, giving them work they had already mastered, treating them like babies until senior years, ignoring their holistic learning

needs and boring them with repetitive and low order teaching. The corresponding and very effective counter from secondary teachers was that the primary teachers did not understand the complexities of secondary schools. Moreover the primary teachers were failing in their duty to prepare the students for secondary school. Many students could not spell or construct correct grammar. They could not read adequately to comprehend secondary texts, were slow and inaccurate with their Mathematics, had little knowledge of Australian and World Geography and History, were socially precocious and needed 'pulling into line' to 'learn their place'. What was more, they showed little interest in hard grinding work and 'real' content and drilled learning. They were ill disciplined and restless when asked simply to listen for period after period to the distilled wisdom of subject specialists.

The end result of this confrontationist debate was no change in either the secondary or the primary school practice. Each side was quoting elements of one view of truth, as criticism of education in our schools. Such criticisms, from both sides, were equally relevant in terms of strategic outcomes. Clearly some of the underlying assumptions of both groups were at odds despite the fact that they were educating the same groups of students for the same ultimate purpose. They simply did not have a touchstone basis for their communication.

Thus theories in use within schools *circa* 1990 revealed much about the underlying assumptions that guided the organisation. It is now appropriate to draw together, from the descriptive examination of the theories in use above, a systematic and categorised analysis of these underlying basic assumptions. Following Schein's approach as explored in Chapter Three, these taken for granted, invisible, preconscious assumptions include the schools' view of their relationship to the environment, the nature of reality, time and space, the nature of human nature, the nature of human activity and the nature of human relationships.

Underlying Assumptions

Generally, organisations are adapted versions of the broad cultural paradigms of their community.

Kluckhohn and Strodtbeck (1961) note that Western culture tends to be oriented toward active mastery of nature, and is based on individualistic competitive relationships. It uses a future oriented monochronic concept

of time, views space and resources as infinite, assumes that human nature is neutral and ultimately perfectible, and bases reality or ultimate truth on science and pragmatism. (Schein, 1987 (a), 264).

The organisation's relationship to its environment provides the first category of assumptions. Perhaps, in contrast to western society as a whole, schools and the Department tended to be subservient to the current realities of the environment, rather than what might be. At the same time however, staff complained about society's impact which was seen as disturbing, forcing an increasing range of social demands onto schools.

As a result of this subservience, schools operated somewhat as 'supermarkets', providing access to many of the products previously supplied by now defunct specialist social agencies. In many ways schools lost their clear educative purpose amidst the apparently varied demands from society. Like supermarkets, they were convenient, efficient, safe and provided a wide range of choice. However, like supermarkets, they presented a standardised, generally middle of the road, product. In order to offer everything, they sacrificed the quality of their product for their apparent range and quantity. Their concern was simply with provision. They paid little, if any, attention to the use of their products; to the outcomes for individuals to which their products contributed.

The problem of multiple goals was handled through the attempt to be 'all things to all people' - to be comprehensive. The notion of comprehensiveness was viewed in terms of the educational input rather than the holistic approach to the student's learning needs. In secondary schools especially, where the complexities of the organisation dominated, this emphasis on supplying and organising a vast array and quantity of input meant that the organisation could not conveniently cater for the particular. Despite its marvellous organisational efficiency, it was unable to adapt quickly to emerging contingencies. It had little chance of customising the products or designing the outcomes to suit the individual. As the environment began to demand this form of customising, many schools were being seen as not congruent with the flexibility and focus required.

Subservience to their environment was reinforced by, and in turn reinforced, the passivity and control mechanisms of the schools. It led to the claim that many schools were 'baby sitting organisations' and that they conditioned autonomous actions 'out of' their students. It led to claims that schools were not producing problem solving leaders who could make positive, creative and developmental contributions to society.

Such expectations as this, like many others consistent with the higher order pragmatically holistic paradigm, were at odds with the view that schools should be reflective of their environment. As the environment itself became diffuse and turbulent, schools were left in what was seen as a pluralistic dilemma. Other than reacting by supplying more and more inputs, they were unable to take a direction, to achieve a realistic, but higher order, outcome or purpose.

In terms of their approach to reality, schools often attempted to define their external physical reality by empirical means using objective measures and scientific tests. At various stages in schooling, this became an imposed political demand. It was an administrative reaction to appease those who used rational argument alone to demand accountability for inputs, and who in fact controlled the amount of those inputs. Such accountability mechanisms as marks, reports, behaviour (read quiet subservience), choice range, and school uniform, gave an indication of the level of conformity rather than the ability to reflect an intersubjective reality.

In fact there were few shared assumptions amongst the diverse power groups influencing the directions of school education on what was, and what was not, scientifically resolvable. Consequently there was little agreement on what decisions had a rational measurement base and which were to be determined by experience, consensus, political expediency, majority, pragmatic holism or professional judgement based on a balance between rational observation and informed, holistic intuition.

Much of what is done in schools, both in the formal and the 'hidden' curriculum, is apparently diffuse and chaotically interconnected. Within the paradigm being presented in this thesis, learning comes together only in the minds of each of the students as they pass through their particular experiences. As such, reality is often not resolvable by rational measures alone. These tend to measure only parts of the whole interconnected web of both the rational and the intuitive. For Departmental schools *circa* 1990, however, social reality, the matters of general consensus for the group, was generally reduced to the rational to avoid the anxiety associated with the relatively indeterminable.

Group boundaries were similarly in disarray. The school culture had a strict set of boundaries, hierarchically protected, and historically reinforced. At the broad level, only the professional teacher was welcomed into the group. Indeed the criteria generally extended to the teacher who came from within the present system, often from a

particular place in that system. This had been broken down somewhat, due to complexity of the operation and the adoption of a rational administrative approach to management, by the increasingly successful infiltration of the professional administrator. These people tended, however, to take the role of 'powers behind the throne' rather than belonging overtly to the ruling group.

Parents, and the community in general, were kept as far from the running of the operation as possible. They were assuaged at the top level with sinecure appointments to advisory commissions and committees, thus diverting potential interference from their organisations through token involvement. At the school level they were given the peripheral support role of raising funds and running canteens. Their involvement in matters of policy and direction was usually no more than tokenistic. Their participation in the holistic education of their children, especially as they progressed to more senior years, was strictly controlled. Most parents simply received written progress reports, twice yearly.

Indeed students themselves were kept from participation in all but the reception of educational programs. They had little input into the type, range and scope of programs offered, these being more a function of tradition, teacher interest and organisational contingencies. They had little input into the intersubjective social interaction parameters, these being set once more by tradition in a strictly hierarchical and authoritative manner. They had little input into the range and scope of possible learning outcomes and the relative values of these.

Academic outcomes dominated the myths and symbols of value, while sporting outcomes were next revered. Each was measured in terms of rank, thus ensuring that there were winners and losers. There was little other than token recognition of, or value placed on, the amount and breadth of learning development which may have occurred for an individual student. There was little recognition of the aesthetic, the moral, the spiritual or the social aspects which were espoused but not practised as equally valuable in terms of a broad education. In fact, student autonomy, even moral autonomy, was often viewed as anathema to the hierarchical subservience expected throughout the organisation.

At the staff level there were strict boundary criteria applied to delineate a range of groups. As explored above, Principals were effectively segregated from their staff and from Departmental officers. Moreover, staff themselves divided into infants/primary,

primary/secondary, professional/ancillary, executive/non executive and faculty dichotomies as well as into Federationists and conservatives, progressives and traditionalists, humanists and disciplinarians, experienced and inexperienced, good teachers and bad, conscientious and lazy. Each group - and individuals had multiple group membership, as well as crossing apparently dichotomous boundaries when the issue suited - carried with it a unique set of cultural assumptions, arrayed flexibly and hierarchically as theories in use, to determine its world view of reality.

The result was often an organisational failure to achieve agreement amongst the individuals on whom an issue impinged, about the measures of reality which formed the basis for viewing the problem. Often, individual and group truths which were seen as absolute, were not shared with others contributing to the resolution of the same problem. Rather than instituting pragmatically holistic procedures to determine which truths would be used as the basis for viewing an issue, the organisation tended to accept an eclectic combination of truth, based on hierarchical authority, experience, precedent and various forms of rational argument. Thus issues were frequently resolved on the basis of the most powerful personality in argument, or the most politically dominant, or that which was personally expedient in the short-term.

The organisation's approach to truth reveals a further set of culturally entrenched values. Truth for the schools of 1990 was generally seen as finite, stemming from previously taught and written disciplines. It came from older, wiser, better educated and higher status people. It was vested in past practice that had been successful in organising, controlling and pacifying students. Truth came from rational logic and linear argument. It was stored in the minds of individual administrators and teachers, or in texts. Students needed to attain this truth, commit it to memory, and regurgitate it with fidelity at examination. Such truth was legitimised in major public examinations which provided access to economic and social strata. Teachers needed to attain it, practise it, and demonstrate its operation in assessment for promotion.

It was the domain of the individual, outcomes and results from groups being seen as the combined product of individual attainment. Synergistic concepts were not apparent. Consequently deference rituals, obedience and a general air of formality pervaded the operation.

Thus the Department tended to operate according to a view of truth which ignored the

diffusion, plurality, complexity and turbulence of the environment. As has been pointed out throughout this thesis, such an approach could provide only inadequate, standardised part-answers when holistic, creative, lateral and intuitive outcomes were essential to resolve unique and complex problems.

The organisation's approach to time further exposes the underlying values. Generally schools and the Department had a monochronic orientation. They saw time in terms of singular set tasks, rather than in terms of events which could have multiple outcomes. Such finite notions as periods, terms, lessons, sequence and bells reinforced the concept that the only way to do more than one thing was to compartmentalise time. There was no polychronic notion that several things could be accomplished within the one period of time, despite the fact that this is the very nature of the teaching/learning process.

This monochronic view reinforced the administrative approach, organising tasks, inside and outside the classroom, into linear, divided time slots. Outside the classroom, the Principal's notion of time management, for example, was to fit a plethora of small tasks, unrelated to any educational overview, into particular time periods. Within the class, lessons became fixed patterns of single operations, followed slavishly as secure routine. Programs and lesson plans were carefully sequenced into single linear activities. Timetables were compartmentalised into short learning blocks each corresponding to divisions between or within subject disciplines. Learning activities had to be 'opened' each lesson, set activities carried out in the body and the lesson finished with some form of conclusion, prior to switching to the next time slot of often unrelated learning.

This approach allowed for few learning interconnections. It allowed for little variety in learning time allocations. It actively prevented learning from following natural curiosity paths from motivation through question to outcome. Moreover it wasted valuable learning time with the insistence on routine procedures at the beginning and end of each lesson. The amount of time consumed in a secondary school three hundred and twenty minute day, by up to five pupil/teacher movements between classes and eight introduction/conclusion sequences, effectively removed up to one third of the potential learning time.

Such monochronic views of time also conditioned the time horizons within schools. For example, the move to four terms in a year meant that learning units were divided differently from those taught within a three term year. Reports, class roll overs, testing

and other administrative routines all adapted to the four terms, either lengthening or reducing depending on the reactions to the moves from three to four terms. There was the possibility of four wind-up/wind-down periods per year instead of three, although this was generally countered by foreshortened teacher perceptions which saw no time in a term for such 'wasted' activities.

Planning time horizons were also critical for schools. Teachers saw their task as starting and ending within the school year. Thus they paid little attention to students before they took the class, and they had little involvement after they had completed the year. The well recognised difficulty of making links in the transition from primary to secondary school could be partly attributed to this problem. Often unable to guarantee more than a year's continuity in the staffing team, Principals tended to plan one year at a time, not only for the management of their daily operations but also for the developmental tasks and organisational building. Thus the tendency was for maintenance of the shape and substance of the organisation rather than for the creation of an organisation to fit a vision. This led to particular difficulties when the organisation lacked internal consistency and/or external fit.

Monochronic views of time effectively controlled human behaviour, hence their attraction for school and Departmental operation within the 1990 culture. They facilitated co-ordination and were thus well suited to managing a large system. They ensured that people were allocated set tasks to complete by set times.

Planning in time slots meant that selected people had 'time off' at the same time so they could meet, while effectively preventing other groups from meeting. They tended, however, to force decision making procedures into those fixed time slots, often blocking the considered discussion needed to bring about problem resolution. They tended, to prevent the coincidental running of a variety of complex and interacting issues, each requiring dialogue, social thought and interconnected resolution, not subject to restricted time, sequenced procedure or rational analysis. They tended to prevent strategic leadership which relied on interaction, long-term personal contact and the establishment of deeper, more integrated and complex meaning in the minds of all organisational members who subsequently take the role of leaders in promulgating that meaning.

Coincidentally, views of time condition the arrangement of space. Monochronic views of

time such as single set appointments and tasks required closed offices, store rooms and holding spaces. Sequenced administrative tasks required filing cabinets, fixed desks and in/out trays. Efficient time use required interconnections between work spaces because time was viewed as a commodity that could be wasted or used more effectively. The priority given to these views and arrangements fostered the type of administrative operation that was separate from the learning/teaching interface.

Because tasks were usually short there was no need for comfort or a conducive atmosphere which accompanied only longer term contemplation. Only at levels considered to have administratively higher status and value to the organisation were larger, better located, offices and more comfortable furniture supplied. Paradoxically, these very comforts tended to both acknowledge and encourage the isolation of the administrators from the classroom centre of the operation. There, comfort was generally seen as being built into the breaks when moving to differential locations.

Spatial orientation and organisation, of course, had other roots which also indicated administrative controls. Crowding is a means of inducing aggression in humans. With so many people of apparently volatile nature set within the walls of a school, division into classes, placement into rooms and the closing of doors, were sound measures of aggression control. Partitions, screens, walls and other barriers were seen as essential to provide privacy in a very public organisation.

Moreover, the social concept of distance defined intimacy barriers and hierarchical purpose, reinforcing the real gap between teachers and students, teachers and administrators, teachers and parents. In most school operations between teacher and student, the gap varied from a metre to three, thus suggesting a social distance in which focus was on several people at once. In offices, a desk was usually placed between the administrator and the visitor. There was little personal focus on the individual, little room for rapport.

Most other official proceedings took place at a greater distance than three metres, a public distance at which the audience was almost completely undifferentiated. Students recognised this anonymity in assemblies when they tended to disrupt, assuming they would blend in with the crowd. Sharp disciplinarians recognised it too when they singled out particular recalcitrant students for citing, in the midst of a crowd. The message quickly circulated that anonymity was no longer guaranteed, and general behaviour

rapidly improved.

Finally, monochronic views of time militated against the establishment of sound personal relationships by concentrating information within hierarchical cliques and minimising interaction. They fostered one way and channelled communication systems. They clogged up decision making procedures because both mundane and vital strategic decisions all had to be made by the one person with all of the information - the Principal or Officer in Charge - who was inaccessible by virtue of the plethora of demands accompanying a system of set tasks and times. Such monochronic time views thus tended to hinder the implementation of a pragmatically holistic paradigm at both school and Departmental level.

Another value perspective is revealed by an analysis of the organisation's approach to human nature. The Department projected paradoxical views about human nature. The moves in curriculum during the 1970s and 1980s towards moral autonomy reflected the American self-actualisation theorists like Maslow (1954) and Argyris (1978) who viewed people as having innate talents, in need of interest and challenge, to self-confirm and express their worth. School based curriculum development was intended to place the individual at the centre of the learning/teaching process. More simplistically, personnel policies in the professional development area were moved towards McGregor's Theory Y notions that assume people are self-motivated and in need of challenge and channels, not control. (McGregor, 1960). Content controls, external inspections and tests were largely removed from curriculum. Professional development was left in the hands of the teacher and the classroom door was closed to the outside.

On the other hand, in most other aspects of the operation, the Department and schools tended to look on human nature as ultimately perfectible but in need of direction. Face to face, anxiety producing controls were avoided by the use of the more covert administrative controls of bureaucratic operation. Administratively, the organisation directed both students and staff in a dominant hierarchical fashion, assuming the possibility that they may do the wrong thing. They tended to fear that students would not learn and that teachers would not teach properly, unless they were regulated to do so.

Control systems based on this view of human nature tended to dominate the organisation. Traditional, linear, hierarchical authority dominated human relationships, cutting across the peer level or congenial relationships that existed because of the size of the

groups on the one site. This created complex 'them and us' nesting at all levels. As an adult in the system, the responsibility was for active control and didactic indoctrination of students into the disciplines which were the source of all legitimised knowledge. Passive conformity was the role expected of students. Dominance and expertness were the key roles expected of teachers. Conformity and passivity produced regurgitation, accuracy in which was rewarded by marks that acted as portals for entry from student to adulthood where the sought after role became one of dominance through expertise.

The manifest behaviours seen in schools demonstrated these underlying assumptions. Pupils were 'let out' from contrived situations at 'regular' intervals to behave as they would normally in their society. A bell was sounded to bring them in, often with some form of disciplinary ritual, to a closed room where they sat in groups of thirty, passively receiving information from a teacher for thirty to forty minutes. The approach was formal, with deference being uppermost.

In turn, teachers had to sign on and were expected to attend school between the set hours. They could not vary their times on the premises without seeking permission from the Principal, even if their teaching load permitted. Primary teachers had to hand in their program to supervisors every five weeks for checking. Secondary teachers had to sign a faculty register to indicate what work was done and when.

Core views of 'self' and 'group' tended also to be out of line with espoused Australian culture as a whole which sees 'individualism' - an independent thinking, self-reliant and anti-conforming notion that was still able to incorporate the concept of 'mateship'- as a key dimension. (This may, however, have been more in line with the evidence which suggests that, despite espousing individuality, Australians are largely conformist in their behaviour). In schools 'individualism' was interpreted to mean 'aloneness', providing the individual conformed to pre-set cultural norms. The human relations notion that teachers should be given individual freedom meant that teachers were left alone, cut off from interactive professional growth. Even in classes, individual instruction generally meant working by oneself, providing correct answers on standard work sheets. Individualism did not imply the notion of independent, creative or lateral thought. It certainly did not suggest satisfying the needs of the individual through co-operation, interaction and dialogue.

Paradoxically, due perhaps to the high level of dependence, both schools and the

Department tended to work in ways that ensured strict adherence to group norms. Students were grouped and teaching was generally to the group. Teachers themselves were considered to produce work of equal professional quality, status only gained by time served. Outstanding students were rewarded by the system only if they stood out in the preferred areas of academic and sporting achievement. Outstanding social leaders, talented aesthetes, or intuitively broad visionaries were frequently berated for insurrection, lack of application to the academic and sporting elements, or for 'dreaming'. Good teachers were rewarded by token gestures, promoted out of the classroom into the administration, or at times berated by their peers and union because they created demands on others which were considered to be above the darg. The incentive system as a whole rested on the economic rationalist notion that employee motivation came from economic self-interest.

Rather loose notions of loyalty were part of the view of human nature projected by the Department. On the one hand the Department was seen as the protective barrier preventing the aberration of politicians, the whims of society, or the negative circumstances of chance from destroying the security of teachers. For this the teachers were expected to give loyal service. Such loyalty, as demonstrated by long and constantly supportive, system protecting service, was often rewarded by promotion. This loyalty was considered to be more important than individual creativity or effective problem solving, both of which were capable of temporarily dislocating the system. On the other hand the monolithic nature of the protection system itself prevented contingent operation. For this the teachers were disloyal to the Department, turning their allegiance to the union. In either circumstance, the dominance of the system over the individual was demonstrated.

The organisation's approach to the nature of human activity revealed additional underlying values. Assumptions about how to act in the Department were conditioned by the assumptions outlined above. Consequently they carried with them the same paradoxes and limitations. The assumption of subservience to society, the notions that truth is fixed in precedent, that reality is what is, and that humans are in need of control, all led to restrictions on what could be done and how to act.

The fact that such assumptions could be inadequate for coping in the turbulence of the modern world tended to make irrelevant the organisation's substantive activity. They restricted action which could address the substantive, making it difficult to respond to

emerging contingencies. 'We've tried that before and it didn't work' was a prime example of the difficulties these assumptions created for change within the system. Doing something about solving problems, getting help, involving other people - these were not common action elements in terms of substantive issues, although they did form part of the functional operation. Subservience led to the inability to serve diffuse or pluralist expectations, especially when the only way to act was to resort to precedent; even more especially when reality was what existed. Substantive problems tended to fester, unresolved. There was no precedent for their resolution. They required change. They were outside the control systems. Their support was relatively diffuse.

It was easier to operate within the paradoxes pervading the system. There were no action mechanisms in the organisation by which these paradoxes could be resolved. For example there was an expectation, stemming from the functional reality, that work was of prime import to all employees. Since administrative work and system development was infinitely divisible, the only limitations on creating work were those placed by employees. When staff placed such limitations on their work time, because they saw family or self-interest as prime, there was a fundamental and unresolved clash of assumptions that often resulted in confrontation. Rather than the organisation tackling the substantive issue of balance between work, family and self, its procedures reinforced the notion that the only way to resolve issues was by resort to union force and restrictions on work requirements. Such issues could only be tackled within the parameters of a clear and substantive organisational purpose. Without such a purpose, there was no basis to negotiate.

The organisation had particular assumptions about its approach to the nature of human relationships. In terms of resolving the problems of power, influence and authority the Department had espoused assumptions and others which operated in a covert manner. Functional assumptions such as formality, hierarchy and protocol were the overt dominators of behaviour. At this level of operation the system typology was utilitarian, each member providing 'a fair day's work for a fair day's pay'.

There was strong ethical involvement with the functional, but little moral identity with the substantive elements of the organisation. Peer relations evolved around the work group and reflected the 'promotion by conformity' incentive system. Hierarchical power influence and authority were frequently subverted or directed by other than the formal functional operations. There was opportunity, amongst the more committed and involved,

to promulgate alternative functional goal consensus systems through moral involvement and identity. Evolving naturally around tasks, without a clear central purpose for guidance, these alternative systems either supported or subverted the organisation, depending on their own agenda and cultural goals.

Interest groups used processes such as informal lobby meetings, personality support cliques, trade-off deals, power blocks, and politically or personally generated hidden agendas. They kept others in out-groups, using communication distance and lack of information accessibility to isolate them. Such workings tended to dominate the underlying operation. Generally, though working within a complex bureaucracy that protected a formal technical system, policy change was often carefully planned and tactically implemented prior to any formal process. The latter often simply ratified a previously planned and agreed agenda.

Within contiguous functional operations such as a particular school or directorate, it was possible for non-hierarchical influence to operate. Between these sites, however, communication distance made such influence very difficult. Influence was often exerted between people who knew one another, rather than through formal channels. Between colleagues, if there was precedent, if the request did not interfere with control functions, or if sensible but regulation-bypassing operations could be hidden from audit, then they could be done.

In terms of effecting substantive purpose through system planning, partly because the human relations area was expected to operate in subservience to the environment, there was little system control or facility to make change. Only *de facto* subgroups undertook this role. The consequence was an organisation that had pluralist and often internally contradictory ends - an organisation which thus substituted function for its purpose.

In terms of peer relationships, as noted above, a fundamental determinant of meaningful learning, there was little other than formality. Love, in its various forms, had little place in the relationship between teacher and student, or between adults in the system. Without a powerful, peer enforced code of ethics, there was a well founded and deep seated fear that such relationships would not only break down the control of a formal hierarchy, but may leave the child open to manipulation and abuse by the powerful adult, or may leave the superior and the subordinate open to manipulation and system subversion.

In fact this was a 'no-go' area for the Departmental culture. Powerful formal and informal mechanisms were established to ensure abuses were kept concealed. Any abuse of the powerful adult/subservient child relationship that became public, for example, was officially treated with serious disciplinary measures. Unofficially, however, such abuse was frequently hidden from public view, either by ignoring any occurrences if possible, or by quietly manipulating the system to move the offender elsewhere. This has been discussed above and shown in part to be the consequence of administrative and legal complexities which leave the Principal of the school concerned in a vulnerable and indefensible position. Keeping the offence hidden was also covertly condoned by many parents who did not want their child involved in the adult world of litigation and prosecution. The union, although it condemned abusive practice, officially represented the teacher. In all, it was an insidious process that removed the protection structures from many students, leaving them personally vulnerable. Their only answer was to withdraw from personal revelation.

Generally throughout the system, the peer relationship assumptions revolved around the need to keep emotional neutrality, relating to one another only within single specific dimensions. As shown by the system of transfer and appointment according to position on a list determined by date order, criteria were applied to all people of the same status. Particular understandings, skills or experiences tended to be seen as a fortunate addition to the person's ability to carry out the role, rather than as criteria for selection for the specific task. Ascription by virtue of length of service and internal status achieved was the norm.

Achievement in terms of effective educational outcomes was not a strong determinant of reward. In some cases, such as using external examination results as indicators of quality teaching, it became an industrial issue. Because there was diffusion of goals and a lack of agreement about substantive worth in the purposes of the organisation, personal agendas were common. Where subgroups substituted their purpose for the organisational purpose, such as over emotive industrial issues, they could create a strong collective orientation. It was often a collective orientation in subversion of the organisation, however, rather than in fostering organisational ends.

Thus, in terms of the organisation's approach to human relationships, there appeared to be a duality. At the official level, formality dominated. At the unofficial level, more powerful multi-dimensional relationship forces operated. Unfortunately, because a clear

universal organisational purpose had not been established and there was little consensus on other than the functioning of the organisation, these powerful forces had not been harnessed to foster organisational growth. In fact they tended to subvert such growth with internal division and lack of alignment, each subgroup following its own ends, rather than using its tasks as means to achieve organisational ends.

As has been alluded to on several occasions above, in many instances these fundamental assumptions, revealed throughout the culture of the organisation in its approach to management, leadership, professional development, and curriculum implementation have been at odds with the reality of the external world. The analysis has constantly cited the turbulent nature of this post-industrial world and noted the flexible and holistic characteristics needed for the strategic fit of organisations within that world.

The cultural window detailed above revealed an organisation, *circa* 1990, that was in need of significant internal alignment and external re-alignment. From the analyses it is manifest that schools and their Departmental support structures were faced with a significant change in many aspects of their underlying cultural assumptions if they were to achieve substantive purpose, internal consistency and external strategic fit. The achievement of these states implies complex, interpersonal and holistic change. To examine whether the Department had the prerequisite capacity for adjustment to correct the situation, it is now appropriate to examine how the organisation generally approached change.

The Change Perspective

Change within a Departmental organisation renowned for its stable and predictable qualities, had been slow and incremental. Where it did occur in the functional operation it tended to be administrative, planned, and introduced in a systematic manner. Such an approach to change is seen in the literature as "adoption". (See, for example, Gross, 1971). While many administrative changes have been adopted in a planned fashion at the functional level, the analyses above imply that organisational drift has been a key feature at the substantive level. (See Owens and Steinhoff, 1976 , 21).

The drift of purpose from that of delivering concise academic content within traditional subject disciplines to the diffusion of academic, social, emotional, moral and physical understandings has contributed significantly to the organisation's dilemmas, *circa* 1990.

This pluralism and conflict of purposes was administered, for primary school teachers for example, through about thirty mandatory curriculum, cross curriculum and policy documents. Without cohesion and clarity of organisational purpose throughout the organisational structure, the pluralist drift of purpose became a salient cause of the implementation difficulties faced by teachers.

In its efforts to introduce change, generally the Department operated within a product view. (Owens and Steinhoff, 1976). This perspective tends to give primacy to innovations *per se*. Fullan would suggest that this approach simply describes externally developed innovations that are transmitted to schools, the consumers being seen only as relatively passive adopters of the innovations. This product approach he sees as a contributing factor to the widespread practice of adoption without significant classroom change occurring. (Fullan, 1982, 15). Efforts to introduce the capacity to change were thwarted by a culture and a structure which presented complex maintenance procedures that ensured the *status quo* remained.

Berman and McLaughlin also criticise the adoptive approach because it ignores the complexities of the implementation process in organisations. (Berman and McLaughlin, 1974, 8). In fact this approach appears to provide little more than for the initiation of change and does nothing to assist implementation. Educational change generally offers no clear cut user benefits. Frequently it cuts across existing personal security and social units, requiring both social system and personal changes as corequisite. As has been pointed out above, the culture of the Department and its schools, the history and traditions, gave rise to relationships and role definitions which were cemented over time. Interlocking ideas became represented in a shared language often only accessible to the initiated. Practices, structures, values and expectations were very resistant to change because old roles need to be unlearned and new role relationships need to be formed.

To examine the Departmental change approach, it is appropriate to turn to some examples of change leading up to and including 1990. Superficially, Departmental operation in say the early 1970s compared with the early 1990s looked vastly different. The advent of the 'Aims documents' of the mid 1970s set in motion an official move towards placing the learning process at the heart of all curricula. The supremacy of content was overthrown by official decree. In its place, in principle, was the striving, within the context of society, for meaningful learning that would assist each student to

reach "perceptive understanding, mature judgement, responsible self-direction and moral autonomy". (Aims of Secondary Education, 1975, and Aims of Primary Education, 1977).

School based curriculum development, supported by inservice courses, relief days and consultancy, theoretically allowed professional teachers the capacity to tailor their courses to suit the needs of their students and their particular location. Humanism prevailed, both in terms of providing better conditions for learners and more professional freedom for staff. Supervision became support but often faded into being left alone. The importance of the School Certificate was ameliorated and more students were encouraged to stay on to Year Twelve, with a proliferation of 'Other Approved Studies' courses, designed by the teachers and accredited by what was then the Board of Secondary Education.

The Department was restructured from two divisions - Primary and Secondary - into a Kindergarten to Year Twelve (K-12) operation. The mandatory three year cycle of inspections - 'Advisory' 'Supervisory' and 'Whole School' - was replaced by a system of five yearly 'School Appraisal' visits which soon fell into disrepute and was abandoned. In its place, the Inspectorate was restructured into K-12 Districts known as District Inspectors, and secondary curriculum was supported by regionally based 'Program' or Subject Inspectors. Apart from an annual administrative monitoring exercise set up from the early 1980s, or exceptional circumstances requiring intervention, Inspectors only assessed in schools when staff requested consideration of placement on Promotion Lists.

Class sizes were reduced progressively until sufficient staff was provided so that no class need exceed thirty. Careers Advisers were appointed to all secondary schools. Support Teachers/Learning Difficulty were provided by formula to all secondary schools and by submission to most primary schools. Additional teachers' aides and clerical assistants were provided to all schools. Photocopiers replaced duplicators and such technology as computers, videos and overhead projectors became tools of the trade.

Primary teachers were provided with two hours per week 'face to face relief' and their traditional 'craft' teacher became a professional part time support in areas of the curriculum decided upon by the Principal. Larger primary schools, formerly divided into infants and primary departments were encouraged to organise on a K-6 basis to

break down the artificial barriers for their students.

Social issues were addressed through the official introduction of mandatory curriculum policies. These covered the areas such as Aboriginal education, multicultural education, media education, girls' education, and the education of talented children. In many instances they were supported by consultants, specialist teachers and specialist teachers' aides. Student Welfare consultants and additional school councillors supported strong moves in this area and in the later 1980s, Home School Liaison Officers were appointed to reduce truancy. Consultants, often externally funded, were also appointed in areas such as Road Safety Education, Drug Education, Computer Education, Joint Secondary Schools/TAFE courses and Business Industry Links.

Significant programs in Special Education produced vast and well resourced improvements as the thrust moved towards integration of students with special needs into main stream schools. Special Focus programs targeted areas of specific need. The Disadvantaged Schools Program targeted schools in low income areas, providing support funds to foster school community participation in school curriculum planning. The Country Areas Program targeted isolated schools providing additional resources such as musical instruments, camping gear, consultants and specialist teachers. The Transition Education Program assisted secondary school leavers into the world of work but, as youth unemployment rose, was replaced by the more comprehensive Participation and Equity Program which focused on schools with low Year Eleven and Twelve retention rates. It attempted to provide a better environment for senior learning for the less academically able. In turn this was replaced by the Staying On Program, targeting secondary schools, particularly in Sydney's West with second Deputies and eventually also with Leading Teachers at Deputy status. Work and school were better integrated through a plethora of programs including the Joint Secondary Schools/TAFE project.

This seemed like a comprehensive change program, incrementally implemented with fidelity not only to the aims of each initiative, but with the clear overview of targeting those in need of extra support, to provide personal equity in schooling. It addressed a huge number of issues while maintaining internal stability and security for its staff. During the early phases of transition of the Australian society from the industrial to the post-industrial era, it was far sighted and high minded. With the rapid acceleration of events, the onslaught of the massive turbulence of post-industrialism and the rise of the dominance of economic rationalism, however, such an approach to change was simply

overtaken by the necessity for rapid adjustment to retain viability and contain expenditures. It was overturned by the imposition of political authority.

The approach to change had been through relatively narrow innovations, each carefully designed to address obvious need areas. One at a time, factors were singled out for change, and resources deployed in program form to address them. The approach was mandatory, implemented from the top down in an administrative fashion that required simply documentation of resource use within specified guidelines. The total outcomes were not really considered, there being no provision for measurement or general agreement about what criteria counted for success.

In many cases the rhetoric of change was not matched by the reality. This meant that well intentioned initiatives created insecurity, while impenetrable anti-change blocks became entrenched. Most frequently, the approach ignored the personal and social process of implementation. When politically driven from either inside or outside the Department, change often resulted in overload at the local level. Unrealistic time lines and unco-ordinated demands were placed on schools. Simplistic solutions did not address the causes of the problems being targeted. Inconsistencies and a plethora of mixed messages resulted from the lack of attachment of changes to any central values that were shared by all members of the organisation. Symbolic change replaced real attempts. Despite many notable individual successes, cynical retention of the *status quo* was often the outcome.

Reducing complex change thrusts to rational and simplistic programs often meant the semblance of change was in place but the substance was missing. The intended outcomes frequently fell far short of the expectations, leaving implementers painfully exposed, confused, anxious and frustrated. Once the paper policies and programs were developed, the implementers were often abandoned in terms of resource and consultancy support. Yet this was the very time when the major personal and practical hurdles, unable to be anticipated and therefore incapable of being addressed during the planning, tended to arise. The result of the lack of support was often abandonment of the program and the reinforcement of an anti-change mentality.

Reformers frequently denied the change implementers the opportunity to work through the process of rejection, loss, grief, anxiety, struggle, ambivalence and confusion accompanying any deep seated cultural change process. Dissatisfaction, intolerance and

inconsistency are features as significant change takes on a new reality for implementers. All too frequently the reformers tended simply to explain and rationalise the changes, expecting that this would be sufficient to produce adoption and implementation.

Rational solutions were provided, with accompanying assumptions, abstractions and descriptions. But the personal cost of deep seated change is high. The energy and time demand is high. No worth can easily be seen when one is faced with an isolated classroom and a day by day focus, with little sustained time for professional reflection. Immediacy and concreteness, multidimensionality, simultaneity and unpredictability are the world of the teacher.

Initial rejection was countered by accusations of ignorance and prejudice, often responded to by administrative decree and mandatory technical enforcement. The Departmental response to such negative results often meant the administrative enforcement, through mandatory memoranda, policy, monitoring and audit of the programs. Schools responded by ensuring that they had paper policies showing how the change was implemented.

Monitoring, however, infrequently assessed outcomes. Change may have become structurally implemented but, being unrelated to the real perception of school purpose, infrequently did it ensure norm readjustment. Such second order change (Cuban, 1988, 342) implied new goals, structures and roles. The subjective local realities of schools, generally ignored during the attempted change process, often engulfed the changes without disturbing the basic cultural values, organisational features or internal roles. The Department, assuming that the change was implemented, thus became removed from the realities of its schools. To Departmental administrators, the innovations became ends in themselves, unrelated to the central purpose of the organisation.

Moreover, the attempts at engineering change frequently meant that teachers had their time and energy diverted from the main educational tasks for which they had been trained. School based curriculum development has been cited above as an example of this. Teachers, with limited professional curriculum development knowledge, were expected to produce tailored curriculum statements that covered the plethora of educational, personal and social needs of their students. Frequently, the result was a 're-invention of the wheel', with virtually the same curriculum being shared across the State but unsupported by central implementation material. Once again, local teachers had to

develop such material. Small wonder that little time was available to plan and implement teaching, taking cognisance of the learning needs of the students in the class. In fact the process had distracted teachers from this central role. It is now appropriate to examine some of the systemic structures causing this distraction.

Structures Blocking Cultural Change

Senge would suggest that the difficulties facing the Department as it attempted to achieve strategic fit in a period of turbulence were caused by operation of archetypal systemic structures that disabled the real learning of the organisation. As explained in Chapter Three, the first of these he called 'limits to growth'.

Within the Departmental culture, *circa* 1990, this structure was exemplified by the emphasis on growth by addition and complexity. The changes outlined above moved the task of teaching students from one of delimitation, co-ordination and supportive structure to one of diffusion and independent operation. Whilst throughout the 1970s and 1980s this approach created some notable successes, its very breadth and complexity led to the development of entropic forces which later reversed the initial reinforcing feedback loop.

Success at reducing the confrontationist problems associated with a scientific approach to supervision left teachers alone in classrooms, removing the interactive support needed for professional growth. Success in the delivery of inservice courses denied the necessity for the long-term hard work needed to move teaching approaches from the subject oriented and didactic to the applied and integrated. Success in reducing the curriculum and learning limitations imposed by frequent external examinations led to confusion about the adequacy of learning outcomes. Success in removing the strictures of content based syllabuses led to learning gaps and insecure teachers who had little idea of the full range of learning requirements. Success at addressing emergent social issues through inclusion in the curriculum led to a patent overcrowding of the curriculum and the subsequent dilution of quality in learning outcomes. Success at giving implementation control to schools led to massive absorption of teacher time in school based curriculum and policy development, at the expense of developing the actual skills and behaviours required to teach for higher order learning outcomes. And success at constantly identifying the new requirements for education led to significant stress for those charged with the implementation of constant and unsupported, externally mandated change.

The 'shifting the burden' structure likewise led to significant change limitations. Many of the solutions outlined above are in fact cheaper and easier fixes that tend to ameliorate symptoms rather than addressing underlying problems. The human relations approach shifted the burden of guaranteeing a constant increase in professional standards and practices onto individual teachers. Paradoxically, inservice courses shifted the burden of professional growth from dynamic and integrated personal learning onto information dissemination by the employer. The removal of external testing shifted the burden of reporting learning outcomes from test results onto teacher perceptions, without providing the tools and structures necessary to clarify criteria or measure the full range of outcomes. Process-based curricula shifted complex curriculum decisions onto teachers while denying them the support structures necessary to carry out such tasks. School-based curriculum development shifted the burden of integrated curriculum design onto teachers. Subject-based syllabuses shifted the burden of curriculum co-ordination and integration onto teachers. Cross curriculum social policies and inclusions shifted the burden of social change onto teachers, not just simply requiring the preparation for, or understanding of the changes, but socially engineering the implementation of the changes. Suiting a short-term political time scale, the reliance on such symptomatic solutions over time both increased the dependency on them, and allowed the underlying problems to fester unattended. And the demands on teachers became unbearable.

The 'balancing process without delay' structure led to the growth of instability within the system. Breaking down the inspectorial system led to the inability to guarantee teacher efficiency. The reaction was a call to introduce a rigorous annual teacher efficiency review to be carried out by line supervisors. Predictably, this re-introduction of neo-scientific supervision at a face-to-face level, led to upheaval, union confrontation and subsequent Ministerial and Departmental backdown. Unstable and confrontationist industrial relations persisted. Similarly, the replacement of syllabus content with learning processes and principles led to an inability to assure all stakeholders that appropriate learning was taking place. Rather than implement expensive and long-term strategies to support teachers in this understanding and application, syllabuses were largely replaced by shared units of work, past examination papers, textbooks and photocopies. Constant calls were placed on teachers to produce new material, thus destabilising the curriculum and leading to teacher insecurity.

On the other hand, perceived delays in reaction to some of the freedoms of the 1980's led directly to excessive crackdowns in the early stages of Dr Metherell's Ministry, *vis* for

example:

- the reintroduction of the Basic Skills Test;
- the introduction of a Fair Discipline Code and the reintroduction of corporal punishment;
- the reintroduction of the inclusion of the Tertiary Entrance Score on the Higher School Certificate;
- the abandonment of the school developed Other Approved Studies courses, and
- the crackdown in the perceived control of the operation of schools and the allocation of resources by the Teachers' Federation.

All in all, the operation of this structure led to constant instability.

The structure of escalation could be seen operating throughout the system. Its epitome was probably reached in the confrontationist approach to industrial relations, where local disputes constantly erupted into State wide issues. It also occurred as the administration became more complex, creating jobs that served simply to check that others had done their job. Bearing no relation to teaching and learning, the growth in this area came at the expense of resources needed to address more professional needs. Similarly, the proliferation of specialist education to assist students once they failed in mainstream diverted the resources and understandings needed by mainstream teachers, creating further failures and the further escalation of specialist provisions. The division of the organisation into directorates, and the division of the curriculum into subjects, created subgroups, each competing to produce bigger and better programs that came together at the school where there were no more minutes in the teaching day in which to implement the programs. The escalation of this program approach led directly to an overcrowding and lack of co-ordination in the curriculum, while syphoning off essential resources from the teaching/learning interface.

Associated somewhat with the structure above 'success going to the successful' also led to the disablement of learning in the Department. Showy, short-term solutions or those where successful outcomes gained political cudos were preferred in resource allocation to those with outcomes either less obvious or taking longer to bear fruit. The infrastructure support for publicity, and the complex structure to answer Ministerial letters or attend to potentially damaging political situations were obvious examples of this structure in action. Less obvious was the disablement caused by the resource devoted to programs in politically sensitive areas such as the Special Education thrust in integration, the equity programs to overcome social problems, the Country Areas

Program to placate the politically powerful Isolated Children's Parents Association, and the plethora of programs to encourage students to stay on at school and help redress the youth unemployment problem while restructuring of the economy took place. In each of these cases success was claimed in terms of the amount of political leverage that each produced.

The 'tragedy of commons' was a particularly potent disabling structure within the Department. As mentioned above, very few infrastructure accounts were paid for directly by offices and schools. To Departmental personnel, resources for these items appeared to be infinite. The result was an overuse and wastage, drawing money from other more substantive allocations. Recognised in part by the administration, this disabling structure was addressed through the use of formulae to allocate many resources to schools. Unfortunately, the very rigidity of this gross approach to alleviate the symptom created distortions in the allocation of resources, taking no account of local factors and needs.

But the most tragic example of this structure in operation came at the classroom. Teachers, and their classroom operation, were the focal point of delivery of all of the escalating programs produced in response to the pluralist diffusion of Departmental purpose. Teachers were the common client within the Department. Every element of educational delivery competed for time within the classroom. Yet for students, the day stayed at three hundred and twenty minutes of teaching time. Within that same time, more and more was expected to be taught and learned. The outcomes included diffusion, demoralisation, a resort to reductionist learning, stress and curriculum overcrowding.

The 'fixes that fail' structure related directly to many of those described above. The Inservice 'fix' for example, did not change significantly the behaviour of teachers in classrooms, yet its apparent support led to calls for more of the same. Cost cutting measures in the reallocation of support staff from secondary to primary schools, in part answered the need for more assistance within the ever growing complexity of the primary school. But in many instances it left the secondary school without support as the operation moved onto computer, as all accounts and the budget were handled by school-based staff, as organisational patterns required more complex monitoring of such things as flexible attendance and the accumulation of course credits, and as teaching staff were making more demands for support within their more complex classrooms.

Similarly the 'growth and under-investment' structure continued to dog the operation. The very proliferation of demands on the education system led to dramatic growth. Stimulated initially by the Commonwealth Government resource allocations of the early 1970s, class sizes were reduced and technologies were introduced. Science laboratories and libraries, gymnasiums and assembly halls all became commonplace in schools. Support staff were provided and targeted programs were introduced. Without appropriate cultural change support for teachers, the expectation of huge and demonstrable jumps in the educational outcomes were, however, not fulfilled. The shibboleth that better results would not be forthcoming until class sizes were reduced to less than fifteen was used as the excuse to maintain or even cut the allocation of resources to mainstream classes. At a time when the demands on mainstream education were proliferating, the consequence of spreading the same resources more thinly over more programs and more students was that educational outcomes were impossible to maintain across the full range of expectation. Thus there occurred the growth in disaffection with the system outcomes as referred to in the Coalition Policy Statement prior to the 1988 election. The outcome was a structural brake on the resource allocation, and in many of the more important long-term areas, a lowering of expectations and aspirations.

Conclusion

The analyses above indicate the cultural paradigm of the Department in operation. Each of the fundamental assumptions from each of the areas examined became locked together in a paradigm or world view which conditioned the internal operating responses of the organisation. There was coherence in terms of linking situations to behaviour in a regular pattern. Thus, *circa* 1990, there was a Departmental culture. This culture, however, was dominated by the disparate ends of a variety of interest and subcultural groups. There was little alignment to a substantive and coherent educational purpose. The culture was internally inconsistent and externally out of alignment with reality.

Assumptions about subservience to the environment created irreconcilable difficulties when the environment became turbulent and pluralistic. They led to a displacement of the substantive by the functional. This occurred in terms of focus on input rather than outcomes, on standardising both input allocation and output requirements, on allowing administration to dominate and block the educational operation, and on promulgating passivity or control to ensure formal subservience.

Such values led to internal inconsistencies in terms of the diffusion of direction. There were attempts to make inputs comprehensive, to have choice and diversity of inputs midst standardised output, and to have efficient administration by universalistic procedure. Such responses, generated from within archetypal structures that limited organisational learning, prevented attention to the particular and the exception. Moreover, they prevented the organisation from analysing, envisioning and creating its continuing place as part of a dynamic society. Without this it simply remained an anachronism, an organisation conditioned by its past, trying to be all things to all people and ending up satisfying the needs and requirements of few, especially the students as clients.

Departmental assumptions about reality, truth, time and space revealed similar inadequacies. The emphasis on empirical views of reality reinforced administration in its displacement of holistic education. They supported individual conformity midst a reality that was complex, viewed differently by different people, and presented diffuse goals. They were based on the false assumption that there was agreement on what was rationally resolvable and what was not. And they attempted to force dominance of the rational in a turbulent world where interconnections were as important as the products they were connecting. The implications for learning were significant.

The simplistic and rationalistic view of social reality led to the conscious displacement of client groups from real participation in the organisation. It was internally inconsistent to focus on the whole learning needs of the student while at the same time maintaining provider capture of the learning activities and outcomes. Such delimitations of the outcomes ignored the reality that synergy and holism were needed in pragmatic resolution of the problems faced once the student left the protection of school. Moreover, the strict boundary delimitations between the plethora of groups and subgroups operating as the Department meant that, without a clear and universally agreed educational purpose, there was a proliferation of internally inconsistent and organisationally debilitating sub-purposes.

Empirically bounded views of truth ensured that functional values such as hierarchy and experience, precedent and text, division and individuation, dominated the operation. Blocking internal capacity to resolve more broad and intuitive issues, such approaches tended to leave substantive elements unaddressed. The results of certain easily measured parts of the organisation, as tested for example at the Higher School Certificate, were

seen as the whole truth. When that truth appeared to lack efficacy in terms of resolution of real problems, the entire purpose of organisational existence was threatened as it became alienated from its clients and reality.

Monochronic views of time created displacement. Because everything was seen as linear and singular, administrative tools were seen as efficient mechanisms. Their dominance effectively denied the holistic, interconnected and polychronic nature of the modern world. Formal mechanisms for space and time dimensions were used to reduce daily operation to the mundane, leaving more substantive issues unresolved. Paradoxically, they created stress as more and more pluralistic demands were placed on system operation.

Simplistic and paradoxical views of human nature added to the internal inconsistencies. Curriculum processes espoused autonomy but left teachers without the technical, personal and social support to implement the spirit of the curricula. Staff development principles espoused professionalism but left the teacher unsupported in the classroom to undertake a long-term and complex learning process. School-based curriculum development espoused individual student needs but addressed teacher interests in school-standardised inputs for State-standardised outputs. Partly because of inadequate outcomes from these processes, control elements tended to dominate the approach to human nature, displacing the substantive with the functional and producing limited and inadequate results.

Bureaucratic values of hierarchy, conformity and subservience tended to substitute utilitarian ethics for substantive moral involvement in the operation of the organisation. The need to overcome the dependence syndrome ensured that formality dominated human relationships. Moral involvement was developed around task and special interest groups, rather than around organisational values. It thus oriented to the subgroup purpose rather than that of the organisation. Coincidental operation of a variety of such groups led to conflicting cultural goals. The complex nature of intergroup boundaries and relationships tended to impose politically intertwined directions as *de facto* organisational goals. Only by chance did such goals coincide with the dynamic strategic purposes that were needed as the external *raison d'être* of the organisation.

Each of these restrictive assumptions conditioned the human activity undertaken in the organisation. Administrative restrictions and formalities abounded to control work

activity, ensuring that it conformed to regulations but often preventing it from being either professional or problem solving. Internal 'empire building' frequently meant inefficiencies and attention to relatively unimportant detail, while large and substantive issues remained unresolved.

The very nature of the assumptions indicated the immobility of the organisation as a whole. Internal inconsistencies between assumptions debilitated the operation. The lack of substantive purpose meant that functional ends became substituted for worthwhile purpose. The range of functional ends representing many subgroups often worked at cross purposes. Moreover, the turbulent nature of the environment in which the Department came to operate meant that the fundamental assumptions, based as they were on stability, did not fit with strategic reality. This difficulty was in need of attention before internal dislocation could be resolved.

Into this culture came the Coalition Government with its strongly held belief that a more responsive organisation was needed to take public education into the Twenty First Century. And into this culture came the Cluster Director, a position with the potential to deliver the intersubjective and deeply rooted cultural changes needed for the long-term existence of the organisation. In the following chapters a case study of a region, cluster and schools is described and analysed. The Cluster Director role forms the focal point of that analysis.

Appendix 6.1 is a series of tabulations that follows the pattern set in the previous chapter. Each tabulation sets out the significant perspectives of the Departmental organisation, with subheadings pertaining to the area being examined. These are accompanied by descriptors of the Departmental culture, *circa* 1990. Comparing this taxonomic analysis with that constructed in Chapter Five demonstrates the analytical value of the theoretical approach.

The taxonomy in Appendix 6.1 cannot simply be mandated or administered into being. The process of cultural change is long, circuitous, deeply personal, situationally specific and apparently chaotic. Simplistic attempts to force its pace or mandate its existence serve only to block its establishment by diverting the agenda from the development of shared values to the fulfilling of administrative requirements.

CHAPTER SEVEN

CASE STUDY OF THE EARLY STAGES OF A PARADIGM CHANGE

PART 1: THE STRATEGIC INTERFACE

Introduction

In the previous chapter, the theoretical framework established in Chapter Five was used to analyse the historically entrenched culture of the New South Wales public education system, *circa* 1990. In this, and the following two chapters, the framework is used to examine a case study of a region, cluster and schools during what was designed to be the early stage of transition from that culture.

Based on participant observation, semi-structured interview and analysis of reactions to clinical interventions, the study is designed around three interfaces, each considered critical to the change process. The focal point of the three interfaces is the role of the Cluster Director, a position charged with leading the change for the schools within line responsibility.

The interacting external influences on the implementation of the role, including the Ministerial, Board, Departmental, Union and Regional considerations, and the general community milieu are examined along with the nature of the change process itself. Together, these constitute the strategic interface. The Principal interface, a case study in Chapter Eight, shows the dissemination problems of the 'new' paradigm as a Cluster Director attempted to establish leadership density within the cluster. Chapter Nine details the school interface, examining the impact of planned and unplanned, focused and somewhat osmotic attempts to change the paradigm, and especially in terms of the outcomes of teaching approaches and student learning.

The strategic interface influences on the operation are presented in chronological and hierarchical order, much as they affected the Cluster Directors over the first eighteen months. The first part of this examination looks at the Department as a whole. Reviewing the impact of Schools Renewal, the critical incident which sparked the changes, the analysis examines the initiating environment, the perceived scale of and support provided for the changes, perceived relevance, properties of the changes, the change

management orientation, and the impact of further restructuring.

As the changes gathered momentum, the focus for Cluster Directors moved towards regional influences. At this point therefore, the analysis shifts to the structure and operations of the case study Region, highlighting the impact they had on the Cluster Directors. A situation analysis is followed by the perceptions of direction and intent communicated through the Regional induction program. The Regional initiating environment is then examined, as is the Regional organisation.

The third section of the chapter examines the impact on the Cluster Directors in more detail. From initiation throughout 1990 and 1991, their role and function are closely studied. This section is expanded further by a clinical analysis of the Regional strategic planning process. A postscript to the strategic interface is added by examining the impacts of a further restructuring in September, 1991, and the strategic planning process following this restructuring.

The Strategic Interface, Part One : The Departmental Response

Schools Renewal as a Critical Incident.

As noted in the introductory chapters, although change in the Department of Education had been slow and incremental, the advent of the Coalition Government in March, 1988 heralded typically wide-ranging reform spearheaded by the implementation of Schools Renewal recommendations. The then Minister, advised by a private consultancy group, took a conscious decision to make significant change in the long established, centralised and bureaucratic operation of the New South Wales Department of Education. The tool was a structural reorganisation of the Department which was to act as the 'critical incident' in the initiation of significant change towards community based operation of each public school. Figure 7.1 over page shows the structural organisation of the new Department of School Education as recommended by the Scott Management Review.

The central organisation was to be reduced to policy decision making and equitable resource allocation, establishing an outcomes accountability structure to ensure overall policy alignment. Schools were to be given the authority to carry out the broad central policies through customised responses to local need. As such, governance of schools was to move from provider direction to a sharing of responsibility between the community as

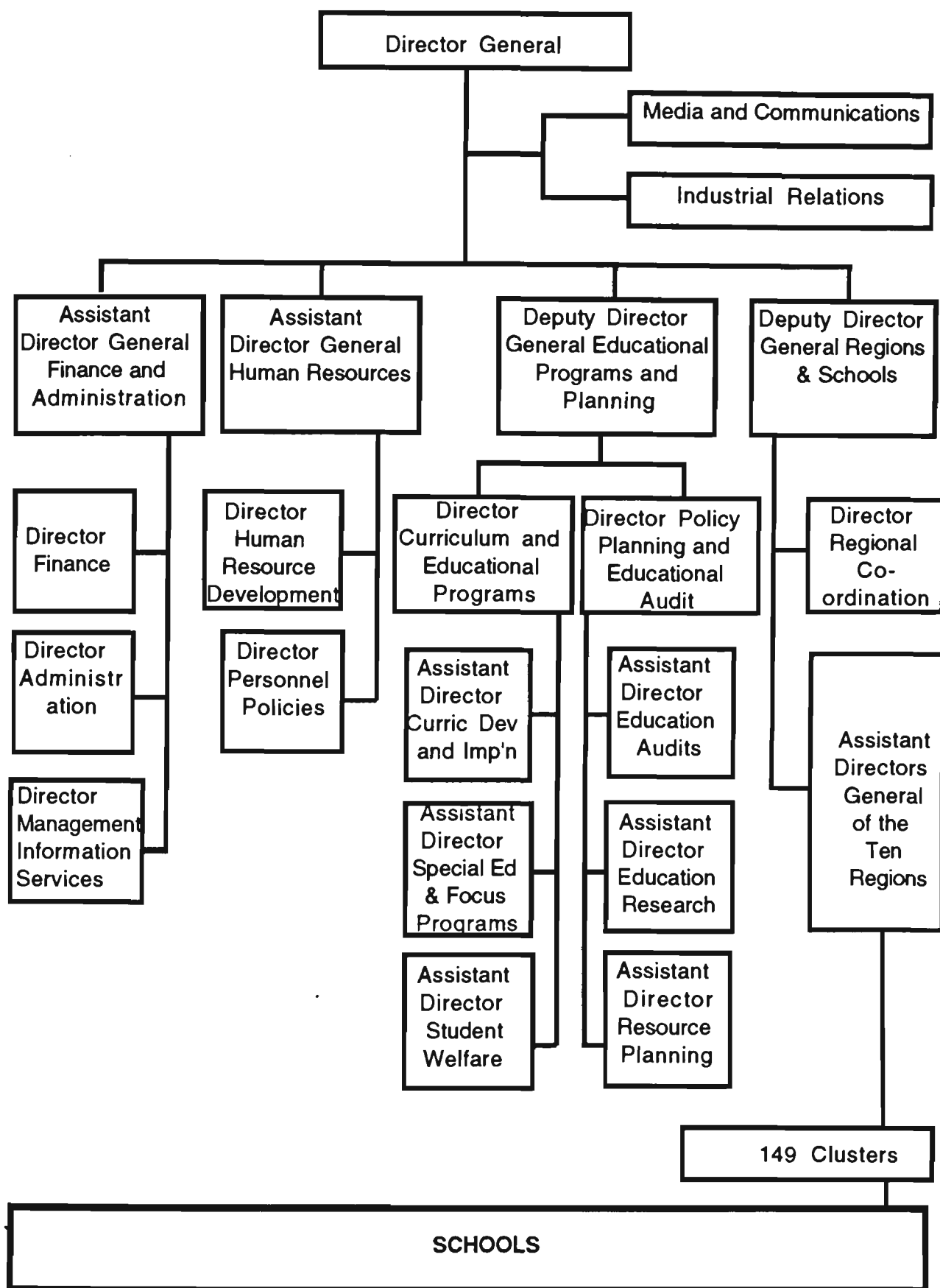


Figure 7.1

**Structure of the Department of School Education
(After School Renewal p20)**

clients and the school staff as professional advisers.

Officially and at system level, the changes to the organisation of public school education in New South Wales were planned, systematically introduced and large scale. Of most significance, however, is the fact that the magnitude and type of change expected from the implementation of Schools Renewal strategies left the system norms open to a paradigmatic change in the world view of the people involved; from senior administrators through to classroom teachers and the school community. Virtually for the first time the cultural base of the organisation was revealed, allowing a different focus in the culture of operation. This refocusing can be taken to imply movement from a paradigm dominated by the rational and formal to one in which the formal, technical and the psycho-social realms, the rational and the intuitive, the internal and external forces, the functional and substantive realities, could work holistically to ensure a high level of quality educational outcomes.

The first eighteen months of system change saw an historically remarkable overhaul of Departmental management procedures affecting school, cluster, region and central levels of operation. A Schools Renewal Task Force, and the Central Policy Committee (later renamed the State Executive) challenged many of the previously entrenched shibboleths of Departmental operation, incrementally shifting authority towards the schools.

The External Committee of Review noted the following significant features in its First Annual Report :

- * commencement of school renewal (strategic) plans in many schools;
- * establishment of a phased program to introduce school councils in all schools;
- * abandonment of the 'List' system of promotion and the introduction of local merit selection through 'special fitness' appointments;
- * establishment of a flexible resource trial to give volunteer schools and clusters the capacity to reallocate and select some staff resources;
- * devolving of human resource development funds to schools, (initially at the rate of fifty dollars per staff member, but in 1991 at the rate of about two hundred and forty dollars per staff member with an additional although smaller allocation in the second semester);
- * establishment of global budgets such that all schools handled some five to ten items of their budget in lump sum rather than as line allocations;
- * installation of the OASIS computer system for administration in many

schools, with some using library and some financial support software as well;

- * approval for schools to retain accrued interest from investments, convert fifty percent of annual requisition funds to cash, retain most unspent funds, and take computer education funds as lump sums if they wished;
- * establishment of one hundred and forty nine school Clusters, their directors being given Senior Executive Service (SES) status and salary; many Principals reported greater access to and involvement in the development of their support infrastructure through the operation of these clusters;
- * involvement of Cluster Directors in communication with the community especially promoting the establishment of school councils; assisting schools in global budget trials and the management of school property; developing recruitment and selection skills; promoting cluster based professional development courses; participating in staff culling, selection and staffing liaison; promoting the Flexible Resource Management Trial; advising schools on the use of human resource development grants; consulting on the allocation of flexible ancillary and additional (Ministerial allocation) ancillary days to schools; and establishing Education Resource Centres (Education Resource Centres);
- * structural realignment of regional administrations, boosted by the addition of over three hundred personnel positions, many redeployed from Head Office;
- * establishment of service Directorates of Educational Programs and Planning, Human Resource Development, and Administration and Finance;
- * approval for regions to handle their own staffing operations, salary administration, professional development organisation and properties administration;
- * reduction of central administration from about two thousand five hundred people to eleven hundred and ninety personnel; thirteen central directorates were reduced to eight;
- * responsibility for policy development given to the Central Policy Committee, made up of the five senior central officers and the ten regionally based Assistant Directors-General;
- * promulgation of a strategic framework for the next ten years; policy initiated in the areas of human resources, local selection, promotion and transfers, schools renewal expenditure, school councils, staff operation devolution, purchasing and supply procedures, and the flexible resource

allocation trial;

- * establishment of a regular newspaper titled 'School Education News', incorporating the former Education Gazette and Human Resources Bulletin, to draw the attention of staff to strategic and policy issues;
- * abolition of assessment procedures by inspection;
- * voluntary trialling by Principals and Cluster Directors of a comprehensive appraisal system, designed to eventually replace the Teacher Assessment Review Schedule;
- * reclassification of schools into more categories, Principals receiving significant salary increases, commensurate with the size of their school and the increased responsibility they were given, and
- * establishment of an independent Board of Studies, redeploying one hundred and fifty one former Departmental positions and taking over K - 12 curriculum development and inspection of implementation of Board requirements.

As the External Committee of Review noted in its First Annual Report, "... the basic structures recommended in School Centred Education are now in place.... A considerable amount of progress has been achieved...". (36). The report went on to note, however, that:

More substantial devolution of resources is necessary.... (and).... the way now seems clear to speed up the procedural reforms necessary for more authority and resources to pass to school and clusters. (37).

Indeed, while in selected quarters there appeared to be growth in enthusiasm for the principles and potential of the reforms - the typical proportion of 'early implementers' - some deeper analysis of the impact of the changes in the first eighteen months is essential.

Initiating the Changes

Initiation is described as "the process which leads up to and includes a decision to adopt or proceed with change". (Fullan, 1982, 39). In the current case, system wide change in structure was developed by the Scott Management Review following extensive investigation of the present structure. However, as noted above, Scott's recommendations were mandated by the Government and introduced initially without significant consultation. For schools, the perception was that an administrative decision had been

made that they would 'renew'. Because the details of the changes were not explicit in the *a priori* sense, there was considerable capacity for schools to control or resist the implementation, producing what Fullan describes as "false clarity". (Fullan 1982, 28).

This was especially evident when one recognises that the ambient feeling among school staff was one of group insult at the perceived implication of the term 'renewal'. Apparently for a large number of people in the system the term evoked the notion that they were perceived as doing a poor job. While internally there had been some disaffection with their lot, this externally generated negative judgement initially was sufficient to unite the system as never before.

Combined with what appeared, through media and union reports, an insulting and ignorant tirade against teachers and an apparent Ministerial dismantling of systemic 'sacred cows' such as class sizes and period allocations, the changes generated an intense internal self-examination to identify and value the good points about the operation. They precipitated the internal rise in self-esteem to prevent the undermining of 'taken for granted' security.

The case study analysis of school impacts, reported in Chapter Nine, tends to indicate that this fight was transformed variously into either a sense of hopelessness or 'flight'. In some very few cases the changes were seen as opportunity. Evidence gained by extensive personal observation and analysis of published material such as Education, the journal of the New South Wales Teachers' Federation, indicated a massive underpinning of negative and suspicious feeling still seething just below the surface of daily operation some eighteen months into the restructuring. This was especially the case in secondary schools and especially at the level of Head Teacher. As the First Annual Report of the External Council of Review noted, there was ".... anxiety and frustration within the school community...." with many not "....understanding the strategies being proposed for each major element of reform". (ii/iii). Thus the initial change appeared to have created a difficult personnel and organisational environment for implementation.

Scale and Support

Relative intensity of support by members of the hierarchy is seen by Fullan as a component affecting initiation. This can be coupled with the actual and perceived scale of the proposal. Chin (1967, cited in Giacquinta, 181) classifies changes as

'perturbations' which are temporary, 'substitutions' which are stable but small in scale and 'restructuring' which requires deeply rooted value changes. Changes proposed in Schools Renewal could fall into the latter category, requiring value changes in all parts of the education system. This has special significance for stakeholders such as the Departmental hierarchy, the administration, the community, the Principals and the teaching staff. The reaction of school staff will be examined below. For now it is appropriate to examine the perception of scale of change and intensity of support from the standpoint of the strategic interface.

An initial 'spill' of Head Office and senior personnel from Director-General through to Inspectors of Schools took place in the latter part of 1989 and the months to April 1990. Within that relatively short time, although it seemed from within to be interminable and insecure, the Departmental bureaucracy was given the biggest shake-up of its one hundred-odd year history.

Some seventy of the two hundred or so officers previously holding Inspector of Schools and Chief Education Officer positions or above were displaced. The numbers of Head Office personnel were reduced from two thousand two hundred to one thousand one hundred. Despite this, the perception from within and outside the new group was that, in general, the 'deck chairs' had been reshuffled but much of the old staff had been retained. There was a measure of amazement amongst senior personnel at the appointment of some who were previously seen as relatively incompetent, while some who were seen as credible were not appointed within the Senior Executive Service. 'Outsiders' were appointed to some positions but often they had been associated with former Departmental operations. It was a matter of some controversy at State Principals' Council level that few Principals were appointed to Cluster Director positions. Likewise it was a matter of 'old guard' controversy that some relatively junior personnel were appointed to critical functional positions with little immersion in the infrastructure previously established to facilitate those functions.

With the previous dominance of a formal administrative approach, as identified in Chapter Six, of particular significance was the fact that senior Central administrative staff were generally reappointed and in turn appointed their own support staff. The same did not go for some regional senior executive positions. The Central Policy Committee was perceived to have a 'pecking order' based on previous seniority. New Assistant Directors-General had little chance of choosing close-knit, directed teams. In some cases

Assistant Directors-General apparently had little say in their teams. One Assistant Director-General was forced to take sixty percent of Directors who were not specifically chosen by interview within that Region. (This information was conveyed privately by members of Regional interview panels). It was a perception amongst senior personnel that some past debts were paid through appointments.

Also of significance was the fact that many previous directors and senior Head Office and regional personnel were appointed as directors to metropolitan regions. While these positions carried virtually equivalent salary and status to their previous positions, generally they were perceived as relative demotions, leaving potentially disaffected officers in key operational positions. Moreover, many of these people were seen by school personnel as being quite removed from the schools. Their credibility and capacity to address school issues was questioned. Yet these senior staff were charged with generating system wide, value based change.

Involving a new system approach that purported to focus on teaching and learning, changing from administrative to educational leadership, facilitating a possible paradigm shift within school organisation and classroom teaching, this restructuring had the capacity to disturb and overwhelmingly relocate the culture of State school education in New South Wales.

The early field research indicated that the change was treated by staff and the community as of less significance the closer one was to the classroom. On the other hand there appeared to be a paradoxical tendency amongst the higher echelons that, while espousing system wide change, they operated their own tasks within the value structure of the previous system ethos. This was especially pertinent to the administrative staff whose procedure manuals and levels of delegation still required input control and accountability structures. What appeared as outcomes for these people were in fact simply inputs within the educational process. False clarity seemed to prevail as the functional reality continued to displace the substantive throughout the system. Some examples, below, demonstrate this point.

An analysis of centrally generated memoranda, policy decisions and public messages delivered by senior officers indicated that there was still a tendency to emphasise the system requirements in terms of input controls rather than in terms of educational outcome accountability. While there was considerable progress in the official devolution

of responsibilities to Principals of schools, these tended still to be relatively peripheral and fraught with bureaucratic checking structures.

As examined from the Regional perspective below, much of this was due to the inadequacy of technological support for a system which employed more people than almost any other single employer in the country. Much of it, however, was generated by the continuation of the mindset of incremental line and input control that dominated the administration of the Department. Single loop learning prevailed.

For schools, the initial guidelines for school council membership and operation, later overturned by decree of the new Minister, were one example. Bureaucratic paperwork to account for minutiae in terms of the allocation of school based human resource development funds was another. Computer driven OASIS finance packages, designed specifically to assist school accounting, generated considerable extra work for Principals who, for example, had to provide up to eight signatures for each cheque drawn. Moreover, the additional workload placed on clerical staff, meant that teaching staff had to carry a higher workload of typing, duplicating and ordering.

Global Budgeting was seen only as relatively small scale bill-paying, with the tight financial accountability structure placing additional burdens on limited, undertrained and poorly paid school administrative staff. A few schools were able to make savings and interest through this form of budgeting. In general, however, they were not provided with, nor did they have the obvious capacity to generate, the resources with which to build the minimal infrastructure necessary to take advantage of the devolutions. The dominance and effects of control lines in regional budgeting are examined below.

The implementation of the Flexible Resource Management Trial provided another example of the difficulties associated with the limited and controlled implementation of devolution. Flexible resource management had the potential to allocate resources to address real needs. Strictly applied and restrictive criteria for placement on this trial, accessible only by submission, meant that few were able to take advantage of this freedom to choose and focus staffing resources on educational programs.

Whilst there was some evidence of innovative practice through flexible and co-operative use of staff in new ways, the Flexible Resource Management Trial was generally seen as a 'back door' means of localising staff selection. This in itself was an indication of the

school-based demand for the capacity to select staff on their merits for the job. Yet central statements clearly indicated that the trial would not be used for this purpose alone. These statements were made despite the fact that the External Council of Review First Annual Report consistently referred to the trial as "Flexible Staffing". (For example, pp 19, 22). Obviously, the fact that many Principals used the Trial only for local selection of staff indicated their false clarity in terms of its potential. To limit its operation because it was being redirected to achieve another important outcome, however, could indicate an equally false clarity and non-holistic approach by the senior officers who were directing the change. On the other hand it was more likely to be a response to avoid conflict with the Union. This issue of negotiation with the Union, explored in more detail below, was a prime determinant of many of the old system vestiges that tied the system to slow devolution.

The tightly structured requirements for selection of staff for the Trial and for merit based local selection of executive were further indications of bureaucratic input controls to accommodate union and monitoring pressures. Merit-based selection was the obvious way of choosing the best available staff for the specific job. The initial procedures, however, resulted in huge amounts of Principal and Cluster Director time being taken up on culling applications and conducting interview panels. It appeared to be extremely difficult to negotiate time saving and less bureaucratic revisions of these procedures, the union clinging strongly to the previous seniority and transfer system. (See for example Cross, 1991).

Moreover, the concurrent operation of statewide transfer rights for sixty percent of the total permanent staff and the need to place nominated reductions from schools and Head Office meant that many schools which were categorised for local selection or which were participating in the Flexible Resource Management Trial had their vacancies filled by regional placement. With the introduction of 'risk management' operations in areas such as workers compensation, this often meant the imposed placement into a school of staff undergoing rehabilitation. The expectations established in school communities, especially those with school councils, that they would participate in the choice of senior staff, were frustrated as the system thwarted the devolution process.

Of special concern was the fact that there was no review of the capacity of any part of the system to replace staff with more effective people if these were available. The convoluted, subjective and personally demanding mechanisms for development programs

and efficiency determinations, coupled with the Principals' reluctance to call a staff member's efficiency into question for fear of Federation or staff backlash, meant that there was no effective opportunity to cull and replace once the staff member was appointed. Given that the whole operation of schools hinged around the staff team approach to ethos, this lack of opportunity remained a most important blockage to renewal.

At the other end of the continuum, central administrators chose a bureaucratic approach to the allocation of those resources which were devolved to schools. Formula allocation, whether it be based on staff/student numbers, socio-economic or other perceived disadvantage, isolation or some other State wide concept, was roundly criticised in the Scott analysis in terms of its capacity to address equity and excellence issues in education. Yet in terms of, for example, human resource development budgets and casual relief teacher budgets, formula allocations were made, albeit direct to schools.

State-wide allocation decisions assumed, simplistically, that a complex array of locally specific educational needs could be addressed by a limited range of indicative factors. It also assumed that the funds would be spent on quality programs in each of the recipient schools. A variety of reasons militated against this latter assumption. Some schools were not ready for some programs. Some were led by people who lacked sufficient understanding to mount cohesive programs. In terms of human resource development, many Principals were trained only in the human relations approach where the Department provided courses and teachers took them on a voluntary basis. They had little understanding of a more focused, purposeful, planned and balanced skill development approach. When this difficulty was coupled with the requirement in major budget areas that the money be spent by the end of the calendar year, there was bound to be waste through *ad hoc* expenditure. Meanwhile, the potential to develop and implement more effectively targeted and available programs continued to go begging for want of funds.

Cluster level program budgeting, so essential if funding is to be allocated to effective and equitable educationally oriented programs rather than input to line items, was not seen as compatible with devolution and the school focus. Within the case study Region, each Cluster Director received an initial grant of six thousand dollars for professional development activities and a relief day allocation of fifteen days. This was boosted by a further three thousand dollars allocated for Schools Renewal Professional Development. A further two hundred and thirty days of Flexible Ancillary staffing was allocated for

Cluster Director distribution. This was bolstered by a further two hundred and twenty five days at the Minister's behest to assist ancillary staff, especially in small schools, with the devolution of administration. Moreover, a primary staffing supplement of up to one point two staff positions was allocated for the Cluster Director to distribute in consultation with Principals.

Here was the beginning of the potential for the Cluster Director to design a support structure that could target local needs by developing and implementing specially focused, value driven, integrated human resource development and curriculum implementation programs. During 1991, however, this capacity showed ominous signs of erosion in favour of naively placing all funds in schools. There was an overture suggestion that Principals may repool their funds if Cluster activities were seen as more effective. In practice, among other things, the low staff morale and the hold up in allocation of additional salaries for executive, combined to make particular demands on the school allotted funds. There was a strong expectation that all such funds would be spent directly on staff and that staff would decide on where the money would be spent. For Principals to syphon off funds for indirect assistance and cluster co-ordinated activities took not only innovation, insight and planning but also courage given the prospect of daily criticism. The misguided allocation of these funds directly to schools was a further example of a 'one best way' method being inappropriately applied for the sake of administrative convenience and in the name of devolution.

Overall a vicious circle seemed to have been established whereby the initial devolutions were limited because the schools could not yet handle them effectively. Difficulties in handling were fed back to the system in calls from Principals' Councils, the External Committee of Review, parent associations and the Teachers' Federation to consult, regulate to protect, provide more resources, and give more support. On the one hand there was continued external and political pressure to devolve more quickly; on the other was the internal scream to slow down. The system response was to provide new devolutions accompanied by 'support structures' which generally implied time consuming checking mechanisms. The system had not generated the capacity to develop creative and differentially applied answers such as full devolution, outcome accountabilities and cluster based structures.

On the one hand, there was potential for wastage if neither the knowledge nor the infrastructure was available to support wise expenditure. Indeed, with neither locally

(School Council) nor centrally based regulatory mechanisms (Quality Assurance and Profile Reporting) to audit allocations in terms of outcomes, there was potential for misallocation, if not misappropriation. On the other hand, with incremental devolution, the demonstration effects of the real potential gains could not be achieved by those who were able to take advantage of them. These effects were being held up as the slow majority resisted their introduction.

The result was stasis. Despite the assertion by the Director-General (personal communication, June 1991) that all of the "good things were already out there" (the authority and funds) while the schools were still "relatively protected" (from outcomes audit and political accountability), the general field perception was that much of the load of work load was in the schools but little of the benefit could yet be gained. The major problems for early implementers were cited as lack of resources to implement the changes and lack of sufficient influence and authority to change the school team and develop a new ethos.

Continuation of this stasis, reinforced by the apparent system incapacity to implement in other than statewide or bureaucratically controlled trial form, had the potential to undermine the process. Apparently this was well recognised by the Minister in January 1991 (address to the Institute of Senior Educational Administrators) when she insisted that the Department "had to learn to let go". It was reinforced by her in June (symposium on 'Towards 2000' held for Directors) when she criticised the concepts of "formulae", "memoranda", "trial" and "pilot" driven incremental changes.

On the other hand, the removal of central infrastructure without adequate replacement mechanisms left some aspects of school operation in a parlous state. Nowhere was this more evident than in the need for technological infrastructure, examined below. On perhaps a smaller, but symbolically significant scale, it was evident in the community relations function where the 1990 Nyngan Flood Relief Benefit Concert at the Sydney Town Hall was attended by only a small student audience because the mechanism to invite and arrange for school attendance had been removed. Until a 1991 Office of Public Management review generated the re-establishment of a central properties branch, it was evident in the lack of structure to provide advice on or oversee more complex local properties issues. Regions had not built up the expertise to handle such difficulties.

It was similarly in evidence in the area of curriculum support. As mentioned above,

there was a move to an independent, statutory Board of Studies and implementation of legislation which changed subjects and cross-curriculum policies into Key Learning Areas. The Board instituted a tight time frame to introduce its mandated changes, each of which had significant but unclear implications for the operation of schools. At the same time, the removal of the subject based Secondary Inspectorate occurred. This group had served a significant role in curriculum support. The new structure generally was not able to provide consultancy in all curriculum areas. The few consultants available carried relatively low status and frequently were unable to give firm guidance because new syllabus documents mostly were unavailable.

The perceived uncontrollable nature and speed of curriculum change, apparently unsupported but carrying heavy accountability requirements, possibly implying significant structural alterations to schools, faculties and indeed employment conditions, paralysed many secondary schools in particular. Analysed more fully in the school interface section below, this overriding and complex area of concern prevented access to the many benefits designed to accompany Schools Renewal changes.

During initiation the system did not take real advantage of the Cluster Director as a senior, highly skilled, highly paid and locally based leader, to implement the new paradigm. Instead it tied the Cluster Director and Principal to administration of input control mechanisms rather than providing them with the tools, allowing them time, resources and authority to make use of the tools, and holding them accountable for the educational outcomes that resulted from their operation.

Perceived Relevance of the Changes

Principal and teacher perceptions of the source and reason for the policy and procedural changes were significant. For the recommendations of Schools Renewal particularly, the widespread perception that they were politically driven for mechanistic and economic reasons and 'ignored the needs of the kids', served as a focus for much criticism.

Levitt's work mentions the relationship between the innovation, the primary goals of the organisation and its subtasks. (Levitt, 1965, cited in Giacquinta, 181). The general perception in many schools was that the link between the new structure and the perceived primary goals of the schools was not only unclear but perhaps even undermining. As Fullan (1982) suggests, while the need may be great and the change

relevant to the wider society, the critical factor here is whether the people charged with implementation perceive it as a change that touches their personal and job related priorities. In this sense the more focused and specific the innovation the more likely it is to be perceived as satisfying a 'real' need. The perception is a function of the stage of concern and the breadth of view of the implementers.

As suggested in the previous chapter, two features of school and Departmental operation are the control of system operation and the provision of personally supportive working conditions for employees. Any change which attempted to wrest this control would strike significant resistance at any level that perceived potential loss. Resistance was seen especially at the radically reduced and relocated central professional level and in the administration. It was found in the reaction by Principals who feared that the reforms could threaten their efficacy and security. It was found throughout the school executive and staff who feared a reduction in their discretionary powers and an increase in already heavy demands. It was even evident in parents and citizens groups who feared the erosion of their power base as school councils became established. It was heard in the conversations of teachers who saw their Principals continually out of the school, their class sizes increasing, their career paths and even their security of tenure unclear, while externally generated demands on their time were increasing.

The fact that these changes were implemented through reports covering system structure, curriculum organisation and legislation, but making no significant statement on teaching and learning, meant that fundamentally they were seen to address only the functional reality of the operation. The substantive reality of the learning outcomes, however, was a focus for teacher talk. Teachers saw this substantive reality as being displaced at system level. The ethereal term 'quality education' was bandied about as part of a vision but there was no adequate and communicated system attempt to define, explain and clarify what this meant.

As suggested by the theoretical framework for this thesis, such communication had to be at the heart of the system operation if the substantive were to displace the functional. Yet difficulties in clarifying it led to a gap in the vision. Filling this gap, teachers espoused quality education as the key to their role, but its practical meaning was undefined. Attempts to clarify and implement the essentials of quality education could lead to severe difficulties for many teachers, but the lack of clarity of practical meaning gave them the opportunity to make use of the words as their apparent central mission statement. Indeed

'what about the kids' was a catch cry to which they attached great symbolic value. It had cultural meaning, however, more in terms of the *status quo* of working conditions and student conforming than in terms of flexible and analytically based teaching approaches and high order student learning outcomes.

One of the most significant difficulties in defining quality education was that the same descriptive terminology could be used to fit different intents and orientations, depending on the unstated personal meaning of the user. There was a vastly different set of beliefs and practices underlying each interpretation which needed to be made explicit if intent was to be carried out and the salient problems addressed. It was essential that the central values of quality education be clarified at system level if these changes were to have an impact on the heart of the culture of the organisation.

Properties of the Change

Without a clear understanding of, and attachment to, the normative values underpinning the notion of quality education, the apparent ambiguity and generality of the changes themselves tended to create friction. There was a tendency, particularly at administrative level at region, clusters and schools, to oversimplify the changes, fitting them within the ethos of the current operation. Reductionist approaches focused on the implementation of components such as school councils, global budgets, local staff selection and flexible resource management. The essential beliefs and impacts on the teaching/learning interface, however, were not connected to the changes.

For those desperately trying to implement the changes, such reductionism at least gave them the security to handle the inefficiencies created by restructuring, and allowed them to resume control over an internally chaotic work place. But the lack of substantive attachment for their actions left them vulnerable to work place criticism. Those whose security and clear role definition were being undermined by the changes at school level could see little purpose in them. In fact the changes were seen as diverting the agenda from teaching and learning to administration, as people came to grips with new requirements and operations. Rather than the changes attaching to teacher belief structures, they appeared to be attached to a wider politico-economic agenda.

For many of the early implementers, painful unclarity frequently accompanied their reductionist endeavours. The complexity of the changes and their lack of explicit links to

improved learning and teaching meant that incorporation into the belief structures was an intellectual quantum leap for most in the system. There was nothing apparent in the change process to foster this.

From the macro-environmental viewpoint, Schools Renewal recommendations addressed significant and complex issues, of which many participants in the school system appeared to have little understanding. The messages were received against a noisy and blurred, emotionally charged background set off by unfortunate political statements which polarised and mobilised a significant and involved opposition. Scott himself tried to subdivide the complex issues and communicate them through metaphor. (For example, culture, renewal, devolving, 'downside up').

While the changes themselves may have been capable of compatibility with espoused beliefs of teachers, and of giving those involved in the schools a relative advantage in improving learning and teaching, the perception appeared initially to be one of mistrust and cynicism. This was generated from a teaching force with extremely low morale. It was whipped up by a bureaucratically centralised union that was unable to see how it could take advantage of the changes for its constituents. In fact it could see that the move to smaller local structures and the breaking of the implementation access line to the treasury had undermined its central power base.

An initial cut of two thousand five hundred in the teaching force, followed by demands that even small salary increases be accompanied by further productivity trade offs, made it relatively easy for union pressure to be harnessed. Increased class sizes, more composite classes, higher period loads, the reduction in time allocated for relief from face to face teaching, insecurities associated with changing employment conditions, long delays in the granting of salary increases, and the demands imposed by constant change, all commanded union resistance. Demands that inservice activity be carried out in the teachers' own time were seen as an additional impost on overworked, overwrought and depressed teachers.

Indeed, while individual field officers of the Teachers' Federation and the Department often operated in comparative harmony in their concern for staff, the centralised union responded with a long and acrimonious campaign against the changes. Early vilification and radical fighting reaction gave way to steady criticism and the proliferation of 'worst case scenarios' which quickly moved from myth to legend amongst school staff.

Constantly, the union and the employer appeared to be before the Arbitration Commission in attempts to resolve deadlocked industrial issues. It must be noted, however, that the employer had tended to use other than placatory tactics in what was seen by most as a battle. One result of this centralised union action was a cleverly run political campaign, targeted on marginal seats. The Teachers' Federation in fact claimed that this was largely responsible for the failure of the Coalition to be returned as a majority government at the May, 1991 State elections.

Much of the union reaction occurred because adoption decisions were perceived as being made for political reasons. Where there were curriculum implications, these were perceived as being implemented without time for development of supporting materials or structures. Follow up and preparation time was seen as insufficient. Frequently, the goals and content of the new procedures were relatively clear but the strategies for implementation were not. In such circumstances it was highly likely that initiation would lead to implementation which conformed with neither the spirit nor operational principles of the intent.

Similarly, the support structure was not in place to provide the close personal support and practical materials necessary to help each staff member address the personal problems that the changes represented. Support was needed throughout a significant time period of ambivalence and confusion. Without it, the result was always likely to be administrative implementation rather than the substantive second order implementation requiring integrated behaviour and belief changes.

The Availability of Resources

For Schools Renewal recommendations, the promises of five years of real funding maintenance for schools and the proceeds from the sale of the Head Office Building were meant to provide symbolic incentive and practical support. As alluded to above, few funds were made available for the implementation process other than for human resource development and the payment of the higher salary packages offered to Senior Executive Service officers and Principals. Even within the human resource development area, single loop approaches led to the continued development and proliferation of training courses and packages. The rational empirical approach continued to ignore the need to focus the change *in situ*, in the development of shared and personal meaning.

This was of great significance to the implementation of a higher order teaching paradigm to produce learning commensurate with the needs of a turbulent post-industrial world. Such a paradigm requires not only an operational knowledge by teachers, but a significant facilitation in terms of reduced class size. Experience and research (see for example the ORACLE survey of Leicester University as reported in Galton, Simon and Croll, 1980) indicates that the type of interactive teaching and learning of this approach cannot be generated without resort to control mechanisms whenever class sizes exceed twenty or so students. Class sizes of thirty or more make such teaching nigh on impossible, especially in small classrooms. Yet the Department continued to promulgate research in the area of class sizes that indicated satisfactory results could be obtained with class sizes up to sixty. Little acknowledgement was made that this research was looking at mechanistic results of a technical teaching paradigm, rather than the more complex outcomes of the practical paradigm.

Moreover, there were few additional resources at school level to cope with the plethora of new administrative tasks that devolution entailed. With salaries negotiations for both ancillary staff and middle order executive being held up for some time, throughout the study period there was considerable cynicism amongst school personnel towards the likelihood of resources for effective implementation of Schools Renewal recommendations. The tokenistic effect of limited global budget control, without real devolved authority over the budget input to educational programs, added administrative burden with little effect on outcomes. As explored above, input accountability structures hindered flexible use of the limited resources.

Change Management Orientation

As the literature review indicated, Chin and Benne (1976) and Havelock (1973) proposed classifications for the manner of introducing change. The stress in the Scott proposals on going beyond knowledge acquisition to the building of a commitment, reflected an intent to implement the reforms through a 'normative re-educative' orientation. The Cluster Directors were seen as change agents, involving Principals and staffs in collaborative school based problem solving, promoting effective work relations and developing the self-renewing capacity of schools. The strong emphasis in intent on human resource development to re-orient the culture of school operation predominantly towards the students was further evidence of a re-educative intent.

While the diffusion of the Schools Renewal changes officially adhered to the 'normative re-educative' or 'problem solving' orientation, much of the manner of implementation, however, demonstrated little fidelity to this approach. The very size and bureaucratic nature of the Department of School Education meant that, for efficiency reasons, the 'rational empirical' orientation or 'research, development and diffusion' method was frequently used.

The difficulties associated with use of this method in initiating complex culture based change were exacerbated when outmoded, inefficient and long winded communication structures were relied upon for system wide change among seventy five thousand employees and the whole school community. Such was the case during late 1989 as the Director-General and senior Task Force personnel attempted to explain the rationale for the Scott proposals. Such remained the case in late 1991 when field research indicated that few at school level understood the ethos and opportunities provided by the changes. In particular, few at any level appeared to have a firm understanding of the cultural paradigm so necessary for effective educational outcomes in this turbulent time.

Learning packages to explain the changes were also evidence of the 'rational empirical' approach. So too were isolated, *ad hoc* inservice courses to upgrade the technical skills of the people who were expected to implement the changes. Attempts at personal explanation tended to be seen as implementing a rational perspective when the recipients were unable, for a variety of reasons, many of which have been analysed above, to link their understandings to the vision of the change presenter. Even the selection of new personnel in the form of Cluster Directors as consultants to give expertise and speak new knowledge, was emphasising the notion of getting the rational knowledge and skills where they were needed. This represented orientation to the 'social interaction' approach.

On the other hand, as has already been noted, many recipients of the changes tended to see them as linked to what was perceived as the megalomania of the former Minister, backed by Legislation, administrative decree, apparent punitive and denigratory treatment of critics, and attempts to enforce regulations by using confrontation. Public humiliation, the removal of key staff who questioned the efficacy of some aspects of the reforms and processes, and strongly worded reprimands, all fell into this category. Similar perceptions were held about the 'rightsizing' (see below) of Head Office some eighteen months into the process. This reaction placed the perception of the change strategy into the 'power coercive' orientation.

The balance between maintenance of school and Departmental operations and the initiation of wide ranging changes was a delicate one. There were constant calls from schools and the Federation to cease the destabilising implications of rapid structural change. At the same time there were calls from politicians, the External Committee of Review, some Cluster Directors and Principals to devolve all of the authority and resources implied by the restructuring so that the benefits could begin to replace the insecurities.

Unfortunately, as has been shown throughout this analysis, within the initial eighteen months of implementation, devolution was seen by school and operational personnel as piecemeal. It carried resource constraints and was administered with tight bureaucratic conditions which reduced any apparent autonomy to a heavy paper workload. These observations were supported by the External Council of Review. (Extract summary of recommendations from First Annual Report of the External Council of Review, 1-3, 30/4/91).

For schools, the recommendations of the External Council of Review included the quick devolution of global authority to allocate all resources other than staff funds; establishing a clear, stabilised yearly resource inflow to enable schools to prepare reliable renewal and staff development plans; modifying local staff selection procedures to relieve the excessive time these were taking; clarifying the authority of Principals in line with the philosophy of local decision making; training Principals to use this authority for effective and efficient educational outcomes; and ensuring Education Resource Centres provided shop front services for teachers.

For Cluster Directors, the recommendations included clarifying the role as demonstrably providing school support rather than system support, not as regional or central control arms; relinquishing any lingering inspectorial duties; giving them authority to support cluster planning and school management; providing them with adequate administrative support; giving the cluster maximum flexibility in deploying resources for the benefit of the schools; and making extensive use of the expertise of Principals in regional and cluster planning.

For regions, the recommendations included full establishment of regional global budgets with annual directorate budget flows to facilitate performance planning; basing regional planning and outcome directions on school level needs and plans; locating resources and

support as close to schools as possible; establishing networks of local providers to support school professional development and curriculum implementation; and keeping Special Focus Program interest groups involved in planning changing procedures.

For the central executive, the recommendations included clarifying and rationalising the policy making roles of the Central Policy Committee, the Schools Renewal Task Force and the central executive directorates; finalising and integrating the Departmental Strategic Plan for implementation of Schools Renewal recommendations; distributing this plan widely and promoting dialogue with stakeholder groups; consulting widely with interest groups before embarking on implementation steps, and providing opportunities for staff at all levels to be involved in developing operational detail.

The September, 1991 'Rightsizing' of Head Office

During 1991 there was continued destabilisation in a second round of restructuring. Soon after the new Minister took over the portfolio in late 1990, she initiated a review of the operations of the Department and her Ministry by the Office of Public Management. Much in line with the political agenda of separating policy and resource provision from the conflicting claims of operations and resource allocation, the Ministry was disbanded. About thirty staff were relocated to a newly established Office of Education and Youth Affairs to provide the Minister with policy advice; one hundred and thirty Ministerial staff were relocated back in the Departmental structure.

On top of this reorganisation and before the Ministerial staff had been fully absorbed into the structure, a further major structural upheaval took place. Following the May 1991 State election, the political agenda once again sent the system into turmoil. Along with announced cuts of the jobs of twelve thousand five hundred Public Servants, the Departmental Head Office was once again restructured, this time from eleven hundred and ninety positions to around three hundred by 30 September. No consultation occurred in terms of needs, tasks or numbers. The agenda was perceived as purely political restructuring and rationalisation. No educational rationale was apparently intended. No model of operation was provided. This was to be worked out by the senior personnel as they reduced numbers. Reductions initially were to be effected by offers of redundancy to all Senior Executive Service personnel, placement of permanent Division Three officers and permanent Public Service staff into regions and the return of some three hundred and fifty deployed or seconded officers to schools. This staff had to be absorbed into

schools without increasing the total staffing allocation.

Management Information Services Directorate (MISD) with one hundred and ninety eight personnel and Special Education and Focus Programs Directorate with ninety nine personnel were to be left virtually intact. This meant in effect that eight hundred and sixty six personnel had to be reduced to three hundred and ten, that number to include any positions that were externally funded. (Establishment Summary. Unpublished internal paper). It was speculated that MISD was left intact to allow for corporatisation. (Personal information from a Central Policy Committee member and verified by the Director, MISD). Special Education and Focus Programs was supported by a myriad of highly influential lobby groups which required massive political consultation before any changes could be made to the area.

The reductions implied that some central roles would be deleted, the functions to be carried out in reduced scope and service elsewhere. Other positions were to be 'cashed in', the money being used to mount revenue generating programs or contract support as and when needed. Regions were to have further devolution of major operational and program functions, generally without the staff who had been carrying them out. In some cases entire central units were to be devolved to regions to be run by them on behalf of the rest of the Department. In the latter case, because regions were not allowed to increase their establishment, additional personnel from Head Office meant that current regional vacancies (held by casual and temporary staff) would be taken up by the former Head Office people. As the paper cited above suggests, this downsizing of Head Office required "... significant restructuring of regional operations and in many cases, a re-ordering of regional priorities". (3).

An examination of the impact of these changes on schools, a cluster and a region is incorporated in the case study below. Prior to this it is appropriate to examine the case study Region for its response to the changes over the whole period of study. This brings the strategic interface into closer focus in terms of its influence on the role of the Cluster Director.

Strategic Interface Part Two : A Regional Response

The Case Study Region - Situation Analysis

The case study Region, one of the biggest in terms of student numbers, provided insight into the striving and frustrations in implementation of the changes associated with Schools Renewal. In terms of structure, the Assistant Director-General was appointed from outside the system in December, 1989. In early 1990 the three Regional Directors (Educational Programs and Planning, Human Resources, and Administration and Finance) were appointed. The seventeen Cluster Directors were appointed in April, 1990. These people together made up the Regional Senior Executive, responsible for leadership of the Region. Table 7.1 below shows the Cluster structure and the demographic trends across the Region.

Cluster	No of Schools	No of Teachers	No of Students	Comments
1	12	229	4146	Slow decline
2	14	288	4867	
3	10	341	6076	
4	17	414	6539	
5	19	451	8115	Continued growth
6	19	439	7779	Continued growth
7	13	443	7765	Continued growth
8	15	389	6558	
9	15	333	5951	
10	7	228	3283	
11	13	315	5183	Continued decline
12	14	319	5320	
13	18	436	7396	
14	12	311	5121	
15	10	335	6232	Continued rapid growth
16	15	358	5715	Slow growth
17	12	344	6287	Continued growth
Totals	235	5974	102,333	

Table 7.1

**Cluster Structure Within the Case Study Region
(Source Data supplied by ADG (R), July 1991)**

Upon appointment each member of the Regional senior executive was required to

maintain operations while designing and establishing new functional structures. The appointment of the Cluster Directors was generally seen to herald the real start of the regional restructuring process. A series of 'critical incidents' and operations in the first eighteen months of the operation of the new Regional structure serves to highlight the development and implementation of this element of the strategic influences on the role of the Cluster Director. The first of these was a two day Regional residential induction conference, held in late April, 1990.

Induction Messages - Analysis of Direction

The induction conference, attended by the researcher as a participant, carried the theme of 'Downside Up and the Cluster Director', a symbolic reinforcement of the purpose and function of the Schools Renewal structure. Along with a 'blank book' presented upon appointment by the Assistant Director-General (Region) to each Cluster Director, this symbol was intended as a metaphorical means of focusing on local creativity and direction to satisfy the needs of local schools.

The espoused intent for the conference included a dialogue process of pooling ideas and increasing professional understandings. This was illustrative of the concept clarification and strategy negotiation procedure expected between Cluster Directors, their Principals and school communities in working out dynamic and creative solutions to local issues. This aspect suggested the development of a 'theory in practice' for the role and functioning of Cluster Directors.

The course itself aimed to set in train the process of developing a vision for the Region that would mobilise its huge local resources, setting it apart from other educational regions as a dynamic leader in satisfying the educational needs of its client community. This was honed somewhat by a video of the Director-General who stated his vision for the Cluster Director and schools as:

- * effective support, a collegial model, small and personal, time to work with Principals in groups and to work alongside staff, enhancing the role of the Principal as an educational leader, with the Cluster Director energising, generating ideas, co-ordinating, supporting, guiding;
- * clear lines of responsibility with the Cluster Director as line manager, resolving problems at the local level rather than allowing them to go further;
- * schools less strongly coupled with the centre and more responsive to their

local community with the establishment of school councils to develop policy, planning and budgeting. The Principal to retain the role of setting educational directions and managing the implementation;

- * although schools of the past served their clientele effectively, rapid global changes meant that future schools needed to be innovative, adaptable, flexible and different from each other. They each needed a vision and clearly articulated mission, identifying and operating within clear values;
- * human resource development policies were to fit 'round pegs in round holes'. Finding people who wanted to be in particular situations and were committed to the goals, philosophy and principles of the school was paramount. This would foster staff who were cohesive and committed with aware communities who supported their school. Schools wanted staff who are seeking, taking responsibility for, and committing their own time to, their own professional and personal development as integral to their life and work;
- * benefits were to be generated for teachers, for example, outstanding trainees given first offers; unblocking career paths between Year 1 and the Principalship; personalised Human Resource Development to ensure increasing competence of all staff to handle the jobs expected of them, and
- * schools were to be given a sense of vitality and excitement by collegially involving all staff and the community in broad thinking while giving the local school community control over the broad resources (global budgeting) to implement that thinking.

The Deputy Director-General (Regions and Schools) provided her view of the system of the future. In defining the roles for the centre, regions and schools, the Deputy Director-General emphasised that each part of the system was to do the same things at different levels. Formerly, Head Office produced policy, regions produced implementation guidelines and schools produced procedures for implementation. In the new structure all levels were to produce all elements for their areas of responsibility (priorities, policies, funding allocation and so on). No longer was there a hierarchical system. There was emphasis, however, upon the new structure being a school centred system. It was not parent centred, nor Principal centred, nor a non-system. By this she meant that the policies at each level must nest within the policies of the higher levels.

The challenges the Deputy Director-General foreshadowed were:

- * Communication with seventy five thousand employees. Cluster Directors were

seen as an extraordinary dollar outlay at this level, justified only because everyone had to be reached personally. A prime function of Cluster Directors was communication through to Principals, teachers and ancillary staff, and the community. The flatter structure of Cluster Director to Assistant Director-General to Deputy Director-General to Director-General was designed to facilitate communication. Cluster Directors needed to make the Principals, schools and community aware of this new ease of communication, ensuring that what was going on in schools was relayed quickly to the centre. Three Schools Renewal inservice packages were available to get these messages to schools.

- * Because there were no longer any promotion lists, there had to be some quick replacement or our best people would be disadvantaged. A performance appraisal model was to be implemented, commencing from the top. Each level of operation would be formally appraised annually and a written document would be produced. Sequences of such documents could then be used to determine job allocations. This emphasised fairness and merit.
- * A simpler line management was to operate so that problems could be resolved locally. Decisions would be made close to the problems. If they were based on Schools Renewal principles then even the occasional wrong decision was better than decisions made where consequences were divorced from the decision maker.
- * Formerly, the Department used line budgets where input dictated the accountability. Now whole areas were to be linked and the expenditure justification and accountability were to be seen in terms of educational outcomes. There was a call to develop indicators or measures of these outcomes, some of which would be objective, while others would be subjective. These were to be used to decide on priorities, strategies, costs and performance. The schools still were to address the major social issues like multiculturalism, as part of their management plan. Cluster Directors were accountable for implementation of these policies and would be asked to show how they ensured that happened and what the results were.
- * Cluster Directors were charged with making people aware that the changes

were inexorable. It was recognised that as of Term 2, 1990 they had not really affected the classroom teacher but their effect on classrooms was foreshadowed. It was noted that the changed structure would not be dismantled if the Government was changed. Cluster Directors were called upon to have the zeal, not just to tell people, but to be the embodiment of the change. They were counselled to do strategic listening and be very patient. They were asked to forestall the 'worst case scenario' questions that were being asked because there were no answers yet to those specifics. "This is a once in a lifetime opportunity so - *Carpé Diem*."

Building within that Departmental vision, the Assistant Director-General stressed the concept of excellence in that her vision required the Region:

- * to be the acknowledged leader in:
 - program delivery
 - teacher satisfaction
 - Principals' confidence and competence
 - school community harmony
 - entrepreneurial ventures to make the Region more self-sufficient;
- * to create and maintain a straight, honest and open administration;
- * to establish a reputation for energy and pride in the excellence of its work;
- * to have each level take responsibility for its operations;
- * to delegate and devolve authority and responsibility to Cluster Directors and further, to allow managers to make decisions and be responsible for the outcomes of those decisions, and
- * to achieve the highest standards of staff selection and continuing personal (physically and emotionally healthy) and professional development of all staff in schools.

The role of the Regional Directors was outlined by their vision statements. The Director (Human Resources) translated the Assistant Director-General's vision into her area of responsibility by emphasising:

- * the value of teachers and experience;
- * a change from the mechanistic culture of serial numbers to a personal value for self and the job being done, irrespective of seniority or place in the hierarchy;
- * a performance based culture focused through appraisal to get worth and

value;

- * clear, meaningful, and negotiated personal and professional goals, with regular feedback on perceptions of performance;
- * encouraging initiative;
- * rewarding excellence;
- * fostering and developing people to find their niche;
- * establishing career development opportunities, and
- * being seen as a productive, happy and attractive employer.

The Director (Educational Programs and Planning) translated the Assistant Director-General's vision into her area of responsibility by emphasising:

- * The theme of 'Towards Better Learning' through fostering:
 - . educationally worthwhile local innovations;
 - . flexible schooling for creative solutions;
 - . learning as a continuous process;
 - . excellence, accuracy, achievement and equity, and
 - . a process of clarification to refocus and change direction.

The Director (Finance and Administration) translated the Assistant Director-General's vision into his area of responsibility by emphasising:

- * multiskilled training of administrative staff;
- * guiding and supervising to encourage initiative;
- * the development of efficient and effective procedures;
- * increased delegations and functions to schools and Education Resource Centres;
- * the introduction of performance indicators into each administrative job, and
- * a continuous process of planning, monitoring, reviewing, co-ordinating and advising.

The role of the functional directors was presented as the establishment of the standards to be applied, and the support needed by the Cluster Directors in areas of personnel selection and training, programs and structures. The communication and accountability line was clearly established as Principal to Cluster Director to Assistant Director-General. There was to be no by-passing of the Cluster Director either by Regional officers or by school communities.

An analysis of direction provided by the intents indicates that there was a tendency for

each vision and role in the structure to nest generally and rationally into those above. In general, the functional system alignment was represented in these induction presentations, albeit in a hierarchical fashion. As indicated by group and individual interview, this linking, however, was not clear to the Cluster Directors at the time. Some concern was expressed that each officer was presenting a personal vision raising the spectre of a proliferation of visions which would dissipate unity of direction.

Paradoxically, this concern at potential diffusion foreshadowed the establishment of what was to become a persistent jealousy, that the independence of the Cluster Directors was being compromised by the apparent proliferation and impositions of other visionary directions. There was significant concern at the notion of this Region becoming an educational leader, this being seen as the introduction of artificial and competing divisions within the Department. This compartmentalisation was also of concern with regard to the functional directors who were seen by the operational division simply as facilitators for their work. The functional directors on the other hand saw the operational division simply as means of carrying out the functional tasks in the field and publicly welcomed the appointment of the Cluster Directors with statements to this effect. This juxtaposition arose because of confusion over substantive and functional realities in the organisation. Field evidence cited below suggests that it continued to create goal displacement and diffusion some eighteen months into the operation, the requirements of functional Directors always overriding the agenda of the Cluster Directors and their schools.

Apart from the translation in the entire area of curriculum and educational programs which tended to be both internally and externally disconnected, there appeared to be rational independent internal cohesiveness of the task descriptions. There was, however, little link to any vision of teaching and learning in the classroom context. In fact there was little other than reference, from the Director-General through to the Regional Directors, of the notion of quality education, its outcomes and the implications for the types of practice which are required to achieve it.

The visionary concepts presented at this induction were focused on the functional reality in terms of internal operation. They had been developed independently of the Cluster Directors or any other field staff. A great deal of time was spent explaining the changes in terms of external management realities. The substantive external purpose of operation of a State run public school organisation in a post-industrial society was,

however, not addressed. The omission of the substantive and the lack of consultation with field officers set the scene for future difficulties in implementing the cultural paradigm shift.

The Initiating Environment

The environment into which the Schools Renewal changes were introduced was critical for the Cluster Directors. From personal observations gleaned in discussions with the Cluster Directors, several Principals and teaching staff members, the reaction of school personnel during the first months of operation appeared to lay the groundwork for both future successes and ongoing unresolved issues. The analysis now focuses more specifically on the direct influence of the environment on the Cluster Directors in the case study Region.

Discussion with representatives of the Regional Secondary Principals' Council in the initiating period echoed the fears perceived in the schools. They were concerned that Cluster Directors would attempt to do too much too quickly. They encouraged the Cluster Directors to "get alongside, get to know, have a long time line, and renew their commitment over time", making sure that everyone was doing their job by working with them rather than telling them what they had to do.

Their feelings towards the position of Cluster Director ranged from mild approval, through apathy and slight cynicism, to outright hostility. The latter was caused because the changes were "lumped in with the last two years of Metheralisation", the derogatory term used widely in Federation materials. The Principals referred to perceptions of teacher bashing, top down change too quickly, leaders seemingly unaware of the significance of feeling in the schools, the community seen as devaluing the work of teachers, and a glib and glossy presentation of what was already known without answers to more personally vital questions. The latter complaint referred to the 1989 Schools Renewal Task Force presentations to regional Principals groups. As alluded to above, Cluster Director appointments were seen by many as adding to this process by employing people who were considered to be "remote from schools".

Much gratuitous, if not patronising, advice was given by the secondary Principals. The Cluster Directors were asked to contact the schools prior to arriving and to adjust their schedules to suit the school organisation, meeting the staff when the Principal suggested

rather than making the running. It was suggested that the first visit should have no other agenda than getting to know the Principal, feeling the atmosphere and listening. Cluster Directors were cautioned against knee jerk reactions or suggestions, and that follow up on time was essential for good will. They were also cautioned against using phrases like 'performance appraisal', suggesting that Cluster Directors needed to establish their credibility, knowledge and what they had to offer, before "delicate emotive subjects" were raised. Cluster Directors were encouraged to show that they too were willing to learn, and to exhibit patience, support, positive tone and encouragement. It was suggested that ideas should be sown and allowed to become the Principals', and that Cluster Directors should not claim ideas, be seen to "big note", interfere or impose. Cluster Directors were urged to ensure that they were seen to take a genuine interest in each school.

The patronising and rather cynical attitude, and a subsequent siege mentality, were reinforced by the secondary Principals' refusal to allow the Cluster Directors to attend Regional Principals' Council meetings, held in school times and supported by the Region. It took eighteen months of negotiation and an enlightened new President to break this deadlock. And even then the Cluster Directors were kept on the periphery of the program.

Discussions with representatives of the Regional Primary Principals' Council revealed messages ranging from "they need to be told...." to "make sure you don't forget the kids". The greatest advantage of the Cluster Director role was seen as a chance to off load the "administrivia" from the Principal. It was seen as an opportunity for two way communication, a direct link between the Principal and the system. These Principals urged the development of support structures for the Principal, based on equality and respect, not on judgement. They requested the development of a professional sharing environment, proposing a cluster network for Principals. The changes to be made needed to concentrate in the areas of children, teaching, learning and education - not in administration. Apparently paradoxically, they felt that organisational matters such as the status of Regional and district committees, location of counselling staff, status of trial programs commenced by districts, status of district festivals and so on, needed urgent clarification.

The primary school Principals foreshadowed several significant problems. Principals, they noted, were feeling overloaded with the term 'vision' - challenge was suggested as a better term. A vision, they suggested, cannot be imposed. The Minister of the time was

seen to have little credibility and therefore what was seen as his vision was difficult to 'sell'. It was considered fine to intervene at the corporate level in developing a vision, but not at the personal level. These changes appeared to be forced rather than consultative.

Principal inservice, they suggested, should cease to be "castor oil type - to be taken regardless". It should be arranged by the Principals themselves with consultation about their professional development needs framing the agenda of each meeting. Moreover, there was a perceived need for a cluster level meeting of Principals as a council during school time.

There was a perception that the motives of the reform agenda were simply management or market place driven, "forgetting the kids". The focus was seen to be on difficulties rather than the strengths. These difficulties were seen to be public catastrophes because reform was moving too quickly. There was a fear of a loss of autonomy and flexibility particularly with the rapid implementation of curriculum change. There was the perception of a lack of sincerity because teachers and Principals were not getting the salary increase that Cluster Directors were getting. Change should spring from experience, yet the reforms were seen as system based, immediate, external and emphasising short-term goals. The reforms were perceived as ignoring resource implications and not involving the implementers in their design. Speed was seen as inviting failure. Within the planning and documentation available to that date, the Cluster Director was seen as the main agent of implementation, rather than the Principal. This had upset many. Moreover, the changes did not appear to have a philosophical or educational base.

Targets suggested by the primary Principals for the role of the Cluster Director included "balancing the vision with the reality"; advising not mandating, rebuilding consultation and self-management; finding a link for each school to educational reform, fitting that reform to the children; clearing uncertainty about performance indicators; working with Regional officers to decrease the administrative burden, especially pertaining to properties; cluster level development of support structures for schools; attendance at School Development Days; and helping to deal with troublesome children.

In all, the issues raised by the Principals revealed many of the central values underpinning the cultural paradigm. The difference between espoused values and actual

operations was demonstrated in the mouthing of concerns for the education of the students while concentrating on administrative matters and relieving the perceived pressures on the Principal. The human relations notion of support was revealed in the request to be left independent, to set the operational and developmental agenda at a pace and in a direction chosen from within the Principal group.

Support was seen as keeping administrative burdens away from the school while providing a facilitative network for Principal collegiality. Relegating the Cluster Director role, in a patronising manner, to human relations support, removing any perceived threat of extra work, directiveness, accountability or imposed and rapid change, revealed a naivety about the leadership intent of the role. It also revealed a lack of understanding of the cultural paradigm which the role potentially could represent. It revealed an almost universal ignorance of the need for, and operational characteristics of, the paradigm of pragmatic holism in the very group that was expected to lead the complex changes at school level. Moreover, especially at the secondary school level, it revealed an antagonism toward the plans for change. This, in many cases, prevented any chance of communicating a vision that required internalising and clear comprehension of the underlying values.

The client group expectations regarding the role were discussed with Regional representatives from both Federation of School and Community Organisations and the Federation of Parents and Citizens Associations. For those few parents who were perceived as knowing anything about changes in education, Cluster Directors were seen as taking a closer and more active role in schools than District Inspectors had taken. They urged Cluster Directors to take account of the relative levels of disadvantage throughout the Region and to ensure that the educational outcomes in terms of academic standards were maintained or improved.

They also noted that, for some parents, high expectations regarding the changes to school operation had been established. These expectations included the need for Cluster Directors to get to know all schools; to be known in all schools and to all organisations within the school. They were urged to find out what was happening by getting into the school and bringing to it a broader perspective.

Cluster Directors were expected to organise extensive professional development of parents and staff in the key learning areas, visiting every parent association by the end

of the year to explain their role, implications of Schools Renewal, Excellence and Equity, the recommendations of the Carrick Committee of Review, the role of the Education Resource Centre, and what parents could expect. They were requested to promote increased parent participation, urging parents to become active in the development of school policies and plans. This increased participation, it was suggested, could be achieved through a school council which would enhance the parents' understanding of the philosophy and practice of schooling. Cluster Directors were asked to ensure that both day and night meetings were catered for, getting parents in at the infants level and ensuring that their participation was maintained. Education Resource Centres, it was suggested, should be established as the communication point for borrowing, holding meetings, attending courses, establishing networks of teachers and parents and co-ordinating teacher exchange.

Again, the role was seen as panacea for the perceived difficulties that the represented group had encountered in the previous operation. The agenda was to be established from within that previous paradigm, but now set in single loop analysis by the client group. It lacked connection to the complexities of the strategic reality.

On the other hand a minority view, representing a significant group of involved and active parents, was evident in the research discussions. This group was well informed and presented an intuitive notion of the paradigm of organic operation, albeit from a management perspective. It was stressed that these few had strong ideas and they needed to be used in the management of schools. To this group, the nexus between teachers and parents was seen as vital to improved school performance on all fronts. Cluster Directors were considered critical in facilitating this type of shared management.

Principals, it was suggested, would not make the necessary changes without the leadership of the Cluster Director. In fact, it was noted that many Principals and staffs were not amenable to the Scott changes. It was even suggested that perhaps the current group of Principals needed to be "turned over" before the new philosophy could be effected. The lack of parental participation in school development days and the opposition by most staffs to school councils was cited as evidence of this internal blocking to joint staff/parental governance of schools.

The minority view stressed that the attitudes of parents to meetings and participation were entrenched and needed to be radically changed. Cluster Directors were urged to

create opportunities to visit the parent organisations and attempt to increase the calibre of participation. Cluster Directors, it was suggested, could chat to the Parents and Citizens executive about all problems in an open manner, getting information and perspectives about school operations from each group, not just the Principals.

Representatives of this group urged Cluster Directors to take the hard decisions and make personnel moves where necessary, ensuring the removal, or remedying the problems of poor teachers, executive and Principals. These difficulties, it was observed, needed to be addressed quickly and not simply by transferring the problem. Cluster Directors were urged to "cut the red tape for parents and for teachers", solving local problems and being available and accessible. They were requested to stop patronising parents, acknowledge the validity of their role and resources, and involve them in the education of their children. It was also suggested that they foster the process of establishing school councils through convening small meetings of parents and P&C executive.

As alluded to above, these observations as a whole, highlight the differences in initial expectations between the schools and the community. School personnel tended to preserve the sanctity of their operation. Parents wanted to see a somewhat radical change in internal operation and governance, while still preserving the sanctity of academic results.

The perception, especially of well informed and articulate parents, was that some teaching had been inadequate and that schools were unable to overcome this problem. Parents were unable, or not encouraged, to participate in adding their resource to the school. They did not have the right kind of access to solve their perceived problems. These people advocated a formal and structural approach to reform, wanting access, participation, problem solving and leadership while improving academic outcomes. Representatives of school staff, on the other hand, felt that, while all was not well, their problems came from demands outside their control. Principals wanted resources and system support to maintain stability while resolving the issues on their own agenda. Advocating a human relations approach, they wanted support, internal harmony, power and freedom to maintain the *status quo* in terms of educational outcomes.

The Regional Office Structure and Operation

The structure of the Region proved a significant influence on the Cluster Director role in the first eighteen months of operation. Determined mainly by the Assistant Director-General and the Regional Directors, with little guiding input from either the Cluster Directors or the schools, the structure was perceived by the school community as largely administrative. It simply rejigged the jobs of the previous administration into the three functional areas, and added to them the tasks associated with the Schools Renewal devolution of Head Office functions.

Until eighteen months into the operation, no strategic plan was developed for this restructuring. No substantive vision of the Region as an organisation was designed. The structure was purely functional, bearing no more relation to the purpose of schooling than the previous administration. Indeed, to carry out the greatly increased loads required of it, it was inadequately staffed and resourced, hamstrung by central control requirements and a lack of technology to implement other than fundamental operations.

The total non-school Regional staffing establishment was one hundred and sixty two (figures supplied by Assistant Director-General, July, 1991) of which twenty one were Senior Executive Service (Directors and above), ninety two Public Service and forty eight Division Three of the Teaching Service. Approximately thirty four staff were given tasks in the Human Resource Directorate, sixty were allocated to the Administration and Finance Directorate and forty seven to the Educational Programs and Planning Directorate. The rest occupied various positions, some in Education Resource Centres (including the sixteen Cluster Directors), some in the Regional Executive Support Unit, and so on. The Regional Office organisation is shown in Figures 7.2 to 7.5.

The Regional Office structuring was logical and rational. Line accountabilities were all relatively clear. Jobs were allocated sufficient resources to implement what was deemed a reasonable (bureaucratic) turnaround time. The tasks were divided into components. Each one was operationalised within guidelines. Administrative creativity was strongly in evidence to cope with the massive load imposed on a relatively small structure servicing one hundred and sixty Regional staff, two hundred and thirty five schools, five thousand nine hundred and seventy four teachers and one hundred and two thousand three hundred and thirty three students. As well, service was provided to a myriad of programs and direct demands from Head Office, the Ministry, local Members of Parliament, other

The Directorate of Educational Programs and Planning was organised as outlined in Figure 7.5 below:

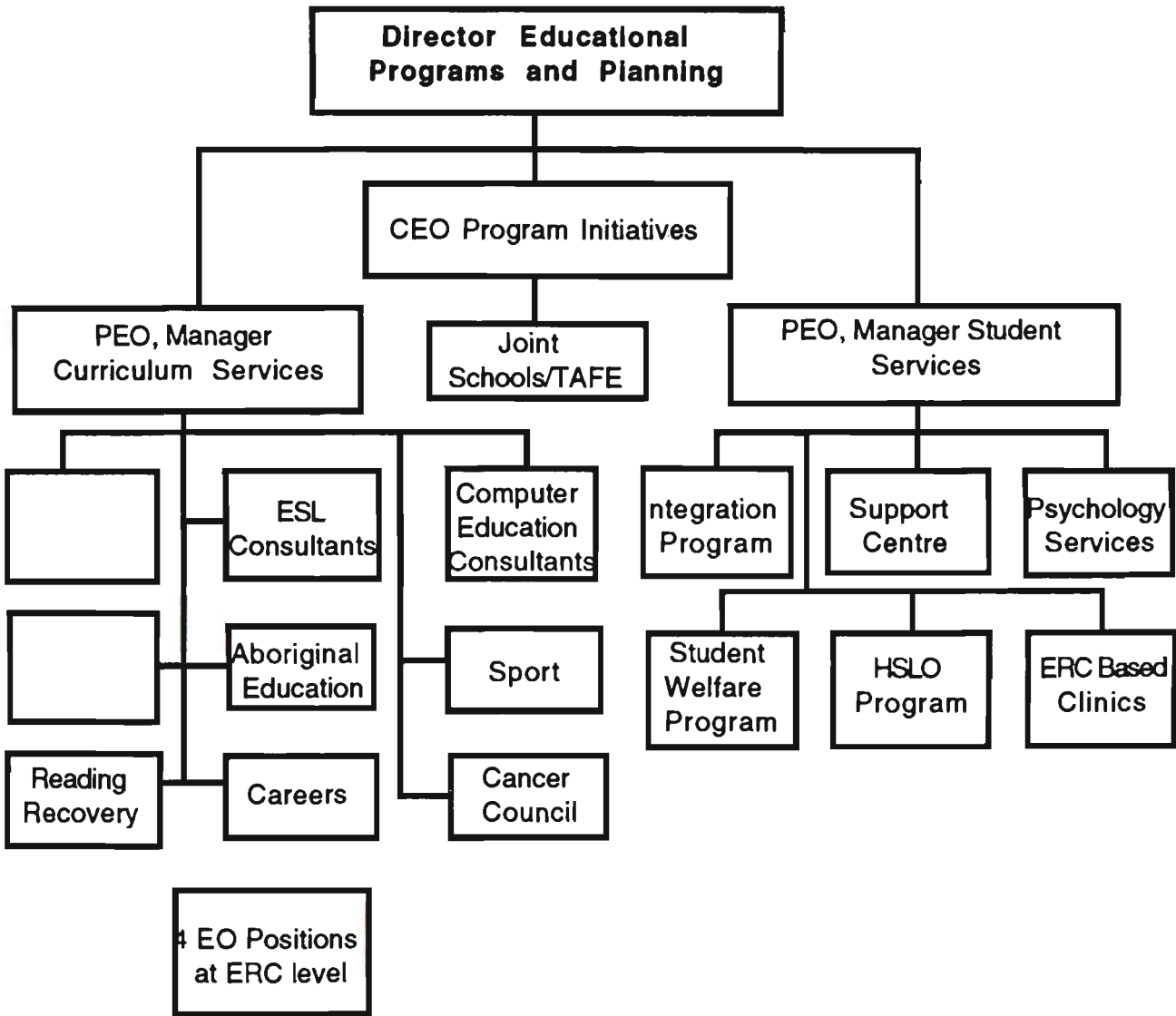


Figure 7.5

Structure of the Educational Programs and Planning
Directorate of the Case Study Region
(Adapted from information supplied by the Director
EPP, July 1991)

The Human Resources Directorate was structured as in Figure 7.4 below:

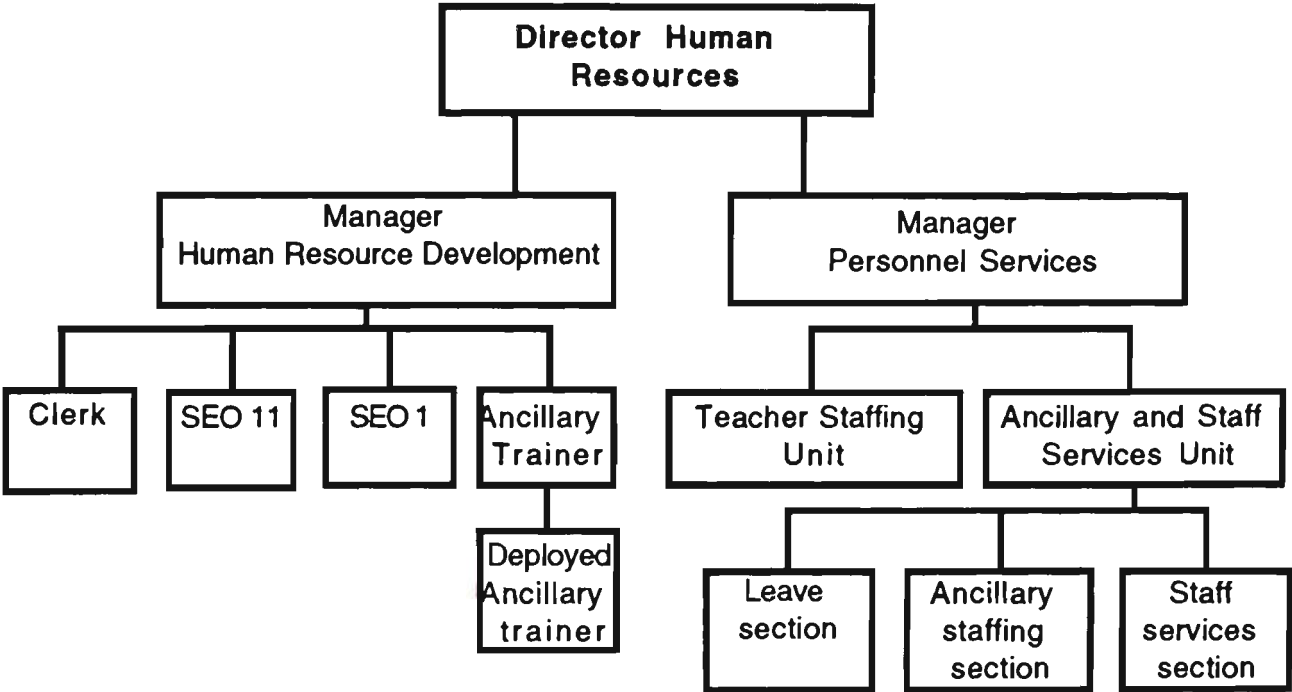


Figure 7.4

Structure of the Human Resources Directorate of the Case Study Region

(Adapted from Information Supplied by the Director Human Resources, July 1991)

The Administration and Finance Directorate was structured as below:

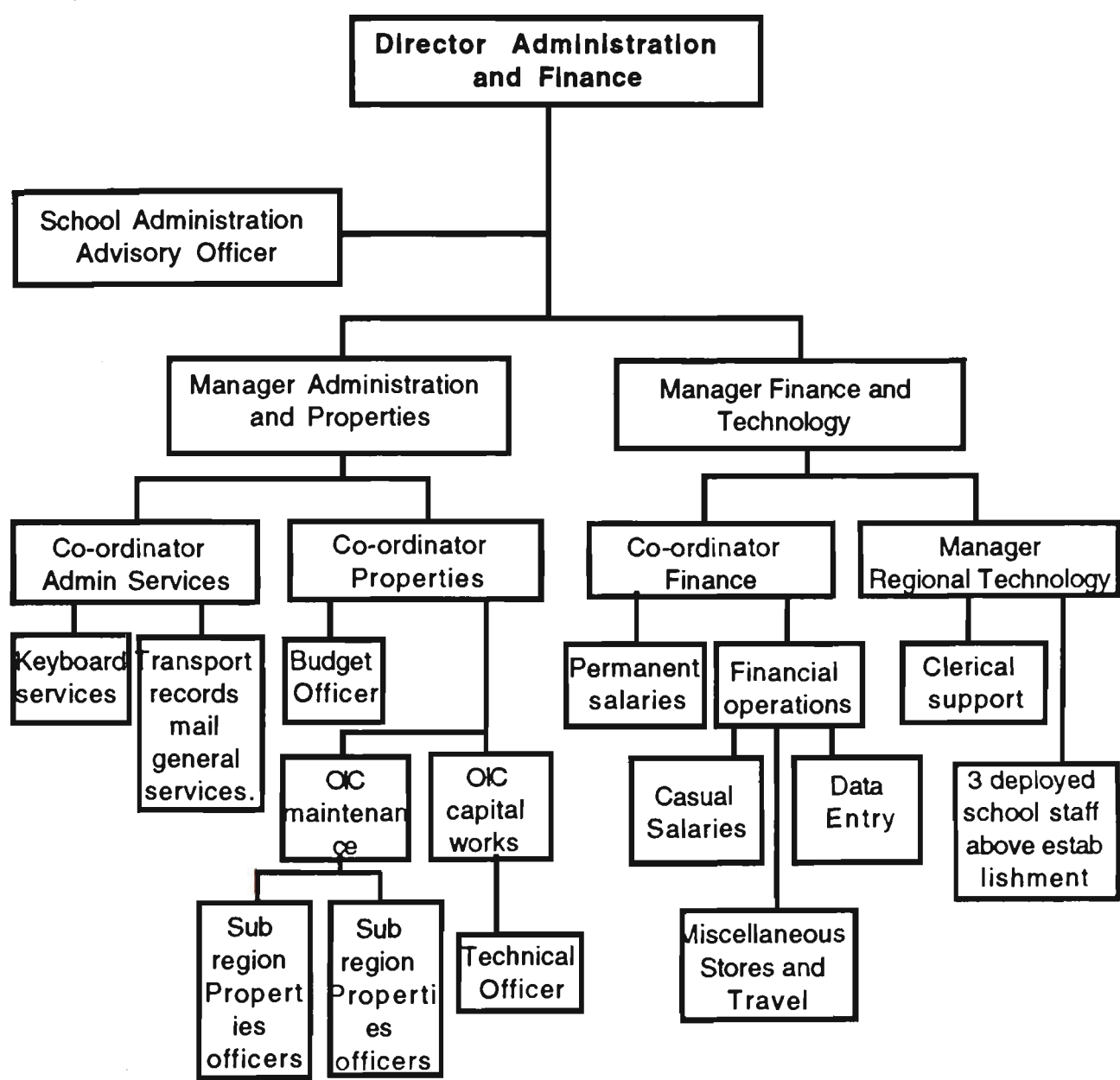


Figure 7.3

Structure of the Administration and Finance Directorate of the Case Study Region
(Data adapted from that supplied by D (A&F), July 1991)

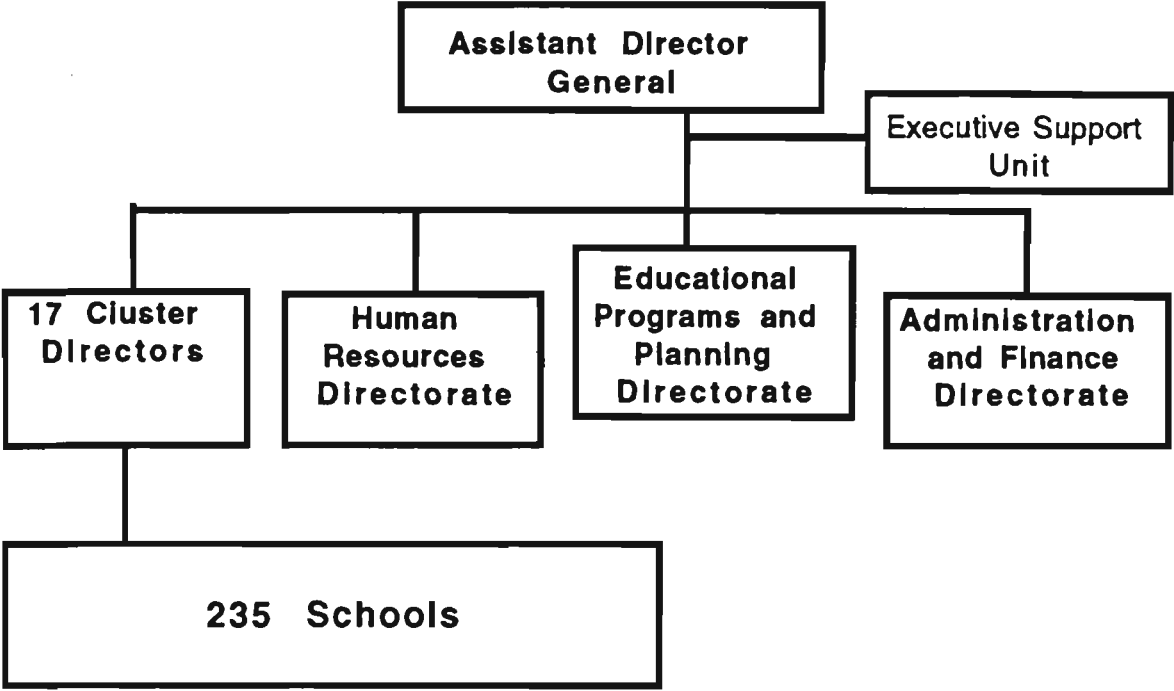


Figure 7.2
Structure of the Case Study Region
(as at July 1991)

Government departments, parent groups, individual parents with concerns, local government, the local media, business organisations and the community at large.

By the end of the first eighteen months of operation, for the Assistant Director-General and Directors, the hours of work frequently began at 7 am and stretched to 10 pm. For the office staff, in peak periods, such as when differential salary adjustments had to be made or staffing operations were in full swing, routine jobs were abandoned to service the emergent requirements. And the routine jobs themselves were immense. During one sample month, for example, the leave section of Regional office manually processed two thousand seven hundred and seventy five sick leave applications (conducting initial liaison, checking entitlements, entering for payroll adjustments and for future entitlement adjustments, making final contact regarding approval or rejection, and adjusting records accordingly), two hundred and sixty Short Leave applications (each requiring more protracted liaison), two hundred and seventy Long Service Leave applications, fifty four Maternity and Leave Without Pay applications, one hundred and forty Workers Compensation Claims, two Medical Retirements, six Resignations, and one hundred and five Relieving Allowance applications.

The daily routine was carried out with over thirty established positions either not filled or filled by casual staff because of a Government imposed freeze on Public Service staffing levels. Whilst this freeze in itself caused the saving of some salary allocations which were redirected to Education Resource Centres and technology, it meant that many of the staff did not have the knowledge and experience necessary to carry out their job to the level required for optimum operation. Moreover, the time of permanent staff had to be allocated to training and supervising casual staff.

The total Regional Office administration was at full stretch, unable to cope with other than routine demands within procedural guidelines. Anything requiring local solution was beyond its capacity. It had reached saturation point in the division of allotted time into smaller and smaller segments. Moreover, its operation was single loop, the main focus being on administrative goals rather than the educational goals of the organisation.

An example serves to illustrate the point. One particular school in the Region had a split site, with infants children located some thirty minutes walk from the primary school. It could take up to twenty minutes to drive between the sites. Because it was designated a single school it was resourced according to the standard allocations. Consequently a series

of problems arose:

- * when global budgeting was implemented, the school was required to pay its telephone accounts. No concession had been made in the budget allocation for the two additional internal exchange link lines that connected the two sites. These cost five hundred dollars each per year and meant the school immediately overran its telephone budget;
- * a two thousand seven hundred dollar telephone bill overrun was generated prior to the school discovering its allocation was inadequate to cover the cost of the internal link lines. Despite the fact that Regional administration had specifically withheld a pool of ten percent of the Global budget allocation to meet such contingencies, it refused to pay the bill some eighteen months after it was delivered;
- * consequently the school asked for the additional lines to be disconnected. This meant that if an external call came into the infants section it was totally isolated from the rest of the school;
- * when facsimile facilities were installed only one was supplied, to the primary section. Urgent messages could not be faxed to the infants section. Of course installation of the fax line in the infants section implied either an internal link or a new exchange line service;
- * when the OASIS computer equipment was installed it was only connected to the primary section; the infants section was too far away to make use of it and no line was available for interconnections;
- * the decreased staffing allocation which was introduced early in the life of the Coalition government had created, in many schools, slightly increased class sizes and the need for composite classes. In this school it meant a Years 2/3 composite. Yet Years 2 and 3 were located on different sites. Either the older children had to play with younger children, thus holding up their social development *vis a vis* their peers, or the Year 2 children in the class were 'swamped' in the primary playground;
- * whole school allocations such as the Teacher Librarian component, the General Assistant, or the Support Teacher (Learning Difficulties) had to travel between the sites with a great deal of consequent 'down time' and no financial support for the use of their own cars. The Principal found himself in the same predicament, and
- * examining the allocation of rooms to the school against the formula, the school appeared to have excess accommodation. An additional room was being used for

an Infants Library *cum* withdrawal room for both Support Teacher (Learning Difficulties) and Part Time teachers. Its removal as requested by Regional administrative personnel would mean either the curtailment of these programs or the half hour trip to the primary school for their operation.

What was needed to resolve these local issues was an holistic and co-ordinated approach to the problems encountered because of the particular circumstances of this school. Yet there was no facility or practice established to do this. Each administrative officer handed single issues on to another. The complex interconnections could not be resolved through independent action. Nowhere in the structure or the operation was there anyone with the delegated authority and the necessary mindset to form a working party together to address such school oriented issues. Whenever the administrative staff was called together, it was to co-ordinate the internal task divisions necessary to implement some new Regional or central procedure. The notion of calling staff together to address a school situation was not part of the paradigm of operation. Although the Cluster Director could arrange such a meeting, the operational position was not vested with the authority over the functional position to reallocate resources or overrule administrative formulae, programs or procedure. The educational concerns were put into the background while staff struggled to overcome administrative problems.

Without large expenditure on technology, a longer term solution for effective, low staff cost operation, could not be handled by administrative staff. Even a minimal proposed reallocation of salary savings was only sufficient to purchase a small number of desk based personal computers to speed up some manual operations. And this reallocation was virtually impossible because Head Office controlled salaries section of the Regional budget and did not permit expenditure of that line on anything other than salaries. The development of a customised AS 400 Computer based Personnel and Payroll program was planned. This would virtually eliminate other than a senior officer and a small number of machine operators in the payroll, records, staff services, ancillary services and leave sections. A brief for the development of this system was not yet provided although a private consultant had apparently been engaged to design it. (Information supplied by the Director, Finance and Administration, August, 1991).

A computerised filing system (CARMS) was supplied to the Regional Office to reduce the manual filing operation. Due to lack of available hardware and the Central Office (MISD) time to install it and train the operators, this was not yet in use. Until changes were

made in September, 1991 to install automatic central computer backup, Regional staff were rostered on as early as 5 am to back up the central computer information manually.

Single loop internal inefficiencies in administration were thus caused by the rapidity of change. Of even more significance, however, was the fact that rational answers, adopted within a single loop functional mindset and not attached to the substantive purpose of the organisation, required more resources, depleting the potential field resources for the operational arm.

The predominance of this functional reality in infrastructure drove the whole Regional operation. Within the Regional Office the three subdivisions operated with little reference to one another. Independently the tasks of the Human Resources and Finance and Administration Directorates were seen to have internal purpose and cohesion. As a Regional support structure focusing on the schools, however, they were perceived to have little cohesion, providing inadequate facilitation and support. Moreover, as illustrated by the example above, generally their links to the realities of schools were limited to either handling single issue problems within tight procedural parameters or to giving and receiving data for processing and transmission. In fact 'Region' was considered by those who worked in Regional Office and by most other personnel, to be the administrative, office based arm. Other than at the Assistant Director-General level, 'Region' was not defined as the schools and their communities. This same view operated throughout the schools, each one operating with functional support from, allegiance to and control by the Regional Office but with little substantive support for, or direction from, that source. In toto, the operation was single loop rationality, the double loop of attachment to purpose not strongly directing the organisation. The multiple loops of attaching that purpose to the wider external needs were therefore well beyond consideration.

With the appointment of the Director Educational Programs and Planning at a level three Senior Executive Service position, one salary step above the other Directors, there was an expectation that Educational Programs and Planning would lead and co-ordinate the whole operation. Its role in delivery of educational programs gave it the capacity to influence directly the substantive reality of schools. Its role in planning gave it the strategic responsibility to guide the entire Regional operation including schools and the administrative support they required to achieve the substantive Regional vision.

Instead, this area appeared to be in internal disarray. As Figure 7.5 above shows, the Directorate of Educational Programs and Planning was divided into three major branches of program initiatives, curriculum services and student services. In general these branches operated much as they had done in the past. Their principles remained the same and the Directorate functioned as separate administrative units, unrelated except by line management. Except for the fine efforts of many professional officers, there was no internal substantive reality in the Directorate, let alone providing the vision for the Regional operation as a whole.

Little change was made in the student services branch of the Directorate except the *ad hoc* decision to place four clinic officers into the Education Resource Centres (which really had no strategic plan to handle them), and to include the student welfare unit within this section of the portfolio. In general the branch carried out its tasks in the same way as it had in the past, attending on call to a myriad of tasks generated mainly by demands from the allocated schools. Personnel were locked into set job loads based on student and school numbers. There was little capacity to provide on-call student support where and when needed because of the division of roles and locations.

In an area of operation where prevention dominates, this attachment to allocated schools is workable, provided the prevention is effective and the personnel are not locked in by a large administrative or testing requirement. Prevention of mainstream learning failures and psychological problems can only be achieved from deeply within the daily running and hegemonic ethos of the organisation. It has to become part of the substantive reality. But when, most frequently, the role is on call to deal with unanticipated symptomatic issues, it is essential that locally accessible, flexible support teams are available to address emergent needs. In this instance a flexible single loop solution had to be in place while the double loop solution was implemented across a longer time frame. Neither was in place, and the double loop solution was not under consideration.

One set of tasks that commanded a great deal of time involved extensive diagnostic testing, offered as a free clinic service to students with need, whether they came from the public school system or not. In fact much of the demand came from the parents of private school students who needed such test results to secure places for their children in the more select private schools. In the meantime, parents in various public schools throughout the Region were paying private groups to have their children tested, to do remediation and to take extension lessons (especially in Languages, Science and Mathematics). There was a

proliferation of commercially viable private student services established by the demand not met through the Regional provision.

Of more significance, however, was the fact that many of the services provided by the Regional staff were not targeted in any planned and integrated way to the source of many of the problems. There was no strategic plan to give them this vital direction. Much of the work of the counselling section, behaviour disorder unit and Home School Liaison Officers, focused on remediation of the student symptoms of alienation from school. Little attention could be given in any effective way, except by the two student welfare officers (one of whom was the Drug Education consultant) to the school based issues that contributed to the problem of alienation.

As noted throughout this thesis, the dominance of the hierarchical, academically oriented, formal and technical operation of schools, especially in the secondary field was a significant factor in this alienation. One consequence was a failure to address the needs of many students, some of whom required significant time out in the forlorn hope that they would be 'rehabilitated'. Even funded attempts to address this issue through the establishment of a drop-in unit for these students met with rejection by most schools who had suitable available facilities, and a bureaucratic block by the Head Office of the Department when a closed school site was suggested. The result was a twelve month delay in its establishment, and ongoing insecurity about its location. The unsupportive psycho-social context of schools, translated in this case through a voiced dislike for handling deep and potentially disruptive problems within the school environment, was itself alienating in the short-term. In the long-term the personal, social and financial cost of this alienation, seen to be widespread amongst staff and students in our schools, was not supportable.

Little substantive change was made in the curriculum services branch of the Directorate of Educational Programs and Planning. Many of the officers in this branch were funded by other agencies or central special focus programs. Such areas as Aboriginal Education, Road Safety Education, English as a Second Language, New Arrivals, Language Education, Reading Recovery, Cancer Council Consultancy and Computer Education were in this category. The view was taken that they had their specific task to do which was separate from the task of the Regionally funded consultants. Region was simply the administrative support vehicle for these people to gain access to the curriculum of schools.

In fact this view was reinforced by the external agencies that funded such programs. Without a strategic plan or clear substantive purpose, Region could only accept and react to externally imposed conditions for their operation, adding them to the activities. Such additions to Regional activities placed tremendous pressure on schools which may have had higher curriculum implementation priorities but were forced by moral suasion or central decree to take on other, admittedly valuable, programs. This resulted in curriculum crowding and superficial implementation, further compartmentalisation of knowledge for teachers and fragmentation of learning for students.

Within the core curriculum areas, funding was quite limited. Regional consultants were appointed only in those Key Learning Areas where a new Board syllabus was about to be issued. In 1991 this meant that only primary consultants were appointed. In fact there was only sufficient funding for a senior officer and five consultants, funding for four positions having been allocated to the Education Resource Centres. In the Education Resource Centre at which the case study Cluster was based, this professional support funding was initially absorbed into the Education Resource Centre establishment and used to run training courses, establish a shop front facility or simply do administrative tasks. Of significance, the funding for human resource development was controlled by a totally separate directorate. The separation of training from curriculum support was a fundamental structural difficulty.

Within their subject area, each of the K-6 consultants was expected to service the curriculum needs of at least the one hundred and sixty eight Primary schools, three Field Study Centres and fifteen Schools for Special Purposes. With no other commitments it was virtually impossible to visit schools more than once in the year. With other commitments, school visits became simply *ad hoc* and frequently were used by Principals to ensure that administrative requirements of paper policy and school based curriculum development were met.

Consultants of course were asked to guard against such activity. Even where sincere efforts were made in schools, however, without the fully supported long-term social learning process necessary to implement the complex principles inherent in the syllabuses, little but technical implementation could generally be expected. Frequently the curriculum work stayed in the filing cabinet or the teachers' programs, the implementation demonstrating a false clarity.

An example of the work of one of these consultants, considered to be one of the most effective and committed, revealed significant difficulties in this operation. For a curriculum area that was to be issued with a new syllabus, the consultant was supported by a committee of school personnel chaired by a Cluster Director. The consultant had to act as the executive officer for the committee, itself a time consuming role not focused on the curriculum *per se*. To this committee was allocated some six thousand dollars of funds for the projected year of the syllabus launch. These funds, bureaucratically accessed by paper submissions to the Principal Education Officer in charge of the consultancy team, were inadequate for other than, for example, one set of cluster-based meetings of Principals and in-school contact people. There was barely sufficient funding for the construction of paper-based support material that would help these people introduce the syllabus into their schools. Within a few months of the anticipated launch date, Central support material apparently was not ready. Support material produced by other Regions was available only for purchase.

The rest of the consultant's time was spent responding to calls from schools to attend School Development Days, run staff meetings, help with school based curriculum development and show 'hands on' demonstrations of practical classroom activities. In few instances was there any real and effective opportunity to link the learning of teachers into the broad principles behind the syllabus. The curriculum development satisfied the technical requirements of having written policy and curriculum documents. The 'hands on' activities generally were seen as good, fun, interesting, classroom time or program fillers with a 'false clarity' link to broader integrated learning. In general they were accepted as part of the natural paradigm with little chance for the consultant to link them to the practical paradigm as represented by the syllabus. The essential elements for teacher based learning opportunities in areas that have no *a priori* existence were not part of the model of operation. As is noted in the analysis of the schools interface below, one oft repeated comment from teachers as they received this inservice was 'but we have been doing all of this'. Yet consensus from those who observed classroom operation and teachers programs was that little evidence of this appeared in their teaching.

The whole operation for the consultants was made even more difficult by a plethora of other blocking forces. Internally, twenty percent of consultant availability to schools was lost as they were required to spend every Tuesday in the office undertaking administrative duties. They were provided with few discretionary funds for such communication mechanisms as printed material. Their funding for travel was limited.

They were directed to service as many schools as possible rather than focus on what might be effective demonstration models. They were required to respond only to school requests. Neither their status nor their administrative operation allowed them to take a leadership role in school and classroom development.

Externally, they were confounded by a lack of system clarity from both the central curriculum support unit and the Board of Studies. It is important to note that the new statutory Board had been operating for only a short time in an interim period during which policy had not yet been determined. By October, 1990, however, consultants and their supporting Cluster Directors appeared to be picking up most of their information about happenings in this area *via* the 'grapevines' of their schools. Contacts, rumours and leaks were seen to be taking over from official and sanctioned lines of communication, causing embarrassment and frustration for both consultants and Cluster Directors who appeared at times to be inefficient, out of touch and therefore ineffective. The Director of Educational Programs and Planning did not appear to have any contact in either the Departmental support or Board areas and could not therefore provide the necessary information.

Corrected by extensive field visitation in 1991, during 1990 the Board had not yet established its lines of communication. The central Programs and Planning Directorate did not seem to have a support operation in place. Apparently all Departmental syllabus committees had been disbanded, to be replaced by Board employed working parties which were given selected tasks and then dissolved. There was inadequate information flow from within the Department about the support structures necessary to launch new curricula. There was conflict between the Board and the Department about the implementation support role. Yet 1991 launch plans needed enough notice for schools to include budget allocations in their human resource development programs. And Regional directorates needed sufficient notice to plan and prepare for curriculum launches.

Conflicting and changing launch dates were compounded by confusion over the content of, and indeed the principles behind, the new syllabus documents. Variations from the inadequately distributed drafts were rumoured. In Science and Technology K-6 it was rumoured that the units and support material would not be provided with the syllabus, but would be available for purchase by schools. In English K-6 it was rumoured that the research base of the Whole Language approach was under fire from various academic factions and especially the technically oriented Special Education lobby. This syllabus,

initially due for mandatory implementation in 1992, was held up throughout 1991 and 1992, leaving consultancy and school based support plans somewhat out on a limb.

Special concerns were expressed about the secondary curriculum. Secondary school personnel knew they had to adjust their organisation to include changed mandatory curriculum requirements from 1992, yet the details and the implications were not spelled out by the Board until its March, 1991 discussion document, Implementation of Curriculum Initiatives. Discussed in more detail in the schools interface section below, these changes and their implementation mechanisms combined with the Departmentally generated structural changes to create a significant siege mentality amongst secondary school administrators.

In terms of curriculum support, secondary curriculum appeared to be left in limbo. Long assisted by subject specialist Inspectors, secondary subject Heads were now meant to be supported by voluntary professional associations many of which had been disbanded some years earlier. Hearsay information suggested that these associations were disbanded at the instigation of previous Regional administration, presumably as a cost cutting exercise, although there was an unverified suggestion that the associations were seen as arms of the Union. After twelve months of operation of the Regional curriculum support branch, one consultant was appointed to try to re-establish the support of the professional associations.

This task was not only mammoth. It was made all the more difficult because of the cynicism expressed by those who had been leaders in the previously relegated associations. Due to the stable nature of much of the Region, most of these people were still in middle executive positions in the schools. As reported below, it was middle executive in secondary schools that focused much of the disaffection with Schools Renewal principles. There was a widely held opinion that the curriculum move to Key Learning Areas would undermine the subject basis of the secondary organisation. It was seen to have the potential of making subject knowledge redundant. It was seen as a criticism of what teachers saw as their lifetime work. Head teachers feared that their positions would become redundant, either in a flattened hierarchy or because their subjects would be reorganised into the Key Learning Area grouping. This latter would allow Principals to 'spill' current positions and choose who would be Head Teacher. In particular, the Key Learning Area organisation had apparently made redundant the Home Science Faculty. Combined with the replacement of school based curriculum development by syllabus

based content and learning outcomes, it was seen as an attempt to downgrade the skills of the teachers while increasing the Board's ability to measure their work through testing the content. These people thus formed a significant and powerful barrier to the provision of cohesive curriculum support under a new curriculum regime.

In all, the curriculum services operation bore little relationship to the school needs in this area. It lacked internal coherence and was not supported from within the rest of the organisation. The parameters of its field of operation were unclear. It was dislocated from its main implementation arm - the human resource development portfolio. It had little capacity to provide the values based leadership on which the organic operation needed to focus as touchstone. It had no chance of providing the long-term teacher support needed to implement more complex professional realities.

Regional Leadership

Within the administratively oriented, formally dominated organisational structure described above, there was little chance of displacing the functional reality with a vision of substantive purpose. Regional leadership remained largely that of administrative management. An analysis of the agenda of the regular Executive Management meetings, fortnightly Issues meetings, irregular Directors meetings, and the three major Regional Management Conferences indicates that the prime messages were those of maintenance, control and function.

Table 7.2 over page shows the frequency of the topics covered during each of the Regional Senior Executive Management meetings in the first eighteen months of the restructured Regional operation. Table 7.2 divides the topics into five of the key areas of the theoretical framework of Chapter Five. It further divides the topics into the substantive/functional dichotomy that is part of the analytical base of this thesis. It must be noted that the gross nature of the table does not indicate time spent or relative importance of the topics. Nor does it deny the notion that the topics *per se* may cover internal discussion of substantive issues. In fact it was the Assistant Director-General's opinion that the suggestion that "... we haven't discussed the essential of 'kids and teaching' is of great concern. All of the issues discussed at these meetings have impact on teaching and learning." (Personal communication, August, 1991).

Field note analysis as a participant observer, however, indicates that while each of the

Area	S	F	Topic	23/4	16/5	13/6	16/7	1/8	29/8	10/10	31/10	24/1	13/2	6/3	27/3	17/4	5/6	17/7
Organisation	*		Strategic Planning- Centre and Region	0	1	0	0	0	0	0	0	1	0	0	1	1	1	1
	*		Parental Consultation and Involvement	0	1	2	3	1	0	1	0	2	1	1	1	0	2	1
	*		Feedback and Feedback Mechanisms	3	4	3	0	1	1	0	0	0	2	4	11	3	5	5
	*		Equity and Resource Distribution	0	1	0	0	0	0	0	2	0	0	0	1	1	3	0
	*		Government Requests and Directions	0	3	0	1	0	0	0	6	2	2	5	6	2	4	5
	*		Directives and Accountabilities	17	6	3	1	1	3	1	3	2	3	7	6	5	8	5
	*		Board of Studies Directives	0	0	0	0	0	0	0	0	0	0	0	0	2	3	0
Management	*		Communication Processes	7	7	8	1	2	3	5	4	0	1	9	5	4	8	0
	*		Communication Problems	0	8	3	2	2	7	3	0	0	0	12	3	1	10	0
	*		Services to Schools	0	6	3	0	0	1	0	3	0	0	0	0	0	0	0
	*		Research	0	0	1	0	0	1	1	0	0	1	0	0	0	0	0
	*		ERCs- Establishment and Problems	0	4	1	0	0	3	3	3	0	2	7	0	1	0	1
	*		Information Dissemination/Collection	10	11	7	6	5	11	6	3	7	5	7	20	9	8	10
	*		Delegations and Devolution	0	4	3	1	1	0	0	0	1	2	1	1	2	1	0
	*		Praise/ Media/ Public Relations	0	4	9	3	0	1	0	0	1	5	4	8	2	6	8
	*		Salaries	0	1	0	0	0	2	0	1	0	2	0	0	1	1	0
	*		Staffing	0	0	5	1	1	4	3	1	1	0	1	1	7	8	1
	*		Promotions/ Transfers/ Recruitment	0	3	0	3	0	3	1	0	3	0	1	0	0	5	2
	*		CD Finance/ Support/ Problems	0	4	2	0	1	1	3	3	0	2	11	0	2	1	0
	*		Finance and Budget	0	4	0	0	0	3	0	4	3	0	7	1	10	0	5
	*		Finance for Training	1	1	0	0	0	1	0	1	0	1	1	0	1	0	0
	*		Rationalising Resources	0	1	0	1	1	1	0	2	1	0	0	0	2	0	2
	*		Regional and Statewide Duties	0	4	0	1	1	4	1	3	0	0	1	4	0	0	4
	*		Teacher Working Conditions/ PPTW	0	0	0	0	0	1	0	0	0	0	0	0	1	1	0
	*		Management Planning/ Implementation	0	0	0	0	1	1	0	0	0	0	1	3	0	0	1
	*		Technological Support	0	0	2	0	0	2	3	4	2	0	5	0	0	2	0
	*		Technology Problems/ Inadequacies	0	0	0	0	0	5	7	0	0	0	11	0	0	0	0
	*		Miscellaneous Administration	0	6	3	1	2	6	0	0	0	1	5	6	2	4	6
	*		Industrial Relations	0	2	3	0	0	0	0	3	0	2	0	0	1	4	1
	*		Global Budgeting - Schools	0	2	2	0	0	1	0	1	2	0	0	0	0	0	0
	*		Flexible Resource Trial - Schools	0	0	0	1	1	1	0	0	0	0	0	0	1	0	0
	*		Properties - Schools and ERCs	0	2	1	0	3	0	0	4	0	5	0	6	2	1	1
	*		Sponsorship/ Entrepreneurial Ventures	0	0	1	1	0	0	0	1	0	0	1	0	0	0	1

Table 7.2

Area	SF	Topic	23/4	16/5	13/6	16/7	1/8	29/8	10/10	31/10	24/1	13/2	6/3	27/3	17/4	5/6	17/7
Leadership	*	Educational Purpose	3	3	3	0	2	0	0	1	6	0	3	1	1	0	0
	*	Administrative Leadership	4	2	2	1	1	1	0	5	6	2	3	4	0	0	0
	*	Agency or Ethical (Political) Leadership	6	2	1	1	0	0	0	0	0	3	1	0	0	0	0
Curriculum	*	Development	0	0	0	1	1	2	1	1	1	0	0	0	1	0	0
	*	Educational Outcomes	0	0	0	0	0	0	0	0	3	0	0	0	0	0	0
	*	Curriculum Implementation	0	0	0	0	0	0	0	0	0	0	0	0	2	0	0
	*	Teaching and Learning	0	0	0	0	0	0	0	1	2	1	0	0	0	0	1
	*	Student Welfare	0	0	0	1	0	1	1	1	4	0	3	0	2	3	0
	*	Programs	0	3	0	2	1	1	0	0	2	2	0	0	2	6	2
	*	Student Placements	0	0	0	2	1	1	0	0	0	0	0	0	0	0	0
	*	Curriculum Support	0	2	1	2	3	0	2	0	0	1	0	0	0	0	0
	*	Specialist High Schools	0	1	4	0	1	0	0	0	0	0	0	0	0	1	0
	*	Centres of Excellence	0	1	0	0	1	0	0	0	1	1	1	0	1	0	1
	*	Fair Discipline Code	0	1	0	0	0	0	0	0	0	0	0	0	0	1	0
	*	External School Review	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
Human Resource Development	*	Professional Development for Teachers	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0
	*	Professional Development for CDs	0	2	0	0	0	0	0	3	1	0	0	0	1	1	0
	*	Professional Development for Principals	0	3	2	1	2	3	0	0	0	0	0	2	1	4	0
	*	School Development Days	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0
	*	Teacher Support	0	0	1	0	0	0	0	1	2	1	0	0	0	0	1
	*	Staff Discipline / Efficiency	0	0	2	0	1	0	0	1	0	0	1	0	0	0	0

Table 7.2

Analysis of Regional Senior Executive Meetings
(Most frequently discussed topics shown in boxes)

topics may have a rational link to children, teaching and learning, such substantive areas played but a small part in the discussions. As Table 7.2 shows, the most frequently discussed topics were within the management area. Within the management area, substantive discussions revolved around communications processes and problems.

Analysis of field notes shows that the discussions focused on structures, information dissemination and communication of detail about system operation. There was little discussion about communication of ethos in other than a top down formal manner. There was little attempt to involve strategic groups such as the parents or the teachers in this discussion and leadership. Feedback from these groups focused on problems they were encountering, and responses in turn focused on the system expectation with regard to the detailed function of operation. There was no discussion about the purpose and values behind the operation, which tended to remain unproblematic.

It is accepted that the meetings were held during a time of restructuring. Both new structure and system maintenance had to be high on the agenda. In a time of rapid system change the emphasis on communication is legitimate. For a restructuring that purported to be establishing value-based, substantively-driven leadership, in flexible local units, however, the dominance of a system control agenda displaced the substantive purpose and values. Once again, the cultural alignment of 'what we do' with 'what we say we do' was unable to be executed. The operation remained at the level of single loop analysis, working within the same ethos, inadequate in a time of turbulence. As has been noted above, no strategic plan was in place to attach the Directors and their operations to other than the functional reality. There was no planned and systematic expansion of the intellectual understanding of the substantive ethos, the agenda being overtaken by the functions of control based management.

This single loop functional dominance was reinforced by a three day Regional conference in November 1990 which was called to develop a vision statement, mission statement and a management plan. Employing a management consultant as facilitator, the conference saw the production of all of the above. However, widespread dissatisfaction with, and indeed hostility to, the statements, and administrative lipservice to carrying out the plan were expressed in subsequent Principals' meetings and privately by Cluster Directors. The management plan was seen as having no substantive values base apart from its administrative expediency. Despite the fact that some select Principals and parents were involved in its construction, there was no ownership by the regional school community.

It did not address the daily functional issues that were their concern. Nor did it address the underlying human values base of the purpose in teaching and learning to which the school community could give allegiance. Moreover its emphasis on administrative ethos was seen to represent the worst aspects of the concepts embedded in Schools Renewal.

The impact of this tactical leadership was felt at Cluster Director, Principal and school level. To explicate these impacts further, it is now appropriate to address this strategic interface from the viewpoints of the Cluster Directors, the focal point of this field research. It was these people who were charged with implementing a massive system wide change that had implications for the culture and the operation of public schools.

The Strategic Interface Part Three: Cluster Director Response

Initiating the Cluster Director Role

Initiation of the role of the Cluster Director was examined in this research by participation, participant observation and semi-structured interview. Early indications revealed a role confusion not unexpected given that the role was left operationally undefined. As analysed above and below, that the role confusion continued to exist eighteen months into the operation is indicative of an early and continuing failure to generate clarity of the organisational goals and value definitions.

The intended role of the Cluster Director as translated at induction clearly was to focus on schools. It was designed to provide direct accountability, assistance and support to enable Principals to manage efficiently and effectively, thus ensuring quality educational programs and outcomes. There was a clear expectation that the impact of the role would directly and indirectly penetrate the classroom.

The dimensions of the role intentions included educational leadership, management, performance support, community liaison, and contributions to the management of the Education Resource Centre. An analysis of the words used in the role description throws further light on these intentions. Words such as strategic planning, effective education, excellence, equity, participation, flexibility, and community involvement all stress the establishment of direction in terms of organisational operation. Words such as, promote, develop, communicate, market, support, facilitate and collegiality, stress a personalised infrastructure concept. Words such as outcomes, regular in-school evaluation, line

management, professionalism, performance appraisal, oversight of Regional and central policy implementation, coordinating external educational audit and outcomes accountability, all stress a role in measurement of, and responsibility for, the outcomes of the educational process.

In management and leadership terms the message was one of preparing the environment to produce a positive and developmental emphasis. In terms of performance support the role had dimensions for Principals, schools and the Education Resource Centre, ensuring that all expenditure was tied directly to educational outcomes, that in-school evaluation was regular, that external evaluation was coordinated and appraised procedures, and that strategically oriented regional and central policies were being adhered to. In terms of community liaison the role was to initiate contact with local groups, government agencies, tertiary institutions, TAFE, business and industry and the local media. School councils were seen as vital to establish shared governance and local responsibility. A community awareness of educational issues and priorities was to be promoted using written and personal representations. Provisions and achievements were to be publicised.

Each Cluster Director was expected to develop a plan of strategies and structures, monitoring these for report during their personal appraisal at the end of each twelve months. In each case there was to be a planned set of educational outcomes stemming directly or indirectly from the operation. Region was to be advised of all school and community expectations, needs and priorities. Cluster Directors were asked to prepare written monthly reports for the Assistant Director-General.

Cluster Directors brought to their tasks an extensive and experienced collective background of former Education Department operation. In many cases they also brought with them the mental models of the former paradigm of operation. Many saw their vision as technically correcting the functional realities, rather than implementing a radical change in the substantive value structure.

Their main expectation was to be provided with the authority and resources to resolve school based issues. In essence, they brought to the job the skills, but not necessarily the depth of holistic understanding, to effect paradigm change. Since human resource support and planning staff operated within a functional approach, there was little chance of seeing the deeper substantive problem and addressing it through planned professional

development.

The initial confusion of substantive and functional operation was demonstrated in responses to vision development. Discussions revealed the inclusion of "quality teaching and learning", "breadth and depth of the curriculum", "extension of individual potential", "leadership excellence", "equitable use of resources and opportunities", "open communication", "quality participation of the community" and "high self esteem and job satisfaction for teachers and leaders". It was suggested that, as part of the Cluster Director's vision "all the schools would be putting together a concise yearly management plan that reflected the Principal's vision".

Other elements of Cluster Director vision notions included :

- * valorisation; operation based on learning processes; promotion of talent development of higher order outcomes; increased retention and flexible access to schooling; both breadth and depth in the curriculum; other than students between six and eighteen having access to our schools; schools operating for extended hours; vertical groupings where talents operate in an integrated approach; and unlocked organisational patterns.
- * identifying excellence; exchanging of ideas; promotion of classroom expertise; different models of professional development; finding resources to capitalise for professional development; morale from people getting more satisfaction from their jobs; opening up the classrooms; overcoming the insular attitudes; developing an open and inviting attitude; and overcoming the barrier of "I'm doing a good job so don't interfere."
- * overcoming the separate compartments in schools; overcoming the rationalisation that teachers are doing a good job because they are doing what the community wants; building on the good points of this; overcoming the divisions between schools and sections of schools; using elements of the Infants approach to revitalise teaching; continuity; identifying and marketing particular strengths and characteristics of schools; displaying valued items in the Education Resource Centre; high quality of resources in the Education Resource Centre; high quality public relations from the Education Resource Centre.
- * Principals leading the total school community; identifying and utilising resources in the community which can assist schools (senior citizens, accountants etc); assisting the community in making decisions about planning

- and policies of the school; developing formal school councils and ensuring that they give and get feedback from the whole community; identifying key parents to work with schools; and working more closely with the school communities.
- * Principals as good educational leaders and as good managers; overcoming a response type management structure and syndrome; collegial cluster management.

These inclusions not only indicated the confusion between substantive and functional reality. They also reflected a confusion within the functional reality. There was no real understanding, for example, about whether the schools were each to have a vision or whether the organisation *per se* was to have a clear and articulated vision which gave all in it sound and unremitting guidance. On the one hand there was the technical paradigm of management planning and on the other was the natural paradigm, allowing each school to have an independent vision. Drawing on elements from both of these paradigms, without coherence and attachment to substantive values, led to an *ad hoc* combination of concepts. They appeared to be rationally and internally connected but had no value base, other than the functional, on which to ground their connectedness. They were drawn together simply to carry out a functional agenda. As analysed below, this confusion carried into the contacts with Principals, serving to exacerbate the diffusion of value and purpose based goal achievement, displacing it with functional and administrative operations.

It is pertinent, in terms of later analysis, to note some of the initial field observations made by the Cluster Directors. They each agreed that the administrative requirements of schools continued to burden their operation, especially of acute concern as they did not know what their levels of delegation were. In most cases they had little idea of the peculiarities of operation of their new Regional administration. Since the competence of the former District Inspectors was often measured in terms of their ability to resolve small administrative problems by manipulating the Regional system, a great deal of insecurity was exhibited by the Cluster Directors who were expected to perform in this area at least as well as previous District Inspectors. They had no real way of tapping into the problem solving mechanism and no way of making an immediate impact on their longer term task of renewing schools. The security of competence of Cluster Directors was threatened by the unanswered questions. Because processes and procedures were not yet in place, none of the Regional functional staff could answer the questions either.

Within the first months, group interviews with several Cluster Directors revealed that

the "theory wasn't matching the practice" with regard to the role of the Cluster Director. A disillusionment and cynicism began forming in the minds of previously enthusiastic people who had a real belief that the role could work for schools. Comments such as the following are indicative:

- * "I was clearer about the role before I started the job than I am now."
- * "Is this a whole lot of rhetoric?"
- * "I have a fear - no a concern - that we are simply inspectors being paid to sell Schools Renewal for the Department and the Government."
- * "The interesting thing is that I'm still getting in my in-tray all of the same material that I got as an Inspector - all of the same sort of documentation. That's fine, I'd expect that for now but I hope we can get rid of some of that stuff."

These comments stemmed partly from the tensions and frustrations in the context of strike action being taken by teachers over the implementation of Scott proposals. The ambient tensions culminated in resolutions of non cooperation, passed in late May, 1990 by Principals at a surprisingly large gathering, called by the Principals themselves and supported, apparently generally, throughout the State.

Interviews with a convener of that meeting indicated that "the Department" was seen as aloof and out of touch. This was exemplified by a letter from the Director-General urging support for a salary offer from the Ministry, seen by most as an insult. The Director-General was made the brunt - even to the extent of bags of unsigned "hate mail" delivered to his home (personal communication) - of what teachers saw as a "sell out" by senior Departmental officers to the exigencies of politicians. No longer was the paternalistic protection of the safe bureaucracy able to stand between stability and apparent political whim. Contingencies were designed by some Cluster Directors to try to overcome this image, for example by removing from their initial conferences the Director General's video tape on a vision for the Department.

In mid 1990, personal interviews with several Cluster Directors and a stint as a relieving Cluster Director provided information which showed that the frustrations also stemmed from their inability to resolve long standing issues in some schools. They saw a desperate need for "a win first up" to establish their own credibility with the schools. They had each identified significant and long running issues which needed to be resolved quickly.

The bureaucratic administrative structure of the Region had changed in name but not ethos. Essentially the same people were doing similar jobs under the same procedures and regulations. The new Cluster Directors had not established the personal internal contact network to short circuit these operations in this particular Region. Administration thus caused major blocking of problem resolution and a sense of decreased efficacy for Cluster Directors. Single loop influences were dominant.

Some examples from the interviews illustrate the point.

- * School boundary drawing was confused and little attempt had been made to negotiate appropriate student distribution. The result was field confusion and subversion of the zoning policy by "poaching" of out of zone students.
- * Sensible requests for urgent demountable accommodation to overcome a health risk issue were channelled through a hierarchy of regional clerical positions for comment even after the Cluster Director had established the need and negotiated with the Head Office supplier for urgent attention. The result was interminable delay in what was potentially a high health risk situation.
- * How to handle, effectively and quickly, unsatisfactory teacher performance continued to be a most significant unresolved issue. The result was that unsatisfactory personnel remained at the critical delivery face and undermined the whole education process.
- * Legalistic procedures placed tremendously divisive pressures on school staffs unfortunate enough to be involved in staff disciplinary cases. The end results often created the need to absorb proven offenders (for example those who had been found guilty, by internal tribunal, of such offences as inefficiency, misappropriating school funds, or even improper conduct of a sexual nature with students) within the non teaching sector or back in front of a class in perhaps a demoted position.

The unhappy factor in this analysis, as shown particularly in the Principal interface below, is that each of these types of issue was being handled in the same way some eighteen months into the restructuring. One representative and illuminating comment expressed during interviews was that the Cluster Directors were "running into worse bureaucratic problems in the Region than were ever encountered in Head Office". In essence, the highly paid Cluster Directors had not been given the authority to make decisions about the reallocation of resources that would resolve issues and focus the educational operation in their charge. Couple this lack of authority with restricted

operating resources available to Cluster Directors, which were much less than expectations and quite inadequate to resolve some problems, and the administration of the job caused considerable frustration for both Cluster Directors and schools.

Interviews with Cluster Directors conducted in mid 1990 revealed general concern that the level of clerical support was inadequate, both in quantity and quality. Each Cluster Director was provided with only ten hours Clerical Assistant time per week, some two hours less than the Inspector of Schools. The Clerical Assistant rate of pay and lack of permanency meant that, despite the commitment of many of the people concerned, the support was inadequate to generate professional assistance within the office. In most cases it was inadequate to facilitate efficient correspondence, filing, submissions and reports. It caused both frustration and embarrassment. Much of the Clerical Assistant time in the office "...was spent answering and referring telephone inquiries and in duplicating and distributing faxes from Region and Head Office".

Many low order and repetitive jobs were undertaken by the Cluster Directors themselves in order that some semblance of organisation was effected. This included attending to frequent requests for personal distribution to schools of "urgent" Head Office sourced material, and more frequent urgent Head Office requests for the collection of information from all schools - apparently to satisfy a Ministerial deadline. For example the Cluster Directors had to find information on all class sizes within a day; they had to follow up on Principals who had not submitted gas heating returns; they had personally to deliver industrial information to each school.

The Cluster Directors were fast becoming highly paid couriers and information processors, much of their work load being rearranged through Head Office and Regional administrative requirements. This situation served to undermine the role efficacy and credibility of the Cluster Director. On the whole, administrative requirements on behalf of various sections of the Department placed great demands on the time allocation of Cluster Directors, anchoring them more to the office than to the educative leadership role in schools.

Moreover, the Cluster Director was provided with little operational resource support outside the office, especially in terms of identifying and satisfying school needs. Cluster Directors were spending a great deal of their time organising mundane things like conference venues, duplication of notes, meal arrangements and recouping of

expenditure. There was no established mechanism or opportunity for educative leadership to take place, nor for the Cluster Directors to become involved in an educative process. This is explored in the school and Principal interface chapters that follow.

Impacts on the Role of Cluster Directors. Early 1991

Interviews and discussions with Directors in early 1991 revealed the impacts and consequences of the lack of strategic leadership. For many Cluster Directors there appeared to be a feeling of increasing powerlessness. They were frustrated at being forced by the structures and edicts from above to be nothing more than implementers of decisions for the Region Office Directorates. School centredness they saw as still a long way off. They had a great deal of influence and power and the ability to lead within their Clusters. But in terms of what was happening at the Regional level they saw themselves as "totally powerless".

Ethical support for the decisions made for wider purposes by personnel with a broader perspective was seen as fine, provided there was involvement of those expected to implement them. It was seen as especially necessary to follow the Scott ethos of letting the people with local knowledge make the decisions. It was observed, however, that even in daily matters, more and more decisions were being made without consultation by people involved in the situation.

Tight coupling prevailed and the capacity for the Cluster Directors to lead was seen as being removed by the progressive imposition of restrictions. The Regionally based leaders were becoming separated from the operationally based leaders. Many Cluster Directors noted a lack of real communication from and with what became known as the "Regional hierarchy". Written comments were replacing face to face contact. No feedback resulted from these comments. Increasingly, all Directors were being treated in the same way rather than being treated each according to their own needs, motivations, competencies and aspirations. There was a perceived need to identify each Director's strengths and weaknesses and to work with each from that base as individuals. Without this, Regional Directors were tending to provide the functional leadership at Regional Office based only the information that was required at administrative request. Because this form of information glossed over deeper and complex problems, real issues were not being communicated to the Regional Office and could not be addressed by the system. Cluster Directors lost their faith in the support provided by Regional Office and began to distance

themselves from the Regional Directors and the Assistant Director-General. In turn, when the Regional Office leaders discovered deeper problems from other sources, such as through complaints to the Minister, the trust that Cluster Directors were effective in handling field issues was broken. Monitoring and checking, controls and direction, were tending to be implemented by Regional Office personnel to take the place of trust.

Increasingly the Regional Office leadership was seen as becoming inaccessible, involved heavily in daily operations on many of fronts. Crisis management seemed to prevail. Authoritarian meeting styles had replaced informal sharing. Collegial networking was being replaced by control and direction. A bureaucratic approach to Regional management appeared to be developing, seen as a means of re-establishing authority and hierarchy in a time of uncertainty and insecurity.

Much of this was sheeted home by the Cluster Directors to the direct demands on the Regional Office leadership by the central hierarchy and the Ministry. Time was not seen as a problem. It was more a matter of changing priorities. The Central Policy Committee was recognised as a constraint on the authority of Regional Officers. But it was not seen as an excuse for those Regional Officers to revert to a leadership style which was perceived as incompatible with the principles inherent in Schools Renewal.

An apparent lack of attachment to the culture of school operation meant that the Regional Office leadership was often perceived as being in conflict with the way things had been done in the past. It appeared to be difficult to establish what was a significant blocking issue and what could be used to facilitate a strategic overview. This conflict established a "them and us" mentality on the part of school operators, making responsive leadership difficult. It made relating to the system very difficult. Annual performance review was perceived to put pressure on the leadership to get things done and to be seen to get them done. The apparent consequence was a reversion to a more directing style.

As suggested above, much of the difficulty appeared to be caused by a failure of the Directorate of Educational Programs and Planning to deliver a process and operation which focused the key personnel in commitment to a vision. The development of a vision, mission statement and management plan was seen as a mechanical process with no inspiration. It generated no ownership on behalf of key implementers. There was no focusing of the support operations in curriculum consultancy or student services to provide resource and structure to implement the plan. Few paid more than lip service to

it. It became yet another shelved piece of policy. Strategic leadership was simply impossible without these essential ingredients, the leadership being forced to resort to a tighter management.

Without strategic overview of purpose and direction, the Regional operation was vulnerable to "pushes and shoves" from many sources and directions. This particular Region included political electorates of several high ranking members of State Cabinet. Its staff comprised influential members of Secondary and Primary Principals' Councils, both of which had regular formal access to the Minister. Among its parent ranks were influential and vocal officials from both the peak parent federations. It encompassed influential members of significant lobby groups such as in Special Education and Languages Other Than English. And its various communities had and used ready access to both the media and the politicians. Pressures were felt to be immense. And without a touchstone of direction, Regional operation could be nothing more than pluralistic and reactive. Without strategic leadership, Regional personnel could do nothing to overcome their anxieties but revert to bureaucratic operation.

The consequence, throughout the operation of Regional support personnel was the reinforcement of structures and an operational ethos that was incompatible with the loose coupling of Schools Renewal. Tasks were divided, checks and controls were instituted in all procedures, specialists subdivided the problem solving capacity and established potential strategic blocking powers. Decision making was circuitous to avoid identification of the decision maker lest the decision be challenged, as was often the case in a complex operation. The function was slow, cumbersome, inflexible and unresponsive to the needs of schools. In fact with the changes in procedures, the devolution of tasks to Region without equivalent personnel, the move toward multi-skilling and the necessity to hold many positions with temporary staff, Regional administration was seen as less efficient than under the previous administration.

Impacts on the Role of the Cluster Director - Mid 1991

A further stint as Cluster Director in mid 1991 confirmed that little had changed in the operation. A car phone had been provided, as had improved facilities in the Education Resource Centre. Broadcast facsimile facilities meant that messages could now be relayed and returned quickly and efficiently. More flexibility in employment of support staff was a bonus, although the establishment of the Education Resource Centre shopfront facility

had absorbed the salary allocation for an Education Officer, a position originally intended to support professional development. Filing and duplicating were still issues although reworked office practices meant that the work generated by Cluster Directors had a quicker turnaround time.

Each Cluster Director now had a Personal Computer on the desk. Inadequate training and the lack of backup software support such as pro forma shells and special purpose macro programs, coupled with the demand by Management Information Services Directorate that each Education Resource Centre accept the (outdated) software provided by a central contract, meant that limited use was being made of these machines. Moreover, the early stage of computer proficiency of most Cluster Directors meant that valuable time was being absorbed in clumsy operation.

The diary entries shown in Table 7.3 indicate a sample of the work done in the relieving period. As the table shows the hours of work were long and the agenda was administratively driven. Meetings occurred to:

- * resolve school issues such as a controversy over the building of a school hall;
- * plan and organise the Regional support for a new Science and Technology Syllabus;
- * plan, organise and run a Cluster based professional development support program for teachers implementing a new English Syllabus;
- * assist the Assistant Director-General in administration of the Region (Executive Management Meetings);
- * attend to staffing issues in schools, and
- * facilitate involvement of Cluster personnel in the administration of the Cluster (For example, coordinating committees, Principal's meetings and so on).

Despite intentions to the contrary, it was very difficult to establish an agenda of educational leadership. It was difficult to arrange quality time in schools to make contact with staff and establish the leadership density that would give the Cluster direction and vision. School staff were only available outside teaching hours. Parents did their work for schools after dinner. Without the tools to penetrate the classroom where teaching practice was being carried out, the Cluster Director only had the ability to meet with non teaching staff between the hours of 9 am and 3 pm.

Table 7.3

Extracts of a Sample Period from a Cluster Director's Diary

MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
8.00 Office Admin 11.00 ERC Meeting Science consultant. 12.00 R.O.Meeting D(P&P). 1.00 ERC Set up committee for School Achievement Awards. 2.00 Ring four schools. 3.00 Office Admin	8.00 Office Admin. 8.30 R.O.Mtg - Regional Conference Planning committee. 11.00 Interview GA, upset teacher and upset CA at a school. 1.00 ERC Meeting Science consultant 2.30 ERC Meeting Senior Admin Officer re ERC Funding. 4.00 ERC Chair Regional Science and Tech Ctee.	7.30 Office Admin. 8.15 School Staff Mtg re strategic plan. 9.30 Review Casual Relief payments at two schools. 12.00 Office phone calls 1.00 Plan further Strat Plan activities for school 2.30 ERC - Plan English PD program for Cluster with consultant. 4.00 ERC Meeting with CDs.	7.30 Office Admin. 12.00 Visit a High School - discussions re concerns. 3.30 R.O Admin matters including school boundary review 4.30 Office Admin	7.30 R.O. Conference Planning Committee Mtg 10.00 Office Admin. 1.00 ERC -Teacher Employment Interviews. 4.00 ERC - Mtg with Media Regional Liaison officer re Science and Tech Launch.
7.30 Office Admin. 8.30 ERCCluster Coordinating Ctee mtg. 10.00 R.O.Meeting re school boundaries 1.00 UTS meeting re English PD. 3.30 Office Admin and phone calls. 4.00 Meeting at school - dissent re hall. 4.30 Mtg with D(F&A) at RO re hall plans.	7.30 Office Admin. 9.00 ERC Mtg with Secondary DPs re HTs. 11.00 Grandparents Day at a school. Presentation. 2.00 Mtg Co-ordinators of English PD at ERC. 5.00 Officview Admin	7.00 Office Admin 8.30 Executive Management Meeting at another ERC. 5.00 ERC meeting with President of BSBSG - a group established to jointly fund and build a school hall	7.30 Office Admin 8.30 Cluster Principal's Meeting 4.00 Meeting with local press representatives at RO	7.30 Office Admin 8.30 Schools Renewal planning at a school 10.30 Office Admin 3.30 English task force meeting at ERC 9.00 Saturday Regional Strategic Planning meeting at ERC until 4.00
7.30 Office Admin 8.00 Erc meeting re Head Teachers PD. 9.00 Official Opening of ERC 10.30 Meeting at ERC with Premier. 11.30 Office Admin 12.00 Meeting at RO with D(F&A) re BSBSG 1.00 Meeting with HT at a school re efficiency of staff member 2.00 Meeting at RO with ADG re BSBSG Hall Issue 5.00 Meeting with President of BSBSG 8.30 Meeting with BSBSG at school	7.30 Office Admin 8.30 Staff Meeting at school re School Renewal Plan 10.00 Office Admin 1.00 Meeting at a school of Primary executive throughout the Cluster. 4.30 Inservice at a school re Managing Challenging Behaviours.	7.30 Office Admin 8.45 Interview at school with teacher concerning efficiency. 10.30 Meeting with Science and Tech consultant at PSC to plan Regional launch. 2.30 Meeting at ERC with parent group opposed to BSBSG activities and intentions. 5.30 Office Admin	PUBLIC HOLIDAY	8.00 Staff Meeting at a school re Cluster English Inservice 9.30 Teacher Interview at ERC 10.30 Staff morning tea at a school to introduce new teacher. 12.30 Primary Curriculum Advisory Committee Meeting at HO.
7.30 Office Admin 8.00 Site meeting at a school. 9.00 Special Directors Meeting at RO 5.00 Office Admin	7.30 Office Admin 8.30 Meeting with English Consultant. 9.00 ERC planning Meeting 11.00 ERC Staff Discussions re organisation and tasks. 2.00 Office Admin 3.30 Science and Technology Inservice at a school	7.30 Office Admin 9.00 Meeting at a school re English Unit writing and inservice modules. 10.30 Meeting with local press re Cluster article. 12.00 Office Admin 7.30 PublicMeeting with Board Representatives at a school till 10.00	7.30 Office Admin 9.00 English Co-ordinator's inservice course at ERC. 4.00 Meeting with Science and Tech Consultant. 5.00 Inservice Course on Supervision till 8.00	7.30 Office Admin 8.00 Meeting at RO with D (HR) re planning for Regional Quality Education Conference 9.30 Strategic Planning conference at ERC. 9.00 Saturday Strategic Planning Conference continues till 4.00.
7.30 Office Admin 9.00 Meeting at ERC with PEO (HRD). 10.30 Welcome to Japanese visitors at a school. 12.30 Meeting with BSBSG Executive and ADG at RO. 2.30 Meeting with Head Teachers at a school re their concerns at Departmental and Board changes. 4.00 Office Admin 6.00 Regional Strategic Planning meeting at ERC till midnight	7.30 Office Admin 9.00 Briefing of Panel of Participants for Regional Conference on Quality Education. 11.00 English writing team meeting at a school to plan inservice modules. 3.00 Inservice on teaching drama at a school. 8.00 Presentation to a school P&C group on choosing a Secondary school till 10.00 PM.	7.30 Office Admin 8.00 Meeting with school staff re BSBSG proposed hall siting, size and environmental concerns. 9.00 Regional Executive Management Meeting at R.O. 4.30 Office Admin.	7.30 Office Admin. 8.30 Cluster Schools Marketing Committee Meeting at ERC. 10.30 ERC-Teacher Employment Interview. 11.00 Education Platform exercise with parents at a school. 1.00 Principals Network meeting at a school discussing English K-12. 3.30 Meeting at ERC with Science and Tech consultant re planning. 5.30 Meeting at R.O. with D (A&F) re BSBSG 8.00 Meeting with executive of BSBSG at school, till 11.30.	7.30 R.O. Briefing Meeting with D (HR) re staffing, promotion and transfer procedures for 1991-92. 8.15 Staff meeting at school re Schools Renewal plan. 10.00 Review a school's casual relief printout. Prepare and submit report to D (A&F). 12.30 Office Admin 3.30 ERC Meeting with Science and Tech consultant. 4.30 ERC Meeting with teachers re permanent part time work application. 5.30 Meeting at ERC with parents opposed to BSBSG intentions.
7.30 Office Admin 8.15 School Staff Meeting re performance appraisal. 10.30 R.O. Primary School Zoning Meeting. 12.30 School visit to discuss English Inservice 3.00 ERC Meeting with BSBSG executive.	7.30 Office Admin 8.00 ERC Meeting with parents concerned at environmental issues re BSBSG proposals. 9.00 Culling for HT Interviews at a H School 12.00 Teacher Employment Interviews 2.00 Director's meeting re curriculum c'tees. 4.00 English Co-ordinators meeting. 7.30 Public Meeting re BSBSG proposals till 11.30 PM.	7.30 Office Admin 8.30 Interview at ERC with BSBSG Executive. 9.00 Primary Principals Council meeting. 1.00 PSC meeting with Science and Tech consultant. 4.00 Meeting at school with HTs Mathematics re Board changes and their concerns. 8.00 Meeting of BSBSG executive re addressing concerns raised at Public Meeting, till midnight	8.30 Regional Quality Education Conference (live-in at a motel)	8.30 continuation of Regional Quality Education Conference (live-in at a motel). Conference concludes on Saturday at 4.30 PM.

The agenda of the Cluster Director was overtaken by demands from Regional Office and administrative demands emanating from schools. Much of the Regional demand on time was to organise activities, to resolve outstanding issues, to assist in establishing new administrative procedures and to be available to receive and subsequently to disseminate masses of information about new system operations. Much of the school demand revolved around organisational and hygiene issues. Schools operated to an administrative agenda which meant that a myriad of tasks had to be attended to. They transferred this agenda directly to the Cluster Director. With no substantive tools to use, the Cluster Directors accepted the schools' demands to at least establish a tactical credibility.

Thus the following list of activities from a sample day plan appear to be typical of a Cluster Director's administrative operation. They are recorded over one two hour period in the office but represent similar entries in other periods:

- * ring S about supervision course;
- * ring F about Head Teachers meeting;
- * ring P about parents concerns over fitness track;
- * ring R about parent concern re clothing pool;
- * ring P about accounting for ancillary days;
- * ring P about Principals Conference venue;
- * ring C and M re Schools Renewal Planning course;
- * ring C re speech notes for Assistant Director-General at Cluster Development Day;
- * ring Z tendering apologies for Cluster Computer Committee meeting;
- * ring J re potential closure of Field Study Centre - organise urgent meeting;
- * ring O re culling for Head Teacher interviews;
- * photocopy suspension policies for Principals Conference;
- * type up on computer the information to be disseminated at the Principals Conference;
- * write report for D (HR) re teacher causing concern. Get it typed and to R.O. urgently;
- * draft replies to four letters from parents objecting to hall;
- * review format of submission of applications for research and fax review to R.O.;
- * review map of Primary school boundaries to eliminate overlap. Ring relevant Principals and negotiate adjustments;
- * organise car log forms for fortnightly submission to R.O.;

- * enter records re allocation of relief days;
- * organise afternoon tea for conference, and
- * make sure dishwasher is on.

The list is very similar to lists compiled by Principals in organising their work. It indicates a dominance of highly paid leadership time being allocated to the functional reality, at the expense of the substantive tasks for which the Cluster Director originally was employed. It represents a busy person, involved, committed and potentially very stressed; a person who could not control and direct the agenda; a person who operated by adding more and more linear, single time dimension tasks to the operation as demands proliferated; a person who had no authority to decide on priorities within a clearly articulated purpose; a person who could only lead through administrative means that required more tasks, more staff, more technological backup, more training, more procedures and more regulations to ensure conformity.

The Strategic Planning Process

The inadequacy of this management driven approach to operation was becoming apparent by March, 1991 when a small working group met with the Assistant Director-General as a peak strategic planning group for the Region. The group consisted of five Cluster Directors, staff from the three Regional Directorates, a teacher representative, the Presidents of Primary and Secondary Principals Councils, and the president of the Regional Council of Parents and Citizens Associations. The researcher was one of the Cluster Director representatives.

Using the theoretical base underpinning this thesis, the group developed a series of workshop modules which was designed to ensure all members of the Regional school community shared in the process of designing a values based educational vision. The modules, produced in booklet form and attached to this thesis as Appendix 7.1, were accompanied by a presentation of the educational platform analysis at the heart of this thesis, which was accepted by the peak planning group as the basis for the operation of the Region.

Initially using a research-development-diffusion process but following it up with a normative re-educative program, the modules addressed the process, the educational platform, and vision and mission statements which stemmed directly from the platform.

Nine areas for Regional goals were identified and an exercise was designed to involve the Regional school community in developing the goals in alignment with the educational platform. The final module identified operational descriptors within each of the goals. These descriptors were arrayed on a four point scale from unaligned operation to preferred future operation. The exercise sought feedback from members of the regional school community on their opinion of where their school or area of Regional operation currently lay on the scale. It then sought their advice on the actions necessary to realign the organisation to achieve the goals. This advice was to be submitted to the Regional Strategic Planning Group for their consideration in designing an operational process to implement the strategic changes.

The strategic planning process was designed to stimulate the generation of cultural change. It incorporated a range of the principles at the heart of the theoretical framework for this thesis and represented the theory in action. The first principle involved the establishment of an ongoing environmental scanning process to determine the appropriate niche for the Region in the external purpose of the education system as a whole. The values underpinning this purpose were then translated into an educational platform for the Region. The second principle involved a situational analysis of the educational needs and total resource capabilities of the internal organisation - a double loop review of the Region *per se*. The third principle used a double loop process to focus the organisation on the substantive nature of its values and meaning, aligning its structure and function to the ethos underpinning its external purpose. The fourth principle involved a specifically designed single loop process to foster leadership density amongst all in the regional school community, ensuring that they shared the development of and commitment to the values and direction of the Regional culture. The fifth principle involved a further single loop human resource development process to operationalise the values and prevent the entropic effect of false clarity, a constant drag back to the status quo.

Despite the repeated assertion within the Strategic Planning Group that it was an ongoing, normative re-educative process, many in the Regional leadership saw the introductory course as a one-off attempt which had limited success. The principles not incorporated into the initial process were those associated with the long term, personally oriented social learning process that a complex change in ethos, and cultural hegemony requires. These were not well understood by the Regional Leadership. Cluster Directors and Regional Directors alike went straight on with their management

approach, the strategic goals becoming paper policies as before.

Preparation for this strategic planning process was carried out in a series of disparate groups throughout the Region. A group of twenty Head teachers, two Cluster groups of Principals and five school staff groups all participated in the exercise of developing an educational platform. The Regional executive were all taken through the exercise as was the staff from the consultancy team and the student support services team.

Feedback from these groups generally was positive. Participants, without exception chose the majority of their answers in the practical orientation. (See Chapter Three on curriculum orientations). Most felt the exercise clarified the educational values to which they were committed. Likewise they felt that it provided a shared language that could be used to help focus the culture on the essential operation. They had difficulty, however, understanding how it could be operationalised, many having a prior commitment to such values, but having limited success in gaining organisational alignment with them. In general, there was some scepticism about whether the organisational leadership would be able to refocus its resources and daily tasks sufficiently to place the educational platform at the centre of its operation. It was viewed as somewhat of an unrealistic ideal. The atmosphere, on the other hand, seemed to indicate that it was appropriate to try.

Following this preparatory stage, the whole process was given a trial in the case study Cluster. This was then followed up by day-long presentations to most Principals throughout the Region, held in Education Resource Centre groups. (See Appendix 7.1 for the booklet of exercises and workshops used to present the course.) The limitations of the rationally oriented research-development-diffusion process began to show. Ominous signs of the magnitude of the task involved in making the cultural change began to emerge. While most could appreciate the exercise on the educational platform and generally agreed with the educational values underpinning it, many, especially the secondary Principals, felt that they were impossible to achieve.

The tremendous diversity of stages of understanding and approaches to educational leadership of Principals was an outstanding feature of the early implementation process. Some Principals viewed the course in a positive light, indicating in their evaluatory comments that it was "highly motivational", "provocative, probing and penetrating", "strongly consultative", "allowed genuine and active participation", was "engaging,

stimulating, clarifying and practically useful back at the school". In contrast a considerable group felt it was "constraining and restricted", "very tiring", allowed only "passive participation", "concentrated on semantics rather than content", was patronising, and presented an "imposed educational platform of questionable validity". The strong feeling, expressed in honest but open cynicism was that the course presented rhetoric that could not and would not be matched by support in implementation. "Survival" was the word most commonly used to describe the agenda of the Principals. Their trust in the organisation was at a very low ebb.

Within the group who did attempt to grapple with the strategic nature of the planning process, false clarity prevailed for many. There was a suggestion that the different orientations were appropriate in different subject areas. Mathematics, Industrial Arts and Home Science, for example could use the technical orientation (see p 99), while English might well use the natural (see p 100) and the Social Sciences faculty might use the socially critical (see p 100). Another suggestion was that teachers could work in the various orientations as befitted the situation, thus ignoring the essential distinction between context and purpose (see p 98). Similarly ignoring this distinction was the suggestion that the orientations referred to the different levels of education. Infants was natural, primary was practical, secondary was technical, and tertiary was socially critical. In particular, however, it was strongly pointed out that for secondary schools, Board restrictions prevented the type of holistic approach that the practical orientation required (see pp 211 - 214). The Higher School Certificate and its accompanying assessment procedures from Years Seven to Twelve were seen to dictate a technical approach throughout their organisation.

Many Principals misunderstood the "reference point", purposive nature of the orientation when they suggested that it was eclectic. They focused on the acknowledgement that many teaching features of each of the other three orientations could fit into the practical. They failed to distinguish between the purposes in the orientations. Discipline in the technical orientation, for example, serves the purpose of controlling students so that they passively and diligently absorb the legitimised knowledge. Drill ensures that the knowledge is clearly entrenched in fixed mind pathways. Tests establish how much of the knowledge can be regurgitated with fidelity to the original, the test results then being used to stream students into life situations. In the practical orientation, however, discipline focuses on self responsibility to commit effort to personally meaningful learning. Drill is incorporated only to establish meaningful skill development to aid

further learning. Tests are one set of tools used to analyse a student's learning and as a result, to devise future learning situations.

As alluded to above, overpowering the purpose of the exercise for many was gross cynicism about the intent and focus of the changes made to education in the previous two years. This was coupled with a lack of connection to even the management intentions of these changes, most Principals demonstrating a misunderstanding of the concept of organisational leadership inherent in organic management. 'Leadership' was viewed as an 'out front', imposed, directing concept. It held the technical orientation connotations of competitive success with winners and losers, passes and fails, leaders and followers - of comparative ranking. It connoted a personification in terms of 'a leader'. Within the practical paradigm, on the other hand, all who are clearly committed to, and take action to achieve, the values and goals of the organisation are carrying out leadership. It is a notion of density, of purpose and meaning which guides the organisation.

Their view was that the changes were politically driven and that the new 'lean' hierarchy still focused on administration and control. 'They' weren't able to 'support us' (read 'leave us alone to maintain our operation with the least disruption to the daily routine' or alternatively 'provide us with the resources necessary to resolve all daily issues, quickly'). All 'they' could do was generate 'paper' to which 'we' had to respond. Short time scales over-rode the Principals' own agendas, generally for administratively based purposes, and apparently little related to the educational operation of the school. The purported 'devolution' of authority was seen as being accompanied by a proliferation of administrative controls, each consuming time and distorting the educational purpose. All Principals could see for the changes was more work for what they perceived as a much removed and little valued purpose. Few could see the relevance of it to their daily operation.

For some, the exercise of clarifying a strategic educational base of operation was seen, despite the strong general agreement with its values, as an imposition from 'above'. Similarly, despite their constant calls to place teaching and learning at the centre of the operation, they felt that even a strategic plan that did this was being imposed over and above their own agenda. For some it was part of the paternalistic approach the Department had been using for the previous two years to try to brainwash them into a new understanding. Even the inbuilt consultation in the process was viewed with cynicism. There was a general feeling that, despite their feedback, the plan was already

fixed by Regional Office personnel. Many simply did not see the process as relevant to setting goals for their schools.

Perhaps it was the fault of some rather circumlocution in the delivery. The following comment summarises the view of some:

The Department of School Education's Region is conducting a "strategic planning process", a title that promises some woolly thinktanking. An example: A paper sent out to schools asks for management plans "so that regionally based personnel can adjust their structures and functions to orient to the facilitation of the work of schools". Phew. ("Column Eight", The Sydney Morning Herald, Saturday, August 31, 1991).

Misunderstanding had been fostered in part by the system itself which had previously requested that Principals develop a strategic "School Renewal" plan for their schools prior to the provision of anything other than structural or management plans by either the Centre or the Region. Some eighteen months to two years into the restructuring, the Region, seen mainly as an administrative arm, seemed to be imposing a set of goals over and above the schools' own goals. When previous practice would suggest that such regional goals would probably become the basis of annual school reports and even of performance agreements for Principals, there was little wonder that concern was expressed.

The intent of the process was normative re-education. Long term, deeply rooted cultural change could not be achieved overnight, by either a rational course or any charismatic approach to its delivery. Strategic success needed a long term, focused, operationally and functionally supported organisational orientation that placed appropriately agreed educational values at the real, as opposed to the nominal, heart of operation. The multiple realities of each person in daily operation needed to be taken into account over a long time scale. As such the work needed to be focused in the schools, in the classrooms, with the teachers and their students - not in conference venues for Principals. The rhetoric needed long term support in action.

The Strategic Interface Postscript: Restructuring, September 1991

Input and Planning

Concurrent with the development phases of the Regional strategic plan, the major contraction of head office personnel and functions, mentioned above, created the need for a further round of significant Regional restructuring. Although a golden opportunity for realignment of structure and function to the substantive values of the strategic plan, this restructuring process seemed once again to be dominated by a bureaucratic ethos. An analysis of the process from the viewpoint of participant observer and clinical adviser reveals much at the heart of the culture which betrays its true values.

Extraordinary meetings of Directors were called to examine the implications for the Region of the downsizing. As explained above, eight hundred and fifty positions had to be eliminated from Head Office without affecting the service delivery to schools. A memorandum listing Head Office functions to be devolved, deleted or reorganised had been provided. Assistant Directors-General had been given the task of indicating which of these tasks they could take on for the State, which tasks they could operate on their own behalf and which tasks could be deleted (as cost savings) or devolved to schools. Few, if any resources could be anticipated to support these functions.

There was an attempt to free up thinking from the rigidities of past shibboleths by asking for 'sacred' practices to be examined. It was noted that:

In the majority of our schools what is occurring in the classrooms is not what should be there for the end of the Twentieth Century. Schools need to adapt to the new needs of their students. They need the appropriate resources and equipment to do this. They need staff who are sensitive, well trained and ongoing learners. The package of training up front is no longer adequate....

The emotional angst about holding on to ways of behaving, structures and placement of facilities is criminal. The challenges are so important that we have to do away with the emotional clutching on and make rational and intelligent decisions about our operation.

...we have been preoccupied with management structures over the past

eighteen months. It has been monopolising our time and prevents us from getting to the teacher/student interface. Our teachers need to be prepared by us for schools in the Twenty First Century. (Assistant Director-General address to Cluster Directors 2/7/91).

Despite this statesperson-like attempt to establish a double loop learning process, the underlying ethos was not seriously challenged by the participants at these restructuring meetings.

Using corporate language, a reflection of the source of the influences, the approach focused on making the Region "an independent subsidiary of the Department rather than a branch of Head Office". (Assistant Director-General). The intent was to ensure that local schools operated as independent client owned franchises rather than as "company owned schools". (Assistant Director-General). Without reference to the essential purpose of the organisation, the process was single loop learning.

The three functional Directors produced documentation of their operational structure and explained the administrative tasks that each section undertook. These are the structures shown as Figures 7.3, 7.4 and 7.5 above. In general, the corporate principles recommended for restructuring involved relocating or reorganising tasks and structures to take higher priority tasks on board. Priority was not determined by reference to a strategic overview and attachment to purpose. Rather it was determined by reference to efficiency and effectiveness of function.

The method of analysis was linear and incremental in terms of structure. Each task carried with it budget and resource constraints, generally capable of being overcome by additional technology. Many tasks carried legislative responsibility. Many carried industrial relations and Award ramifications. Economies of scale were considered. Specialist knowledge and expertise was identified as a devolution constraint. The need to keep records for administrative purposes was attached to the need to facilitate the movement of staff and the ongoing review of their (complex) entitlements. Many of the service functions such as records, mail, keyboard and motor vehicle management were related to Regional Office functioning and therefore could not be devolved.

The constraints of training and technology were emphasised. So too were the inflexibilities inherent in Regional line item budgets, the Region not yet being given the authority for global financial functioning that schools were using. The constraints of

authority levels were also highlighted with the emphasis that any devolution needed to be accompanied by information, technology, resources and the authority to make decisions. The administrative and imposed requirements and time frames from Head Office and the Ministry were highlighted as major constraints 'hijacking' local agendas. Some functions, such as Police checks on staff and Government Medical Officer reviews, required liaison with other Government Departments which insisted on contact only with designated officers.

The resultant submission to Head Office outlined that Region still considered most tasks should be administered within a Head Office/Region structure, with few being abandoned or laterally integrated. It was suggested that Schools and Clusters be devolved the following areas of responsibility:

- * Twenty Five Year Certificates and Retirement Medals
- * Staff discipline and welfare
- * Staff leave
- * Staff rehabilitation
- * Staff employment interviews
- * Community relations
- * Environmental projects including Field Study Centres
- * Aspects of school maintenance programs
- * Industrial relations on local disputes
- * Annual requisitions

Each of these areas of operation pertain to the schools and could be used to attain a substantive goal. Devolution unrelated to a strategic purpose, however, meant that schools perceived them as an additional impost without administrative support.

The Regional management suggested that Regional Office staff could accept State responsibility for:

- * Management of the Selective High Schools Placement Program
- * Management of the Overseas Student Placement Program
- * Coordination of several curriculum areas
- * Some Entrepreneurial Ventures
- * Teacher Recruitment and Promotion
- * Joint Masters Leadership Development Program
- * Guidance Unit
- * Art Express

- * Resource production

Relatively peripheral functional changes in system provisions were requested such as:

- * global budgets for Region with maximum internal flexibility;
- * fee for service operation of some programs;
- * fast-tracking the upgrading of technology, especially in payroll and personnel software and backup, and inter-office networking, and
- * the potential to undertake entrepreneurial activities with up-front venture funding and application of profits to Regional activities.

Similarly, proposed adjustments within the Region were mainly administrative and intra-structural. They included:

- * multi-skilling of staff to increase flexibility;
- * a re-ordering of priorities;
- * the rationalising of one Cluster position re-allocating funds to new responsibilities;
- * giving school based staff the opportunity to undertake tasks on behalf of the Region;
- * restructuring the consultancy support services, and
- * reviewing:
 - potential entrepreneurial ventures;
 - community use of facilities;
 - Education Resource Centre activities and responsibilities, and
 - deployment of Home School Liaison Officers.

The "Rightsized" Structure

Following the presentation of the various Regional views to Head Office and the subsequent presentation by Head Office of a range of potential structures to the Minister, a revised Head Office Organisational Chart was presented to Assistant Directors-General at the end of July, 1991. This restructuring is represented in Figure 7.6 over page and bears comparison with the Head Office structure established following the adoption of Schools Renewal recommendations in the early part of 1990, as shown at Figure 7.1 above.

The new structure made redundant the positions of Deputy Director-General (Regions

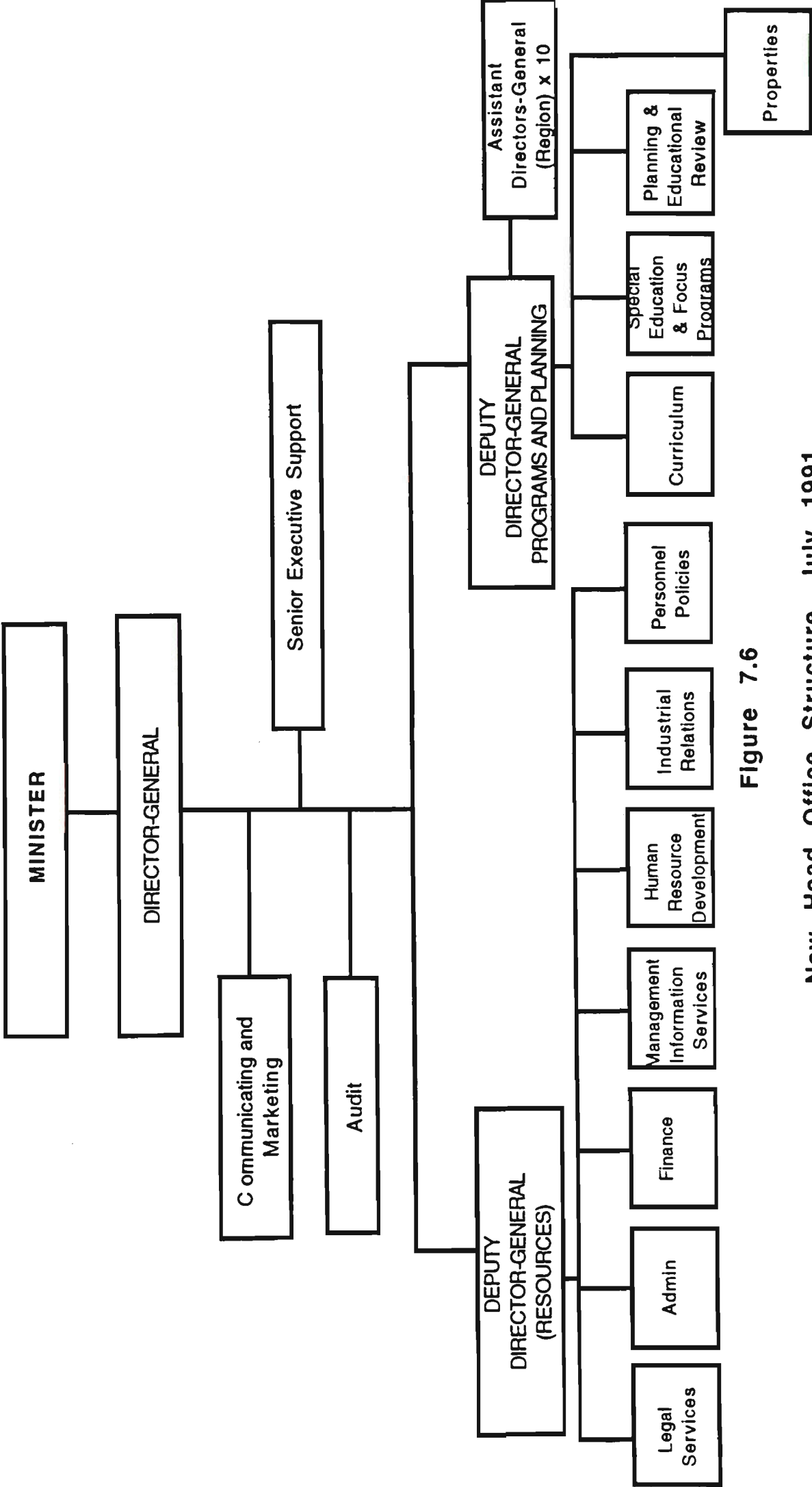


Figure 7.6

New Head Office Structure, July 1991

and Schools), Director (Regional Coordination), Assistant Director-General (Human Resources), and Assistant Director-General (Finance and Administration). It established a Deputy Director-General to oversee all Departmental resources. It re-established Special Education and Focus Programs, and Properties as directorates and established a Legal Directorate.

On the face of it there was potential for a considerable strengthening of educational planning and programs linking them more closely with the delivery of services to schools through regions. The change in operation for regions was significant. As the Assistant Director-General had previously indicated, regions were no longer to be managed in line as branches of Head Office. Rather, they were to operate as semi-independent subsidiaries, focusing their operation flexibly to address the needs of their own school communities. No longer was there a specific high level directorate to control regional operation. Rather there was, at least potentially, real support for operations.

On the other hand, the new mega-portfolio of Resources at the same level as the Programs and Planning portfolio had the potential to control implementation by restricting resource allocation, if for no other reason than that the two major program delivery areas supporting regions and schools were deleted. To be fair, it also had the potential to remove the control mechanisms on regions and schools, replacing them with a substantive values based operation to assist devolution and alignment.

The Assistant Directors-General and remaining Directors at Head Office were each given a staffing ceiling and asked to restructure their region or remaining portfolio by 30 September to carry out the extra duties as listed in the original Head Office memorandum. They were to be as free as possible to create their new structures, the Minister insisting only that Education Resource Centres and Clusters continue to operate. The ten regions were given a total of thirty four extra positions (distributed to regions on the basis of a weighting of 0.4 for the number of schools, 0.4 for the number of staff and 0.2 for the number of students giving the case study Region 4.3 positions) to cater for the additional responsibilities, most of these being special units to continue their Statewide operation.

The Regional Response

The Regional response to this Head Office restructuring further displaced the substantive

operation of the organisation. The researcher, as clinical analyst, presented a paper outlining a structure that would align this Region with its educational platform as established through the strategic planning process. This paper is presented as Appendix 7.2. Figure 7.7 over page represents the proposed structure.

The structure proposed that schools become semi-autonomous within the value base established through the strategic planning process. It suggested that schools undertake independent administration, supported by the placement of half of the Regional Office staff establishment at Cluster level to provide long-term, direct delivery of services in the three areas of curriculum implementation, administrative assistance and student support services. Backed by extensive technological support, schools would handle their own staffing, payroll, working conditions, staff services, properties, and finance, referring to Regional Office only for advice and support in exceptional cases.

It suggested the establishment of a peak strategic unit to lead the Region, scanning the environment within the Region and outside it, and linking the Region to the policies of the Department. This unit would be charged with aligning the Region through the multiple loop learning processes advocated in the theoretical framework of the thesis. It would be in constant interactive contact with Cluster Directors, Principals and parent groups keeping the values and purpose at the fore of activities and supporting an outcomes based educational audit function, administered locally and reported publicly.

To service the Cluster based staff, a program services unit would coordinate the production and distribution of curriculum and special focus program material, using a task force and contract method of operation to employ professional advisers. The unit would also coordinate the student support services, ensuring support as the Cluster based people indicated a need. It would be responsible for entrepreneurial activities to market its product on a wider than Region basis. It would undertake entrepreneurial student placement and assessment services, including overseas fee paying students and reciprocal visits.

A resource support unit would also service the Cluster delivery people providing technological backup, inter-school and inter-region movement of staffing and entitlement records, advice to schools on policy and entitlements, and financial control. This unit would be networked to the computerised administration of each school and would have all information on line to answer any query or survey that required

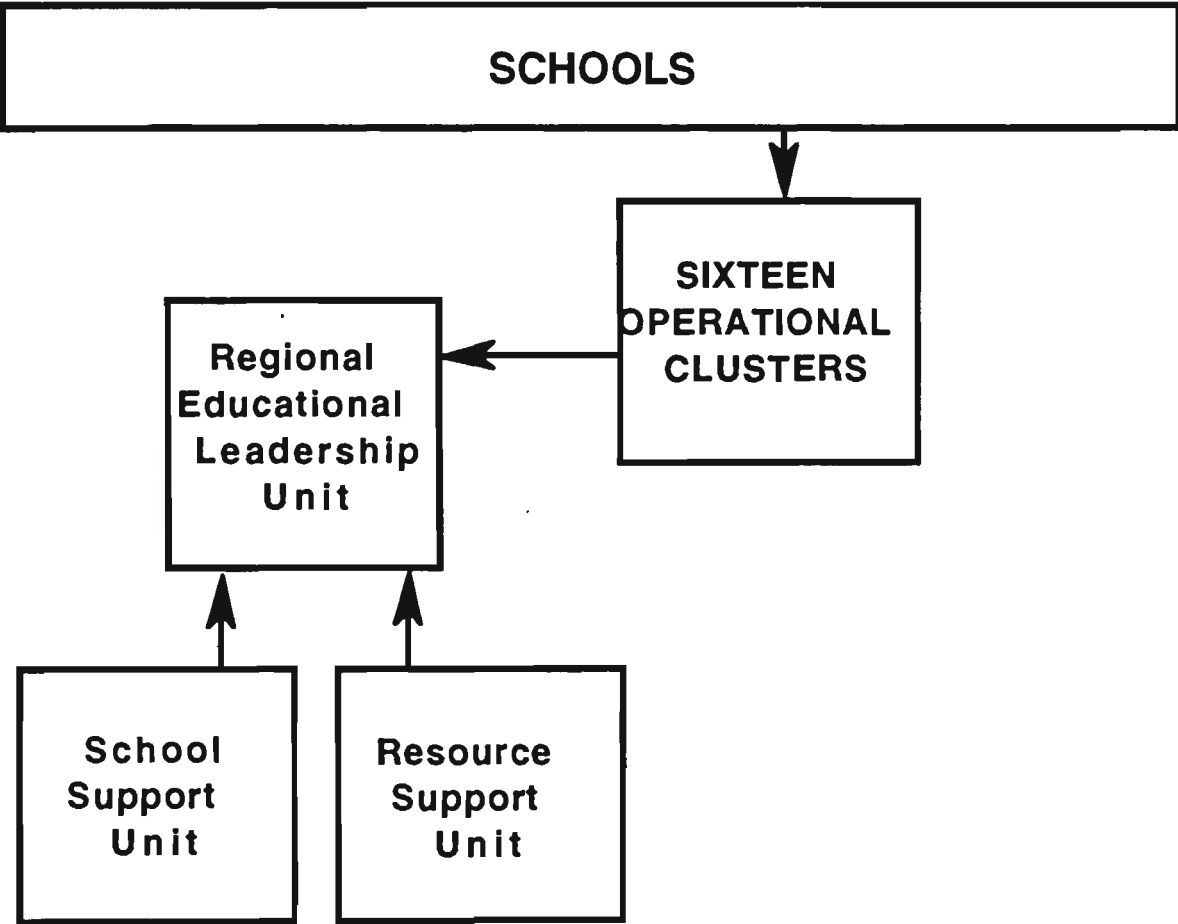


Figure 7.7

**A Proposal for an Organically Oriented Regional Support Structure
(After Manefield, 1991 - See Appendix 7.2)**

quantitative data. No paper returns or reports would be required from schools to regional or State office, the computer data and software being designed to provide whatever information the system might need. To ensure that school based staff were trained to handle the software, the resource support unit would provide the Cluster based administrative support staff with the skills and resources to present on-the-job training packages, some courses for advanced training being mounted at regional level. Similarly, the unit would produce staff training courses for such technical activities as interview techniques and vitae preparation, these also being delivered by Cluster support staff.

This suggested structure and operation was presented to a special meeting called to consider strategy and give advice. At that meeting, the Assistant Director-General challenged the Regional senior executive and representatives of primary Principals, secondary Principals and parents to concentrate in a "green field" manner on "what we need to do to support the schools in our Region". She sought "radical thinking about a range of possibilities", focusing thinking on "what this is doing for schools". Despite this plea, the restructuring principles recommended by the representative group remained short term, rational, logical and functional realm. They included:

- * consider the weighting between potential risk and cost in devolving authority;
- * not devolving for the sake of devolving;
- * schools need more resource/support/technology if they are to be asked to pick up more responsibilities;
- * work practices need to be reviewed to make savings;
- * leave the Cluster organisation alone but restructure the Regional portfolios to combine curriculum delivery with human resource development;
- * move consultancy out to the schools, using the expertise from the schools to drive the educational programs from the base;
- * strengthen professional associations;
- * streamline the administration with sophisticated technology;
- * buy in services rather than employ them, and
- * decentralise the service infrastructure through locally based, computer driven administration and networking.

The eventual structure, shown below as Figures 7.8 to 7.11, combined some of this rational advice and perpetuated the single loop focus. A strategic services unit, led at Principal Education Officer level, was hived off the Educational Programs and Planning

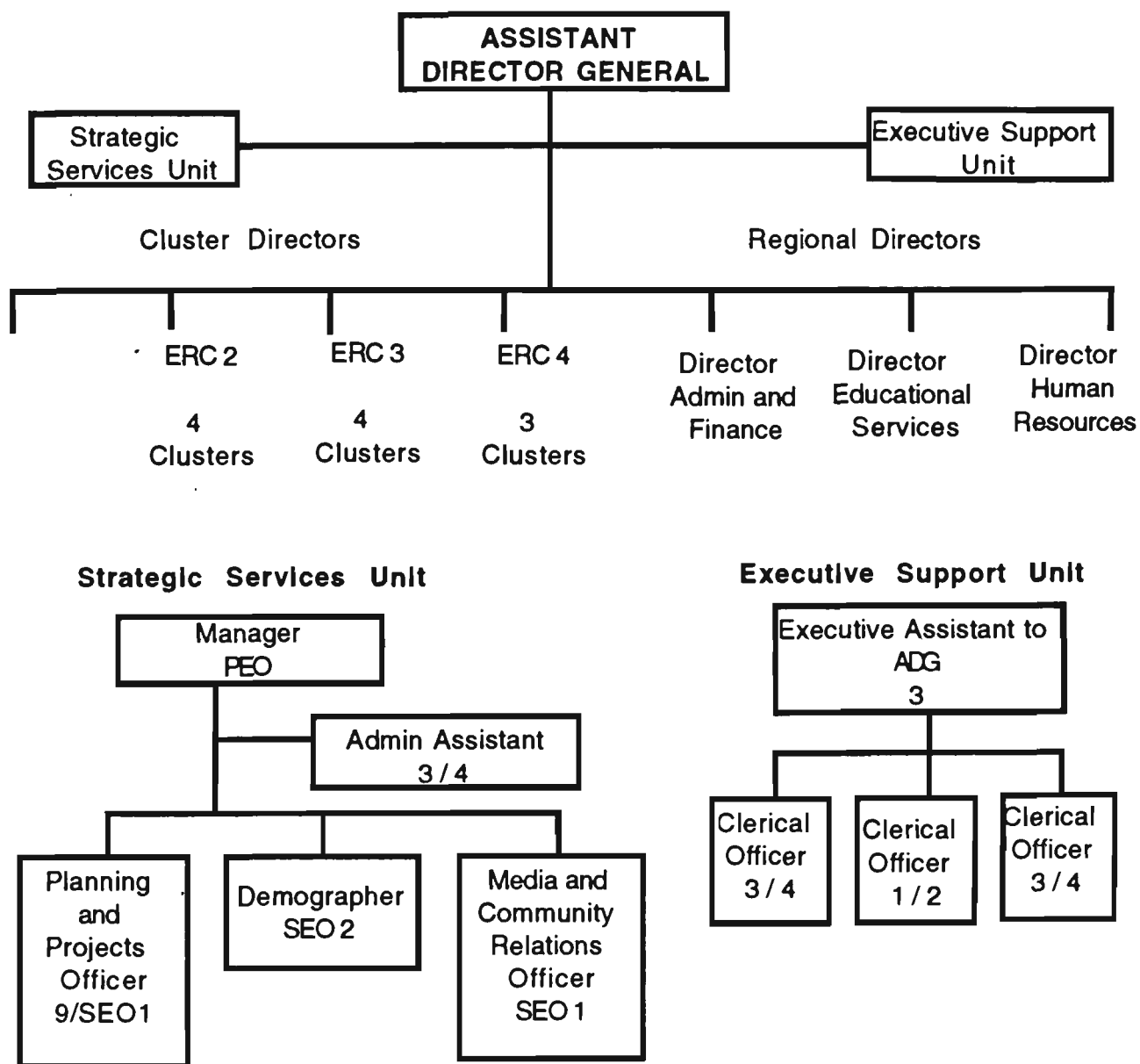


Figure 7.8

**Regional Case Study Structure Following Reorganisation
30 September 1991
(Information Supplied by ADG (R))**

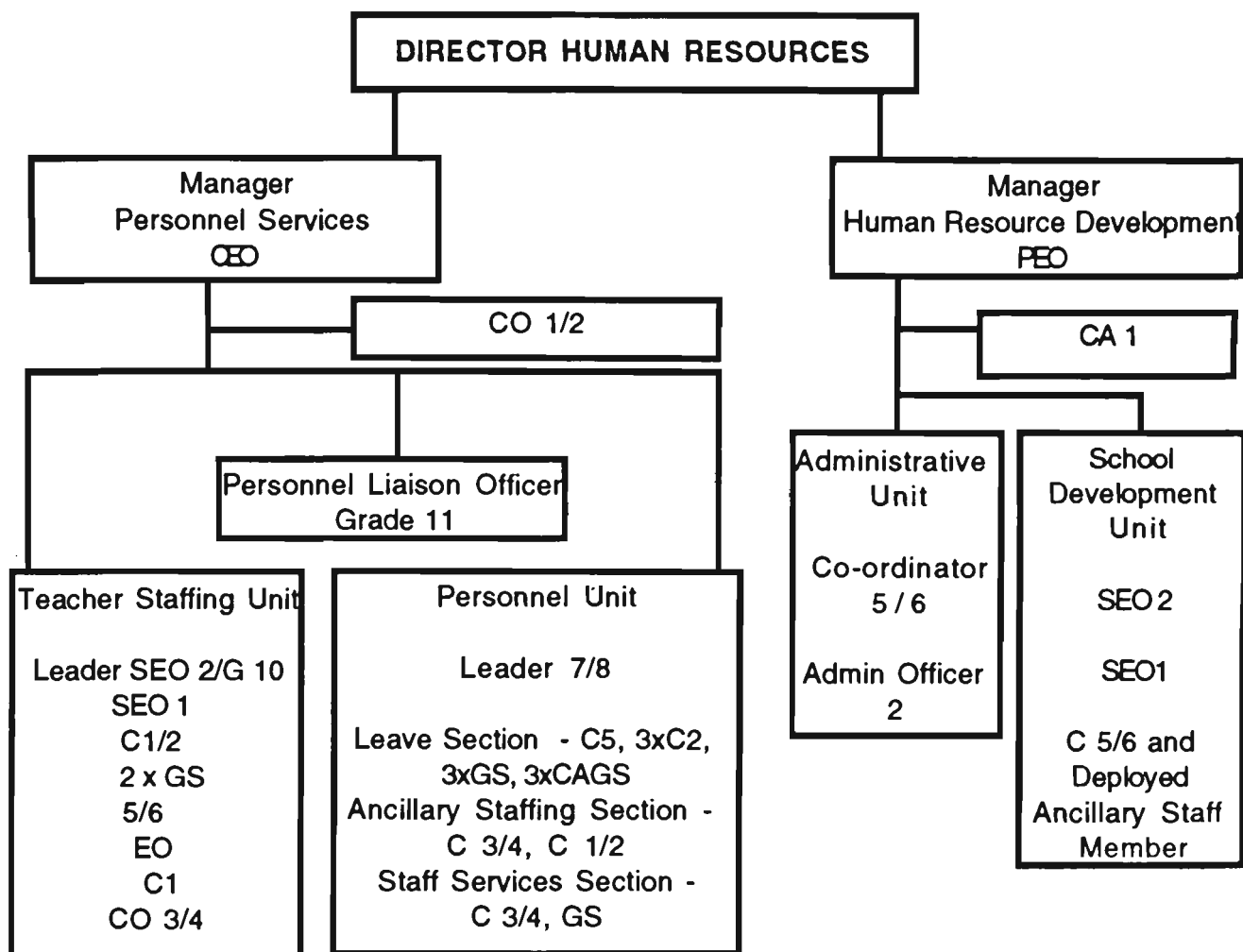


Figure 7.9
Human Resource Directorate of the Case Study Region
Following Re-organisation 30 September 1991.
 (Information supplied by ADG)

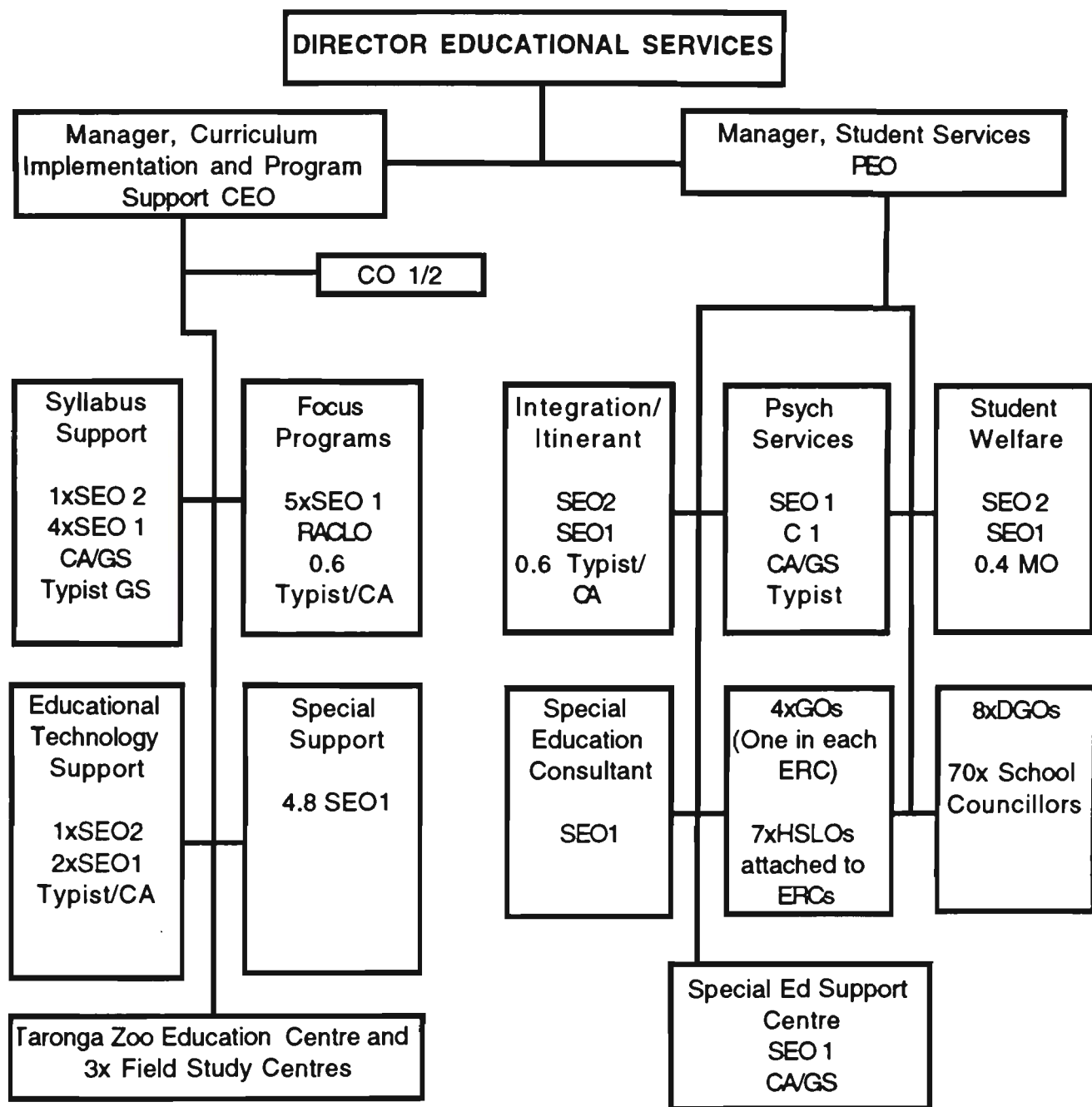


Figure 7.10
Structure of the Educational Services Directorate of the
Case Study Region Following Re-organisation,
30 September 1991.
(Information Supplied by ADG)

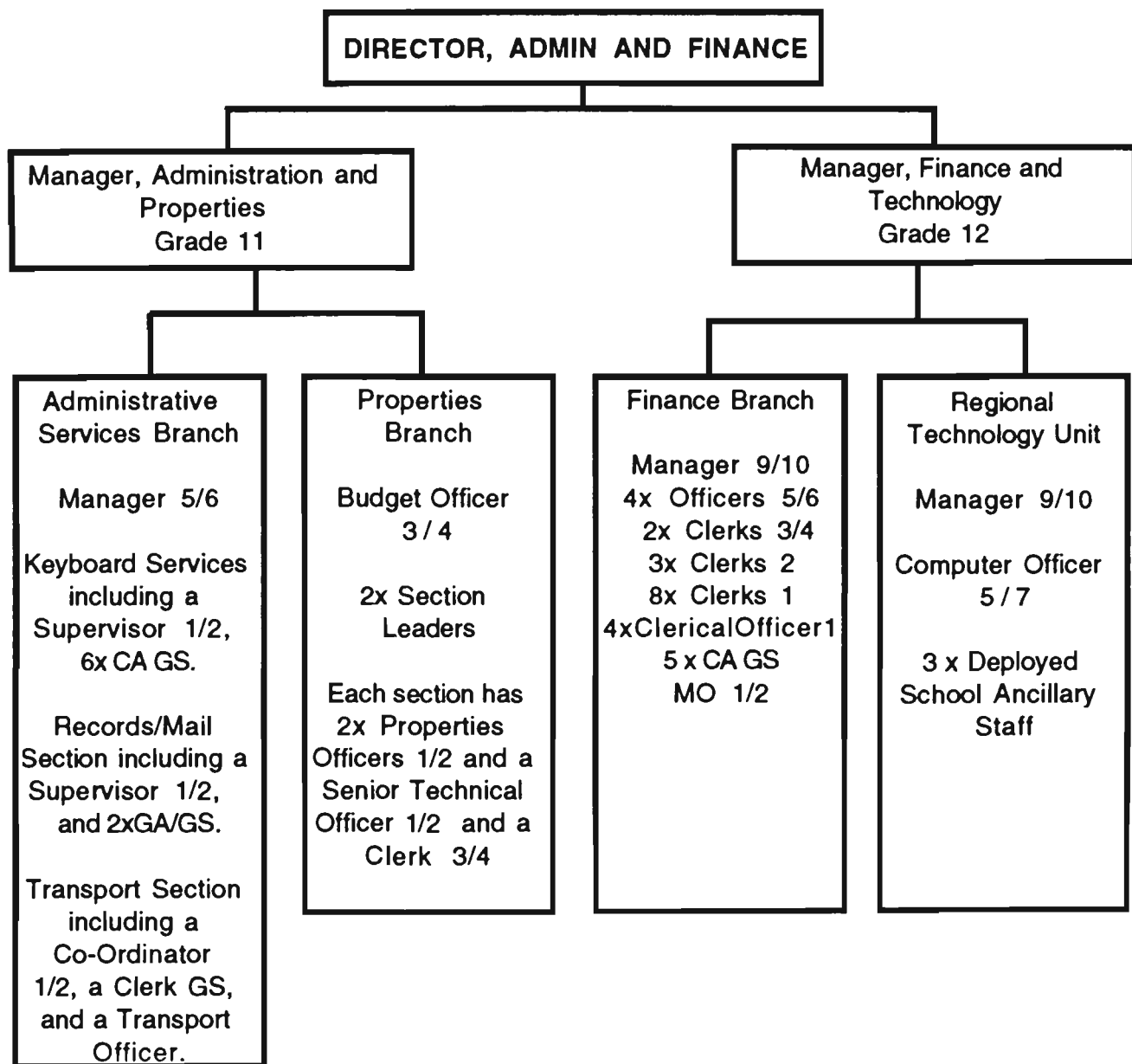


Figure 7.11

**Structure of the Administration and Finance Directorate following Restructuring, September 1991.
(Information Supplied by ADG (R))**

Directorate and the Directorate, in effect, was replaced. The strategic services unit was established as a trouble shooting operation under the control of the Assistant Director-General. Its task appeared to be more single loop damage control than double or multiple loop scanning and planning. Its dislocation from the new Educational Services Directorate made it difficult to focus service delivery on substantive purpose. Little internal refocusing of this Directorate appeared to be required by the new structure. Moreover, the clusters and Education Resource Centres were given no additional support resource to deliver the services. They remained remote. In fact the number of clusters was reduced by one and one cluster was re-categorised to a lower status. The other two directorates received additional staff to carry out the additional services that were devolved from State Office. There was a suggestion that the boundaries between the directorates become hazy as staff moved to wherever the work was at the time.

It was a "business as usual" approach and had little in it to refocus the organisation. Moreover it took no obvious cognisance of the values inherent in its own strategic planning process. Instead of focusing on the educational values and orienting the organisation to achieve those values in learning outcomes and teaching practice, the value base remained technical. It remained that of bureaucratic administration. The effect in clusters and schools was to reinforce the cynical perception that the rhetoric could not be matched by the reality. Nothing in the new structure or its operation was in place to link the daily business of field officers to the substantive purpose of the organisation, let alone to its strategic external reality.

The Strategic Plan, Post Restructuring

The strategic services unit was called upon to construct the strategic plan from the material developed by the then languishing peak group. By staff at school level, the Regional administration was seen as incapable of sticking to its timelines. It needed to get a strategic plan to schools that would give them the basis of their 1992 planning, required for submission by the end of 1991.

In October/November, 1991 the administrative staff of the strategic services unit designed and presented what they considered to be a strategic plan. The values base of the original planning was ignored. The mission statement left off a commitment to excellence, equity, and resourcefulness. The nine school-focused areas in the original planning were condensed to six to align more obviously with the Departmental goals as

established in Education 2000 , the objectives of the Education Reform Act, and the Departmental Areas of Emphasis. The school focus was removed, to be replaced with a focus on Regional Office tasks in carrying out central directions. The goals were described by the strategic planners as descriptors and were deleted accordingly. They were replaced by a series of global objectives.

The result of this change in approach was a strategic plan which gave specific management directives in many instances and *carte blanche* generalities in others. It gave no specific value based direction to the Regional operation, while restricting the operation to conform to single loop *ad hoc* administrative procedures.

Some examples illustrate the point. In the focus area of student outcomes, objectives included "to address students' individual needs and talents so they reach their full potential". The outcomes included "successful implementation of school and regional welfare policies". The strategies to be implemented over the following years included "monitor... current school policies and programs in this area", "make available exemplary programs", "conduct Education Resource Centre based seminars involving schools and their communities to share strategies and resources" and "continue to undertake initiatives in cooperation with other agencies".

In all cases the plan reflected specific functional directions. Detailed methods of implementation were given. Yet there was no attempt to establish the substantive purpose for these functions. They were ends in themselves and displaced the substantive accordingly.

A meeting of the full Regional Senior Executive in late November, 1991 pointed out these difficulties. The following (paraphrased and interpreted) examples of the comments made illustrate the point:

- * What does "full potential" imply for example? Can any child's potential be fully reached? If knowledge is defined as "made in the mind of the knower" and intelligence can be further developed, this notion is nonsense. Yet these notions premised the values base which the Regional leaders espoused and which were shared and agreed upon in extensive consultation.
- * Does monitor imply checking? If so for what purposes? Is it for control to

ensure administrative accountability? If this is the case it is counter to the values underpinning Schools Renewal. Or is it to compare implementation performance and outcomes against some specified values and expectations? In this case where are the strategic values and expectations that would establish some substantive purpose against which monitoring could occur?

- * On what value basis are exemplary programs to be chosen? The ones that look good; work well on paper; are high profile; are efficiently run; control and channel the students so that conformity to convention is the outcome? Or the ones that address complex and difficult personal problems in a supportive manner; the ones which may not have the same level of overt success because of the enormous complexity of the problems being addressed; the ones that may have politically sensitive notoriety.

While the comments were acknowledged as legitimate they were dismissed with token responses by the new planning officers. The educational platform was reinserted into the document, as were the goals. Some of the more mechanistic directives were removed. It was pointed out, however, that external pressures required the document to be in schools by the last week of term and that this time frame was not negotiable. A conference of interested parties was called for the following year to plan an operational strategy that would ensure some focus on the strategic plan. But overall, the notion of implementation in the strategic plan was rational, empirical and reductionist. Thus the Region ended the research period with a strategic plan that was focused still on the functional purpose of operation, focused on the carrying out of detailed administrative tasks.

Conclusion

The strategic interface provided the Cluster Directors with a clear indication that functional values continued to dominate the norms of the organisation. Rather than devolving sufficient authority and providing functional support to allow the Cluster Director to operate strategically and flexibly in educational leadership, the internal operations continued to undermine the original purpose.

The Departmental devolution was structurally focused, incremental, inflexible and administratively driven. It was initiated objectively without due regard to the needs and understandings of organisational members. Few, other than rational, mechanisms were

established to attach people to the substantive purpose and underpinning beliefs of the change. Instead, from the top down, the change appeared to be attached to politically and economically functional values. Little attempt was made at either Departmental or Regional level to make the organisational norms problematic. No central touchstone value statement, focused on the purpose of teaching and learning, was produced.

The result was the proliferation of rational and reductionist operation which continued to displace the substantive in favour of the functional. Structures and procedures continued to be ends in themselves, diverting the energies and resources needed to refocus the operation. All Cluster Directors could do was to operate within the single loop process, at least to try to reintroduce the previous efficiency that had characterised the operation.

It is now appropriate to examine the impact of the strategic messages as they were mediated by Cluster Directors in interaction with Principals. Once again a case study is used to examine the issues.

CHAPTER EIGHT

PART 2: THE PRINCIPAL INTERFACE

Introduction

Principals gleaned their knowledge about the changes from many sources and with a variety of interpretations. But it was through the Cluster Directors that Principals were provided with the official import of the organisational changes emanating from State and Regional Offices. It was in Cluster meetings of Principals that the official meaning was initially communicated to school based staff.

This section describes the characteristics of the case study Cluster and professional qualities of the Cluster Director, analysing these in terms of their potential impact. It then analyses the structures and procedures established within the Cluster in the first eighteen months of operation. The impact of these changes, in the context of Schools Renewal, is then examined. In particular a series of subquestions forms the basis for the research. The Principal interface was scanned to elicit the perceptions of intent regarding the changes, the perceived initial effects, the blocking forces and enhancing forces from the viewpoints of the case study Principals. Field initiation of the changes is then examined from the perspective of the case study Cluster Director, and other Cluster Directors who were approached to verify the findings. The findings are reported in loose chronological format.

Characteristics of the Case Study Cluster

The case study Cluster for this thesis consisted of fourteen schools, three of which were secondary (one comprehensive, one boys, one girls) while two were Schools for Special Purposes (one for students with learning disabilities, one for students who were Wards of the State) and one was a Field Study Centre for environmental education. The rest were primary schools ranging in size from two with over 700 students to small schools with about 150 students.

While generally they operated in a middle class community there were pockets of lower middle class with some unemployment and pockets of upper middle class with a great deal of community influence. The general community was perceived as politically and

educationally involved and conservative. Parents demanded a "traditional and balanced education where the basic skills are efficiently taught and the children are given adequate opportunity to participate in cultural and sporting events." (Annual Report, 1990 of the case study Cluster).

Geographically the Cluster had little in common apart from its urban nature. It was divided by two rail lines, two main roads and a bushland river valley. Its secondary/primary feeder school relationships gave it little unity of purpose since, for all three secondary schools, many of their students came from out of cluster primary schools. There was little common community orientation, parents at either extreme of the Cluster orienting to different community centres, the children going to secondary schools outside the Cluster. The Cluster crossed two local government areas. Until an electoral redistribution it incorporated schools in three different State electorates. Following redistribution it was represented by two of the most significant Ministers in the State Government.

Competition from nearby private schools was particularly intense. Overall the Cluster enrolments were steady although there was a small decline in upper primary and secondary student numbers caused by students choosing private school education. There were pockets of new arrivals, generally from Asian countries but this had not affected this Cluster as much as it had others nearby. Each school was acutely aware of the 'need to perform' in the eyes of the parents lest students be removed, forcing staff numbers to be reduced. Two primary schools previously operating within the geographical area of the Cluster had been closed due to falling enrolments.

Because of the desirable nature of the Cluster location, staff were generally very experienced and chose to be less professionally mobile. Their approach to teaching was conservative and traditional, supportive of community expectations. Few 'lighthouse' professional activities either operated or were seen as desirable. In fact there was a general view that the negative exigencies of progressive curriculum change had been successfully resisted here and supportive, stable education had been maintained. Many of the more enlightened inservice activities such as 'ELIC' (Early Literacy Inservice Course) had not made inroads into these schools.

The few new staff from other regions saw the conservative classroom and school ethos operation as representative of a somewhat 'professional backwater' mentality. On the

other hand there was a strong feeling amongst staff that they were highly experienced and well able to adapt new techniques within their classrooms. False clarity was soundly entrenched in a technical approach to curriculum implementation.

This was strongly reinforced by a parent community who were assumed to expect competitive marks, grades, ranks, homework, content as shown in good bookwork, and firm discipline. Any variation from these performances, it was expected, would be addressed by additional programs or special resources, often supplied by the parent paying for after school activities.

While parents were involved generally in fund raising and other traditional but peripheral activities, they were involved infrequently in setting school policy and direction, which was seen as the prerogative of the professional staff exercising strict Departmental regulations. They often complained about perceived inadequacies in school operation, especially in secondary schools, but they had little avenue to address these issues except by taking their children to private schools. In general there was a feeling that the local primary schools were doing a good job, although the secondary schools were seen as being out of touch and strongly controlled by the traditional work practices of teachers.

The Case Study Cluster Director

The Cluster Director of the case study Cluster considered that his background adequately prepared him for the role he was to undertake. He had been a demonstration school teacher and Principal of a demonstration school. He saw such school experience as the proof of his skills and a foundation for his professional field credibility. While from a primary school background, he had spent eighteen months as an Inspector, incorporating secondary school responsibilities. He also had five years experience lecturing in a school oriented tertiary institution which brought him into considerable contact with the operation of secondary schools. He had overseas experience through a Teaching Service Scholarship which gave him a breadth of experience. His PhD studies provided him with a theoretical underpinning for the work he was to undertake, both in substance and process. He had published several books on teaching and schools and was credited with a well rounded, practically based, overview and understanding of the needs and operations of schools.

He had been instrumental in establishing professional development initiatives in schools with both Principals and their staffs. He had played a key role in the development of a Leadership Excellence package, which aimed at preparing Principals and executive teams to implement Schools Renewal. He had a strong belief in the importance of having a vision and had frequently addressed this issue in public forums.

He felt these features and experiences gave him the capacity to orient the Cluster Director role to the professional development of staff, to work "...more closely with schools, in schools...". He intended a close working relationship with Principals in particular, in financial and educational management, and in real leadership issues that would develop initiative, mission and direction.

Cluster Operations

Considered by Regional Executive as one of the better Cluster operations, for Principals and some involved staff the case study Cluster was quickly given an identity by the Cluster Director. Principals became heavily involved in the establishment of a committee framework which focused on organisation, information distribution and professional sharing. In line with Schools Renewal principles, management of the cluster was generally undertaken by representative groups, providing ownership, leadership density and opportunities for involvement at all levels.

Principals met for whole day meetings at least twice per term. The agenda for these meetings was set by a consultative group, although generally it was dominated by Cluster Director input. Analysed more fully below, these meetings served the purpose of disseminating massive amounts of information about the structural changes taking place. They also provided opportunity for developing and sharing a Cluster collegial ethos and for clarifying issues and operational ramifications. Principals also met once per term for half day meetings of professional input that they themselves decided upon, additionally attending special conferences as emergent issues required their attention.

With representatives from each school and chaired by a Deputy Principal, the Cluster Inservice Committee fostered and co-ordinated the delivery of cluster based professional development activities. It was supported by a small float of funds from the Cluster Professional Development allocation. Based on surveys of teacher perceived needs, this committee organised the after school implementation of a wide array of courses, held

generally at schools, that addressed the practical needs of staff. Making use of the human resource development funding that had been provided for schools, these courses were well attended and greatly appreciated.

Several other committees operated under the auspices and seeding funds of the Cluster. Chaired by an Assistant Principal, a Computer Committee supported computer education co-ordinators in schools with a variety of hands-on inservice activities. Chaired by a suitably expert classroom teacher, a Cluster Music Committee organised and ran a major annual Cluster Music Festival. Chaired by an Assistant Principal and supported by a Cluster Relief Day allocation a Cluster Gifted and Talented Child Committee ran a series of activity days for talented children and their teachers. Run by a group of Assistant Principals, a committee provided in-school-time professional development activities for primary executive. Run by an interested teacher, a Schools Marketing Committee organised considerable coverage of Cluster activities in the local press. They also organised a Cluster spelling competition and sought support from local businesses for Cluster professional development activities. Run by a Principal with representatives from throughout the schools, another committee organised and ran a School Development Day for all staff (teaching and ancillary) across the Cluster.

Drawing all of these activities together, a Co-ordinating Committee met to give direction to the Cluster. It was made up of the chairpersons of all other Cluster committees. It had access to, and right of allocation of, all Cluster professional development funds. Operating under the auspices of the Principals who acted as the peak group for the Cluster, this committee considered emergent needs, issues and initiatives, asking committees to address them as appropriate. They publicised the work of the other Cluster committees through publication of a regular newsletter, produced by a Year 11 class as part of their one-unit Media Course. It was this committee that considered the nominations for major awards such as School Achievement Awards and Centres of Excellence.

Within this Cluster structure, other student centred, school community oriented and staff designed activities were run. These included a non-competitive Cluster games day, an inter school debating competition, a video making program, a Year 5 student leadership camp, and combined schools performances. An Education Week Church Service was organised by the Cluster for the Region. A Cluster Council of Parents and Citizens Association Presidents was formed. Support activities were organised for prospective

School Council members. Principals and staff were given training in interview techniques, curriculum vitae preparation, staff selection techniques, management planning, OASIS computerised administration and school based budgeting.

To cater for team development there were social structures established for Principals including dinners, trips to the Opera, and sailing. Many outstanding Principals and staff members were nominated for involvement in Regional activities including the Region's Strategic Planning Group, curriculum committees, and inservice planning groups. A Cluster logo was developed by a graphic design class. A Cluster motto was articulated by the Cluster Director at every opportunity. Head teachers were invited to participate in an informal barbecue to establish at least a social structure.

As a single loop process of achieving a significant measure of internal independence, the Cluster was an exemplary operation. Leadership in classroom practices and learning outcomes, however, was wanting. This was recognised by the Cluster director and raised during discussions with the researcher. The Cluster Director thus encouraged the establishment of three further initiatives in 1991. These were the formation of a Head Teachers' Professional Development Committee, the commencement of a series of K-12 KLA Committees and the allocation of 1.0 Cluster staffing and considerable funds to a program of implementation support for the new English syllabus. Discussed fully in the schools interface section below, the latter initiative had the potential, if backed by appropriate Regional leadership and structures, to influence the culture of operation. These were the first real attempts at double loop operation in the Cluster.

Cluster Principals

In line with the formal top down structural changes under the auspices of Schools Renewal, the involvement of Principals in the management and leadership of the Cluster was thus institutionalised. It is now appropriate to analyse the effects on Principals of the new structure and Cluster Director, primarily because of its potential to develop the leadership density so necessary for cultural change.

Information on this aspect of the interface was gained by direct involvement in a number of formal and informal group and private meetings. Semi structured interviews with each of the Principals were conducted between three and six months into the operation to reveal the initial relationships and perceptions. These were followed up in the latter half

of 1991 to explore potential changes in perception. Through involvement as a participant in all Cluster Principals conferences and initiatives, the researcher's initial perceptions were followed up throughout the study period. Participation in Cluster committee meetings, visits to schools with the Cluster Director and informal conversations with Principals on many occasions during the research period, revealed the dynamic interplay of issues and concerns. Validation of initial observations was carried out by a survey to all Principals at the end of 1990. Validation of ongoing events, concerns, processes and forces was affirmed throughout two months of relieving as Cluster Director of that Cluster during 1991.

The field work findings are analysed under the headings of perceived intent, effects of changes, and forces blocking or enhancing the changes. A great deal of commonality of attitude and perception was found throughout the field work, although there was also a significant divergence in many areas. This divergence was most notable between secondary and primary Principals, but it also arose between Principals within both groups. It had consequences in considerably undermining unity of approach to Cluster activities, and of more significance in many cases, it prevented the attachment to underlying cultural norms that a double loop operation requires.

Cluster Principals were certainly a mixed bunch with a variety of views and from a variety of backgrounds, despite being embedded in public education. As such they probably represented a typical cross section of public school Principals.

The three secondary Principals stressed their long experience and their respective subject backgrounds. Two had been Principals elsewhere. Two had previously reached a stage of being called upon as State representatives or as relieving Inspectors. Two were close to retirement. Each considered they controlled their school, one from the viewpoint of facilitation and involvement, one from the viewpoint of strong formal requirements and one from the viewpoint of letting staff do the work. They each had a tendency to pontificate about a previous golden age and tended to dominate any meeting they attended. They resorted to precedent and their long experience as the basis of their discussions. Each perceived themselves as relatively autonomous and any problems were seen to be generated from outside their sphere of influence. Each was strongly critical of most of the changes associated with Schools Renewal restructuring, and the Board re-organisation of curriculum.

The primary Principals were a less stereotypical group, more open to opportunities presented by the system. One was about to retire but retained interest and was well respected for his organisation and support, fostering his executive wherever possible. One was seen as a liability by staff and the community for his inability to give direction and take control. One was seen by many staff and parents as remote from his school. One was seen by some as a disaffected rebel, although many sympathised with his obvious social concern. Three were seen as caring, kind and supportive operators, more concerned with their school than any wider agenda. Four were seen as aware, committed, keen and skilled, ready to undertake whatever opportunities Schools Renewal could provide. These latter had the potential to provide the critical mass needed to effect cultural change.

Perceived Intent of the Changes

Paradoxically, while the changes were viewed as a whole, there appeared to be no depth of understanding of the overall purpose, intent or context. Despite the cry to 'talk about the kids', the perception was almost solely single loop analysis, with little attachment to internal purpose and even less to the external reality. In particular there was little conception of the educational possibilities the changes could foster. The effects of Scott changes, Carrick changes, the ratification of the Education Reform Act, the establishment of the Board of Studies, and the curriculum reform heralded by Excellence and Equity, were all lumped together by Principals. Few had detailed knowledge of each of these reforms, and none was able to sort out the differences and similarities in intent, direction or effect of each. Thus the analysis does not attempt to separate the agenda, representing it as the Principals saw it - as 'the changes'.

Perceived intent of the changes was interpreted with views ranging from a relatively sanguine to a vocally cynical approach by the Cluster Principals. Despite, or perhaps because of, their eclectic yet undifferentiated interpretation, surprisingly few could articulate an internally consistent and cohesive view of the intent. In most cases it appeared that they reacted to information from a variety of unconnected sources, often based upon contradictory vested interests. Few professionally distilled much of the agenda and even fewer applied it in other than reactionary manner to their role or the running of their school. Only a very small group could see opportunities that the changes presented, and these generally in narrowly pragmatic and opportunistic fashion.

Apparently in common with Principals and teachers elsewhere, the changes were seen to be political responses to an economic agenda, some Principals making mention, during interviews, of the need to be frugal in hard times. It was felt that the disestablishment of the bureaucracy was driven fundamentally by a money saving mentality. Cutting the school's line through Head Office to the Treasury was seen as a means of removing the exponentially draining effects of the large Education budget on politically sensitive funds. The restructuring of curriculum and the reallocation of resources to computers in the classroom were both seen to be a response to business demands for a better trained workforce. Moreover, the re-orientation of school organisation to copy that of business, including its jargon, was seen as the establishment of a management approach to schools.

The changes were also seen to be a response to a distinctly political agenda. The decentralisation of responsibility for education to schools was seen as a means of shifting the plural and apparently irreconcilable demands on education away from a potentially volatile vote-costing central focus. Many Principals rather cynically interpreted the devolution agenda as a means of taking the heat out of the education debate.

They remained angry and insulted throughout the eighteen months of the study, by the perceived notion that the reforms were activated because an apparently small number of influential and politically biased constituents had criticised public schools for their perceived lack of emphasis on basic skills, for their inability to enforce discipline and for their lack of facilitation of parents' requests. A few Principals suggested that the Government initially saw education as a portfolio in which it could be seen to make a mark, with people having little power to do anything about the changes. They generally supported the political backlash of the May, 1991 election, although they could see little likelihood of significant change if Labor were to take power.

While improved two way communication through the flatter structure was mentioned as an intent by several Principals, they were sceptical about its efficacy or the genuineness of those charged with carrying it through. In fact the school-centred concept of the changes was treated with cynicism. Rather than it being interpreted as a devolution of authority to foster school responsive decision making, it was seen as a means of pushing more work away from the centre with few resources to carry it out. The agenda was clearly seen as top-down, the bureaucracy perceived as retaining power, control and authority. Little in the first eighteen months of either Cluster or Regional operation served to counter this perception.

Added visibility and accountability was seen as an intent by several of the Principals. This was generally coupled with the more direct involvement of the parents and the community accompanying change requirements such as the establishment of school councils. The notion of global budgeting was seen as a means of ensuring schools were accountable for - and took responsibility for curbing - their own expenditure.

When the concept of reducing provider capture was raised, the reaction of Principals focused on both the union and the Department. They saw the union as a threat to their operation, feeling that it provided little support for them as members. Much of their work had to be carried out with the spectre of the union looking over their shoulder. Similarly, they saw themselves and their teachers as having little authority or power over what they did, restricted as they were by imposed regulations and policies.

In apparent paradox though, they saw both union and the Department as their protection from potentially chaotic external disturbances. At least the established union and Departmental boundaries were clear and stable; they could be learned and worked within. For this reason any destabilisation of those boundaries evoked fear of a much greater kind, causing a conservative reaction, despite previous internal complaint.

In secondary schools, the accountability agenda was also attached to the perceived imposition of more content and outcome oriented syllabuses. These were seen to be establishing a measurement based approach to accountability. The notion of performance appraisal reinforced this interpretation of the intent.

On the whole, the secondary school Principals saw the intent of the changes from a rather more paranoid and jaundiced perspective than the primary Principals. They saw the agenda as reducing their operation to a personally confronting mechanistic approach, removing the humanity and relative industrial harmony that had been established through long and often arduous practice. Although not expressed in such terms, the secondary Principals could clearly see the agenda as both the removal of provider capture in terms of teacher control and stability, and in the replacement of a human relations approach with an approach based on neo-technical supervision through testing of outcomes. This had the potential to leave them personally insecure, vulnerable and without the system support that had placed them into their positions.

Despite prompting, in not one case did a Principal see that the intent was to improve

teaching and learning in classrooms. While all felt that this would be an appropriate focus, none could see any way that the changes could really affect learning outcomes. Most primary Principals suggested that their teachers generally used the tried and true didactic approaches that were content driven. They saw this as a major hurdle in their schools and freely admitted it was beyond their ability to influence. They agreed, in theory at least, that they would like to see changes in this approach, and that learning outcomes could be improved if changes were effected.

On the other hand secondary Principals generally felt that teaching and learning was not a problem in their schools, apart from in a few isolated instances. Moreover, they had tradition and their Higher School Certificate results to demonstrate the efficacy of their approach. That there was a significant group of alienated and disaffected students and teachers was seen as a system problem. The students were seen to be alienated because the Government had forced them to remain at school by reducing access to Social Security payments. The teachers were disaffected because the 'rules of the game were being changed' without reference to the teachers as the key players. In neither case was there evidence of any thought that the very process of a technical orientation may itself be responsible for the low morale of these people.

That eclectic and compartmentalised learning of content was the focus of teaching was not of concern to them. It was the traditional, hegemonic, legitimate form and expectation. In a single loop analysis, it was seen to be supported by parents, teachers and students alike, this support being reinforced by legislated testing policies. In fact it was seen unquestionably as the *raison d'être* of their operation and they measured their success accordingly. Any change in that content or the structure of delivery of that content was abhorred because it undermined the finely balanced fundamental organisation at the base of the smooth operation of their schools. For that reason, secondary Principals were more concerned at the impact of Board changes than were the primary Principals.

Perceived Initial Effects

The initial effects of the changes were also viewed differently by primary and secondary Principals. For the latter there was more concern with the difficulties and confusions arising over a variety of 'hygiene' and administrative issues associated with implementation.

They had always operated largely outside the influence of the District Inspector, showing general subject respect only to the Secondary Inspectors. With the removal of the latter, secondary Principals generally felt little allegiance to the Cluster Director who was viewed in similar fashion to the District Inspector. This was strongly reinforced when the case study Cluster Director was selected from a primary background. It ignored his long association with tertiary institutions, other systems, and the world of business. Overall they felt that the Cluster Director could provide them with little service, representing only system driven interference with their operation.

The gradual removal of hegemonic central operations left the secondary Principals, who generally claimed to operate more independently than their primary colleagues, in an insecure quandary. They were more than concerned that the Board took so long to present them with the regulations required to establish their organisation for the new curriculum structure. They were very disturbed by the lack of clarity for the future of Home Science and Industrial Arts teachers whose subject areas were not obviously included within the Key Learning Area structure. They were upset by the insecurity created at the Head Teacher level with the persistent suggestion that Principals could choose not only their Head Teachers *per se*, but could also restructure their roles if they wished. The pervasive organisational structure of their operation was potentially under fire and they were reacting to protect it.

Some examples, of the reliance on tight control, structures and boundaries include the following quotes, taken from both interviews and conversations:

- * I don't think it should happen quickly...
 - * I think it's trying to do the impossible...
 - * I don't think we can achieve it entirely on our own. I think we have to get guidance from the Centre. I feel we have to have guidelines given to us...I feel the nine Areas of Emphasis are good guides but they are too many....
 - * There should be further definition of how schools should operate in their areas of responsibility....
 - * You must have a minimum number of hours study spelt out and be required to stick to them by the letter....
 - * ... variations are too confusing to staff...
 - * I don't think you could have integrated or topic based lessons throughout the curriculum. For one student it would become very boring....
- Overlap is good at times because it's reinforcement.

- * It may be that KLAs will allow integrated learning but I have no evidence of this yet because we have not received any information to show us how it can be done....

They were angry at the impositions on their time and authority that such imposed procedures as merit selection, culling and interviewing took. They objected to having to involve parents in such decision making and generally the thought of having to consult with a school council was anathema. It had the potential of introducing another range of what was seen as largely irrelevant and destabilising agendas into their operation. Moreover, community members were not perceived as readily available in school times and few were seen to have the knowledge (viewed by both teachers and most parents as the realm of the professional) to make adequate judgements about school matters.

Global budgeting was seen as commanding masses of their administration time. The implementation of computerised office systems required extensive training and procedures generated a great deal of cross checking. Cluster and Regional meetings were taking them out of their school, frequently to discuss matters which they perceived as having more relevance to primary schools than to secondary.

They were very worried at the potential industrial disturbances created by the impending introduction of performance appraisal. They were vitally concerned at the industrial disturbance created by the slowness in salaries talks and by the demands for work practice restructuring that had already meant additional teaching imposts, larger class sizes and reduced clerical support. They were concerned that they (and their teaching staff by mid 1991) had received significant pay rises but, until the end of 1991, executive staff had only been given an interim increase of seven percent. This was exacerbated by a well publicised statement by the Director-General to the Industrial Commission that the extra workload of the restructuring was not being felt at school executive level. They were alarmed that three-year-trained, experienced teachers were unable to gain what they saw as salary justice by gaining access (by dint of service) to the top salary scales. This was rectified by the end of 1991.

They were deeply concerned at the low morale, industrial action, and touchiness created in schools by the dismantling of the seniority system. The seniority system had generated a career path and ensured that hard work (read sufficient work to ensure placement on a list following a one to four day inspection) and commitment to the Department (read

conforming within Departmental policies, moving to poorer areas for promotion, building up seniority by time serving to take up a substantive position in a more favourable location) would allow fair progress through the system.

But of great significance to the secondary Principals was the time needed to present the school well in a number of forums so that the student numbers would be maintained or improved. This topic of competition between schools for student numbers appeared to dominate their thinking. Apart from their concerns at the impending curriculum changes discussed in the schools interface below, it commanded more of their agenda than any other topic. It was represented by their persistent concern that 'they' (the Department) were promoting Specialist and Selective Secondary Schools and doing little to foster the backbone of comprehensive secondary education. It was present in their constant requests that their drawing boundaries be re-examined to give them a fairer chance at retaining numbers. It was present in their oft repeated criticism that their respective schools were being unfairly treated, whether it be by newspaper coverage which didn't portray their school or by Cluster primary schools allowing other secondary schools to court and poach their students.

On the other hand the primary Principals, used to operating collegially in the previous Inspectorate structure, found the Cluster operation more to their liking. They appreciated the idea of the community of schools, although many of them noted the artificiality of this concept because of the geographical nature of the Cluster. They appreciated the collegiality and support provided by their peers and by the Cluster Director who was perceived as being closer to them, more open, more honest than District Inspectors had been.

As one Principal noted:

We keep in touch more now than we ever did before. Our kids have been invited to a lot more schools. Our staffs are closer too... Teachers who previously felt isolated are able to go off to Cluster inservice activities and many of them are on committees....

Some complained at the number of meetings they attended or Cluster and Regional committees they were on. They noted that their staff and parents were complaining about the time they were out of their schools. They generally appreciated, however, the chance to gain information and to discuss its ramifications.

Most, however, noted that they were required to do more administrative tasks than under the previous operation. They noted a significant increase in the mail coming over their desks. There were many more phone calls than before, especially from parents who liked to be involved more in the daily operation of their children's schooling. Global budgeting, especially recording and reconciling the casual relief component, was very time demanding. The detailed paperwork associated with expenditure of human resource development funds was a constant source of disaffection.

What suffered most were their visits to the classrooms and their knowledge of the daily running of their schools. As one Principal noted:

I'm not as involved now with the kids in the classroom. I'm becoming much more of a manager and I know less about what my teachers and kids are doing. (In the past) I loved to go over and take a class say for a few hours a week. I just really don't have the time to do that now.

Many indicated that they now spent more of their time out at pre-schools or presenting and promoting their schools in a variety of community forums. In common with their secondary colleagues, this they saw as essential if they were to survive the strong local competition for student numbers.

They clearly felt that there was little change in the blocked upward flow of information and objected to the Central setting of the agenda. They made overtures for supportive procedural changes to the Assistant Director-General through their Cluster Director but received little satisfaction. In fact they saw their best avenue for vertical communication as their Principals' Council. On the other hand they felt they had a significant voice in the internal operation of their Cluster.

They had ready on-call access to their Cluster Director but most noted that they had seen him no more than they saw their Inspector. As with Inspectors, it appeared that the daily operation of the Cluster Director's agenda included visiting schools by exception when problems arose. There was little educational agenda in any planned visits, most of them being used to:

- * get to know staff;
- * explain Schools Renewal;
- * explain the role of the Cluster Director;
- * participate in formal school occasions;
- * speak to P and C groups;

- * explain the working of, or participate in Cluster committees;
- * help the Principal with administration;
- * attend inservice meetings;
- * deliver information;
- * attend ceremonial occasions;
- * explain performance appraisal, and
- * explain about school councils.

One Principal noted that she:

...could see no difference in the operation of the Cluster Director than the previous Inspector, except that the District Inspector behaved in a much more formal manner.

There was less scurrying around when the Cluster Director called in than had been the case with the District Inspector. There was a perception that the Cluster Director did not provide instructions to be implemented with fidelity, but advice to be used by the Principal as appropriate.

Some Principals reported a willingness to take more calculated risks to resolve issues, knowing that they were no longer as constrained by regulations and, if their actions were within policy, they would be supported by their Cluster Director. But on the whole they generally felt that they were waiting for direction and permission - that they had not really broken out of this syndrome. In fact, as indicated above, they felt a discomfort at the break down of parameters, seeing it as lack of direction which caused insecurity.

As one Principal noted, with incisive clarity:

We have been screaming for freedom but don't know what to do with it. Every step in the bureaucracy hides behind the one above it. With fewer steps there is a greater chance of accountability. This means we are vulnerable if things go wrong. We have no comeback; no-one to blame. And we aren't used to that yet.

Blocking Forces

A variety of blocking forces hindering implementation of change was identified by the Principals. Some were external to the Cluster and some were internal. Some involved generalisable situations; some obtained specifically to this case study Cluster.

All Principals noted that the change was being driven formally and administratively from the top. This perception was strongly reinforced by the agenda at Principals' meetings which was dominated by downward information flow. One Principal noted that the agenda was generally organisational and administrative. He mused : "whether all of this administrative information benefits my children here at school - I don't know". Dates, timing, response time frames and topics for meetings were all set largely without reference to the Principals. The message, as interpreted, was that other diaries, plans, agendas, time frames and itineraries were of more importance than those of the Principal. As such, the changes were perceived as imposed and the climate for acceptance was restricted. The Cluster Director was seen to be aware of this concern but powerless to do anything about it.

In many instances, the Principals felt unable to 'own' the changes. They weren't able to make use of them to enhance the essence of their operation. Instead the changes were seen as undermining the equilibrium of their schools. The disturbance of equilibrium was of course essential if the changes were to have any effect on operation. Strong blocking forces were established, though, to prevent other than controlled, contrived and superficial implementation where the changes were seen to undermine the central values of stability, client passivity and staff based control. As one Principal noted:

The only reason I see we're required to implement such things as school councils and renewal plans is because Cluster Directors have them in their performance contracts. In the same situation I'd make sure they were in place, if my job depended on it.

The Principals revealed that administrative implementation through paper policies was being continued whereby system requirements such as school renewal plans were being drawn up, but with only the intention of maintaining the *status quo*. The management approach where operations were efficient but linear and unfocused, absorbed the new tasks, albeit in a strained and stressful manner.

In fact several Principals expressed their concern that the management and operation of the Cluster as an entity was beginning to override the agenda of each school. Peer pressure from within the Cluster Principals meant, for example, that all schools in the Cluster had to attend a Cluster School Development Day when some had what they saw as more pressing internal issues to address. Cluster committees and between school sharing of expertise were seen as fine, but concern was expressed that teachers were out of their

class more frequently. This was particularly so for executive staff who were attending their own inservice as well as organising staff oriented activities. It was noted that the better teachers were having more demands placed on them, or were seeking opportunities for involvement to improve their curriculum vitae to gain promotion. This was drawing them out of their classes. Parents were vocalising opposition to this.

A reliance mentality continued. Regional staff relied on Cluster Directors to communicate new and apparently disparate procedures and policies to schools, monitoring their implementation. At the same time, Principals referred a myriad of daily operational matters to Cluster Directors for advice or as issues to be resolved at system level. Substantive values and purpose were considered theoretical and largely unattainable in practice. They were set aside in favour of administrative maintenance. Linking the changes to purpose in a wider paradigm was at the forefront of the operation of few in the cluster.

Within the Cluster collegial group, the gulf between perceptions of primary and secondary Principals tended to pre-occupy the agenda. Secondary Principals saw the Cluster operation as peripheral to their focus. They came to meetings only reluctantly, feeling that the issues raised had a primary school emphasis. Indeed, because they were three out of fourteen, they felt out-voted in terms of influencing direction, allocating resources or setting the agenda. Yet they clearly felt that their influence should be far more than proportional to their number. They felt the importance, complexity and difficulty of their operation commanded far more emphasis than that of a primary school. They felt that the impact of Board directions, lack of Departmental support, negative Departmental decisions, declining enrolments and industrial tensions brought more volatility into secondary than into primary schools. Yet these were not the pre-occupations of Cluster operation.

This negative view of Cluster support clearly transmitted to the primary school Principals and to the Cluster Director. The primary Principals responded with the view that secondary Principals saw organisation and subjects as important, while primary Principals talk about students. The primary Principals felt they could see wider issues more clearly than the secondary Principals. Identifying the subjective reality of change, one primary Principal commented that the secondary Principals were:

relating all of their problems to their ego which caused them to become very defensive. They aren't as close to their school as we are. Its easy to

slip back into the primary group but that's just avoiding the issue and losing the chance to work as a K-12 group. And we need to do that because secondary influences our directions quite strongly.

As mentioned above, the promotion of the notion of competition between schools translated into a competition for enrolments. This competition tended to create internal rivalries and resulted in the vilification of some primary Principals by their secondary colleagues. The former saw it as essential to provide their sixth class students with as many options for secondary schooling as were available. The Cluster secondary Principals felt that their primary feeder schools had an obligation to channel their students to their internal secondary colleagues.

This was confounded by the internal geography of the Cluster. The geographical splits meant that community allegiance crossed Cluster boundaries. Moreover, of the three secondary schools one was co-educational and the others respective single sex schools. Internal unity was compromised by the school boundaries which meant that students from the Cluster to the north were within the boundary of the co-educational school, many students from the Cluster were zoned to single sex schools in the Cluster to the north, and many Cluster students were zoned to co-educational schools outside the Cluster. In addition of course there was a dense provision of close and well respected private schools.

As one secondary Principal pointed out:

I can't afford to spend much of my time on Cluster activities when I only get twenty percent of my kids from within the Cluster. I need to become more involved with the primary school activities in the two other nearby Clusters to ensure that I can attract sufficient students to keep my school open. They need to know that what we can offer is better than what's in the other available secondary or private schools. So we need to work more at liaison there than in this Cluster.

Of central significance, although expressed overtly by only a few primary Principals, was the notion of anchoring schools to past practice. While other organisations could make changes that involved internal operations, they were seen (naively) to work with people on basically only two fronts - as employees and customers. Although not in these words, Principals pointed out that for schools there were three fronts. The third was

material at the heart of daily operation. It too was a people front; young people who needed stability, boundaries, clarity, reliability, predictability. Their parents wanted discipline, marks, diligence and efficient, stable organisation. These were all seen as essential to remove the anxieties that accompanied having an unnatural organisation of units, with an adult in charge of thirty children, where the central requirement was that they be relatively passive for nearly five hours each week day.

Traditionally, such passivity had been seen to be necessary in order to achieve goals that were generally far beyond the comprehension of the students. As one Principal noted:

Change is a real problem for schools. I think for many of our students we have to be stable because it is the only stable thing they have. For teachers, parents and students, school is a haven from the changes and insecurities of the outside world.

On the other hand, as another Principal noted:

Much of the problem of schooling is that many kids can't see it as relevant; they lose their curiosity and love of learning at school pretty quickly. They view class routine as boring work to be done to pacify parents and teachers. Once it's done they can get on with real living.

You won't change that until you change the classroom operation. Until it means something to them and they become excited about it they will always need to be controlled and pacified.

Teachers aren't motivated to change their operation because it might lead to indiscipline and the kids may not learn enough to satisfy parents or the teachers of the next class. So they give them more work to keep them busy and quiet.

In this vein, some of the primary Principals shared their concern that this was the major problem of their operation. As noted above they felt powerless to address such issues of central substantive importance. Moving into classrooms to share teachers' work was industrially impossible, being seen as the imposition of supervision on experienced and apparently successful teachers.

It was noted that many experienced traditional upper primary teachers:

would never acknowledge that group interaction, student talking and co-operative problem solving were able to open up new learning possibilities for kids because their 'chalk and talk' was the right way. Activities take more preparation, time, equipment, talking, effort... There is often no neat and comparably measurable written result. There may be many answers, when a teacher's job is to provide the right answers. The activities tend to be noisy and can lead to indiscipline if the kids aren't used to such freedoms. And one important expectation of all in this school is that the kids will be quiet and obedient.

As the kids get older, the expectation that they know and understand facts and standard procedures is best fulfilled if they work conscientiously through their exercises following what the teacher tells them. Other methods are seen as inefficient and distracting, not focusing on the answers that are traditionally expected. And if they don't get these understandings in primary school, they have no basis for similar but more complex work in secondary school.

These teachers get good results on the PAT (norm referenced) and basic skills tests. The parents are clamouring to have their kids in their class. Most kids are 'happy' because they know the rules and can avoid hassles if they do the minimum required. The Department is happy because such teachers cause no problems for anyone and their programs are always done and clear. The kid's work is always neat and tidy. They concentrate on the basics. They have their marks recorded conscientiously. They participate in staff meetings and other traditional school activities. They are held in high regard and they feel they are doing a fine job.

What right has anyone got to suggest they should change?

The same Principal went on to note that "Principals and teachers have their own security bound up in their experience and this is a great barrier to any change". Similarly it was noted that the community view that their local primary school was fine and only needed a 'bit of tightening' was a major blocking force to any change. With this perception at the forefront, few Principals had either the knowledge or the motivation to attempt changes in classroom practice because they had the potential to displace the

stable arrangements that kept their schools operating in a secure and routine manner.

Paradoxically, the fact that parents had long been kept at arm's length by secondary school staff and students meant that they were frustrated at perceived inefficiencies and inequities which they had no power to address. But far from wanting integrated higher order learning, their leanings were perceived to be more towards technical knowledge of the subject and good marks in tests, especially the Higher School Certificate. Organic operations with less rigid boundaries were seen as woolly and relatively undirected. Many parents simply took their children from some secondary schools and sent them to the allegedly more disciplined private schools. Secondary Principals were forced to tighten their operation rather than making it more flexible. And this was difficult when the Department was perceived as changing the traditional procedures and removing the regulations which gave the Principals some semblance of administrative power to tighten their control.

Enhancing Forces

A relatively few enhancing forces were identified by the Principals. The personal characteristics of the Cluster Director were emphasised. He was seen as open, well presented, available on call, sympathetic and understanding of the Principals' concerns, energetic and able to resolve administrative issues with some perseverance. He was respected as credible both in schools and with senior colleagues. He was seen as able to communicate rather complex issues. He was seen as sensitive to the climate of antipathy that permeated the schools, while at the same time ensuring that the Schools Renewal agenda proceeded, at least in terms of structures.

These Principals felt that they were always kept better informed than were their nearby colleagues. Principals within the case study Cluster were provided with Cluster based courses on renewal planning, global budgeting, staff selection and curriculum vitae writing. They were presented with opportunities to undertake inservice from the Joint Universities Symposium operated by the Education Resource Centre based Cluster Directors, among others. They were invited to the 'AM Club' at the Sydney Hilton Hotel to participate with the business community. They held meetings at business venues, Macdonalds' Training College and Lego Dacta being outstanding examples.

Their welfare was a major part of the Cluster Director's thinking. They were helped

whenever they had special personal requirements for leave. Their group tone was enhanced when Principals meetings were held on a yacht; when they all went out to dinner together; when they organised barbecues as a group, and when they arranged a group booking for the opera.

The value of Cluster and Regional opportunities for professional development outside the school was stressed. It was noted that Principals, teachers and ancillary staff had the chance to select any area of their interest or expertise and to demonstrate their abilities both within and outside the school. Cluster organisation was seen by most as outstanding in this regard, compared to many other Clusters.

Merit selection, although seen as a double edged sword in terms of time consumed and administrative procedures implemented, was seen by many as a chance to find staff who were committed to the ethos of the particular school. In some instances it was seen by Principals as the chance to address significant internal problems that current staff had not been able to address. In others though, particularly in secondary schools, it was seen as the chance to choose someone so that the *status quo* would be maintained.

Only a few Principals saw school councils as a means of facilitating and supporting difficult political decisions for proactive school management. All Principals saw the establishment of school councils as inevitable. Some began to take a lead with their community in the process of establishment, one in particular taking an active role in the Regional committee charged with facilitation of the process. By the middle of 1991, four schools, including one of the secondary schools, had formed steering committees for the establishment of councils. Five others were almost at that stage.

Some saw global budgets as having potential educational and management value. Few saw the current semi-devolved situation as valuable, however, other than in being able to generate some funds from savings and retained interest earnings.

A small group saw the changes as an opportunity to become proactive - to seize the changes as opportunities for enhancing their operation. Two invited external assistance to conduct with their staff the educational platform exercise associated with the Regional strategic planning process. When this platform was accepted by the Regional leadership, their schools were seen to be taking a lead in the strategic sense. Some saw the benefits of the opportunity for classroom based professional development in introduction of the

new K - 6 English Syllabus. They led their fellow Principals in allocating flexible support staff in the Cluster for this program and took an active role as a task force in its development and implementation. As explained more fully below, this ensured that all teachers of classes from years 2 through 4 had access to the type of professional support that was seen as a model for the future.

Initiation from the Cluster Directors' Perspective

From the perspective of the Cluster Directors, the Principal interface, seen as the most vital area for the establishment of leadership density, proved both rewarding and frustrating. A series of unstructured and semi-structured interviews, along with informal discussions and conjoint Cluster Director/researcher clinical analysis over the study period provided invaluable insight into the operation from this perspective.

In retrospect, the Cluster Directors generally cited the development of a positive and trusting relationship with the people with whom they worked most closely in schools as their main intention. Their second responsibility was seen as a change agent role. In the former they saw themselves as usually successful. In the latter they reported limited success.

In the case study Cluster, personal trust was developed through the establishment of open communication - a two way process which allowed people to share what they were feeling, seeing and perceiving. The Cluster Director created opportunities wherever possible to provide constructive, realistic feedback. He sought honest feedback from his Principals on his own performance. He capitalised on every opportunity to interact with them and with the groups with whom they had daily contact. He made himself available at all times to assist them, returning all phone calls within the day wherever possible and following their requests through with alacrity. He kept them informed of all progress or blocks. These were administrative or functional factors, but addressing them was seen as a first base of credibility and trust.

Believing that his job was normative re-educative, the Cluster Director stressed the efficacy of early and frequent personal contact in establishing the agenda in the case study Cluster. By the end of Term 3, 1990, he had held meetings with the staff of eight schools and all but two Parents and Citizens groups in his Cluster. He had attended the two School Development Days to which he had gained an invitation.

He noted common concerns in his first few visits to the schools but felt inadequately prepared for the vehemence of the opposition to the changes. After this initially difficult baptism, he tried to link renewal into the social or community context, the school-based context and the change process itself. He tried to communicate that forces from these contexts had a simultaneous impact on schools. In order to generate the overview of understanding and commitment to purpose and direction, within the first year of operation, the Cluster Director set about establishing a context for the placement of Schools Renewal. A rational process initially dominated his approach.

He noted the wider nature of social forces related to the need for people to have more control over what was happening in their lives, illustrating this with the decline in Communist political hegemony. This he linked to the autonomy inherent in Schools Renewal. He noted the philosophical dichotomy in education between training for jobs and training for life, emphasising the need for schools to reconcile these differences. He also noted the difficult economic times and the increasingly influential political context. He pointed out that, in contrast to previous operations, the Director-General was now the implementer of political decisions generated from policy developed and legislated by the Ministry.

Stressing the importance of school based factors, he acknowledged in his talks that it was a difficult industrial period, that the media reports had been responsible for much of the antagonism towards schools, and that media reported attacks on teachers had reduced teacher self-esteem. He noted that the title Schools Renewal had been changed to School Centred Education to emphasise the fact that many schools were already self-renewing. Those schools, he acknowledged, were sceptical about change because they considered they were already operating appropriately.

Analysing the change process, he stressed the combination of an educational agenda along with the political agenda. He noted the need for a balance between pressure and support, suggesting that if change was going to be successful, such contingent balancing, applied sensitively to varying situations, was essential. He recognised that the external situation up to that time had exhibited 'enormous pressure with very limited support'.

Linking all of this to the agenda of Schools Renewal, he then tied these issues into the five year implementation time scale set by Scott. 'Concrete' evidence of the direction, components and longer term intent was provided to reassure people and overcome their

anxiety at the perceived rapidity of change. Expectations of immediate answers were set in the longer term context of 'working through a process' towards the structural and organisational goal of local flexibility in addressing a multitude of issues.

Acknowledging that the implementation to that time had addressed only low cost initiatives, the Cluster Director avoided issues that called for increased resources. He privately noted the difficulty that this involved because it limited the support available for those charged with implementing the changes. He noted that control and conformity were operating in a *de facto* manner because of the lack of resources to do other than an administrative job. Whilst he felt that he had been able to make people a little more aware of the hygiene and the technical issues, he still recognised the depth and extent of the concerns. As he said "I can tell you there is a lot of heat out there".

He was quite concerned at the necessity to develop such an approach through self-induction because Cluster Directors had not been given preparation through organised professional development. He noted that he had been "taken to the walls" in his first few staff meetings by addressing Schools Renewal recommendations without establishing the context. The questions constantly thrown at him were along the following lines:

- * Why can't we get a salary increase when politicians are giving themselves nineteen percent?
- * How can you talk about Schools Renewal when we have a blocked sewer drain that vomits out all over the playground?
- * What about the equity issues in country schools if Schools Renewal is really going to provide quality education?
- * What's going to happen to my superannuation if I can't get a job as a result of Schools Renewal?
- * What's going to happen to the country schools who can't form a school council?
- * Am I going to have my authority taken away from me as a teacher and as an executive if school councils end up running the schools?

In terms of stages of concern these were at the level of personal concerns. There was no expression of concern at the purpose or overall intent, apart from the perception that it was imposed and therefore threatening. He noted that until personal concerns were addressed adequately, until the intensity of personal threat was reduced, it was unlikely that people would move through to seeing advantages and purpose in such changes. He also

noted that these were the types of questions coming up in group situations because there was "such a strong peer group pressure that people weren't prepared to explore past this level yet". Privately, however, even at these early stages, some people had realised that the changes could prove personally advantageous and had moved through to the management concerns. These people were identified for professional patronage and developmental support in terms of chances to become involved in Cluster activities.

As a consequence of the predominance of concerns about how the changes would effect people personally, though, the Cluster Director stressed the necessity of linking the changes into the existing culture and working from there. This was preferred rather than trying to move personnel to a new culture which was perceived as unconnected to their previous ethos. He felt he had broken through an early barrier of resistance to any mention of changes associated with Schools Renewal by insisting that such changes were the immutable agenda. Credibility to do this was established, he felt, by demonstrating a genuine preparedness to listen to the staff, to trust them, and to acknowledge the legitimacy of their concerns. The personal pressure on the Cluster Director as the front line translator of the changes at the Principal interface was extreme and telling.

The Cluster Director stressed the need for sound professional development programs for all involved. He felt that such professional development was the missing link in implementation to that time. He noted that any courses mounted by Region to address the Schools Renewal agenda would act as tangible evidence of support, symbolic of the real intent. Once again the rational approach was dominant.

As mentioned above, this was seen as a significant avenue of establishing leadership density. The Cluster Director suggested that the Principals should be "... subjected to massive amounts of deliberately targeted and structured inservice right now..." to transfer the change leadership role from Cluster Directors to the Principals.

We are the facilitators. Principals are the leaders. They are the people who can really make it happen. They are the real change agents. Until they put the structures into place in their schools none of this can happen. They need courses that can link them up to the vision and the purpose of Schools Renewal in practical terms.

He did note, in recognition of his initial normative re-educative intent, however, that "(w)hat we are on about is an attitude change which is a slow process". He thus linked

his call for courses into a first stage need for awareness raising to help Principals to see their responsibilities and how they might be exercised.

They have to feel equipped and secure to go out there and say 'let's have a go'. And as yet they have no real understanding of the full impact and implications of these changes.

In acknowledgement of the efficacy of norm focused re-education, he suggested that he was avoiding mention of such terms as vision or mission, which were being used as the brunt of jokes. He did not directly address such notions, preferring instead to circulate information on the concepts which could be read and digested privately. This he saw as avoiding the possibility that head-on public and rational explanation may show up those Principals who did not have the understandings and were seen to be on a wrong track. He preferred to let them work it out for themselves, believing this to be a subtle means for raising awareness.

The approach was a single loop compromise, incorporating the new way of thinking into the present operation until the climate for a deeper double loop understanding was established. He spent as much time as possible talking with teachers and working with them on planning activities, reassuring them and opening up opportunities. The danger, of course, was that the new terminology would be incorporated into the jargon without a real re-think of the cultural norms. The danger was that false clarity would prevail or that the changes would have an impact only at the single loop level of function.

The Cluster Director, however, could see no short-term way, and was provided with no tools, to help his Principals tackle the double loop understanding of this issue. This was confirmed by other Cluster Directors in discussion. They felt they had the knowledge to place teaching and learning at the centre of the operation and were well qualified to undertake the leadership. However, they did not have the resources, support, or authority to focus their Clusters on this vital role, their daily agenda being overtaken by continuously pressing administrative demands from the schools on the one hand and State and Regional Offices on the other.

The case study Cluster Director, for example, had previously designed programs which could raise awareness and begin the internalising process. He understood the principles involved in such a process. Mention and explanation of these at Regional Executive Management Meetings had met, however, with little other than token response. It was not

seen as a Regional Office role to mount such programs. Yet the the pressing nature of administrative requirements meant that Cluster Directors had neither the time nor resources to do so themselves. As noted in the strategic interface analysis above, the Regional focus on single loop functional issues displaced the double loop process of examining the substantive culture. As a consequence of this Regional focus on the functional, Cluster Directors were provided with neither substantive direction nor support. As one Cluster Director noted, "what Region and the Principals are on about at the moment are management concerns, not leadership issues".

Participant observation indicated that such management tasks dominated the daily operation. The number of almost menial tasks expected of the Cluster Director was proliferating. Even the monthly reporting link to the Assistant Director-General was overtaken by management issues rather than leadership issues. It was a reporting of diary entries - the tools as a means without linking them to the ends. This was seen by the Cluster Directors as perpetuating the bureaucratic approach. It was seen as being generated by a hierarchy 'as far removed from purpose as the previous hierarchy had been'. And it was seen as infiltrating 'as far down as the Region' when the new expectation was that there would be a flexible, collegial and consultative approach, at least at this level.

This was reinforced by the twin and somewhat incompatible notions of maintaining a working system at the same time as changing it. There was constant bombardment with the twin messages of *status quo* and change. Not only was the agenda a long-term one of establishing a new ethos of autonomy of action within the framework of central, value-based policies. It was also a short-term one of ensuring that the schools were working, that classes were taught, that deadlines were met, that information was co-ordinated and available. The latter called for business as usual. The former called for considerable deeply rooted change. Misunderstanding and purposeful juxtaposition of the messages were constant ploys used by anyone with a perceived vested interest in the *status quo* to undermine the long-term agenda. They reinforced the management base. As one Cluster Director suggested, it was a "...neat way of contradicting Schools Renewal".

Many of the Cluster Directors also noted that the administrative staff at the Regional Office were apparently unaware of the implications of Schools Renewal for their own operation. Thus they constantly reinforced the tight regulatory procedures which had previously bound their role. The constant requests from Regional Office staff for Cluster

Directors to act as messengers were sheeted home to this problem. So too were the frequent requests from senior State Office personnel such as, as one Cluster Director put it: "the Cluster Director is required to seek information about X,Y,Z which is just an Inspector's role and undermines the whole intent of the focus on schools."

As various Cluster Directors reflected:

- * As it's turned out, the best experience I've had is my recent experience as an Inspector.... The vast majority of my work is very, very similar to the Inspector's role. I could be criticised for that by saying 'but you were told to define the role as you find it.' And that's fine. But what that implies is that there is no context within which you are working... Yet there is a very specific context at the moment which really defines our role for us. It's very difficult to break out of that role...
- * The broader context of society, politics and the schools is coupled with the 'in tray-out tray' operation of Head Office and the Region. As well, the absence of any structures that actually support the Cluster Director's role - professional support structures and practices which reflect a change in approach, indicate that it's business as usual. There isn't enough of this changed practice that you can hook onto, to become part of your own routine.
- * While there has been a brief outline as to what Cluster Directors should do... the reality is that hasn't occurred... While lip service has to be paid to it, there haven't been structures put into place that would enable that to occur. The delay in the establishment of Educational Resource Centres; the delay in finalising Cluster Director's packages; the discovery that... new cars had to await Regional funding; the lack of any opportunities for ongoing professional development; the tight restrictions because we haven't the access to resources. These all keep us under a tight bureaucratic rein
- * Many things the Department can take responsibility for. But there have been other factors in the broader industrial and political context which have exacerbated the situation as well. So the timing has been very very bad. There has been the convergence of a whole range of factors which

have militated (sic) against change occurring effectively.

The First Eighteen Months from the Cluster Directors' Perspective

The first eighteen months of research verified the difficulties of addressing double loop issues, especially in terms of the focus on teaching and learning. In summary, the analysis above has shown that the itinerary that the Cluster Directors planned was often overtaken by imposed requirements from Region and State Office. Even when in schools, the antagonistic atmosphere, combined with the need for, and focus on, administrative maintenance, made the link with learning difficult to achieve. But of more significance for the longer-term was that the structures and functions of the Regional support for field operation focused on single loop issues. Other than their own expertise, there were few tools available for the Cluster Directors to provide the technical capacity which could address educational issues. There was little discretion, resource or authority to establish both the mechanisms and the symbols needed to carry out a cultural leadership role that focused on the purpose of learning outcomes.

Monthly reports, field records and ongoing discussion indicate that a similar functional range of issues was covered during school visits. Getting to know staff was a major item on the Cluster Directors' agenda. Similarly, as mentioned above, Schools Renewal structural initiatives were addressed in all schools, at Parents and Citizens meetings, staff meetings, executive meetings and in discussions with Principals. Slowly, some people within the school leadership came to see the inevitability of such changes and began to seek out the procedures for, and later the advantages of, establishment of these structures.

Throughout the study period, however, administrative or human relations and personal concern matters dominated the Cluster Directors' time in schools. Many of these issues remained unresolvable or consumed a great deal of time. Most of them had been handled for some time previously by the schools themselves and by the previous District Inspectors.

Within the case study Cluster, for example, issues of relocation of a Field Study Centre are noted in every report from April, 1990 to the end of Term 2, 1991. A small number of teacher efficiency issues ran on at length; one severe case, for example, was noted as at the 'developmental program' stage in April, 1990, dismissal in August, 1990, and a

court case for appeal in October, 1990. Tables 8.1a and 8.1b over page shows an analysis of in-coming phone calls, from schools and from Regional Office, respectively. They were taken from the Cluster Director's message book from February to August 1991. It should be noted that the tables only represent incoming calls handled by the receptionist when the Cluster Director was unavailable. They make no attempt to classify the calls as to the relativity of time-consuming work they generated or the importance of each in terms of the total work of the Cluster Director in schools. On the face of it, however, they do indicate a dominance of the technical issues and a dearth of mention of classroom teaching and curriculum implementation issues, at least in telephone discussion. This situation was verified by other Cluster Directors in relation to their operations, validated by reference to their diaries, monthly reports, and frequent school visits by the case study Cluster Director, with the researcher as participant observer.

Within the case study Cluster, liaison was established between schools over issues such as 'poaching', and joint programs including sharing of resources. Liaison with the officers of the Department of Community Services, tertiary institutions and private schools, was fostered. Liaison with the Teachers' Federation organisers was positive, ongoing, constructive and vital. Liaison with the Primary and Secondary Principals Councils was established. Liaison with local media was fostered. Information was provided to local Members of Parliament. Liaison with local business organisations proved of future benefit in terms of use of facilities and input for Principals.

Liaison with parent group representatives was important. Discussions covered not only Schools Renewal issues but also organisation of special functions, involvement in staffing, formation of steering committees for school councils, concern over a newsletter of a political nature being distributed by parents through school facilities. It also included discussions about formation of parent structures to support the Cluster.

Public relations issues included joint organisation of a retirement function for a Principal, Twenty Five Year celebrations for a school, addressing a group of prefects, adjudicating a debate, attending to issues surrounding a major fundraising activity organised by a Cluster Principal, and attending many other school events such as recitals, plays and sporting matches.

Human relations issues included accusations of racism in a school, parental complaints

SCHOOLS	FEBRUARY	MARCH	APRIL	MAY	JUNE	JULY	AUGUST
Staffing	1111	111	11	1111	111	11	11
Staff Efficiency			111	11	+++ 1	1111	
Accountability	1	1			1		11
Information Communic	11	+++	11	11	+++		11
Payments	1	1		1	1	11	11
Public Relations	1	111	+++ 1	+++ 1111	+++ 11	+++ 1	111
Placements	1		11	1	111	1	
Principals Council		1					
Sport		1	1				
School Councils			1		1	+++	1111
Human Relations		111	111	+++ 11	1111	111	+++ + 111 1
Properties		1111 1	1111 11	111	+++ 1111	+++	1
Parents		+++ 11	11		111	1111	1111
Student Suspensions		11		1	11	1	1
Budget		1	1				1
Ancillary Staff		1					
Professional Develop't		1		1			11
P & C Associations			11	1	111	+++ 1	+++ + 1111
Music Festival		1					
Classroom Practice	1	1	11	111	111		
Principals Meetings			1	11	+++ 11	1	+++
XXXX Hall	11	+++ 111	+++ 1111	+++ + 1111111111	+++ + 111 11	+++ + 1111	+++ 1
Cluster Tal Chd Cttee		1		11	11	1	
Executive PD Cttee			1	1	1		1

Table 8.1 (a)

Analysis of Phone Calls to the Cluster Director From Schools (February to August, 1991, taken from telephone book)

REGION	FEBRUARY	MARCH	APRIL	MAY	JUNE	JULY	AUGUST
ASSISTANT DIRECTOR GENERAL'S OFFICE							
ADG		1	1	1	11	111	1111
Media	1	+++	11		1111	1111	11
Ministerials		1	1		11	111	+++ 1111
HUMAN RESOURCES DIRECTORATE							
Staffing	11	1111	1	1	+++		
Prof Dev for CDs	1	1	11	11		11	111 11
HRD	1						11
ADMIN & FINANCE DIRECTORATE							
Properties	+++ +	1					1
Ancillary Training		1					1
Salaries				11			
EDUCATIONAL PROGRAMS DIRECTORATE							
Consultants		+++ 1	1111	1111	+++	+++ 1	+++ 111
Student Support Services		1			1		1

Table 8.1 (b)
Analysis of Incoming Telephone Calls to the CD from Region (February to August, 1991, taken from telephone book)

about unsatisfactory teachers, 'crank' phone calls to a school, persistent breakdowns in relations between staff which repetitively emanated from the same few sources, and an afternoon tea meeting for Cluster ancillary staff.

Student Services involvement included supervision of a placement under the Students with Disabilities policy, oversight of mandatory notification of cases of child sexual assault, liaison with parents regarding a persistent truant, liaison with parents who were not taking adequate responsibility for a diabetic child, and chairing of the special education placement review committees in the Schools for Specific Purposes.

Concurrently, a series of issues that were formerly handled by the system through the bureaucratic channels of hierarchy continued to command time. Under the new structure it was intended that these personal or administrative issues would be handled by the school, liaising with Regional Office where necessary, but involving the Cluster Director only by exception. Instead, the daily operation of the Cluster Director was filled with them.

Administrative concerns consumed a great deal of time. Note is made of involvement in expenditure of Cadet Corps funds, preparing Ministerial replies to such issues as bus transport, ensuring a study leave payment was made, attending to the organisation of training for the introduction of computer based administration into schools, and so on.

Many involved properties issues which were long running. Mention is made in the reports of issues regarding school fencing, absence of heaters, inadequacy of telephone systems, conversion of toilet facilities for pre-schoolers, schools' maintenance programs, site meetings, building programs to accommodate students from closed schools, building of a fitness track, refurbishment of tennis courts...

The Cluster Director was given nominal access to about ten thousand dollars ostensibly to assist schools that ran out of their maintenance funds. By the impending closure of the 1990/1991 financial year, this money had to be quickly committed and was allocated to refurbishment of a staff room. The Cluster Director was also required to furnish a monthly written report to the Director (Finance and Administration) on the security and condition of a closed school within the Cluster. Of eventual particular significance was the time consuming involvement in proposals for design and construction of a school hall, jointly funded by the Department and the local community.

Staffing issues consumed a great deal of time. With the dramatic changes in procedures throughout the period, the Cluster Director not only had the role of keeping Principals informed through training programs, but of becoming involved in operations such as preparing submissions for special fitness placements, designing advertisements, culling and interviewing. Particular issues included endemic staff shortages at a community care School for Specific Purposes, the mid year Regional appointment of a teacher to a vacancy, overriding the Cluster Director recommendation that the Principal and community be granted their request to maintain their preferred casual teacher, the inability of the system to approve local selection for replacement of an executive teacher responsible for a Centre of Excellence, the non-replacement of secondary year twelve teachers who were undertaking deployment, mid-year appointments of permanent staff which often caused three class teacher dislocations in one year, the appointment of two teachers who were in need of rehabilitation, and the appointment of a teacher who had been demoted for disciplinary reasons.

In secondary schools, the issues became repetitive. Suspensions of students continued to be referred to the Cluster Director as they had to the Inspector, yet the Principal had been given all authority needed to handle each situation. Declining enrolments dominated discussions with requests ranging from change of status to Selective or Technology High Schools, to re-allocation of zoning boundaries, to support in advertising and promoting the schools' activities. Discussion about prospectus development and school marketing occurred.

The unfortunate combination of all factors such as those illustrated in the case study, meant that the Cluster Directors had to resolve problems and issues with their credibility constantly and openly at stake. Where usual channels of communication could not quickly resolve pressing functional issues such as blocked sewer pipes, the Cluster Directors were forced covertly to encourage the use of parental, political and media pressure. Such blockage of Regional communication, decision and facilitation channels was seen as commonplace, especially where the situation involved the allocation of resources. As one Cluster Director noted "I have to put my credibility on the line because it's often what I need to use as a bargaining tool to get myself through difficult situations".

As various Cluster Directors noted by the end of Term 3, 1990:

*...the honeymoon for Cluster Directors is over. Schools are saying 'you

guys have had long enough...its time you started producing the goods'. And I'm concerned about our capacity to cope with confronting the responsibilities without backup support, authority and resources.

- * We've raised their expectations, and those of their communities in a great number of areas and we really haven't the capacity to deliver - to resolve the real issues in the schools. We are trying to develop flexibility in schools, self-management in schools, local problem solving in schools - under a bureaucratic and incremental structure that doesn't allow the mindset to develop and implement those things.
- * We are supposed to lead a massive cultural change in schools when our system still operates under a bureaucratic culture.

The Cluster Directors thus identified a growing system based credibility gap for their operation. In order to open his management to both the scrutiny of, and participation by, his Cluster staff, the case study Cluster Director established a management committee. This was the Cluster Co-ordinating Committee referred to above. Membership comprised a representative cross section of school-based people whom he had identified as leaders in taking up initiatives provided for them. Most had proved themselves as leaders of the various functional committees he had established. To these people he outlined the Cluster initiatives to that date (end Term 3, 1990) and the available resources. He charged them with the responsibility to advise on the allocation of resources and the needs for further initiatives in the Cluster. He wanted to demonstrate that he was prepared to sink all available resources into the Cluster initiatives, according to the priorities of Cluster staff.

The lack of anything other than a functional administrative relationship between Cluster operations and the Region meant that there was a tendency for each Cluster Director to 'look after his own Cluster and let the world go by'. This, it was acknowledged, inhibited communication and inhibited involvement by Regional personnel in other than administrative issues in the clusters. The clusters tended to operate as independent identities, separate from the Regional Office administration. This of itself was seen as a problem for cohesiveness in the long term.

It was suggested by many Cluster Directors that few things from Regional Office had

assisted the operation of their clusters. Even those supposedly facilitating procedures as relief days, professional development, flexible ancillary and supplementary staffing allocations all carried with them what was perceived by most as excessively complex and restrictive administrative requirements. As one Cluster Director noted:

I would be happy to have as little to do with Region as possible at the moment because I see little positive coming from it. The functional directors increasingly have the resources that the operational directors need to do their job. So they are calling the tune. We are just queuing up waiting for them to decide what they will hand out to us. Since they control the budgets, they really determine how much and what we can do. We have no real say in how or where that is distributed.

The limited amount of money allocated to each Cluster had to be banked in a holding school account because the clusters were not 'cost centres'. They were not cost centres because the Assistant Director-General (Administration) had arbitrarily chosen to block such a facilitation. Moreover, it was generally agreed that clusters and ERCs had insufficient support staff to operate the 'paperwork' associated with running as a cost centre. So access to cluster funds meant writing a request to the holding school and having the school pay the accounts. Orders were placed through the school or Region. A range of CEPS (computer account) codes was needed to ensure funds were debited from the appropriate accounts.

The conversion of money to relief days was a complex task involving holding schools and user schools in reconciling accounts and paper work. Reconciliations with Regional accounts were complex. Much of the allocation was tied in its usage and any variation required detailed submissions. Some funds could only be accessed following submission of forms to, and approval by, the appropriate Principal Education Officer. Some funds were allocated for the calendar year and some for the financial year. Some funds had a time limit on expenditure and reverted to the funding source if left unused. And the Cluster Directors were provided with little administrative assistance to manage these requirements.

The Agenda Eighteen Months Into Cluster Operation

By the end of Term 3, 1991, this state of affairs had, if anything, become worse in terms of the dominance of administrative functioning. The Cluster Directors reported a

new and growing level of frustration at what one described as "a bureaucratic refocusing". This coincided with the second round of restructuring. Paradoxically, and with classical bad timing, it coincided with the promulgation of the Regional strategic planning process.

Cluster Director comments included the following:

- * I am increasingly having my job generated by Region and only infrequently do I get the chance to look over my shoulder at the schools. My first priority is no longer to the schools.... I'm happiest when I'm working with Principals and teachers in schools. I now have no more than half a day a week as quality time in schools. But even when I do this I'm frequently interrupted by phone calls from Regional Office.
- * Today while I was working at one school on their strategic goals, Region wanted to know whether I would approve leave for a teacher who was on a Year Twelve class; whether I had a Cluster return prepared; where my audit follow up report was for a school, whether I'd raised a financial issue with a Principal - four phone calls all requiring immediate answer. And when I got back to the office there had been other messages, mainly from Region for action in my schools.

While some continued to check for permission to activate their decisions, many Principals were now generally accepting the freedom and responsibility to decide on daily issues without referral to their Cluster Director. On the other hand the refocusing of the Cluster Directors' agenda on Regional Office was becoming endemic. One Cluster Director put this refocusing down to the insecurity and volatility of the political context and the uncertainty about the future of the Senior Executive Service in general, and the roles of Cluster Directors in particular. Another sheeted the cause to the then recent Central and Regional restructuring which she saw as diverting the viewpoint of Cluster Directors from the schools to the system operation.

In real terms the Cluster Directors saw the 'downside up' organisational triangle turned back to its original state. They reported a constant battle with time and priorities to be focusing on schools. With the renewed focus on restructuring, the constant point of discussion became the centre, the Region and the role of the Cluster Director in

supporting the Region. Region delivered its administration, its consultancy, its student support services, its human resource development through programs which totally bypassed the Cluster Directors. Rather than the Cluster Directors analysing the needs of their schools and focusing a program to address those needs, calling on support from Regional Office where necessary, they were relegated to an administrative and reactive role. They had no tools in the form of resources, tasks, programs or support structures with which to undertake an educational leadership role. Their usual educational agenda with their schools was through structural initiatives such as the management plan, global budgeting or school councils.

Concurrently, though, the Cluster Directors reported that some of the schools, of their own volition, were moving more and more down the Schools Renewal track in terms of management plans. For example within one Cluster, the Principals as a group had asked for a major session on sharing how they formed a vision in their schools and how they had planned for its implementation. As the Cluster Director for that Cluster lamented:

The very time that I need to be integral to that process is the very time that I'm being dragged away from it. I'm feeling increasing frustration.

My Cluster is increasingly in conflict with the way the Region is operating. With the internal leadership approach through commitment that is operating in the Cluster, they are increasingly coming up with ideas and carrying them out among themselves. They all know the values that I think are worthwhile. They make sure, for example, that each of the things they do demonstrably improves teaching and learning or perhaps involves the community.

One Cluster Director reported that "I feel very comfortable when I go to my schools. I don't think I've got too many enemies out there". This statement reflected a much better personal situation for the Cluster Directors than reported in earlier interviews. Perhaps, though, it reflected the same type of local enclave leadership that was a syndrome in schools. This is further explored below. In fact it must be recognised that, whenever a formal bureaucracy is operating, this type of mentality will become entrenched. Only by such a 'them and us' mentality can endemic frustrations be resolved. Such frustrations are caused fundamentally by the juxtaposition of the impersonal and convoluted nature of decision making with the many pressing issues to be resolved daily in schools.

The case study Cluster Director felt that the "vast majority of teachers" in his schools now had a clear picture of the components of Schools Renewal. They understood the concepts of school councils, school self-management, local and merit based selection, Cluster operation, human resource development, school renewal plans and flexible resource management. The 'barrier' of introducing such organisational components had been broken in all schools but one, where the Principal had not been able to give sufficient leadership to convince staff of the inevitability, if not the advantages, of the system changes.

Principal leadership and commitment, now handing responsibilities over to change agents in their schools, had been responsible for this development. Such leadership of the Cluster through its Principals had been the major cultural change strategy used during the first eighteen months of Cluster operation.

Some Principals were now progressing to the early stages of implementation of strategic planning. One had taken up the role of educational leader in his school, addressing his members of staff because he felt that he was not receiving their support to focus the school management on the educational issues. Another had initiated a series of staff and community seminars on the development of educationally focused goals, orienting them and gaining commitment. Another had opened up a series of staff discussions about good teaching practice, establishing her expectations and the necessary teacher support mechanisms.

Several schools had successfully worked with their community to the stage of establishing the constitution for their school council. Many were commencing the process of linking their human resource development and global budget funds to the achievement of educational programs such as the implementation of Key Learning Areas. Several schools had applied for inclusion in the Flexible Resource Management Trial but their single focus on local selection of staff had meant rejection by the Regional committee. In many schools there was a growing commitment to the development of leadership density through the encouragement and involvement of executive.

At Cluster level, one subcommittee prepared a proposal to mount the 1992 Regional Opening of Education Week in one of the Cluster schools to ensure people were aware of what the schools could do. Another committee organised a community fun run in response to a politician's statement that the community "had no heart". They organised the police,

council, services clubs, sponsorship, prizes and a sausage sizzle - with bands playing along the track and each runner wearing their number in a heart. A Special School organised a major Art and Craft Show, where their students' art was displayed beside that of prominent artists. They secured national television publicity and over twelve thousand dollars in sponsorship. They ensured that their students' esteem and potential community work placement were guaranteed. As the Cluster Director noted:

Kids and their parents and their teachers all participate in these events as part of the education in this Cluster. They build the profile of the Cluster and are tremendous exercises in community participation.

Through a consistent and supportive approach without any agenda other than the open leadership of his Cluster, trust in his operation, he felt, had extended to the level of executive staff. He attempted to attend all Cluster committee meetings where such people operated. This gave them an opportunity to see that he was "...not saying one thing and doing another". He believed that he had a reputation as approachable and ensured that executive had open communication with him. Grass roots ideas were continually being floated with him and, provided they fitted the ethos he symbolised, he used whatever limited discretion and resources (relief days and money) at his disposal to facilitate their implementation.

A group of secondary Head Teachers also suggested another Cluster School Development Day for 1992, despite their vehement opposition to the first such day. They wanted to use the day to plan where the Cluster was heading in terms of their subject areas. They wanted to work out what support they needed, what ideas and resources could be shared, what organisation they could use to improve the opportunities for their students. They wanted to look at career path planning including intra-Cluster exchange to broaden experiences. They intended to evaluate the role of the various Cluster committees and redraw their roles if necessary. They suggested an order of priority for the Cluster activities for the year, working them through as a unified planning exercise, focused on the schools and designed by them. Obviously at least first order change was occurring for many at school level.

But as one Cluster Director noted:

I have autonomy within my Cluster to facilitate many things, provided they can be done in addition to the tasks Region sets me and provided they don't require resources or Regional support. But I've come to accept that

I'm powerless to be anything else than an implementer of Regional decisions. We still fit very tightly within a bureaucracy.

In fact, the system level autonomy of the Cluster Director was seen as something of a myth. The outer boundaries of system accountability were increasingly occupying their time. For many, Regional Office oriented activities were noted as absorbing up to sixty or seventy percent of time allocation. Increasingly Cluster Directors were being asked to gather statistics on a range of issues, for example, strike analyses, or amalgamated human resource development funding analyses. They were increasingly asked to compile Cluster consultative responses to various issues such as Education 2000, Effective Schools or a draft Code of Ethics. Information collection was considerable. Time lines were seen as being tighter than ever.

System requirements were seen constantly to displace school oriented agendas. For example, a school based community and staff consultative process to develop an advertisement for a pending Principal vacancy was summarily overtaken by a Regional Office demand that the advertisement be submitted immediately. Approval for additional staff, once numbers had risen, still took considerable time awaiting the approval of a Regional staffing officer, the Cluster Director not having the authority to approve such automatic and formula based entitlements. And the ethos at Regional level was to put the school through a further defence of its request even after the Cluster Director had made a positive recommendation, often holding up the request until a Regional clerk was satisfied about the validity of the situation. Meanwhile the class could not be formed, teachers were being stretched, parents were becoming concerned and children were having their educational entitlement withheld.

The tasks required of the Cluster Directors were still seen as technical. They were not leadership oriented and they utilized relatively low order skills. While the ERCs had been provided with limited administrative support, there were insufficient resources at either ERC or Cluster level to relieve the Cluster Directors of these relatively menial tasks. The Cluster Directors simply fitted in as a link between the Department or Region and the schools.

Autonomy was exercisable at school level but was seen as very difficult to achieve. Schools increasingly saw the Regional Office requirements as an obstruction to their activities. The Cluster Directors frequently reported powerlessness to prevent

facilitation and decision making blockages from occurring. To many of the Cluster Directors, the Regional leadership appeared to be moving regressively towards a management approach to system direction rather than a leadership approach. As one reported:

Controls, monitoring and accountability are dominating. We are increasingly asked to check what codes are used for casual relief, checking to see the schools all have budget committees, sending Region a summary of each school's budget, ensuring that they haven't too large a balance in their financial statements.

Increasing uncertainty in the system was also seen as inhibiting the real leaders in schools from:

...getting out there on the front foot and running with some of the things that can make a difference in schools. They aren't game to say 'this is what I stand for' and 'this is what I want to do', in case the next pronouncement from the Premier, the Minister, the Director-General or the Region overturns their position.

The system instability had a negative impact on staff at all levels. Displaced regional staff suffered low morale. In apparent paradox to the improved personal environment for Cluster Directors in schools, Cluster Directors felt insecure and vulnerable when faced with a shifting external agenda. Incredible dissension was reported amongst Principals, executive and teachers because they perceived that, with redundancy placements, merit local selection and the potential to have fewer executive positions in schools, the opportunities for advancement or even preferred transfer, were dwindling. All staff felt that they were supposed to receive support from Schools Renewal changes, but they saw their conditions as being eroded by politically generated system events. As one Cluster Director reported:

You can't convince them that any of this is 'one-off' because they see the whole set of events as part of a continuing erosion of the system. They won't accept that it won't get worse, and I can't assure them that further similar changes won't occur.

As a result, many staff members still were not convinced of the merits of any of the structural changes and, led by or despite their Principals, refused to commit themselves. They remained convinced that their past practice, for which they had been

given cudos, was not only adequate but professionally and administratively superior.

In single loop analysis, the Cluster Directors generally agreed that the greatest area of difficulty in implementation of Schools Renewal philosophy and its concomitant opportunities was in the secondary schools. They cited the disparate vested interests, the strong entrenchment of subject orientation, the quickness to criticise any change, and the dominance of a complex array of administrative blocks as the main reasons for this reactionary ethos. They mentioned the entrenchment of an "...embattled, paranoid, enclave..." leadership style where staff, including executive, were perceived to "... stick together against the forces trying to undermine their work practices". They noted the competing agendas of secondary schools, where parents and students expected good performance at public examination as well as student welfare and a broadening of their education.

On the other hand, the case study Cluster Director was able to cite some movement in the secondary area. One high school was seen as moving towards overall management planning for autonomy, due mainly to the enormous effort of the Principal. The impact of this, however, was not yet significant throughout the staff. Its implementation was dependent on the leadership density which focused on the Head Teachers. The dominance of technical and administrative concerns in the faculties associated with implementation of new syllabuses and the poisoned climate for other than maintenance of existing practices, blocked the effective transmission to staff.

Another high school, due mainly to the leadership of its Deputy Principal and its Parents and Citizens President, was exploring its future with its community. It had established a series of public forums and was addressing a range of previously delicate issues, such as school enrolment composition, subject offerings and reasons for falling enrolments. The intent here was the development of a strategic plan from which action plans could be carried out. At the same time, though, the head teachers and many of their staff at that school saw the changes as the removal of support and the dismantling of opportunities. Any strategic plan faced massive difficulty.

The third high school was relatively inaccessible to the Cluster Director, although he believed they were "not very far down the track at this stage". They were led by a Principal who respected tradition and tight formality and who strongly resisted any undermining of autocratic authority. As such, even strong dissenting staff or the voice of

parents, conformed to precedent. Regional Office staff reported that they disliked dealing with the Principal who was demanding, yet constantly requiring formal procedures. They were berated roundly when any perceived inefficiency or imposition occurred. The consequence at Regional Office level was a work-to-regulations approach where this school was concerned, the result leaving many locally unique issues unresolved because standardised regulations were unable to address them.

Equally paradoxically, some Primary schools were slow to move too. Fundamentally this slowness appeared to be caused by the Principals' inability either to lead or to see the opportunities that Schools Renewal could provide. In some cases staff refused to participate in other than token activities. In others, parents refused to become involved, some suggesting that what was being asked was in fact Departmental responsibility. Some even feared that, being from affluent communities, there was a likelihood that they would soon be asked to pay for more of their children's education under a user-pays philosophy. In these schools, a management based culture continued to displace the educational ethos. In terms of the curriculum paradigm being used, a technical curriculum continued to be delivered to passive students.

Conclusion

Thus the Cluster Director/Principal interface demonstrated a mixture of successes and concerns in terms of the implementation of cultural change. The intersubjective nature of such change obviously meant huge variations in implementation. Major issues, however, both within and outside the Clusters, did have an impact in promoting structural and behavioural change.

The most notable external blocking force stemmed from the failure to provide the authority, resource and facilitation support for the Cluster Directors to refocus the culture of the operation of schools. The bureaucratic dominance increasingly commanded the school oriented agenda, continuing to promote system maintenance. System delivery, control mechanisms and enforced Cluster Director deference to Regional Office demands, took up much of the Cluster Directors' time.

Single loop operation dominated the routine. The rational empirical approach to change was the only supported direction. Thus it was virtually impossible for Cluster Directors to attach their staff to other than the technical components of the changes. The spirit and

possibilities were inaccessible. Consequently the changes tended to be implemented with false clarity. The administrative subconcepts became the focus and were highly valued by the Regional leadership.

Within the case study Cluster, human relations and personal concern issues dominated the Cluster operation. A social interaction approach substituted for a normative re-educative problem solving orientation. The Principals' interpretation was that the changes were driven by both economic and political agendas. There was no sign that they could in any way be attached to an educative intent. In fact they were seen as providing a distraction from such an orientation.

At the Principal interface, the notion of autonomy in schools was well developed. But rather than being focused on educational purpose within an overarching framework, this independence was asserted in terms of protection of school derived norms. Unfortunately, in many cases, these norms were those of a previous operation. They were largely functional, technically oriented, narrow and inadequate in a time of rapid turbulence.

The very group at school level charged with the delivery of leadership density toward substantive purpose, instead was provided with the capacity virtually to opt out of the organisation in other than administrative attachment. The Cluster Directors were powerless to address this situation, their agendas being absorbed by Regional demands for administration and accountability. And these very demands reinforced the perception that it was the narrow instrumental values of human relations, efficiency, and specific test results that were most valued by the system. The culture was operating to restore dynamic equilibrium through hegemonic norms.

CHAPTER NINE

PART 3: THE SCHOOL INTERFACE

Introduction

The most important interface of the Cluster Director's operation occurs at the school. Despite the fact that public school education works as a system, it is only at the schools interface that the delivery of the substantive educational purpose can be achieved. It is generally achieved through the relationship between teacher and student, most usually enacted in classrooms. If there is to be a changed approach to teaching to achieve higher order learning outcomes, the role of the Cluster Director in this interface is vital.

The general scenario and reception of Schools Renewal recommendations and subsequent changes have been examined at length above. There has been no real attempt during that analysis to separate out school, classroom, teaching and learning issues from the interface explorations. On the contrary it has been seen as important to keep the analysis as integrated and holistic as possible. At the same time the focus has been on the Department, the Regional Office, Cluster Directors, Principals and whole school issues. While this section continues to refer to broader issues that were generated by mandated changes, often through the Cluster Director as their agent, they are here examined for their impact on teachers and their activities with students. The focus here is on teaching and learning.

Much of this section examines the impacts of a particular initiative designed specifically to focus on this area. It was implemented by the case study Cluster Director in consultation with the researcher as consultant. A deal of the other research in this interface was carried out through planned contacts as research leads were followed, in formal and informal situations, with other than Principals.

Without specific 'tools' such as programs focusing on teachers *in situ*, it remained difficult for external personnel to penetrate the internal substantive workings of schools. It was, for example, extremely difficult for anyone to penetrate the classroom. Apart from the animosity, suspicion and anxiety with which such close examination was viewed, there were few opportunities in normal school operation for anyone to visit classrooms or talk to staff about educational issues. This was the operational reality that

confronted the Cluster Directors as they worked in schools.

During school hours, staff were extremely busy, working individually in teaching, preparing, marking, organising or carrying out the many administrative and human relations tasks required of them. This was especially so in primary schools where teachers were only relieved from their face-to-face contact with students for two hours in the week, and where new teaching programs were required for submission every five weeks. Staff were so suspicious of the judgemental potential of Departmental personnel, including their supervisors and Principal, that they consciously avoided interaction. Without direct involvement in classroom activities, for Cluster Directors to seek interaction during school time there was a need to provide relief from class. This Resources to do this were not readily available. Moreover, where it could be made available, it also required the removal of teachers from the very work at the heart of the organisation. To seek interaction out of school hours was viewed with scepticism and treated as a further demand from the system.

Reactions by Staff

Within the case study Cluster, staff reacted to the new structures in a varied but patterned manner. Individually, some staff members, especially executive, formed a close professional and/or administrative relationship with the case study Cluster Director. These people participated in the cluster committees, seeing these as opportunities to expand their experience, enhance their professional profile and contribute to Cluster directions. The Cluster Director sought their involvement, accepting their advice and facilitating their ideas and requests wherever possible. From his viewpoint, these were the early implementers - the people who could see opportunity in the changes and would act as demonstration models for others. By their very closeness, and the openness of the Cluster Director's operation, they could get reliable information and felt ownership of the initiatives that were developing. To these people, the advent of the Cluster organisation was quite positive.

As a general group, however, teaching and administrative staff felt they would get limited, if not biased and outdated information from their Cluster Director. Often their grapevine, or the Teachers' Federation, had information to them long before the Cluster Directors knew about it. Frequently the Cluster Directors' information, the 'official line' at the time, was overturned by subsequent decisions. Teachers could see little other than

an external administrative role for the position. Moreover, they felt that while the Cluster Directors personally would listen to their multitudinous concerns, they were powerless to address most of them. In many instances they were seen as agents of the very government driven agenda from which the staff perceived the threats to security to be emanating.

School working groups, established to achieve particular goals, continued to carry out their tasks with administrative efficiency. In particular, despite protesting that much inservice was out of school hours, many teachers remained willing to attend inservice courses that bore direct practical relation to their daily classroom operation. The Cluster Director generally was welcome to become involved in these as a colleague. His attendance signalled his valuing of their professional efforts. During any group interaction established to address issues pertaining to the changes, however, the teacher reaction to the Cluster Director frequently was overt animosity stemming largely from widespread feelings of personal insecurity amongst teachers.

This insecurity for teachers was caused by a variety of issues. During the early initiation phase, many staff perceived no need for change. They expressed the need to be left alone to do their job, which they felt they were doing well. There was a fear expressed by some people of a perceived possibility that the Cluster Directors were going to impose a greatly increased workload in a direction not chosen by the school staff. But generally, the Cluster Director was welcomed in the same warm and polite way that Inspectors were received. Obviously the visitor status had been devolved from District Inspector to Cluster Director. Without appearing ungracious, this was indicative of the arms length, special preparation, diversionary approach which kept the real workings of the school from what were seen as the judgemental eyes of the Department.

In general, teaching staff approached the changes by examining closely the *status quo* in comparison with both unknown and possible effects of the new form of operation. The inability to describe standard field practices in an operation designed to customise, the promulgation of worst case scenarios, and the difficulty of finding many cases where good things had occurred because the new operation was evolving, all meant that the changes were seen to confront long established, if newly revalued, past practices.

Of major significance was the inadequacy of communication mechanisms to draw the school system together. Getting information to and from schools was archaic, repetitive

and of tremendous annoyance to all personnel involved because of its time consuming nature. The advent of facsimile machines in schools, while enhancing the dissemination of factual material from the Department to schools, often meant a multiplication of system demands, with faster turnaround times. It certainly did not improve the upward information flow other than to the Cluster Director. Most communication from the Cluster Director was through regular meetings with Principals. As has already been noted, both school staff and parents were highly critical of this perceived distraction from the running of the school. Moreover, many Principals were renowned for transmitting only selected details of these conference agendas to their staff, if indeed they communicated any information at all. Often the information was out of date, the official agenda being overtaken by industrial or political events.

Within the schools the endemic compartmentalisation of school operation into times, classrooms and designated areas created major communication blocks, especially in professional classroom operations. Operating at a frenetic pace in keeping control over large numbers of children in a demanding, constantly uncertain and diffuse environment, meant teachers had no blocks of time in which to reflect. Such organisation, itself responsible for the professional isolation and alienation of many teachers, tended to limit communication of the new and operationally complex ethos to a downward administrative information flow. These internal communication blocks made linking to the double loop of cultural norms and the multiple loop of purpose extremely difficult.

One consequence of poor communication was overt cynicism. Some staff did express a view that the Cluster Director role was really designed to assist rather than check on them. Some were insulted that the role was being described as critical to the operation of the school, the general impression being that schools were well run by the current on-site staff. Departmental officials were seen as peripheral to, or even diverting the daily operation. Generally, staff viewed the role of the Cluster Director as an expensive, enigmatic anachronism. Throughout the study period, the rumour was rife that the role would disappear within five years. The general view was that schools were fast moving towards independent running. With this in mind, organisational leadership was difficult.

Some staff expressed the concern that a top down structural change would not guarantee any change at all in the support needed by schools. "Structure doesn't guarantee output" was one quote. This reflected the bureaucratically generated feeling that the structure had been separate from, and not supportive of, the reality of daily school and classroom

operation. It indicated a need to re-orient the administration, not simply in terms of technical competence at addressing school wishes, but in terms of structures which supported a paradigm mirroring that required for pragmatically holistic curriculum and school operation.

Despite this rather hostile reception, the constantly applied agenda of the Cluster Director pressed the case for reform, keeping the notion before most staff meetings in some measure. Historically entrenched routine and procedures relieved people of anxiety in potentially volatile situations. At least the procedures enabled survival for teachers and executive, assisting in the control and regulation so essential when dealing with large groups of children. To suggest organisational procedures become problematic appeared to have no purpose. To suggest these procedures be removed or renegotiated created anxiety, consuming considerable energy and time. It diverted staff from their major role of teaching and was criticised accordingly.

With the establishment of new geographical and role structures, many teachers, especially at executive level, were concerned at the potential erosion of their personal interaction opportunities. Teachers were concerned that their informal, socially established professional groups and interaction would be overridden by new geographically determined Cluster or Education Resource Centre arrangements. Head teachers suddenly missed the professional interaction with their Subject Inspectors, even though they had previously criticised the judgemental and authoritative aspects of this role. Generally, all were concerned that the time taken to maintain system operation, and to re-orient their work, would give them few opportunities to interact.

The inclusion, at a higher participatory, control and influence level, of parents and the wider school community, extended the effective school boundaries. This fostered the notion that there was to be a significant change in the pecking order of stakeholders, the balance of power and control shifting from school personnel in favour of parents. Teachers and parents alike felt that this had the potential of replacing the professional with the amateur, leaving the school operation open to influence by vested interest groups. Of equal significance to school staff was the potential for parents and supervisors to invade the hallowed ground of the classroom, either directly, or indirectly by controlling policy.

The resource rationalisation accompanying the changes was seen as personally

threatening. The values underpinning the reallocation of the salaries of 2500 teachers to such programs as computer education and the rural schools initiative were roundly questioned. Resultant nominated transfers and industrial unrest had created a tense working environment. This was exacerbated by large class sizes and an increase in composite classes, the latter being compounded by declining enrolments in some case study schools.

The rationalisation of school sites and the deployment of fifty percent of sale funds to the Department had the potential to benefit some schools. Within the case study Cluster, however, it caused significant disruption in school communities. Apparently powerless to provide input into the process, at least before consultative requirements were legislated, some remaining schools saw themselves as vulnerable to the same rationalisation potential. This was especially the case for the three secondary schools, each having enrolments considerably below their permanent accommodation capacity. For primary schools, even the provision of extra facilities, such as school halls, to cope with the increased enrolments from closed neighbouring schools caused both disruption and consternation at the lack of consultation.

The call to become entrepreneurial, involving industry in the programs of schools, had potential to provide additional resources to schools. It tended, however, to be in conflict with many of the values that teachers included in their curriculum. Fast food companies, chemical companies, heavy resource using or pollutant companies were seen to represent values at odds with such policies as environmental education, or nutrition. Computer companies were seen to be seeking lifelong workers in similar manner to that which, school rumour had it, occurred within the Japanese culture, often to the detriment of individuals.

For both parents and staff there was the real fear that Government funds would be cut to the core, especially in more affluent areas, potentially forcing parents to provide a considerable element of the funding seen as essential for quality education. The diversion of staff from educational to entrepreneurial activities was seen to be antithetical to the real purpose of their job.

This diversion of time was a significant issue. Industrial requirements were seen in similar vein. The allocation of all secondary teachers to 28 teaching periods per week, the successful challenging of the 'Meadowbank Agreement' which previously prevented

secondary Principals from using staff freed during student examinations to replace those absent from duty, the call to teach up to three extra periods per week to replace absent staff, and the removal of staffing for one hour of primary face-to-face teaching relief time, all had an impact on time allocations in schools. As mentioned above, the need to attend inservice activities in teachers' own time was seen as another example of an attempt to gain significant productivity increases from award restructuring.

As the Flexible Resource Management Trial took hold, the Federation ensured that teachers were made aware of the implications of local selection. Fewer transfer opportunities were seen to be available available, thus making it more difficult for some people who had made the investment of teaching in relatively unfavourable areas to gain transfer to their more favoured areas. There was a fear, built on the mistrust of Principals, and yet without the audit protection of either the local school council or the Department, that Principals would select staff who would do as the Principal willed. Moreover, there was the well founded fear, that the merit-selected staff, known as 'exotics', would put work pressure on the present staff. This was compounded by the decision by some Principals to 'cash in' executive positions in favour of retention of the funds. The work formerly allocated to those executive staff was frequently handed out to already stretched teaching staff. Many, incorrectly fearing replacement by merit selected staff, felt unable to refuse the additional burden.

Morale of school staff was noted as particularly low. Negative community perceptions, fostered by the media, had seen a long-term decline in the status and value of teaching. Unfortunately, this had been reinforced by the union campaigns which pointed out, very publicly, the inadequacies of public schools. The perceived attacks by Dr Metherell were seen as the culmination of this decline. Many teachers had deserted the profession. The minimum entry score for teacher training courses had dropped to low competency levels. To teachers, little was apparently being done to retain good staff or attract quality workers to the profession. Shortages of trained staff were being felt in disadvantaged areas. Certain subject faculties could not be fully staffed even in the better areas.

One of the significant lores that operated throughout schools during the study period was that the right wing, dry, economic oriented ethos of Liberal philosophy had replaced the more caring student centred ethos of the previous twenty years of schooling - and especially the previous few years. On the one hand, and firmly sheeted home to what was seen widely as the avid Thatcherism of the Government, was this newly introduced ethos

of economic rationalism. Under this paradigm, growth was seen as essential in an economically tight and resource scarce environment. Such growth, it was suggested, could only come through clever participation in competition. At the extreme, students were simply seen as the resource input of industry. The skills they required included technological ability, trading languages and the ability to organise and lead others with vision and commitment. The frustration of being able to provide only a relatively non-rational humanistic argument to counter this compelling, persuasive and largely bipartisan stance created much of the heat in the teaching workforce.

Over the years prior to Schools Renewal, the Department had conducted a strongly legitimised campaign to ensure that all schools demonstrated well established student welfare policies and operations. The Director-General had decreed that one of the two School Development Days in 1989 be utilised for this purpose. Monitoring exercises had constantly checked the policies. Each region had a well resourced senior consultant in this area and a Drug Education consultant to assist. Promotion assessments had kept the operation of this ethos to the fore.

Of even more significance was the fact that the ethos had strong and growing grass roots support. Such programs as Peer Support, W.I.N.S. (Working Ideas for Needs Satisfaction), Talk Sense to Yourself, D.E.A.R. (Drop Everything and Read) and Towards 500 (a study assistance program) had gained widespread implementation, causing even organisational adjustment to facilitate their introduction. They were well supported through inservice and backed up by the introduction of Home School Liaison Officers. In some cases a promotions position, designated Head Teacher - Student Welfare, had been established. Counsellors, Second Deputies and Leading Teachers in secondary schools accepted this orientation as part of their duties.

To some staff the orientation represented rapport and personal student support. To others it represented clear, hierarchical and designated mechanisms for dealing with the students who caused daily angst for their teachers. But from whichever perspective, they were seen as having made extensive and positive changes, especially in the otherwise intransigent secondary domain.

With the advent of the imposition of a culture perceived as economic rationality, teachers felt powerless to stop what they saw as an erosion of the human orientation of education. They saw the new ethos as contradicting their avowed commitment to caring,

sharing co-operation, supporting and nurturing the human values that underpinned social living. In simplistic terms, the needs of a particular group of leaders in the economy were seen as replacing the needs of the students. Paradoxically, the move to a more personally and professionally supportive environment was at the heart of the paradigm required for post-industrial operation. But the lack of system multiple loop analysis of the educational base for a turbulent environment tended to communicate messages of rationality and mechanistic instrumentality.

Frequently espoused although infrequently implemented, even the Aims of Primary Education and Aims of Secondary Education, with their humanistic orientation, were seen as being replaced. Although they had provided little but broad for teachers (see Manefield J.M., 1989), there was strong attachment at the level of 'what we say we do'. With the advent of Education 2000 which set out the principles of Departmental operation into the future, to some this fear was apparently vindicated. "The Aims of Primary Education and the Aims of Secondary Education are incorporated into Education 2000 and are no longer current documents." (Education 2000, 1991, 23).

In double loop analysis, however, this group lore argument revealed that the balanced, secure and supportive environment of human relations established in most schools over the previous twenty years was being disturbed. The relatively comfortable, reliable and previously unchallenged control of school structures, roles and regulations was being shaken. The unwritten lore of relationships between teachers, students, Principals, Departmental officials and parents was under challenge.

Intellectually and personally, many teachers wanted to remain unchallenged so that they could keep students at arms length, leaving the students alone to get on with sufficient learning to take their social place following examination. Many students simply wanted to be left alone, remaining private and unchallenged, alienated by the school system, but able to grow up outside their formal education. Principals were often so entrapped by specificity and social distance that they were immobile to do other than the superficial. Departmental officers tended to rationalise their task by accepting written and superficial information about schooling which had little relation to reality. Parents simply wanted sound and rigorous content in subjects, learned by diligent and disciplined students who gained high marks at examination.

Reaction by Executives

The perceptions of particular groups within the Cluster schools were gleaned during both informal and formal conversations and discussions throughout the study period. From the outset, primary executive (Executive Teachers, Assistant Principals and Deputy Principals) met regularly in school time for their inservice activities which were organised by their colleagues. Secondary executive (Head Teachers, Deputy Principals and Leading Teachers) remained difficult to reach until June, 1991 when the Cluster Director and the researcher established a forum for their support.

Primary executives in general expressed sincere depression, if not quiet grief. They felt that the changes were being wrought upon them by a group of people who were removed largely from understanding the daily running of schools and the pressures which that brought. One cynical suggestion was "...that decentralisation meant that more incompetent people were now in charge because the central power, seen as the repository of competence, has been watered down".

Within the first year they felt that the changes were not hanging together, having no relevant purpose or overview. This itself led to insecurity, and a feeling of threat. In fact they expressed the frustration that the Cluster Director and the Regional Directors, who were their main official source of information, were really ill informed by the senior officers. This was especially so in the areas impinging on security issues. For example, in the initial stages of changing the staffing procedures, it took a long time to get official information about transfers, tenure and promotions. In the meantime, myth and speculation undermined the security of executive.

Primary executives saw changes being implemented on the run, without sufficient pre-planning and in ways that seemed at times to ignore the realities of school operations. Such things as the time scales for mandatory implementation, always tight in themselves, became overwhelming when the school distilled and concentrated all of the tasks it had to perform in both maintenance and change.

They felt that the State and Regional Office agendas should be set as targets and guidelines, leaving it up to the Cluster Director and Principals to plan how and when they would be implemented. As suggested by Scott, this time frame and implementation structure would be based on a thorough knowledge of the local situation into which the change was to be

placed. However they did not see this to be happening. They perceived that the State and Regional Offices were simply ".... ploughing ahead with mandatory tasks", imposing them on clusters and schools.

The changes did not seem to address the real problems that they faced in their role as executives. These could be summarised into two related concerns:

- * The first was that they wanted support in demanding excellence from the staff they supervised. They generally agreed that the Federation, supported by the watering down of Departmental requirements, had reduced the required level of programming to 'adequate'. Teachers, they felt, could thus hand in anything and call it adequate. The executives felt that if they were to challenge this, the staff would simply call in Federation and a 'bun fight' would result. One comment suggested that the executives 'just gave up the battle as being too hard'. In a fall back to the formal authority of regulation, the general suggestion was that clear guidelines on performance appraisal should 'give the executives teeth' to tackle this problem and improve the teaching/learning.
- * The other related problem involved the removal of the poor teacher. Executives were not simply talking about the patently incompetent, but the teacher whose efficiency was cause for concern. They felt that the convoluted methods of development and the adversarial approach to this task meant that incompetent teachers were still in the system and destroying the credibility of the profession as a whole. In this context they also condemned Federation as the stumbling block, seeing it as largely ignoring the professional side of its task, protecting teachers from any demands for standards. The concept of professional accreditation from within the Union was canvassed and while seen as unlikely because of the adversarial industrial role of protection of all, it was seen to be a good suggestion.

In terms of improving classroom practice, the executives generally felt that there was little chance of the changes having an impact there. The changes were seen as largely 'up there'. The Cluster Director was more available, although the instances of use of this accessibility could not generally be cited. And certainly, the Cluster Director and Regional Administration were seen as honest and open. But it was perceived that there was so much other pressure on the Cluster Director that any real knowledge about school operation, gleaned from longer term visits and participation in classrooms, would not

eventuate.

By mid 1991, tight daily operational control of all levels was still seen to be firmly in the hands of the Department. No primary executives saw their task as more within their control since the changes. In fact the impositions and directions were seen as giving people less control over their daily operation. They were perceived as a threat.

For secondary executives, many saw even larger threats and were both more sullen and more vocal about them. At the level of Deputy Principal and Leading Teacher, mostly chosen for their expertise and leadership under local or merit selection procedures, there was strong potential for sound development under the new structures. Most of these people provided outstanding support for the new opportunities, both within their schools and the Cluster. But at Head Teacher level there was a significant disaffected block which prevented much penetration of renewal into the secondary schools.

A series of discussions with all executive in the case study secondary schools was initiated in June, 1991 by the Cluster Director, researcher, two Deputies and a Leading Teacher. The purposes of these discussions were to raise and acknowledge the perceived causes of disaffection, and to begin the process of linking the Head Teachers into the Cluster operation. A great deal of bitterness flowed from the first two meetings at each school. Unravelling it to achieve progress was difficult. It was attempted by categorising the complaints into those that were situationally specific and those that were more general.

Situationally specific issues included such concerns as the following, paraphrased from field notes taken during the discussions:

- * some faced nominated (forced) transfer as enrolments dropped;
- * some were conducting private vendettas against particular personnel, focusing mainly on merit appointed staff;
- * some had been unable to gain administrative support while the new Regional staff re-organised their activities;
- * some saw a lack of Regional, Cluster or Central support for particular projects in which they were involved;
- * some saw their Principal as either blocking their wishes or not sufficiently competent to obtain the support they needed;
- * some had unresolved staffing issues, including untrained staff and unfilled

vacancies;

- * some had particular staffing situations imposed on them. For example, there were several workers compensation cases undergoing rehabilitation programs; several teachers were undertaking retraining following forced structural redeployment, and
- * some had been unable to obtain inclusion in particular inservice activities for which they had applied.

Much of the concern, however, focused on wider issues. Of these, some were factual while others were mythical, the former often expressed vaguely, the latter backed up by worst case scenarios. Some were administrative frustrations caused by the massive structural and personnel changes. Some were philosophical and political concerns based on value judgements. Many were generated because of the lack of specific information, practicalities to be worked out in consultation with implementers. School personnel were used to being supplied with detailed regulations and procedures which they could apply rigidly. That these were often incapable of local adjustment was of little concern when instability was higher on the agenda. But to the Head Teachers, all of their concerns were coherent and served to focus their vehement and bitter opposition.

In the area of curriculum, they were concerned at the Key Learning Area concept and its potential implications for their organisational structures and their jobs. They felt a vested interest in their present courses, many of which, notably in the Home Science and Industrial Arts areas, were apparently arbitrarily removed from future curriculum. They had been provided with no reasons for such disbandment other than instrumental argument that Home Economics, Textiles and Design and Technics as presently taught were no longer appropriate in today's economy.

Moreover, staff whose courses faced redundancy were provided with no clear avenue for arguing their retention. They were told that they could retrain or that they could move to a faculty outside their current teaching area. This meant at least that they would be teaching courses with which they were not familiar, and probably courses outside their initial training. In secondary schools, where Principals described staff requests according to their training and received them in subject faculties, this left people from displaced course areas vulnerable to nominated (forced) transfers. Coupled with the significant element of mistrust in the Department that had been generated as traditional practices and procedures were dislocated, it was little wonder that insecurity was

widespread.

Time lines for the introduction of new Board requirements were seen as unrealistic. No amount of consultation, explanation or negotiation apparently could dispel this perception. The fact that only minimal changes were required for the 1992 introduction of structures could not appease this concern. Such time lines were seen in association with wider concerns about resources. When courses were offered they generally ran for two years. Thus any course that was allowed to start had to have a reasonable guarantee of sufficient enrolments to justify the allocation of teaching periods. Because of the many uncontrollable factors that determined whether students would continue with a course, it was mainly precedent in particular schools that provided evidence of this assurance. With no precedent for the new structures, executive staff feared they would 'get it wrong' with consequential 'down the line' resource problems.

The type of course being promulgated with new Key Learning Area syllabuses had organisational and work practice implications as well. The intent of the new Design and Technology course for example, was to have it taught in an integrated manner, concentrating on the students and the development of their understanding of particular principles in application. It required cross-faculty planning in association with the students, its teaching implementation being relatively flexible, depending upon which teachers had the required expertise. The programming and timetabling implications meant major disturbances to the organisational structure of the secondary school.

Rather than undermining the current faculty and timetabling practices, it was seen by many school personnel as simply a replacement for both Textiles and Design, and Technics. Rational logic would thus suggest that the course be taught by Home Science teachers for half the year and by Industrial Arts teachers for the other half - a simple rotation on the timetable. The organisational ethos prevailed, at the cost of the holistic spirit and principles of the syllabus.

The notion that the mandatory changes were seen as imposed, was juxtaposed with the notion of school centredness intended by Scott. Despite the fact that the Board's consultative process caused two major changes in requirements, this concern was not assuaged. Following feedback, the Board recognised that its requirements for the senior years study of at least two units from four course areas would mean the probable demise of courses such as Engineering Science and Agriculture. Good students studying these

courses would probably also opt for three units of Mathematics and two units each of Physics and Chemistry. With mandatory requirements of a further two units of English and two units from the Human Society and its Environment Key Learning Area, there was no room for the additional Agriculture or Engineering Science without exceeding the twelve-unit structure that fitted the school week. Because this defeated the intent, the requirement was changed to one unit in Key Learning Areas other than English.

Moreover the Board negotiated with the Department to obviate the requirement, imposed only on Government schools, of at least six hundred hours of elective study in Years 7 to 10. This was reduced to a four hundred hour requirement to allow some flexibility in elective offerings and to retain sufficient hours in the core for viable courses to be run.

Despite these considerable common sense concessions determined after consultation, in a classic no-win approach, the reversals were seen as an indication of incompetence. Despite the constant calls from schools for early information, the Board was accused of rushing ahead and not recognising the practicality of their proposals.

Further, the perceived imposition of content and learning outcomes in the new syllabuses was coupled with the demise of school based curriculum development to demonstrate an attack on the profession. Some Head Teachers felt that they were to be reduced to the status of 'technicians' (symbolic of the technological agenda they saw as operating). As such, learning outcomes could be narrowly specified and teacher competence determined by reference to them. It was then seen as entirely possible to pay different competencies differentially. Moreover, they claimed, because the status was to be reduced from professional to technician, it was seen as entirely feasible to reduce salary accordingly.

From the viewpoint of Head Teachers, the industrial situation represented a hotbed of concerns. They, along with all executive staff, were not given other than a token salary increase when Principals and most staff received significant gains at the end of 1990. The subsequent hearings before the Industrial Commission revealed deeply contentious issues. The Director-General was quoted widely as stating that the Scott changes had not had an impact at the level of middle management in schools. He was also reported to suggest that modern organisational principles indicated that secondary schools should be able to run with fewer middle order management positions. Later verified in Departmental documents, he was further reported as saying that Principals would shortly be given the right to decide, in consultation with their community, both the

number and role description of promotions positions for their school.

To Head Teachers, this was seen as the abolition of their transfer rights. Potentially, a substantive Head Teacher position could be declared vacant or the position re-deployed to another description, simply on the basis of a Principal's decision. When the restructuring of the Department occurred, both in 1989 and 1991, this had been the method used to change the structure.

Moreover, there had already been unprecedented attacks on positions and procedures governing the executive structure of secondary schools. Initial attacks had come when several women were given promotion above senior men as part of the Department's affirmative action policy. The introduction of merit selection processes had seen many younger people promoted above their more senior colleagues. For many who were either unable to gain an interview or were repeatedly unsuccessful at gaining promotion, disaffection was intense. This was exacerbated by the perception that the conditions of employment had been changed by the employer without consultation. These people had long held the expectation that, simply by waiting on the list following a good assessment performance, they would eventually gain a promotion. Lifestyles had been built around such expectations.

Thus, in the secondary schools, the major group charged with the leadership density role of change was itself vastly disaffected. Personally subjective meaning of the changes was generally negative and consequently, hostile forces were established. An initial feeling of fight became strongly entrenched for many. Flight, either into the support of their school peers and faculties, or out of the job, was the avenue for others. For many the answer was hopelessness, leading to a lowering of morale.

A Possible Support Initiative

The feeling evident throughout this analysis of the Cluster Director/school interface was one of perceived threat at the multiplicity of changes being wrought on the previously stable system. As suggested by Niland (1991), the perception of threat, represented by the negative reactions to change, is to be expected when outside forces are seen as newly undermining the *status quo*. The internal reaction to such threats is to review the work scene and generate a high value attachment to the previous work qualities. Clearly, the reactions indicated the need for Cluster Directors to find ways to attach these people to

high order learning outcomes without undermining the personal security of competence which underpinned their present classroom operation. These negative reactions signalled the need to provide the type of operational support necessary for teachers to translate higher order requirements into their daily work. Of great significance was the need to allow people the time and support necessary to address, privately, their personal and often conflicting multiple subjective realities as they made meaning of the changes.

To address some of these needs, the Cluster Director, in association with the researcher as consultant, designed and implemented a professional development program, incorporating a series of intermeshed principles, to act as an exemplar. The following analysis of the implementation of this program serves to highlight the culture of teaching, the blockages to change and the potential avenues to be addressed to facilitate cultural change.

Both the Cluster Director and the primary Principals had indicated frustration at being unable to effect improved practice in the classrooms. Aiming to address this issue, the program was initiated by the researcher as a somewhat theoretical and vague notion at the November, 1990 Cluster Principals Meeting. The primary Principals were aware that the Board of Studies intended to release a new English K - 6 syllabus during the year. This Key Learning Area was a focus area for their curriculum initiatives. Moreover, it represented one area of the basic skills as mentioned in the Areas of Emphasis for 1991 and reinforced by the Basic Skills Testing Program. Thus, for 1991, the primary Principals decided to focus Cluster wide professional development on this area of the curriculum. Using a primary supplementary staffing allocation provided to each Cluster (in fact a reallocated resource stemming from the staff salary savings gained when secondary teachers were all required to teach 28 periods per week) the Principals set aside sufficient staffing to employ a full time executive officer for the program.

While the Principals had in mind a vague notion of need and an even more vague notion of function for this executive officer (known then as the 'consultant/resource teacher') that they intended to employ, they had no real notion of any program for this person to undertake. Nor had they any structure in place to discuss or organise such a program. Many felt that the executive officer would act as a resource teacher, visiting schools and withdrawing slow learners for intensive English support. The resource teacher could simply come in and consult, answering the calls from various teachers or from school

curriculum committees who were well enough aware of their difficulties to call for assistance.

In most cases this mode of operation could mean working only with the staff who were already more conscientious and skilled. Or it could mean working with teachers who were operating alone, against the opinions and practices of the majority of staff. It could also mean withdrawing recalcitrant students to relieve the class teacher for a short period. In some cases it would mean working with unwilling staff, singled out by Principals or supervisors, as being in need of assistance. If it contained any staff development component, this mode represented no more than the rational and token approach to support already shown to be inadequate in the previous operation. It was a single loop interpretation of a double loop issue.

At the behest of the Cluster Co-ordinating Committee, a program was devised by the researcher to address the double loop issues. The principles of human resource development, enunciated in Chapter Three, were adopted as the foundation of this program.

Due to administrative requirements, the executive officer was chosen prior to the program being detailed to the Principals. The executive officer was recommended by one of the Principals, interviewed by the Cluster Director, researcher and a Principal, and employed as a casual teacher. Her employment conditions became and remained a major problem throughout and following the study period. As analysed below, these difficulties are an example of the lack of Regional and system support for non-standard initiatives designed to assist teachers.

The executive officer, however, had the personal qualities, knowledge, contacts and qualifications to carry out the role, provided that leadership and support were available. After a series of discussions with the Cluster Director and the researcher, she indicated that she was keen and committed to the program as a model, although challenged by the magnitude of the vision and the delineation of goals necessary to achieve it.

A time line of operations and goals was established and a task force appointed to support and oversee implementation. The task force comprised a group of volunteer practising teachers and Principals, a Regional consultant and a tertiary member with expertise in the particular curriculum area. It was led by the executive officer, with the Cluster

Director and researcher as ex officio members.

Based on the September, 1990 English Syllabus draft, the task force was charged with the design of the following:

Unit of Work identifying

Focus grades

Theme or issue

Content

Program of work

Detailed lesson plans

Resources

Inservice Seminars explaining

Content

Organisation

Teaching Learning Processes

Between Meeting Activities and Workshops

Learning Journal

Principles of teaching/learning

Readings

Focus tasks and observations

Student learning analysis

Discussion plans

Concurrently, a written paper was circulated to all Principals (and later to participants) outlining the principles, the timeline, the limitations and the costs of the program. In this paper it was pointed out that, whilst the program used tried and proven principles, it was intensive, concentrated and demanding. Any one unit could only focus at most on ten groups of six teachers, across no more than three or four grades. If the program were allowed to run over a series of years, however, the density of units could be increased at the rate of one additional unit per year. That is the executive officer could service the running of two units in year two, three in year three and so on. This meant that teachers could be taken through a supportive long-term sequence of development to build up their skills repertoire. It also meant that the program could begin, from the

second year, to focus on other grades and a variety of curriculum areas, even including secondary schools.

The Cluster had to provide a staffing allocation sufficient for employment of an executive officer. Facilities to publish the necessary materials needed to be made available. It also needed to provide ten relief days for the task force writing group to complete the development of the unit and the inservice activities, fifteen days of clerical work (flexible ancillary staffing) to type up the material, and five hundred and sixty dollars from human resource development funds to buy resources and supply materials for publishing the unit and inservice modules.

Each participating school needed to provide a school co-ordinator who was willing and able to run the program. Sufficient free time was requested from within the school organisation for that school co-ordinator to organise the program in the school, and visit the classrooms of participating teachers. It was noted that this could require the allocation of funds for relief, depending on the way the school wished to organise its internal resources.

Additionally the school had to select a group of about six teachers who were willing to participate fully in the program. Two hundred dollars per participating school was requested for materials for inservice and meetings. Fifty dollars per head was sought from school human resource development funds for the unit/resources/readings and so on. If the school were already equipped with resources, then it was able to save money. If on the other hand it had few of the books, generally chosen as standards in most school libraries, then it would be required to provide further expenditure.

To ensure that all participants were clear about their commitment to the program, it was suggested that each participating teacher needed to:

- * use the unit of work as designed;
- * follow the lead of the school co-ordinator;
- * allow full access to the class for the school co-ordinator;
- * attend two afternoons of Inservice activity;
- * attend six afternoon workshops;
- * complete daily journal entries;
- * complete readings;
- * complete between meeting activities;

- * participate in reflection about their own practice, and possibly
- * compile a new follow up teaching/learning program using similar principles.

The researcher was asked to provide explanation and expansion of this paper at the February, 1991 Cluster Principals Meeting. Presenting with a detailed and concentrated analysis and practical examples from the viewpoint of a successful previously run program, they had little social opportunity to reject it without appearing to lack a positive approach. Indeed it appeared that a positive approach had become a feature of the climate of the Principals meetings by that date.

Because the model was presented by the researcher, initially it was probably more readily heard and examined than it may have been either by the Cluster Director where it may have been seen as external imposition, or by a consultant where it may have been seen as theoretical and unachievable. A little cynical at first, old habits dying hard, the Principals felt that the program would mean that their consultant/resource teacher would not appear immediately in schools and classrooms as they had originally given their teachers to believe. In the context of Schools Renewal being seen to affect only Principals and above, this was a selling point that Principals had been clinging to.

They had been trained in an unproblematic faith that the external consultancy model and the infrequent short-term consultancy visit was a panacea to improved classroom practice. They noted with some concern the extensive time commitment needed from teachers undertaking the program. There was the perceived difficulty of finding the right school co-ordinators to do the job. They were reluctant to substitute the program for their regular administrative staff meetings. They were concerned that the program would take time needed for their regrouping in reading, or the reading and spelling schemes that their schools were using. They needed reassurance from the executive officer that she felt secure and enthusiastic and that she felt the program was feasible and within her capabilities to conduct.

The leaders of the group, mentioned in the Principal interface section above, took over the discussion. They pointed out the benefits of the program and tended to overwhelm any lingering doubts by the late accepters. Secondary Principals were not involved, this being a primary initiative. The enthusiasm of the Principal leaders won the meeting and all appeared to embrace the program with commitment and confidence. They did ask, however, that the researcher conduct a further meeting with school personnel to explain

the program and enlist their support.

Each of the schools provided a half-day relief and selected a representative to attend this meeting at which the program was to be explained in detail. The purpose, from the Cluster Director's and researcher's viewpoints, was to enlist the support of the school co-ordinators who would deliver the program at the school. A further purpose was to select school co-ordinator volunteers for the task force. This was rational and probably naive. On the other hand the Principals took the purpose as enlisting the support of key leaders in their school.

Unfortunately it appeared that in many cases these key leaders brought with them a large measure of cynicism and old-system protection. The program thus confronted some of them with an obvious attack on their security. They rallied their old-system protection arguments to defeat the change. For some, it was seen as a Departmental imposition with the consequent negatives already ingrained into its concept, exacerbated perhaps by the researcher's presentation. No practical credibility was attached to the researcher, most of the teachers seeing the presentation as if from a Cluster Director removed from their schools and practice. At that time, researcher credibility stretched only as far as the Principals and did not carry over to the staff members. The harder the sell, the more cynical the response.

Representative statements from the tape recordings of this meeting reveal much at the heart of the real culture of school operation:

- * this is not new;
- * the teachers in my school are already teaching from a whole language approach;
- * our teachers won't accept others coming into their classrooms;
- * you can't attempt to teach experienced teachers how to teach;
- * who are school co-ordinators to think that they have the credibility to teach others how to teach?
- * the teachers who need this can't be forced to do it and they won't then do it. If they are forced they will resent it and all hell will break loose;
- * you can't expect to change the teaching practice of entrenched teachers like there are in this Region;
- * you are asking teachers to give up their control over their curriculum and put in a lot of time and effort for little reward. Many have all these skills

anyway;

- * it is imposing a topic onto an already tightly planned curriculum and teachers won't want to give up the work they put into this for something that hasn't been tailored for their class or doesn't fit their school curriculum;
- * the time commitment is huge and teachers won't be willing to give up this time when they can't really see the benefits;
- * I don't feel capable of carrying this through in my school, nor do I feel I have the credibility to do it;
- * I'm not sure I can be off my class for the time it will take;
- * I'm not on the grade that the unit is designed for;
- * I don't think I will get enough teachers from the chosen grades to form a group;
- * the teachers who need the program won't volunteer to take part;
- * the teachers who would volunteer aren't all on the chosen grades;
- * the teachers who would volunteer are already overloaded and, while they might join in enthusiastically they probably do lots of these things anyway;
- * my Principal has told me that we are doing it so we are doing it regardless of the difficulties;
- * the Principals might say they support it but they won't support it back at school by releasing anyone from other duties;
- * this integration is against the trend of recent documents to compartmentalise things, and
- * this integrated approach is outside our executives' programming policy and we won't be able to use it;

The Principals had chosen teachers for the meeting, with a variety of agendas in mind. All were considered leaders in some way in their schools but the type of leadership needed analysis. One person brought to the meeting a very cynical approach to the Department. In this case it was the Principal's intention to try to link this source of discontent with a positive cause. Another Principal sent a person who was at obvious odds with the school executive. In this case the Principal's intention was to give this person a task that would remove constant disaffection and sniping. One Principal sent a person who came a little late to the meeting but her comments served to poison the discussion immediately. She was a system maintainer who saw her task as pointing out how all of this was presently being done, effectively and efficiently, without the dislocation and time consumption that this program would take. Two Principals sent teachers whose

present status was below their expectations, these people looking for activities that would challenge them. Some Principals sent converts to the cause who may not have been in a teaching position to make the internal impact that was required.

All of the teachers were generally considered very efficient in their classrooms and good at teaching English, but whether they had the skills and openness to learning to become school co-ordinators was a different matter. In many cases they were not the movers and shakers but the system maintainers. Their leadership was administrative and their status came from the ability to protect the very paradigm that the model was meant to change. Such messages as 'we are already doing this ' indicated the false clarity of incorporating the formal requirements for holistically pragmatic teaching without understanding or implementing its spirit and effect.

The leadership approach that these people understood tended to be polarised between either administrative leadership or human relations leadership. The former was in this case characterised by telling staff they would participate, with the obvious resultant sabotaging effects of disaffection. The latter was characterised by allowing staff to decide whether or not they would participate, with the result that few volunteered because they had not been linked personally to the purpose and worth of the activity. This need for personal linking to an innovation was behind the attempts by the school co-ordinators to work out how they were going to gain support for a very intensive program from teachers who were cynical, disaffected and who considered that, because of their long experience, they were already doing a fine job. The impression was that the program implied a covert criticism of teaching practice which would block staff members from seeing any benefits in it.

Moreover, the lack of shared assumptions prevented real communication. As has been noted throughout this thesis, while teachers say that they orient to students, that they are professional and that they are constantly seeking Departmental support, these assumptions are not borne out in practice. In effect the three assumptions in practice tend to look more like the following, representatively paraphrased and aggregated from long discussions with the teachers:

- * 'we deal with kids every day and need to keep them happy, quiet, busy and disciplined. We need to keep the boss and the parents off our back and the kids need enough content so that the teacher of the next grade doesn't criticise our

work. On the other hand, the preparation to do this can't take much time because we have a whole range of other commitments that need to take precedence. These often include school administration matters but more importantly they can't interfere with our commitment to our family and other private activities. They already interfere too much and the juggling act is finely balanced.'

- * 'we are very competent teachers in that we have, over time and through experience, learned to control students and cause them to learn sufficient that their parents and our colleagues feel we do a good job. This causes them to leave us alone. We contribute to school based curriculum development and carry out school administration and planning. We attend parent teacher nights; we run excursions; we prepare kids for extra curricular activities. We constantly undertake additional activities from within our personal interests, that will benefit the kids and give us status and satisfaction. We spend as much time at our jobs as our other commitments allow.

'We attend numerous inservice activities which give us some ideas to incorporate into our teaching style and add to our status as 'up to date'. We incorporate all of the modern approaches like 'whole language' into our program, but we recognise that the demands on our time are so great, with so many things that require mandatory incorporation, that we can only pay lip service to many of them.

'We concentrate on ensuring that the kids pick up the basic skills and the content required as a base for the next class. Much of this content comes from our own subject knowledge and interest areas. It has been incorporated into the school curriculum documents so it's legitimised through the school administration.

'There are others in the school who may not be as good at their job as us. There are also others who have the potential to teach like us and they form part of the staff group or clique to which we belong.

'The Principal and the Department are generally not close enough to the kids to really understand what a day in the classroom is like. They make demands

on us but it is up to us to make those demands fit our teaching and not cause too much disturbance to our planned program. When they get too demanding or criticise us too much, or when they try to set up mechanisms that interfere with our freedom to cope with the job the way that helps us best survive, we call on Federation to hold them off.'

- * 'We want the Department to tell everyone, including us, that we are doing the right thing. We work very hard and we often feel that we are out here in the firing line, fired upon by the parents, by the press, sometimes by the kids, by the politicians and often by Departmental officers who expect big things of us but don't understand the practical limitations of real classroom teaching. Get off our backs and tell everyone what a very fine job we are doing. Don't tell us that there is some airy fairy additional work we should be doing to help kids get to higher order learning. We are having enough trouble just surviving.'

The initial reaction in schools was thus predictable. Reports came from some Principals to the Cluster Director that their teachers had taken a negative approach back to their schools and that there would insufficient teachers interested in the model for it to get off the ground. Reports from the Regional consultant who had contacts in many schools, indicated that the program was seen quite negatively. A further meeting of the group of potential school co-ordinators had, however, been arranged.

The subsequent events indicated the personal role of leadership density in initiating complex change. Without choreographed intent or planning, background political work and lobbying was undertaken by various leaders in the schools. The researcher and Cluster Director approached two key Principals who had sent school co-ordinators for other than the leadership agenda. Building from the ownership and commitment generated at the previous Principals conference, these Principals were challenged either to replace their representatives or gain commitment from them. Two other key Principals took it upon themselves to exert pressure on their colleagues to ensure support. Two of the teachers themselves went back to their schools and, with Principal support, worked out the detailed organisation necessary to implement the program.

When the next meeting was held, one of these latter teachers took the floor and showed her colleagues the considerable effort she had undertaken, stressing her perception of

the benefits the program would give her school. Others followed suit and the tone of the meeting was such that all but two of the schools guaranteed commitment. A critical leadership mass had been established such that peer pressure ensured involvement. Twenty two teachers were enrolled. This grew to forty three following subsequent visits to two schools by the executive officer and the researcher, with other teachers joining in. All Cluster primary schools joined the program and all teachers from the focus grades took part.

With only minimal infrastructure support, an immense effort was put into the preparation and testing of the unit, inservice modules and between-meeting activities. The Executive Officer and one Principal in particular, along with the tertiary representative, combined to develop, in three months, material worthy of years of preparation. The importance of the practical skill, commitment and effort of these key people cannot be underestimated. The Cluster Director and researcher provided theoretical direction, resources, practical guidance and reflective support, but the real leadership and implementation was undertaken by those directly involved.

Involvement of the implementers was a vital component of success. The school co-ordinators tested the program in their classrooms. A host of ideas came from the co-ordinators for inclusion in the revised material for use by teachers. These people became a cohesive and professionally oriented group, most originally disaffected members being captured by enthusiasm for the program. They constantly volunteered to show and discuss the work of their students.

The Year Five class of the teacher sent along to associate with something positive, spontaneously applauded the executive officer when it was explained that she was responsible for designing the work they were doing. Visits to classes revealed students whose confidence was such that they were becoming increasingly willing to share their work. Excitement, growth, involvement and depth of understanding were features of most of the classrooms visited. In one case, in a Community Care School, participating in the unit had allowed an intractable 'street kid' to express his deepseated feelings of alienation through construction and illustration of a story.

In only one case was the material used in a technical manner, and this by the teacher who quickly established at the initial meeting that this had all been done before. Because of family commitments, she could not find the time to attend many of the co-ordinators'

meetings. Converting the material to worksheets, subsequent visits to her Year Two class revealed highly disciplined students generally working quietly and alone on set, albeit practical, tasks. Being from a high socio economic area, they could all read and write and they filled their time doing just that, as directed by their teacher. Any deviations, such as the construction of models, was closely monitored, controlled and provided with a great deal of teacher input to ensure they were neatly presented. Questions to the students about what they were doing elicited that they were doing 'what the teacher told us to do'. When asked why they were doing it, the students could give no indication of linking their work to other than the teacher's instructions. The record of their work was kept by the students in neat books and indicated a standardisation of approach. While technically correct and beautifully presented, their work showed little depth of development and reflected little creativity or understanding.

On the other hand, in other schools where the spirit of the program was incorporated, higher order learning was an outcome. The following poem, written and beautifully presented by a seven year old girl, reflects in part the capacity of good practical teaching to give the students a base from which they can express both their creativity and their integrated understanding of complex notions.

LONELINESS

by Amanda Year Two (Age 8)

Loneliness is a sad feeling
On a Friday night
No one is around
Everyone is scared
Late nights make you wonder
In my room I cry
No where to go
Every time I look around I get sad
So many people look at me
Saying lonely person.

Similarly, the following story, also written by a Year Two student, shows a mature ability to retell a story, keeping constantly in the persona of the character as writer.

Note the line "something happened to the old lady". The story clearly tells of the old lady's sickness. But, as pointed out by the student concerned, from the viewpoint of the cat, this would not have been understood.

I am the Midnight Cat

I was homeless. After a few days of crawling, I found a house. I looked inside it. There was an old lady and a dog. I rubbed my back against the window. The old lady wanted me to come in. But the dog wouldn't let me. The old lady put some milk out for me, but just when I was going to go and drink it, the dog poured it out.

One night the dog had a talk with me. He said that they didn't need me.

Something happened to the old lady, that made the dog let me in. Now I am living with the old lady and the dog. I love sitting by the fire with them.

Note too, the lack of adjectives and adverbs. When asked whether she could make the line "I rubbed my back against the window" sound better by adding an adverb such as "softly", the student replied "But cats don't use them. Only writers do."

The co-ordinators took part weekly in shared reflective sessions, professionally analysing their work and the work of their colleagues. They shared ideas, the work of their students and the triumphs and disappointments of their teaching. Together they made meaning of the unit, constantly reworking it in practice. Regular in-class visits by the executive officer helped them to tackle teaching techniques they had never before attempted. Slowly many moved from their tried approaches and routine, to analysing students' learning and adjusting their program accordingly. While showing each teacher at different developmental stages of understanding, their written evaluations reveal a different story from their initial perceptions:

Pros

- * oral work improved enormously;
- * motivational to the children and to me as a 'learning partner';

- * children's self-esteem has increased as the activities have fostered 'joining in', not 'sticking out';
- * the activities... encouraged more language learning than I've ever experienced before in the one setting;
- * I've learned more with every activity about children learning language. Assessment has been clearer as I've been more inclined to observe and listen to the children;
- * focus on teaching practice techniques valuable in reassessing just what I do and how I go about it. A fair degree of transference to other subject areas;
- * stimulating to be so involved. A new interest evolving around new materials, objectives, methods...
- * children seem enthusiastic about being involved in an 'experiment' although a few are finding the freedom in group work a little too much and react negatively. (Strangely it is generally the more participatory and relatively intelligent kids.... maybe a reflection of home freedoms that have been 'crushed' at school in the past??);
- * variety of activities (writing, reading, drawing, listening, sequencing, predicting, discussing, problem solving, play acting... the list is endless) all seem to get kids in;
- * it has extended into my classroom teaching. I have moments of intense enthusiasm and 'brilliance';
- * my understanding of language has improved so much;
- * given me heaps of new ideas for reading and writing;
- * I'm very keen to get into the work with the other teachers;
- * using resources we already have, in an innovative way;
- * ESL and slow learners can participate and work at their own level as well as the more talented workers;
- * good range of books for the picture book strand;
- * getting lots of good ideas, books, readings;
- * nice to talk with other teachers..... Need to continue this professional sharing after the project;
- * children seem keen to follow up work at home... drawings especially;
- * the children are beginning to 'think' in another persona and are now able to discuss how the characters feel;
- * I'm finding the project as a whole exciting and interesting, and

- * I'd hate to be given the syllabus without this support. I'd be totally lost.

Cons

- * too much 'in depth' feeling in discussion;
- * too 'in depth' for some kids;
- * needs more work on grammar and construction;
- * can be slow moving at times.
- * children initially reacted with 'when are we going to get to work?'.... saw the activities as fun rather than skills learning;
- * Between meeting activities do not correlate very well with planned progress but ideas easily incorporated;
- * it takes a lot of time and preparation as my learning is also taking time;
- * trying to keep up with the various tasks in order to go back to the inservice meetings has been hard;
- * many times I feel we miss out on valuable 'side tracks' because we all have to keep up;
- * very little of what we are doing is in actual fact new, and 90% of it I would be doing already. Sometimes it is assumed that we experienced practising classroom teachers know very little about language teaching.
- * many of the ideas are simply restated in new terminology, and
- * written work has become scrappy and untidy because the children really want to talk about the feelings. They even become part of it and continue their talk in the playground.

Capitalising on the enthusiasm and skill generated during the Term 2 school co-ordinator's course, the implementation phase for the teachers took place in Term Three 1991. Predictable difficulties occurred, many of them well addressed by the executive officer whose confidence and skills had grown immeasurably. Others were addressed by the co-ordinators themselves as they developed the program with their staff

One Principal, misunderstanding the complexity of the intent, objected to the time being taken by his participating staff. He actually added one hour to the weekly staff meeting requirement. Reacting to the complaints of other staff, he expressed concern about the amount of money being consumed to buy books not previously available in that school. Other Principals could not see fit to reduce the load of participating teachers for fear of a

backlash from other staff. Some felt that the program was a luxury - an expensive addition to the real operation of their school. Some felt that it was too demanding, too intense.

The co-ordinator who had translated the unit into technical 'stencils' could not find the time to attend the initial inservice for her teachers. Her approach was to 'cut down the work' that her teachers had to do, so she provided them with her worksheets and had limited in-school contact. No visits to classes occurred. Another co-ordinator could only organise weekly meetings in lunch hours, subject therefore to the usual interruptions, to people having other duties, and to the short time scale in a busy daily routine.

Teachers' reactions varied. Initial reactions by some to the inservice were very positive. New ideas were already beginning to grow. By others the reaction was that they had been taken over ground that was already familiar. This prompted one Principal to request that they not be patronised. In fact, it indicated a false clarity, to be expected when a rational inservice method is used. The fact that the Principal did not understand that the notions contained in the inservice were not being implemented in the classes in his school was a major concern.

Initial classroom implementation was slow. It was hard for some co-ordinators to visit other classrooms. One teacher made funny faces at his students when a co-ordinator was demonstrating a technique. Another left her class to do book marking when a co-ordinator was demonstrating, seeing the demonstration as an opportunity for release time.

But by the third week of implementation the following formative comments were noted during field visits:

- * we are sharing resources and talking about our teaching which we haven't done before;
- * it was great to see the team spirit working together during the group meeting;
- * it is good to feel more confident about the syllabus and to know that I have a better idea of how to actually put it into practice;
- * I wish we'd had this kind of support when we were first implementing process writing;
- * I enjoyed learning about the read and retell procedure and found it worked really well in the classroom;

- * my class really liked Reader's Theatre. They've performed scripts for each other and are now writing their own scripts;
- * students talked at home about read and retell. I was then asked to talk about it in the Mother's Club meeting. So I explained the strategy and displayed some children's work. The parents are very interested and were able to identify the language features employed by the students;
- * my class used some really interesting vocabulary in their poems on loneliness;
- * they enjoyed it and participated well, and
- * do you have more Reader's Theatre scripts?

Note that each of these comments was recorded in the schools where there was little Principal support and where the initial teacher reaction had been negative. While only in its infancy, the growth of teacher understanding had commenced. There was sound evidence of increased positive collegiality, awareness of learning principles, valuing of classroom level support, increased understanding of specific teaching learning strategies and strong parental interest and understanding. Student motivation, interest and involvement had increased, while learning outcomes demonstrably improved.

Teachers who were not undertaking the program sought out the executive officer and asked her to visit. The second inservice module was attended by teachers in addition to those on the program. The following comments were noted: "This is interesting." "I can use this in my class." "I can see how it all fits together (reading, writing, talking and listening) in this strategy."

The final teacher evaluations proved positive and constructive. In terms of student learning outcomes teachers reported such things as :

- * listening enthusiasm increased;
- * it was interesting to see the attitudes the children had to the characters and how these attitudes changed as we studied them in more depth;
- * their ability to get into and act the parts increased and raised their understanding immensely;
- * I was constantly impressed with the insight and understanding of my (Year Three) children;
- * retelling the stories led to excellent vocabulary and phrases that I wouldn't have expected - including children who usually do not use excellent language

in their writing;

- * the level of understanding of the 'feelings' of the characters and the childrens' ability to talk and write about them was amazing. It revealed a great deal of maturity in their concepts.

In terms of teacher learning the teachers reported:

- * the range of in class methods used taught me a great deal;
- * I have observed that children learn well in incidental ways. Where there is a focus of genuine interest, skills are more easily and more quickly taught.
- * I realised how much better the children learn when they are involved and sharing their ideas;
- * the way the children motivated and stimulated each other onto greater achievements and a more positive attitude, especially towards writing was amazing;
- * the integrated work made the two hour per day time block go all too quickly, yet we got so much done;
- * as a co-learner I did more planning but less actual teaching;
- * I have learned some very valuable techniques for assessing childrens' comprehension, retelling and rephrasing stories;
- * helped me to clarify the different kinds of writing in my own mind;
- * I learned a great deal about how the four areas of reading, writing, listening and speaking are interactive and form part of a language web for each child. Each area builds on, or is built on, the experiences in the other areas;
- * I understand now that children can acquire language by being immersed in the literature, by being in a warm social environment;
- * I found that the children learn more about language through their own writing, and
- * I had been to lots of inservice and had done a course in this area but the unit taught me how to do it in my classroom and it all made sense to me.

Difficulties encountered included:

- * difficult to allocate sufficient time to all parts of the unit;
- * not enough time to absorb all of the inservice material;
- * the professional reading was too time consuming;
- * between meeting activities were curtailed because of time constraints and other demands at the school;

- * rushed because I didn't abandon my other routine of language activities.

Despite this generally positive feedback, a groundswell began to develop amongst Principals that the program was too costly. There had been a high initial cost/benefit ratio of their original investment, but it could be amortised over more teachers as the years progressed. By maintaining the resource level, the program could now be expanded as it focused on other classrooms and in more depth on classrooms already affected. Despite these benefits, some Principals began to seek ways of relieving the cost burden. Despite the substantive centrality of the program, Principals were wanting to move to more functional and rational agenda priorities, addressing symptoms rather than causes of their most significant problems.

Of significance was that, following the Regional restructuring, the Regional leadership failed to accept a role in the program. It had been seen by the Principals as a trial for the Region as a whole, with the expectation that Regional Office would at least support the task force to produce units and inservice materials, if not relocate the consultancy team closer to service delivery. Neither expectation was fulfilled in the restructuring. Without this higher level support and recognition, the program became devalued in the eyes of the Principals.

Once again, the key Principal leaders commenced a lobbying campaign, while the Cluster Director and researcher planned a fall back procedure whereby other Clusters might share in the program. Lobbying Board of Studies personnel, and Departmental personnel in curriculum support, human resources and publications raised awareness at central level of the efficacy of the approach which received their strong endorsement, and some entrepreneurial resource support. Similarly, lobbying in a cluster to which the researcher was appointed at the conclusion of the study period ensured Principal support for the venture in another cluster. The intent was for the process to be developed and tested so that it could be made available to other regions on a commercial basis.

This intent was in the process of being carried out and indeed the program had been sought by teachers and Principals in several Clusters and in other regions. At the time of writing over three hundred and fifty teachers were undertaking the program. The evaluations showed how successful the program was in terms of improving learning outcomes for both teachers and their students. But it had not been given the support it needed to develop its potential. While officers of the State Training and Development and

Curriculum Services Branches provided some support funding in the second year of the program, the directors of curriculum at State and Regional level have not provided any support. They could not see the difference between this approach to professional development and the previous approach.

As suggested above, bureaucratic controls on employment conditions in particular, were insurmountable. Employing the executive officer in the first year under the flexible staffing provisions meant that she could only be paid the minimal casual teacher salary (twenty four thousand five hundred dollars, the fourth year rate of the scale) although her status and training entitled her to a maximum salary as a graduate (thirty nine thousand five hundred dollars). She was not entitled to any of the conditions which went with permanency. Despite repeated discussions with the Director Human Resources at Regional Office and calls from the Teachers' Federation, no way could be found to employ her as a permanent teacher and deploy her to the executive officer role, thus giving her full graduate maximum salary payment and conditions. In the following year, as noted above, some money was provided by two central branches of the Department to support the program as an entrepreneurial venture. Eventually some of this money was made available for the executive officer's salary and she was employed as a Senior Education Officer under temporary employment conditions.

Because such employment conditions required that the officer worked under administrative, rather than Teaching Service, regulations, she was required to work throughout the school holidays. Coupled with the long hours out of school time in development and program implementation, this meant that there could be no compensatory leave provided. While this problem could be overcome by employing her under the deployment provisions of the Teaching Service award, this was not possible because she was not already employed as a permanent teacher. There was no provision to contract her services and pay for them at an appropriate rate, even though the Principals of the schools involved had indicated their willingness to provide sufficient supplementary funding to do this. Despite the move to enterprise agreements, regulations meant that such agreements could not be made with single officers; rather the agreements could only be made if they represented all officers in the relevant category.

To alleviate the excessive work load and protect her health, the executive officer opted once again to be employed under the casual teacher conditions, which meant that her

salary was reduced to twenty four thousand five hundred dollars. This was at a time when she was supervising the work of two other teachers in full time program implementation, each of these teachers not only being paid their full rate of thirty nine thousand five hundred dollars but also being paid an allowance of sixteen hundred dollars as Advanced Skills Teachers. Combined with the fact that Regional staff could not clarify her entitlements and indeed did not pay her salary at regular intervals, these personal stresses eventually led to the executive officer relinquishing the job. At the time of wrting there was no provision for the further development of the program.

Conclusion

In terms of effecting cultural change, the analysis above indicates mainly frustration, but with a glimmer of hope. In single loop approach, the organisational culture of schools created significant barriers to real penetration of the classroom. It was a time of imposed change, when few in schools, especially at executive leadership level, had any connection to the beliefs and understandings inherent in the changes. Many of those who attempted implementation found either false clarity or painful lack of clarity. Insecurity, generated by overt threats to previously entrenched and anxiety reducing work practices, created fright and flight responses which made impossible any rational connection to broader purposes.

Overt cynicism, sometimes expressed with vehemence through personal vilification, was focused on the Cluster Director who was seen as the field officer representing the political and economic agenda at the perceived heart of the changes. Energies were diverted from the classroom focus, teacher talk and time frequently being devoted to industrially oriented measures to oppose the changes. Morale declined as teachers felt powerless to prevent what they perceived as an erosion of the human aspects that they had worked so hard to develop.

Within the group expected to provide leadership density attitudes of depression, resentment, insecurity and anger prevailed. Rather than addressing the real single loop problems that dominated their daily working lives, the changes were perceived by school executive to be creating further blocks and inefficiencies. They felt less able to effect their designated tasks which were focused on organisation, control, discipline and content. In fact, they developed a cogent and rational argument that placed the changes at the very heart of a threatening, tightening, controlling and redirecting mechanistic

agenda. They perceived the changes as an attack on the profession, especially in secondary schools, where the locus of the task - the subject based courses - was being altered by mandate without consultation, explanation and training, and over a tight time frame.

In the intersubjective world of schools, it was virtually impossible to connect what had been provided by the system, in the form of Schools Renewal structural changes, to the purpose of teaching and learning. Within the Departmental, Regional and union parameters, a cold-war approach dominated the agenda, providing little to connect teachers to the practical realities of focusing on and improving learning outcomes. In fact, active blockages were established by all parties to protect their own entrenched bureaucratic self-interests.

But there was a glimmer of hope in the case study. This hope stemmed from a teaching/learning focused program, designed not only to signal the values at the heart of the new culture, but to provide operational clarity and practical support for the implementation of the cultural changes. The program, based on many of the premises at the heart of this research, provided teachers in the case study with the impetus to challenge many of their previously held shibboleths. It led to a significant increase in the quality of a range of learning outcomes. As an initial exemplar of operation of the new paradigm it gave at least some practical beacon for others to follow. As a case study of the implementation of deep cultural change it also provided insight into the blocking forces within the current culture. It also provides some insight into the measures needed to overcome those blocking forces.

CHAPTER TEN

CONCLUSION

Introduction

The aim of this research was to provide a timely and wide ranging review of the culture of the New South Wales Department of School Education. It relies on an integrated theoretical framework drawing from a range of perspectives. The touchstone feature which determined the elements to be selected from each perspective was that of organic operation to achieve pragmatic holism for high order learning outcomes. The analysis of the context indicated the need for the values inherent in and underpinning this base.

The context analysis indicated that the industrialised world, of which Australia is more and more a part following the 1980's deregulation of financial and trade sectors, is undergoing a period of massive turbulence. This turbulence, exemplified by the notion that few past answers are adequate for the type of issues facing the present society, is a feature of a move to post-industrialism. Such a revolutionary move implies a rapid restructuring, not only of the economy, but of the very essence of thinking on which society in general, and the public education system in particular, is based. Chaotic interconnections between actions make it imperative to broaden understanding, from a rational empirical base alone, to one in which intuition and lateral thought integrates understanding into a personally meaningful whole. Thus, for education a new substantive base of knowledge is required. This knowledge, which integrates understandings, skills and attitudes in a quest for meaning and purpose in life, is made in the mind of each individual and given synergy through organic organisational interaction. The quest for such knowledge has massive ramifications for the personal world of work of those in, and focusing on, public schools.

The theoretical framework for the culture of a public school system appropriate for the turbulent post-industrial world was developed in Chapter Five. It is both vertically aligned through pragmatic congruence and horizontally aligned through the notions of substantive and functional reality. Pragmatic congruence implies that all perspectives in the operation of the organisation are organically interconnected such that their operation focuses on the main external purpose or *raison d'être*. It implies the recognition that all decisions throughout the organisation affect one another and, in turn, condition the

orientation and the operational outcomes. Thus each of these decisions, while being locally flexible to ensure a client problem solving orientation, must be directly attached to the same set of normative values. It is these values that are the substantive reality of the culture for the organisation. They lie at the heart of each aspect of its operation. Within each perspective, be it structure, management, staff development, leadership, cultural norms or change management orientation, the application of these holistic and meaningful values provides the cohesive vision of the organisation, focused on its external purpose. Functional reality, the means by which the values are translated into action, is thus aligned to the substantive. It is always focused in a pragmatically and congruent manner to carry out organisational ends, never displacing those holistic ends with limited rational approaches for their own sake.

The thesis contends that the culture of Departmental operation, *circa* 1990, however, bore little relationship to such an organic operation, designed to foster strategic fit and ensure alignment with external purpose. In many aspects it was environmentally dissonant, inflexible and unresponsive to the demands of rapid change needed as the society moved into post-industrial turbulence. Its purpose was diffuse and, internally, it had no way, other than through incremental *ad hoc* reaction, to address the pluralistic demands being placed upon it. The dominance of the formal and functional in its operation made it misaligned and lacking in coherence. While its administratively oriented units were relatively efficient, they each had their own separate goals which were not oriented to the complex needs of the client group in an increasingly diffuse and turbulent world. Frequently, the goals of the groups were at cross purposes. Energy and resources were used to cope with this internal dissonance; energy and resources that were sapped from the field operation of the organisation.

Political imperatives imposed change on this operation. With the advent in 1988 of Dr Terry Metherell as Minister, bureaucratic protection was no longer sufficient to prevent system wide reconstruction of the organisation. Restructuring was the *modus operandi* chosen to undertake this process. The initiation and early implementation of this restructuring bear close attention. The thesis presented a case study of this process to gain insight into the system as it underwent change.

This concluding chapter now draws the research together in order to answer the three research questions in concluding form. The three questions were:

1. What are the characteristics of the culture of an education system which is vertically aligned, organically responsive, pragmatically congruent, and focused on the purpose of producing higher order personal meaning in the minds of each student in a post-modern social context?
2. What were the cultural characteristics of the New South Wales public education system, *circa* 1990?
3. What were some of the early dynamics operating at the focal point of the Cluster Director position as the present system underwent rapid and imposed cultural change?

1. The Cultural Characteristics of an Organic Public School Organisation

In Chapter Five of the thesis, several theoretical concepts revealed in literature on various disciplines and perspectives were refined to form an organically holistic approach to an organisation. The approach had both vertical and horizontal dimensions. The former was premised on the notion stemming from Pusey's (1976) conclusion that an organisation needed to exhibit pragmatic congruence to ensure that its various aspects were aligned. This was extended to an organic concept, not only aligning the dimensions of formal, technical and psycho-social operation as Pusey had done. It was extended vertically throughout critical substantive aspects of the organisation. These aspects were identified as the curriculum, the organisational structure, the approach to management, leadership, staff development and change orientation. The unifying aspect was the notion of interconnected organisational culture.

Figure 10.1 on the following page demonstrates the vertical nature of pragmatic congruence with the lines joining ellipses, each of which represents concepts in the disciplines studied. What is implied is that each of the aspects of the organisation is substantively and dynamically interconnected. Decisions based on values inherent in each aspect thus impose directions and decisions on all other aspects.

The organisation is operating in an inherently diffuse and interpersonal field. It is operating at a time when previous operational shibboleths generate inadequate answers to more complex and unanswerable questions. It is probable that rational elements, representing formal and functional operations, will make secure operational sense. On

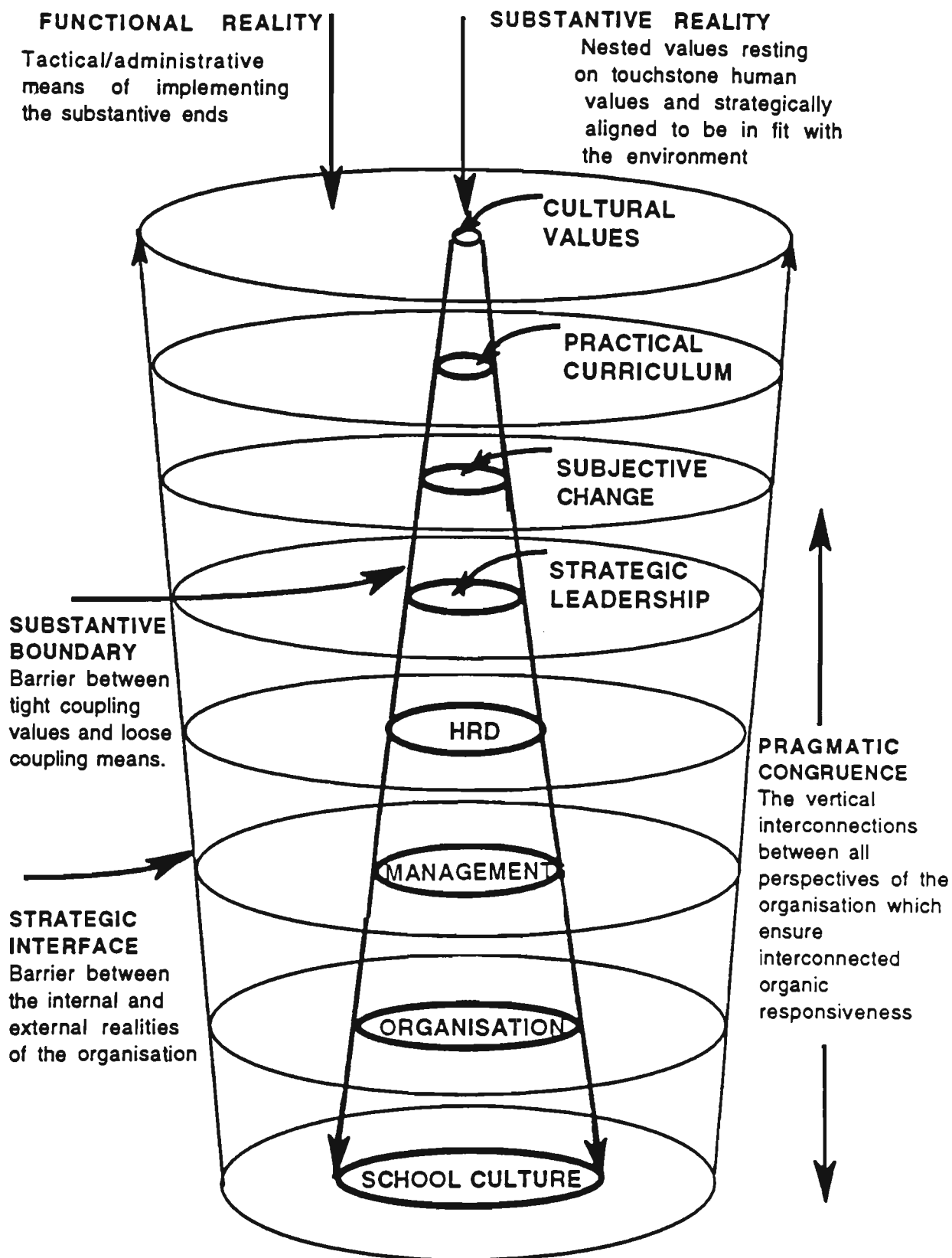


Figure 10.1

Cultural Alignment of a School Education System

the other hand they provide but inadequate substantive meaning, and leave purpose diffuse.

Thus it is imperative that the notion of substantive reality be developed to give meaning and unified purpose to the organisation. Substantive reality rests upon human values. It provides deeply personal and strongly felt meaning, towards which humans can strive. It is spiritual, rather than rational. It is founded upon an interconnected striving on the part of human beings to find non-instrumental purpose in their lives and actions.

In an educational organisation, the central components of substantive reality must stem from the alignment of purpose, function, curriculum and pedagogy at the heart of the learning/teaching process. Based on the attainment by each student of the personal meaning of knowledge within the context of society, the theoretical framework thus placed educational values at the heart of the organisation. This was shown as the horizontally represented operation of the curriculum perspective, demonstrated in Figure 5.4. (p 214) and as explained in Figure 3.2. (p 98).

Within each of the horizontal aspects of the organisation represented by the disciplines and perspectives studied in the literature review, there are similar central elements that form substantive touchstone in an organic operation. Consequently these were identified and concentrically arrayed about the heart of the teaching learning process. Thus concepts pertaining to organisation, management, leadership, staff development, culture and change are all interrelated at the substantive level. These are arrayed as Figures 5.4, 5.5, 5.6, 5.7, 5.8, and 5.10 (pp 214-219 and 226) respectively.

In turn, each of these substantive concepts is interrelated to functional concepts which provide the practical mechanisms for implementation. To avoid the anxiety produced by uncontrolled chaos, such elements as efficiency, formal operation, technical means, planning, programming, budgeting and information flows form the functional means of ensuring that the system operates within rational bounds. These are important elements but they must not be allowed to become ends in themselves. If they do the organisation becomes self-directing. Its purpose tends to become diffuse, it operates with an internal orientation, and its synergy is lost. The essence of organic operation, focused on external fit and personal meaning, is to keep the problematic values base of the purpose to the fore while allowing staff to address all issues, with sufficient value-based authority devolved to their level, to resolve relevant issues with flexibility and for holistic

purpose.

For example, the framework would suggest that interactive learning is the most suitable method for some students to acquire the integrated high order abilities needed to understand an array of informed but creative problem solving suggestions. If this is so, then a close level of teacher/student rapport and internal student motivation is needed. This requires a refocusing of the student teacher relationship towards one which is much more personally involving and revealing. It involves personal risk taking for all concerned. If the organisation judges this relationship or its outcomes by functional, narrow, instrumental and rational values alone, both will be loath to attempt the change. Only by recognising the value of the personal nature of the learning can it be fostered. And only by providing long-term, *in situ*, staff development and practical support can this be facilitated. The only way that this can be done is to provide the management focus of resource, and the leadership focus on symbol and culture creation that places such values at the heart of the organisation. There is substantively one agreed set of values and alignment, while functionally, diffuse methods can be used to achieve the operation of these values.

In this way all aspects of the organisation are organically interrelated. Unless they are drawn together in a contingently oriented approach, but one in which there are coherent values, then it is unlikely that the synergy of operation can be focused on the attainment of the purpose for which the organisation continues to exist. From the theory of Chapter Five a practical taxonomy of operation, incorporating all of the elements into interrelated form has been attached as Appendix 5.1. This taxonomy both applies the framework and provides a practical way into the complex interrelationships at the heart of the concepts of pragmatic congruence and substantive focus.

Table 10.1 below shows in summary form the interrelated areas and concepts of organic operation, set out as substantive and functional categories. In essence it is the dynamic and pragmatic congruence of the interplay between these concepts that focuses the culture of the organisation.

The vertically focused notion of pragmatic congruence between operational perspectives implies that there is a dynamic relationship between the substantive and the functional factors in each horizontal aspect of operation. The focus on the substantive, however, ensures that this interplay never loses sight of the real external purpose of the

PERSPECTIVE	FUNCTIONAL REALITY	SUBSTANTIVE REALITY
Organisation	Formal Technical Psycho-social	Pragmatic Congruence Substantive Alignment
Curriculum		Practical Curriculum Pragmatic Holism
Management	Corporate Planning	Organic Management Multi-dimensional Structure Collegial Operation Simultaneous Tight and Loose Coupling Interconnected Information Flow
Leadership	Tactical or Administrative Technical, Human and Educational Forces	Strategic Cultural Educative
Staff Development	Support Systems Performance Systems Training Systems Work Systems	Human Resource Development Professional Empowerment Learning Analysis Holistic Co-learning Climate
Culture	Espoused Values Words Daily Practice	Fundamental Beliefs External Issues Internal Issues Theories in Use
Change	Classroom Focus School Focus System Focus Strategic Focus Multiple Factors	Personal Meaning of Product Real Nature of Change Change Process Culture

Table 10.1
Interrelated Areas and Concepts of Organic Operation

organisation. Cultural norms that guide everyday operation must stem from and support the substantive, ensuring that the more rational functional elements remain as but means to substantive goal attainment.

The vertically focused notion of organic operation implies that there is a dynamic relationship between the areas of operation. Messages carried by the subcultures of each aspect must be aligned if the substantive purpose is to the fore. It is vital, for example, that organisational and management norms align with curriculum norms so that the personally supportive base of meaningful learning is valued and implemented. Similarly it is imperative that human resource development and leadership approaches provide the support necessary to carry out high order learning. Approaches to change in the organisation must also recognise the holistic and personally threatening nature of dislocation as people are supported to move to a new intersubjective reality.

2. The Cultural Characteristics of the Department, Circa 1990

Using the conceptual framework and taxonomy of Chapter Five and Appendix 5.1 respectively, the Departmental culture *circa* 1990 was examined to provide a working analysis for both cultural norms and change orientation. The comparison between the theory and the reality, set out in narrative analytical form in Chapter Six and as a comparative taxonomy in Appendix 6.1, provides an integrated identification of the areas that need to be addressed if cultural change towards substantive purpose is to be achieved. In the long run, such paradigmatic cultural change is essential for the health of the organisation.

Chapter Six identified an overarching and unproblematic ethos of Departmental operation that acted as theories in use for all enculturated members. Because much of this ethos stemmed from the functional reality, based on rational and efficient approaches, it created a significant substantive gap in the organisation. This in turn led to a diffusion of purpose with the appearance of 'busy-ness' but with outcomes often unrelated, or indirectly related, to the real problems faced by the organisation.

The Departmental culture at the macro-level was dominated by a bureaucratic approach which produced a dependence syndrome. This in turn caused social distancing and the delineation of the work environment. At student/teacher, teacher/Principal and Principal/Department level, this syndrome prevented the personal revelation that is the

essence of meaningful learning. Similarly it blocked the organic responsiveness necessary to deal with individuals, be they teachers, students or parents. Instead, formality, rules, organisation, systems, regulations and 'one best way' functional procedures blocked much ability to deal with the exception, in an environment where the exception was rapidly becoming more and more the rule. Student, teacher and parent alienation was often the result, learning of limited content and skills becoming more inadequate as the world presented issues more complex and never before faced.

In terms of Departmental administration the bureaucratic operation led to vertical dislocation and a diffusion of subgroup purposes. Because professional competence was judged on narrowly rational values, each level of the hierarchy was provided with less than a true picture of any other level of operation. This protected implementers, while providing administrators with sufficient paper based material to satisfy the accountability requirements of superiors. That the paper bore little relationship to other than the letter of functional reality was not challenged, there being no shared cultural base on which to rest the problematic nature of the challenge. Demands on the teaching learning interface were unweighted, diffuse, pluralistic, compartmentalised and eclectic. They carried the ethos of the rational and functional. They displaced the substantive, the intuitive, holistic and personally fragile.

The consequence in curriculum terms was a compartmentalised and rigidified, narrowly focused curriculum which was delivered to students in a formal, preplanned and largely depersonalised manner. It focused on the twin elements of content and control. It demanded both discipline and effort from students. It was delivered in a didactic manner to passive students. It rewarded regurgitation and logical application for instrumental motivation. It relegated to espoused norms such substantive notions as the love of learning, internal relevance, creativity, sensitivity, intuition, and the personal struggle to find meaning through learning. It gave ranks and marks as indicators of progress, and graded according to a notion of innately determined, and effort mediated, intellectual worth. Externally legitimised skills and content were tested, comparative results determining progress both through and from the schools.

For many, the lack of personal attachment to other than the inadequate and irrelevant instrumental purpose of the curriculum led to disaffection and even alienation. The tensions inherent in such an unnatural and controlled function of schools and the bureaucracy, resulted in mechanistic management approaches. These were single loop

attempts to overcome the anxieties produced by a double loop problem. Standardisation and procedure dominated both schools and the functional support for school operations. Line budget allocations channelled the budget with an audit focus on input use and with no capacity to focus resources on locally salient issues and outcomes. Resource allocation authority was kept at functional administrative level, well away from the local operational arm which was the repository of the type of specific knowledge needed for a problem solving focus. Discretion was trained out of school and administrative leadership, replaced by strict reference and adherence to a plethora of procedural handbooks and hierarchical referral channels. Administrative accountability was ensured by regular monitoring of paper policies rather than field observation. The inaccuracy of information thus gained further dislocated policy makers from the reality of the situation. Their policies lacked field based credibility.

Within schools, dynamic forces were established to maintain the control norm equilibrium in the face of any external changes. With the tacit consent of the Department, the Federation, teaching staff and students themselves, work practices and expectations were restricted to written procedure for both teachers and students. Principals were made impotent by these restrictions and were forced to adopt a human relations approach to keep everyone happy. Thus staff development was left up to the individual, the Department providing courses and facilitating attendance. Strategy development became normative, adaptive, reactive, short-term and disjointed. Creating an envisioned future was impossible as uncontrollable pressures, especially from administratively established Departmental time lines, placed demands on schools with no regard for the intersubjective realities of those who were to implement. An ever increasing array of eclectic and compartmentalised operations was carried out with little sense of priority or attachment to other than instrumental and functional purpose. Either mechanistic or 'muddling through' management was the mode.

Leadership was dominated by this kind of administration. It focused on tactical responses needed to maintain function and the *status quo* in terms of norms. It was superficial and oriented to single loop operation, leaving real norms hidden by espoused good intentions. Overload was alleviated by resort to systems which became ends in themselves. The red tape of administration ensured that flexibility and contingency were locked out of the operation in other than internally rational ways. Function became purpose, with authority and resources vested at the administrative rather than the operational level. Cultural misalignment thus caused a diffusion of purposes, making it difficult for staff to

attach to other than instrumental values. Dissatisfaction and internal frictions were features of the operation as internal groups fought for the scarce resources to serve their own disparate ends. Field resources were diverted to system maintenance. Entropy resulted as energy was diverted from fulfilling substantive system purpose to maintaining system function.

In schools this tactical leadership was manifest in a control orientation, with planning organisation, rules and time allocations dominating. Safety, personal security, efficiency, reliability, effort, hierarchy and seniority were dominant values. Routine was sacrosanct. Written information requirements such as school based curriculum and policy development, diverted energies from the operational focus. Within much of the teaching learning operation these values were translated into a technical orientation shown as inadequate in a post-industrial society. Narrow objectives, based on restricted and subject divided content were delivered in preplanned sequence through small locked steps. Leadership was available only for single loop problem analysis. It was able to do little in double loop terms to make the real organisational norms problematic and align the organisation to the espoused norms.

Leaders had little understanding of, or capacity to implement leadership density, achieved substantially through staff development. Staff development followed a human relations approach. It focused mainly on ends decided upon by the individuals. As such it was *ad hoc*. It was unable to attach staff to espoused organisational norms, in a subjective manner, through the meaningful personal integration of understandings, skills and attitudes. Instead it focused on training in the functional, ensuring that procedures were known and followed. Implementation of the complex principles involved in excellent student learning oriented curricula was unsupported, at the very time the personal struggle to operationalise was occurring. Instead support was withdrawn following rational explanation, with the assumption that this was all that was necessary to ensure adoption with fidelity to the spirit, as well as the letter, of intent. Professionalism for all members was virtually impossible for the organisation to attain. In terms of teacher/student relationships, status, decision orientation, internal collegiate authority, and code of ethics, the notion of profession was replaced with regulation and restrictive practice through industrial award.

Thus the organisational culture was based on rational logic, seemingly impenetrable and highly complex. It bore little relationship to the espoused norms or purpose of the

organisation. Multiple loop analysis reveals that real organisational norms or mental models were out of alignment with the strategic environmental needs which generated organisational purpose. Double loop analysis shows that functional reality displaced the substantive, changes to the system not tending to penetrate to challenge the underlying assumptions. Moreover, within the functional reality, the diffusion of purpose led to inconsistencies and cross purpose operations that sapped energy and resources from the operational implementation.

The organisation was cut off from its full operating environment by the dynamic self-generating mechanisms of its own operation. Stemming from the inappropriate balance between the formal, technical and psycho-social dimensions of its operation, members of the organisation treated reality as that which currently fell within the mindset of present mental models. The short-term dynamism of learning debilitating mechanisms made the organisation appear to be environmentally responsive, satisfying a political time scale and purpose which simply resulted in further diffusion of substantive purpose while maintaining the dominance of the functional.

External reality was defined in terms of objective and empirical measures that kept the many vested interest groups from removing their political allegiances, yet there were few shared assumptions amongst the groups influencing organisational direction. The nature of schooling is diffuse, yet its parts are interrelated. A reductionist approach to this complexity further entrenched the functional reality. Functional means became ends in themselves. The dominance of the 'provider capture' mentality meant that client groups were systematically kept out of the organisation. The predominance of serving the instrumental ends of diffuse groups in the politics of operation continued to prevent the organisation from achieving its educative purpose.

Truth in the organisation was seen as finite, vested in disciplines, seniority and past practice. Such truth often led to alienation and irrelevance, because it was unable to provide answers to increasingly complex problems. It could, however provide correct answers in examinations, ranks in which were used for short-term instrumental purposes. Time was monochronic with tasks simply subdivided and approached one at a time for singular short-term purposes. Similarly, spatial organisation restricted the view of people to within geographical boundaries, thus separating the administration from its substantive purpose. This restricted the interpersonal relationships so vital for the expansion of meaningful personal and social learning. As demands increased in

both curriculum and administration terms, the rationally based, compartmentalised, control-oriented approach led to curriculum and task overcrowding and stress for teacher, student and administrator.

Human nature was treated inconsistently. In terms of professional development, staff were treated as rationally able and motivated to increase their learning. On the other hand, in terms of procedure they and their students were treated as if needing control and restriction. Similarly, the approach to human activity carried a contradiction. In functional terms human activity was presumed to require guidance. On the other hand, in the classroom there was little penetration of espoused norms and no real structures to ensure alignment with them. This is one substantial reason why actual and espoused curriculum norms failed to coincide.

Contradictory beliefs also dominated the organisation's approach to human nature. At the official level, formality, hierarchy, emotional neutrality and protocol dominated, promoting conformity and utilitarianism. At the operational level, however, a variety of subgroups and cliques promoted a plethora of interactions and relationships, each focusing on its own set of self-interests. These created multidimensional and often countervailing forces which tended to absorb the problem solving capacity of the organisation. Moreover, the system had no mechanism to reveal and clarify the implications of these contradictory beliefs.

In trying to change the organisation to cater better for pluralities, complexities and external pressures on the Department, the change management orientation was rational and empirical. It resulted in incremental, first order change and often entrenched strong forces for the maintenance of the *status quo*. It was eclectic and addressed detailed issues in an administratively efficient but diffuse manner. It failed to recognise when the changes required second order revisions of previously unproblematic norms. While structural change was effected, this too was administratively driven without clear and communicated connection to the real external purpose of the organisation. Thus, while the structures might have changed, a range of functional purposes continued to dominate, diverting operational focus from the tasks of teaching and learning.

3. The Dynamics of Change

Moving from the culture analysed above, towards that which was proposed for organic operation is obviously a major undertaking and not one which can be effected in a short time. By the conclusion of this research, the Scott proposals, which heralded massive system wide structural change, had only been progressively implemented over eighteen months to two years of a five year implementation plan. It would be premature to suggest that one could measure the effects of such changes at this stage. On the other hand the implementation of such massive change has left the organisational norms open for analysis for the first time on such a large scale. Thus it is pertinent to examine some of the change dynamics in terms of the required cultural change. To this end, within the scope of the field research conducted and focused through case study of the Cluster Director, the research revealed significant difficulties for the organisation, many of which have not yet been recognised in either official publication or public action.

The Strategic Interface

The interface between the Cluster Director and the strategic environment provided clear cultural messages. These strictly governed the role and function for the position during the first eighteen months of operation. Providing both administrative pressure and facilitation for change, the acceptance of the recommendations of the Scott Committee of Review acted as a critical catalyst. Relative to previous change attempts, and over a very short time frame, massive structural changes were implemented by political decree. Initiated into a difficult personnel and organisational environment, however, there was little opportunity created to attach these changes to a substantive purpose.

Reductionist approaches to implementation of change components with little regard for the spirit and beliefs underpinning the changes, led to the enculturation of a false clarity. There was a belief by many, particularly in upper echelons of the system, that they were progressing towards cultural change, when in fact the changes were being absorbed into the norms of the previous culture. For those in the field demanding what appeared to be additional administrative work, not obviously connected to the prime function of teaching and learning, painful lack of clarity accompanied difficult attempts to link the changes to work place goals.

Overall a vicious circle of limited, incremental devolution, ineffective implementation

and convoluted support mechanisms tended to slow the changes to the pace of the slowest implementers. The system appeared unable to generate the capacity to develop creative and differentially applied answers such as full devolution for some whom Cluster Directors might nominate, differential seeding support for cluster based structures and programs of school support, or outcome accountability structures where schools were identified as having structures which could handle this responsibility.

Within the case study Region, the Cluster Directors were given neither the authority nor the resources to carry out the intersubjective and strategically focused leadership which was a key to effective implementation of cultural change. Nor were the Cluster Directors given the necessary support to develop a personally meaningful understanding of the substantive nature of the changes.

In terms of perceived relevance of the changes, the general perception in many schools visited during the research period was of little link between the new structures and the primary goals of the school. In fact, the diversion of energies to administration, the reallocation of resources, and the changing of previous curriculum and organisational requirements, were seen as undermining school operation. In double loop analysis terms, the changes tended to undermine both the control agenda and the personally supportive working conditions for employees. These were two unproblematic norms and, as such were not able to be challenged by any changes apparently stemming from the functional reality of operation. Without a clear link to the external purpose and internally shared mission of the organisation it was a relatively simple matter to espouse higher values, dismiss functional changes in other than a reductionist manner, and continue with the same norms as previously.

Nowhere in the change orientation of the Department or the case study Region was there any clarification of the central values implied by the notion of quality education to which purpose could be attached. The spirit and beliefs underpinning the changes appeared to be vague and ambiguous. In practice the values were difficult to operationalise and no personalised support structure was established to assist people to rise over the critical hump of understanding. The continuation of the rational empirical approach to training diverted what few human resource development funds were available for support. In fact, within the first eighteen months of change, the devolution was seen by case study school and operational personnel as piecemeal. It carried with it resource constraints, was administered with tight bureaucratic conditions and tended to reduce autonomy to a

heavy paper workload.

Within the case study Region, Cluster Directors were inducted with the same functional messages of the previous culture. Functional purpose was reasonably clear, although internal inefficiencies caused by the rapidity of change led to frustrations and a dominance of administrative management in the agenda. In particular, the procedure and resource authority was vested in the functional directors, leaving the operational directors unable to deal with issues in the field.

The initiating environment in the Region was hostile. Gratuitous and patronising advice indicated the expectations about the role of the Cluster Director, at least in the minds of Principals and parents. Concerns were mouthed for education and students, but their agenda was firmly focused on administrative, control and personnel concerns. Especially in secondary schools, antagonism towards the changes hampered even a hearing for rational explanation. A human relations approach indicated the need for Principals to be left alone to administer without external disturbance. A mechanistic approach indicated that parents wanted teachers to be made to work harder and students made to learn more. A lack of understanding of the loose/tight coupling leadership intent of the changes left Principals with the impression of autonomy, insulted and aggressive when any system imposition occurred. A lack of intellectual understanding of the substantive paradigmatic changes was obvious and to be expected. That there was no subjectively oriented mechanism to clarify and articulate the change was a tactical error.

The Regional Office structure and administration was a vital influence on the Cluster Director role. With the implementation of extensive changes in administrative procedures, it was not long before the Regional administrative staff were at full stretch, unable to cope with other than routine operations. Inefficiencies and a lack of cohesion between the directorates led to longer turnaround times and a lack of responsiveness. The capacity to generate co-ordinated school focus was impossible. Resources to take on new procedures tended to deplete field resources. And the functional operation, with only single loop analysis and answers, drove the whole Regional organisation.

In particular, the internal disarray of the Programs and Planning Directorate created significant problems. The lack of substantive focus within the Directorate was matched by the lack of substantive focus that the Directorate was providing for the Region as a whole. Many of the services were not targeted in any double loop process to the sources

of many of the problems. There was no strategic plan to identify the central values and target programs accordingly. Externally imposed conditions of consultancy operation were accepted without integration into the Regional purpose. In turn these created pressures on schools to divert their agendas. Internal consultants followed a rational empirical and human relations approach to their tasks, unable to refocus into a normative re-educative and subjectively oriented support role. And, moreover, the implementation arm of the curriculum services section - human resource development - was structurally dislocated from its purpose. It too followed a rational empirical delivery mode.

Regional Senior Executive constantly focused on the functional and neglected the substantive in their operation. System maintenance and control dominated their leadership. Single loop analysis was the focus of their agenda. There was no strategic plan to refocus to the double loop of cultural norms. Nor was there any real will or capacity demonstrated within the Regional organisation to make these norms problematic and to create a new future from a new touchstone. There was no planned and systematic expansion of the intellectual understanding of the substantive ethos other than in the managerial context.

For the Cluster Directors, the organisational messages provided by Region, the Department, the community and the industrial milieu conditioned a functional approach to the role. Cluster Directors brought to their job the skills and commitment, but not necessarily the holistic intellectual understanding, to envision and effect a paradigm change. But the strategic environment provided them with confusion, both between the substantive and the functional, and within the functional itself. The notions of pragmatic congruence and organic alignment were not clear. The substantive values underpinning the notion of quality education were operationally diffuse. False clarity fostered the concentration on components of the changes without the substantive link to purpose. The result was often vilification of Cluster Directors by school staff because the changes appeared to undermine teaching conditions and did not appear to be linked to classroom improvements.

By dint of hard work and long hours, the Cluster Directors handled the difficult field conditions, and negotiated the tensions and the frustrations in the context. They indicated frustration at the continued system inability to resolve long standing issues. They indicated frustration at the lack of operational focus and resource support. They

indicated particular frustration as it became obvious that Regional Directors had authority over resource and procedure while the Cluster Directors could not co-ordinate answers to problems facing their schools. With little resource support, the Cluster Directors handled a great number of system generated, time consuming, low order jobs which served to undermine their credibility as they were diverted from time in schools.

Increasing powerlessness seemed to prevail, many decisions being made without consultation with those field officers who had to implement them. Progressively the job became restrictive. Fewer real issues were shared with the upper echelons as the Cluster Directors perceived a tightening and narrowing of the requirements. Thus the Regional leadership became dislocated from the operational reality. A bureaucratic approach to Regional management appeared to be developing as a means of establishing authority in a time of increasing uncertainty.

It was difficult for the Cluster Directors to focus on substantive school issues. It was almost impossible to make contact during school hours, establishing leadership density and shared meaning, without the support tools and structures to penetrate the classroom. Outcome focus was not facilitated or well understood by the Cluster Directors or the schools. The agenda was not within the control of the Cluster Directors as system demands displaced substantive issues.

The Regional strategic planning process tried to overcome these problems in refocusing on the school generated outcomes. The fact that it was implemented with a rational empirical approach and not initially followed up with normative re-education in an all pervading, personally focused, process of cultural realignment, meant that it was unable to effect its purpose. It was overshadowed by an administratively oriented Regional restructuring which once again perpetuated the functional agenda. A single loop consultative process led to a range of administrative and structural changes as the Region added more work to its already stretched operation. The restructuring principles were rational and bureaucratic, establishing hierarchical jobs in divisions and procedures.

Any devolution of resources, including the 'cashing in' of Senior Executive positions, was absorbed by the functional arm, even though several functions were in fact devolved to the operational area. Planning was taken out of the Educational Programs and Planning portfolio, downgrading the status of the Directorate and effectively cutting back on planning and divorcing it from implementation. The Director (Educational Programs and

Planning) took voluntary redundancy. The peak strategic planning group was replaced by an executive operation which became focused on 'trouble shooting'. Clusters were cut by one and four of the seventeen Cluster Directors elected to take voluntary redundancy.

Clearly the functional agenda dominated, displacing the values inherent in the Region's own strategic plan. The effect on Clusters and schools was to reinforce the cynical perception that the rhetoric of school focus was not matched by the reality. This was further reinforced when the final version of the strategic plan was released to schools. In fact its format was that of a management plan, directing personnel in a variety of functional activities which were not linked with, and which often contradicted, the espoused values in the plan. Paradoxically it provided some operational areas with such vague and ambiguous guidance that they could continue to operate within the same cultural norms, absorbing the letter, though not the spirit, of a school focused operation. The substantive reality remained displaced by the plethora of functional ends, and the organisational purpose remained diffuse.

The Principal Interface

Despite intent to the contrary, the clear functional messages generated from within the strategic interface were translated as the case study Cluster Director worked with his Principals. Management of the Cluster was undertaken by a collaboratively focused representative group. This provided an avenue for the development of both leadership density and ownership amongst all staff. A number of subcommittees, each attended by the Cluster Director but run by school based staff, focused cluster infrastructure. The Principals acted as the peak collegiate leadership group. As a single loop operation, the Cluster was seen as efficient and effective in the delivery of services and attention to routine problems.

Without the focused infrastructure support from the system, however it continued to be difficult to link the Principals to the intent and beliefs underpinning the changes. The differences in mindset between primary and secondary Principals, already a disparate group, created internal friction and blocked progress towards shared understanding. But even within the subgroups there was a variety in the subjective understandings that continued throughout the study period.

Few of the Principals demonstrated a depth of understanding of the overall intent,

purpose or context of the changes. The perceived notion that the system was moving inexorably towards privatisation was interpreted as freedom from system leadership. In particular, there was little attachment of the changes to the purpose of teaching and learning. Few could articulate an internally consistent and cohesive view of the changes apart from that which was generated by union interpretations. Few could see opportunities, apart from independence, within the changes. The new operations were seen to be a response to a particular political agenda, largely generated by economic difficulties. They were seen to be a cost cutting exercise, a means of pushing the work out to schools. Added visibility and accountability was also high on the list of perceptions. To secondary Principals in particular, the changes were seen as threatening the essence of their organisation and industrial harmony.

The initial effects of the changes were seen to operate at the level of personal concern and administration. The gradual removal of hegemonic administrative operations left the Principals, especially the secondary Principals, feeling insecure and unsupported. They summoned a number of system protecting mechanisms, newly valuing much of what they had previously attacked. They were angry at the impositions on their time and authority that such procedures as merit selection, culling and interviewing took, despite the fact that they had always wanted to choose their own staff. They objected to the tremendous amount of time they had to spend at meetings listening to top down information flows. Similarly they objected to having to consult and indeed share the leadership with parents, despite the fact that the latter were virtually the client group. Global budgeting was absorbing a lot of their time for little apparent reward because they had not developed the concept of focusing their funds on educational programs. Computerised office and financial operation was similarly time consuming, and the demand from Cluster and Region for meetings to explain new procedures was of constant concern. Industrial disturbances made school very tense, as did the competition for student numbers generated by rezoning.

Operating in a less complex, competitive and volatile environment, the primary Principals were less obviously disturbed by the changes. They continued to interact collegially, sharing and discussing information on implementation issues. They did complain about the additions to administrative demands and noted that they spent less time around their school. They felt there was little change in the upward movement of information and little responsiveness by the system to their problems. They did appreciate the ready on-call problem-solving availability of the Cluster Director but

noted that this did not translate to more time in their schools. Nor did the Cluster Director resolve long-term issues. The primary Principals generally felt they awaited some direction in terms of classroom level change, and in the meantime they were well able to implement the components of Schools Renewal as required.

A significant blocking force identified by the Principals throughout the study period was the continued downward imposition of the organisationally based administrative agenda. They felt little ownership of the changes and identified a continuation of paper policies and limited information flows to the system. Over time some became concerned that the Cluster structure and direction was in fact imposing another administrative layer over their operation. Overall reliance on decisions made outside the school continued, with functional assistance being provided by Regional staff and the Cluster Director, little substantive growth being attended to at all.

Seen overtly in the interplay between the secondary and primary Principals, the anchoring of schools to the *status quo* was the prime norm revealed by the Principals. While secondary Principals denied any problems in the teaching/learning area, primary Principals revealed impotence to address their real concerns. They, too, had no mechanism to link teaching to a substantive purpose through changed practice. They noted the stability of their staff and the traditional (read didactic) nature of their teaching. They also revealed the underlying alienation in many of their students as they progressed into upper primary, kept under strict control by experienced disciplinarians. But they could see no connection between the changes and the capacity to address this fundamental problem.

Some enhancing forces were, however, noted. The Cluster Director's personal characteristics of openness, honesty and intellect were acknowledged. These combined with his practical understanding of school operation to ease the way for components of the changes. They felt they were better informed than most and were consulted on cluster matters at all times. They felt somewhat freed of the shackles of imposed procedure yet tended to follow previous practice. They noted that the Cluster Director was concerned for their welfare and attempted constantly to provide for their professional development. They praised the concept of local merit selection although not the process. Gradually they saw the inevitability, if not the inherent political advantage, in sharing leadership through school councils. Only a few saw the changes as opportunities to become proactive in alignment of their operation toward improvement of learning and teaching.

From the Cluster Director's perspective, the essence of the Principal interface was seen as the development of a positive and trusting relationship. His strategic intent included acknowledgement of the need for norm re-education. He stressed the interpersonally subjective and long-term nature of this cultural change process.

His early experiences showed that such an agenda was impossible without first addressing the many personal and administrative issues that dominated the stages of concern of most Principals. In this, he and his colleagues were frustrated by the lack of system support. His approach was to link the changes into the existing culture of operation, somewhat of a reductionist method, but seen as the only way of survival at a time when the cultural mores were receiving such personally possessive support. Without the necessary authority to focus resource and procedure on school issues, an osmotic process was chosen as the vehicle for attitude change. The Cluster Director was provided with no tools to connect his Principals through double loop learning processes to the real norms of their operation. Thus the single loop agenda tended towards autonomy, with tactical leadership based on administration and human relations. Despite the case study Cluster Director's own high level understanding, there was little opportunity for strategic and educative leadership through cultural action.

As reported by many Cluster Directors, management tasks dominated the agenda. These were imposed from both the Centre and the Region, as well as commanded by the Principals as assistance was required to overcome system blockages in the Regional administration. They tended to contradict the notions inherent in Schools Renewal by refocusing system messages through bureaucratic problem resolution. The rhetoric of school focus was contradicted by system procedures.

During the first eighteen months of Cluster operation, system maintenance demands caused a constant drift from the intention of refocusing on teaching and learning. The Regional structures and functions focused more and more on single loop issues and translated to Principals as administrative messages. Attempts at double loop analysis were seen as impositions from the top. Any attempted exposure of real norms and subsequent challenges, even in professionally based collegial conditions, were met with antagonism and countered by the charge of being too removed from the schools.

Cluster Director time in schools was decreasing. Within school time the agenda was focused on mechanical and human relations issues, many of which were unable to be

resolved within the authority and resource control of the Cluster Director. There was a dearth of mention of classroom issues and learning outcomes.

Inter-agency liaison, public relations, human relations issues, administratively complex student services issues, administrative issues, staffing negotiations, suspensions, zoning and placement negotiations and a plethora of single loop issues dominated the Cluster Director/Principal contact. Resolution of these relatively low order issues was the determinant of Cluster Director credibility. The lack of authority to resolve such issues with alacrity, and the inordinately procedure-bound Regional administrative operation, established a growing credibility gap between rhetoric and reality in terms of school focus.

The Cluster Directors tended to cut off contact with Regional personnel whenever possible. Regional office was seen as the repository of excessively complex and restrictive administrative operations. Yet without this system contact, only independence and maintenance of the existing school culture could dominate internal cluster operations.

This was further reinforced as the study period progressed. Increasing bureaucratic refocusing of the Cluster Directors' time meant that Principals were more and more accepting freedom and responsibility. But there was little opportunity for the Cluster Directors to lead in substantive refocusing, so Principal autonomy was carried out within the same single loop process of cultural maintenance. The Cluster Directors had little opportunity to analyse deeper school needs and focus efforts to effect cultural change for the improvement of learning outcomes. Administration and reactivity were the focus, carried out in schools through structurally focused initiatives. These tended to be a reductionist approach to Schools Renewal requirements.

Within the case study Cluster, more and more the schools were able to implement change to components while maintaining their previous mental models. Increasingly, cluster leadership became internally comfortable in consistent, supportive and open approaches. Less and less did the Cluster Director pose a perceived threat to cultural mores. Administrative issues that commanded time, distracted energies from the focus on school learning. Principals became more comfortable as they perceived an ease of management of the changes, easily contained within the norms of control and human relations. The agenda slipped more and more away from a focus on teaching and learning. Any system

based disturbances, such as the September, 1991 restructuring, simply served to reinforce Principal autonomy over the substantive while giving the clear message that the system was absorbed in administrative and structural issues. Loose coupling around values and tight coupling around functional approaches continued to dominate the culture.

The School Interface

The schools interface, particularly at the classroom level of teaching and learning, is the main delivery interface, the espoused focus of the organisation and the focus of the changes. The field research indicated that the mixture of messages from the strategic and Principal interfaces translated to similar confusion and disillusionment into the schools interface. In the classroom, however, from the few glimpses available, it was business as usual.

For the case study Cluster Director, this interface was difficult to penetrate in other than a superficial manner. Although generally treated politely, he could generate few opportunities to influence the classroom. It was the culturally protected sanctum of teacher autonomy. In a time of perceived threat, the barriers became even stronger as school personnel consciously avoided the tensions of interaction with the Cluster Director. He was seen as possessing biased and dated information, pushing an imposed agenda, focused on administration, and powerless to address their real issues. Even the early implementers of components of Schools Renewal did not reveal their classroom operations, these being seen as adequately under control, thus giving them the time to do the administrative tasks of renewal or Cluster involvement.

Teacher insecurity was a significant feature of this interface. The fear of increased workloads, redirected to areas that were not the chosen priorities of schools, coupled with the fear of losing the protection of long established workplace delimitations, caused teachers to refocus on cultural norms associated with social distance, in-group membership and bureaucratic boundaries. Inadequate communication, carried out through a rational empirical approach and with little apparent responsiveness from senior officers, confused and polarised the schools around worst case scenarios. Overt cynicism developed about the espousal of school centredness when change was being imposed as never before. Energy and time resources were drawn from the teaching/learning purpose to divert, or simply learn about, the changes themselves. The values underpinning the changes were translated to schools as 'dry administration' -

specificity, control, resource reallocation, competition, entrepreneurial activities, paper generation, and more with less.

Morale, initially buoyed in the euphoria of identifying and revaluing cultural shibboleths during the time of early fight, fell away rapidly as a feeling of hopelessness built when the changes were seen to be immutable, even with a potential change of Government. The humane nature of espoused values was seen as being replaced by the dryness of a rational economic focus. Powerlessness to prevent this loss of ethos was entrenched. Single loop analysis revealed that many of the previously security-inducing procedures were routed. Double loop analysis, however, revealed that this low morale was fundamentally caused by the fact that the relatively comfortable, reliable and unchallenging control of school structures, roles, regulations and relationships was being disturbed.

Executives, in particular, expressed feelings of depression and grief at the loss of what had given them success and security. To them, the purpose of the changes was confused, the changes were disjointed, and the previous efficiency of Departmental support had been replaced by confusion as the infrastructure was dismantled. The lack of implementation information and practical projections, a function of loose coupling, caused fear as executives moved into decision making realms for which they had no previous expertise. Moreover, the tight coupling values base, the source of guidance through turbulence, was unclear. The only central values that appeared to be espoused by the Department were the functional values of structure and administration.

Such values appeared unrelated to the perceived purposes of schools and led to the notion that the changes were being imposed by people far removed from the daily dealings of schools. The changes did not appear to address primary school executives' needs of commanding excellence from teaching staff (particularly in terms of written programs) and removing the relatively poor teachers. They provided no apparent support for classroom implementation.

For secondary school executives, the threats were close and real. They responded with more vehemence and presented a cogent picture of the dismantling of their profession. Curriculum changes were seen to undermine their course and subject base. Award changes undermined their job security. Procedural changes undermined their promotion seniority. Internal restructuring undermined their roles. Newly selected merit

appointees imposed a re-oriented agenda on school operations. Support structures, such as Subject Inspectors, had been removed and there was little school focused infrastructure left to handle the daily issues that needed attention or approval.

There was a significant feeling in schools of threat at the multiplicity of changes being wrought for purposes apparently unconnected to the essence of school operation. Such feelings of insecurity only waned in primary school towards the end of the study period as the changes became perceived as relatively controllable within extant mores and conditions. To penetrate the classroom was very difficult, only made possible in the present study by the design and implementation of a clinical program of staff development in the field.

The Cluster based professional support model focused on the classroom implementation of the draft English K-6 Key Learning Area syllabus. Using a supplementary staffing allocation to employ a consultant, it became possible to focus Cluster resources on this program which provided in-class and collegiate support, connecting of theory with practice. This program provided both the Cluster Director and the Principals with a non-threatening way of seeing and improving classroom practice.

The program revealed much at the heart of school culture as it challenged previously unproblematic beliefs. It challenged the false clarity and reductionism of many teachers who espoused, but did not practise, holistic teaching for higher order outcomes. It exposed the sanctity of the classroom, the perceived autonomous power of teachers in terms of classroom practice, and the lack of focus on higher order learning outcomes. It exposed the dominance of classroom control and narrowing of teaching, of whole class passivity and dominance of the didactic. It exposed the dominance of written and individualised bookwork, the lack of interactive learning, and the mechanistic, linear and rational approach to teaching and assessment of outcomes. It exposed the dominance of and focus on routine and organisation as an end in itself. It exposed a cargo cult mentality which focused resources on materials rather than learning programs. It exposed the real priorities of teachers who found the time commitment very difficult and demanding. It exposed the agenda of Principals who kept up administrative demands which distracted energies from colearning.

But in particular it revealed the dearth of professional support that teachers had been given in past approaches. For many it revealed their lack of real ability to promote

interactive group work for higher order learning outcomes. It revealed their difficulties in developing the skills of open questioning. It revealed their need for intersubjective understandings to acquire the complexities of knowledge that the practical curriculum required. It revealed a lack of shared assumptions in teaching. It revealed the patent inability of many teachers to analyse, in other than an indirect reductionist manner, the actual learning of their students. It revealed the inability of many to plan to address learning difficulties as they were encountered.

And for some it both provided the support for, and demonstrated the efficacy of, good teaching practice as learning outcomes became the focus of teachers' work. It provided structural collegiality. It encouraged professional sharing and focus on students' work. It established high order expectations in terms of outcomes. It supported personally difficult teacher learning and unlearning. It supported personal exposure and revelation without judgement. It provided written and administrative support to free the teacher time for implementation focus. It provided the knowledge which linked theory to practice in an operational sense. It commenced the process of understanding what was diffuse and complex, not operationally specific and not subject to rational, reductionist explanation. And, moreover, it demonstrated the efficacy of organisational alignment to the substantive norms of high order student learning outcomes. It showed, to those who were willing to see, that the culture of a school can be focused on the substantive and that far from it leading to decreased satisfaction and insecurity, it can lead to increased learning outcomes, higher satisfaction and meaning for both teachers and their students.

Of course the rosy picture painted above was not all encompassing. For many, the Cluster based program of staff support was still threatening. For many it was only the beginning of understanding. For a few it was still not connected to their real understanding. For some Principals it was an expensive diversion of their time and resources, interrupting their school routine and interfering with their administrative agenda. But it was at least a sign of progress towards a substantively focused paradigm for school organisation. It provided some reassurance that the high demands of such a paradigm can possibly be achieved with the present staff, provided that the system can become aligned to supporting those demands.

Recommendations for Future Research

This research project involves but one phenomenological interpretation, from within one aspect of the culture of the Department of School Education. While internally validated, the external limitations, both in terms of subjectivity of perspective and scale of the case study have been acknowledged.

It is vital, in terms of the analysis of change, that external verification research be conducted, both from other internal perspectives and across other case aspects of operation. It is important to verify the real effects of statewide Departmental operations on other regions, clusters and schools. It is essential that other case study clusters be examined to ascertain the success or otherwise of similar attempts to effect cultural change. It is important to find out just how many Cluster Directors understand the holistic substantive notions underpinning the cultural paradigm required for a public education system in a post-industrial society.

It is equally important to improve and expand integrated observational research that penetrates the classroom. Classroom isolation must be overcome if substantive change is to occur. Classroom observation research, preferably carried out by classroom teachers, school executives and Cluster Directors through a collegial co-learning approach, is essential to provide a more comprehensive empirical base of knowledge about the substantive interface. It is the nexus of theory and practice and, as such, should form the avenue by which outside knowledge penetrates the system. It is also the focus of change agency and serves as a learning vehicle to re-orient the organisation to its main purpose. It needs to become part of the darg of all professionals.

While acknowledging the limitations, clinical research as a way of exposing cultural norms in double loop analysis, has proved remarkably effective in changing some previously unproblematic and entrenched practices for some people. Similar research in the implementation of programs and procedures to assist teachers with increasing learning outcomes would tend to serve the Department equally well. Such programs and procedures provide the 'tools' by which operational personnel can effect their real task, while providing holistically based information for system guidance. In fact it could become an operational focus of the Cluster Director role.

And finally, in terms of research recommendations, the theoretical framework and

taxonomies produced in this thesis appear to form a valuable base for further research. As has been stressed throughout, theoretical simplifications can but provide a conceptual guide for operation. Similarly they can provide only a guide for future research. Reductionist research using the taxonomies as checklists would, however, undermine the very heart of the synergy underpinning organic operation.

Conclusion

It has been argued throughout this thesis that the turbulent world of the post-industrial society is upon us. Past shibboleths provide inadequate guidance for future decisions. The rational approach to problem solving which underpins the mechanistically oriented cultural paradigm of the public education system in New South Wales, provides only one aspect of future education. It is vital that the chaotically interconnected nature of world operation be recognised and that education be based on a personally meaningful and holistic understanding of both rational and intuitive thought processes. Thus, for education, reductionist output measures of efficacy need to be broadened to include higher order outcomes of flexibility and creativity.

For the organisation now known as the New South Wales Department of School Education to achieve this orientation requires a renegotiation of the norms underpinning its culture. The research has shown that the mental models of *circa* 1990 were focused on the rational, mediated through an emphasis on control and administration. These are functional values. They have displaced the substantive higher order purposes which became disguises for operational diffusion and the proliferation of pluralist goals. The bureaucratic operation of the system was highly effective at a time of standard practice and stability, within a hierarchically and mechanistically structured, industrially oriented world. It provides no meaningful guidance in an organisation facing ever increasing, highly complex and apparently pluralistic demands from politicians of all persuasions, parents, special interest groups within the community and students themselves.

Internal diffusion of organisational perspectives, including approaches to the curriculum, leadership, management, staff development and change orientation leads to entropy as system energy is used to handle the diffuse messages inherent in system maintenance. Thus internal focus on shared, personally meaningful, substantive values tends to be replaced by subgroup focuses on functional ends. Many of these ends operate

at cross purposes. In particular, the reductionist and security-inducing nature of rational processes causes the administration to dominate over the more subjective, complex and intuitive educative process. Moreover, the lack of synergy around substantive purpose suggests that the organisation cannot maintain external focus. Its inorganic operation causes it to have difficulty maintaining strategic fit.

In terms of addressing these issues, the present large scale changes induced by Schools Renewal and the move to Key Learning Areas provide a vehicle. Although researching at an early stage in this transformation, the case study analysis would suggest that there are serious difficulties which yet need to be addressed.

At the State level, the message in action, contrary to the rhetoric, is a continued dominance of the functional. Naively leaving the teaching/learning focus to the field implementers, conforming to the policy of loose coupling, has left the field officers without strategic leadership at the substantive heart of their operations. The rhetoric implies that quality educational outcomes are the focus. Yet no major statement or report, equivalent to the curriculum organisation of Excellence and Equity, the organisational structure of School Centred Education, and the legislative underpinnings of the Report of the Committee of Review of New South Wales Public Schools has been released on the approaches and requirements for teaching and learning. The message translates to the teachers that the classroom operation remains as it has been.

At both State and Regional level, the focus on devolution as the only appropriate way to operate in all areas, has continued the proliferation of administration. Reductionism has led to restructuring within rational approaches, each internally focused on efficiency, but lacking in external focus on the schools. The dominant message delivered at this interface between case study field and system operation is the value of administrative efficiency, regulation, standardisation, procedure and control.

And for the key focal point of cultural change, the Cluster Director, within the case study, system maintenance clearly commanded energy and time away from the school focus. With the devolution of authority to schools, there has been no commensurate devolution of authority to Cluster Directors. Thus schools see themselves moving more and more towards privatisation while the Cluster Director has no authority to lead towards overarching system goals.

In terms of functional operation, schools are still tightly controlled by the system. Cluster Directors are expected to ensure that human resource development money is spent within tightly allocated budget lines, that financial accounts are prepared correctly and audits followed up, that local selection operations conform with procedures, and that parental complaints are handled with alacrity and kept quiet. They are expected to ensure that renewal plans are in place and that rational information flows are expedited.

On the other hand, the schools are loosely coupled to strategic substantive values. There is little in present organisational operation to provide avenues for double loop analysis that could at least reveal and make problematic the norms of the operation. There is little incentive, few tools and a lack of understanding of this process. Its intersubjective nature makes it imperative that such approaches be handled contingently and sensitively by Cluster Directors in face-to-face contact with school personnel. Yet Cluster Directors have not been given the understandings, authority or resources with which to carry out this seminal role.

Understandings cannot simply be disseminated through rational empirical approaches. In collegial teams at Regional level, Regional senior executive need to be active in continuing their learning of the meaning of these changes. Within the case study, the organisation opted out of this complex norm re-educating role for Cluster Directors and Regional Directors. At State level the same appears to apply for senior personnel. There is an underlying assumption that these senior personnel came into the job with complex understandings in operational form. Moreover, if they had need for extra knowledge, they were provided with access to courses and conferences which gave explanation of components or processes. This inadequate approach to professional development has been exposed for teachers. Likewise it must be exposed for senior personnel, and its deficiencies addressed.

Within the present operation, authority, linked inextricably to resources and time allocations, resides at the functional level at Region. Line programs, budgets and operations are generally handled through the three Regional Directors. Whilst there is some small scale formula reallocation of resources such as supplementary staffing, flexible ancillary staff, relief days, small human resource development allocations, small properties allocations and the like, these are generally bound up in the red tape of procedures which divert Cluster Director time from the schools. Of more significance,

however, by far the majority of the budget and programs are handled by procedure and formula through Regional Office, and standardised across the Region.

The Cluster Director has no authority over these operations. Yet the field implementation of these operations commands vast amounts of Cluster Director time. There is no facility, support personnel or specially designed tools for Cluster Directors to identify field problems and co-ordinate approaches which have authority to over-ride Regional procedures or re-prioritise Regional budgets. Thus the Cluster Director has no real place in the vital process of ensuring re-alignment toward the teaching/learning issues. Instead, the functional Directors have the authority and the resource access, controlling operations in line with the purposes of their own operation. While such purposes can be rationally linked to schools, in practice they clearly block the effective focus chartered in the Cluster Director role.

Moreover, the proliferation of previous practice and the rational approach to curriculum, student services and human resource development provides the Cluster Director with only diffuse and unfocused tools to effect the role at school level. Based at Regional level or scattered with nothing other than disparate internal leadership, these scarce resources are being dissipated in an attempt to service the whole Region in administrative coverage. They react in *ad hoc* fashion to demands from a variety of clients, their focus being on rational information dissemination or short-term solutions. They have not been focused into Cluster leadership teams to address the underlying normative issues identified by the Cluster Director. Nor have they been harnessed to deliver the type of program delivery that has been shown to effect classroom based change in normative operation.

Thus concludes this thesis. The schools, while being initially dislocated by structural change and the insecurity of dismantling some work practices, have largely remained unchallenged at the norm level of their culture. The new focusing agent of cultural change, the Cluster Director, has ensured efficient working but has been quarantined from real influence on teaching and learning. Within the limits of the case study, the educational leadership role appears to be failing. Without fundamental re-thinking at State and Regional level and a re-focusing on the needs of the role, organic operation and strategic fit may not be possible. The consequence of this for the students may be long-term inadequacy in their preparation for a meaningful life.

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APPENDIX 5.1

TAXONOMY OF ORGANISATIONAL ALIGNMENT



Please see print copy for appendice pages [3-54]

APPENDIX 6.1

**TAXONOMIC COMPARISON BETWEEN AN ORGANIC CULTURAL OPERATION AND
THE CULTURE OF THE DEPARTMENT CIRCA 1990**

APPENDIX 7.1

THE REGIONAL STRATEGIC PLANNING PROCESS



Department of School Education

Please see print copy for appendice pages [156-208]

METROPOLITAN NORTH REGION

APPENDIX 7.2

A PROPOSAL TO RESTRUCTURE THE REGION

Restructuring the Case Study Region, July 1990

This is an opportunity to structure the Regional support systems to best service the schools in light of:

1. the strategic plan
2. the Head Office downsizing

There are 161.86 Non School Based Regional Staff with a further 4 or so to come from Head Office and 5 or 6 to come in February. As well as our present operation we have to take over responsibility for the service of a range of previously Centrally supported roles. In addition we now have State responsibility for selective school placements and for the "visits to industry" program. We also have to reduce one and possibly two SES positions from the establishment.

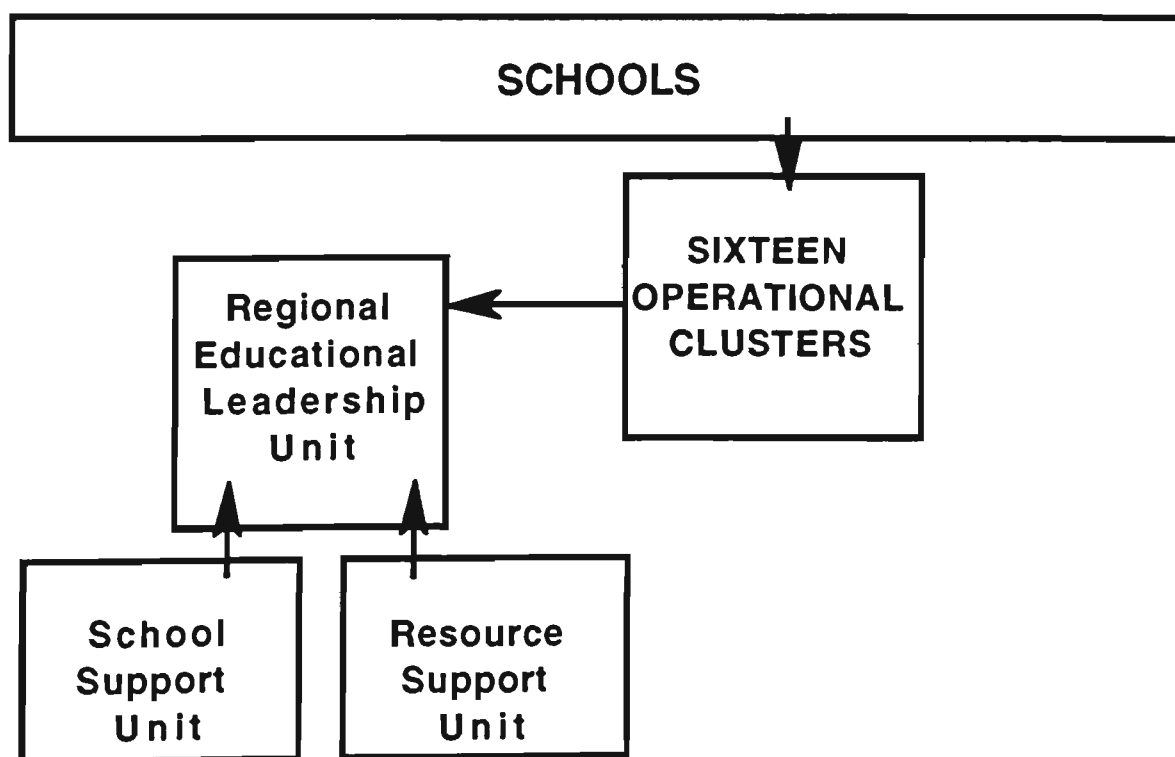
If we attempt to either add these tasks to an already stretched administration we will end up over taxed and administratively ineffective. It seems appropriate to start from the strategic goals and work out what services schools require to achieve them. If this means that some previously established services are handled in different ways and with different priorities then so be it.

There are two vital directions for school support needs as indicated by the goals:

1. School Program Support
2. School Resource Support

These parallel somewhat the new HO structure. It is suggested that the Region establish two Directorates that both answer to the Educational Leadership headed by the ADG(R). Sixteen Cluster Directors also answer to the ADG(R) in terms of the operationalising of the programs in schools. This is shown below.

Proposed Regional Structure



Schools will handle all programs that they feel address the educational needs of their students. Moreover they will handle all of the administration infrastructure of their programs including staffing and financial services, properties etc. They will be given a base budget for all of their services made up of two items, vis:

- * A Nominal Staffing Value
- * A \$ Amount for Services

The Cluster Operational Units will be responsible for the implementation of all activities carried out by the schools. As such, they need to facilitate curriculum implementation, student support services, focus programs, properties, finance and staffing services. Each Cluster is to be staffed by a Director who has an executive of a professional officer at SEO1, a 0.5 student support services officer at DGO level, a clerk at Grade 5/6 and a clerical assistant/machine operator Grade 1/2.

The Cluster Director will be responsible for the educational leadership and development of the cluster schools. The Cluster Professional Officer will be responsible for supporting the delivery of curriculum and program support to schools. The Guidance Officer will be responsible for the delivery of all student support services to schools. The Clerk will be responsible for the delivery of administrative and financial support to schools. The clerical officer will handle all correspondence, typing, payments and receipts as well as general organisation for the four officers attached to the Cluster.

The School Support Unit will be responsible for providing the educational infrastructure services to be delivered through the Cluster. This unit will have an executive structure of a Director and three managers. The Managers handle curriculum, programs and student support services respectively.

The Curriculum Manager has three clerical officers support Grade 1/2 and two professional officers at SEO1 level and three technical officers as well as a general assistant. This sub unit is to provide services to the 16 Professional Officers in the Clusters. It monitors curriculum development by the Board and decides on the type of professional support needed to assist the Professional Officer to deliver implementation. It calls task forces together to prepare this support and develops a Library of material which the Cluster Professional Officer can call upon. It needs to have printing and audio visual facilities to generate the resources for professional development support for the curriculum. It also services the curriculum based professional associations in the Region.

The Program Manager has three clerical officers Grade 1/2, four professional officers at SEO 1 level and one at SEO 2. This sub unit handles the co-ordination and facilitation of all of the non curriculum, non resource programs that schools wish to conduct. It is responsible for the organisation of publicity, events and sundry services or programs devolved from the Central Executive. It is responsible for selective high school placements across the State, visits to industry, DSP, Field Study Centres, Girls Education Strategy

The Student Support Services Manager has two Clerical officers and is responsible through through 5 SEO1s for facilitating the co-ordinated delivery of Counselling services, student assessment services, the HSLO program, the ST(LD) program, integration and the other student support services programs such as behaviour disorder etc.

The Resource Support Unit operates administrative procedures for staffing (movements and records only), leave (entitlements and records only) and payroll (both casual and permanent). It provides a financial control function for the limited Regional budget. It also provides a technical support unit to service the schools and the Region with technical equipment and training. In the same way it provides a technical support structure for advice on properties matters and oversight of major and minor capital works.

The executive staffing structure for the Resource Support Unit will be a Director under whom there are three managers.

The Staffing Services Manager operates with three grade 5/6 Clerks to oversight the staffing operation, one for Primary, one Secondary and one for Ancillary and Regional Staff. Each Clerk is supported by three General Scale Clerks and a machine operator.

The Leave Manager operates with three grade 3/4 Clerks in parallel with the staffing section. Each of these clerks is supported by two clerical assistants and a machine operator.

The Finance, Technical and Properties Service Manager works with three senior technical officers each of whom has a team of three technical support staff, a grade1/2 clerk and a machine operator. Two General Assistants are also employed by this section. It takes in transport and records.

The Educational Leadership Unit is the secretariat of the ADG (R). It operates with two Professional Officers at CEO level who solve problems, give advice, prepare submissions, speeches, briefings and generally act as executive officers to the ADG. The Unit also has a personal secretary (Grade 5/6) and two clerical assistant/ machine operators.

The staffing of the Regional School Support Operation is thus:

* Educational Leadership Unit	1xSES + 5	= 6	
* Cluster Operational Units	16 xSES +56		= 72
* School Support Unit	1xSES +27	= 28	
* Resource Support Unit	1xSES +50	= 51	
TOTAL		= 157	

Thus the total non school support staff is cut by 15 from 172 (161 + 11). Obviously to make the structure work a considerable expenditure has to be made on technological facilities to cope with such labour intensive operations as payroll, leave and records. Similarly, a great deal of freedom has to be negotiated with the money for externally funded positions such as consultants being allocated to Professional Officers in Clusters. An accountability structure could be established to ensure the funding bodies had their money targeted to their programs. The incentive would be that their programs become integral to the curriculum of all schools and are thus more effectively implemented.

Quite obviously, the schools are to receive closer support for their operations but at the same time will be expected to take charge of much more of their operation. Only by exception will Regional support be directly available to them and this only for advice and co-ordination