CHAPTER ONE
INTRODUCTION

"Quality Management" can be described as an organisational paradigm for the development of quality systems in both private and public sector organisations. As an approach to organisational change, quality management can be described as the processes or systems incorporated into an organisation's culture which ensure that the services provided by the organisation meet or exceed the requirements of the customers or clients of the organisation. Defined in a broad sense, quality management has come to mean "that aspect of the overall management function that determines and implements the quality policy (intentions and directions) of the organisation (Van Vught and Westerheijden, 1992:13). Within a 'systems' definition of organisations (Senge, 1990), quality management is the management of 'processes' within the organisation in order that such processes are continually improving in their ability to satisfy customer or client needs. The holistic nature of quality management in both establishing an organisational quality system and in assuring the success of such a system is outlined by Oakland (1989:10), who suggests that quality management incorporates:

- the prevention of quality problems through planned and systematic activities. These will include the establishment of a good quality management system and the assessment of its adequacy, the audit of the
operation of the system, and the review of the system itself.

Quality management, moreover, is about transforming traditional management practices to focus on customer requirements and teamwork through the total involvement of all organisational members. In this sense, quality management is a philosophy for developing a 'quality culture' (Acker-Hocevar, 1996; Liberatore, 1993; Boone, 1995) in which organisational members are committed to, and responsible for, continuous improvement of organisational processes. Quality management is an organisation-wide philosophy based on a long-term approach to cultural change, requiring training in specific concepts, tools and techniques in process improvement for all organisational members.

Quality management, as a philosophy of continuous improvement in organisations, requires that an organisation be perceived as a 'system' or series of integrated 'sub-systems' made up of processes which can be continually improved in order to achieve the key functions of the organisation. The major challenge of this philosophy is to be able to conceptualize the organisation in this way and to ensure that there are continuing efforts to improve the capacity of the system to achieve its purposes. Quality management incorporates the organisation's conceptualization of 'total quality' and how the organisation can be perceived
as a system within itself and as an entity relating to its broader environment. If 'quality management' is the philosophy for continuous improvement, then the 'quality system' is the vehicle through which this philosophy is manifested.

**A Systems View of Organizations**

Within a systems perspective, quality management requires that organisational members understand the nature of 'systems thinking' as an organisational theory or paradigm and to view the organisation as part of a broader system. However, the concept of a 'system' needs to be clearly defined within the context of this thesis.

The Oxford Dictionary, for example, defines the word 'system' as a "complex whole; set, organized body of connected things or parts; the animal body as an organized whole; comprehensive body of doctrines, theories, beliefs, etc forming a particular philosophy; form of government etc; scheme or method of classification, notation etc; orderly arrangement of method". Parseghian (1973:23) maintains that a system is "a group of interacting items that form a unified whole or that are under the influence of forces in some relationship". Senge (1990:304) argues that systems thinking is "a shift of mind from seeing parts to seeing wholes; a framework for seeing patterns and inter-
relationships rather than things; a discipline for seeing the structures that underlie complex relationships". According to Downey, Frase and Peters (1994:56), this requires a shift in thinking from:

* straight line the circular causality;
* independent to interdependent thinking;
* external to internal focus;
* knee-jerk, short-term, fragmented problem solving to proactive, long-term, holistic solution seeking;
* thinking something is wrong with a person to acknowledging a problem in the system.

Within the context of this thesis, a 'system' is defined as an on-going series of interacting processes, procedures and practices which, taken together, represent a holistic conceptualization of the elements of an organisation. This implies that the physical, geographical and social parameters of organisations are less clear in the systems model and that the distinctions that have attempted to separate one organisation from another are less significant. Systems theory focuses on interorganisational links, fluid relationships and pulsating organisational boundaries which sees the system constantly changing to meet the needs of clients, customers and associates. For example, a school may become linked with other organizations associated with the provision of educational and welfare services to students. Within school education, the metaphor of the 'learning community' (NSW DSE, 1995a) encapsulates the association of
the school with the global concept of 'learning' with the social, more finite concept of 'community', providing the possibility for numerous extensions to the system called the school. Other links may also be established with other schools within an administrative district, providing learning opportunities within the broader system called a 'district'.

While the systems notion of organisations acknowledges the complexity of the organisation, it also increases the difficulty of conceptualizing organisations and of finding ways of measuring quality and the effectiveness of organisational processes. Systems thinking rejects the notion of organisations as static, singular or restricted entities, by redefining organisations as borderless, open-ended, flexible and changing sets of purposive interactions and processes.

The Researcher's Interest in Quality Management
The researcher's initial interest in the possibilities of 'quality management' in school education emerged though participation in sixteen school reviews while serving as a team member with the NSW Department of School Education Quality Assurance Directorate during terms two and three, 1993. During this period, at a stage when the school review process was first being developed in NSW public schools, the researcher had the opportunity to examine the strengths and
limitations of the process in relation to its claimed potential for school development.

Further interest in quality management in schools was generated through experience with the Australian Organisation for Quality Education Committee during 1994 until the committee ceased to function during early 1995. This committee, composed of representatives from the University of Western Sydney, TAFE, the Department of School Education and private enterprise, had investigated the possibility of developing a course for educators in basic quality concepts, but this course did not eventuate. Two Quality in Education seminars did occur during 1994, attracting some interest from University, TAFE and school educators, but long-term programs for quality in education did not eventuate in school education as a result of these seminars. The existence of this committee, however, did create a continuing interest in the concept of the further development of quality initiatives in education.

The emerging interest in 'quality schools' was also reflected in the NSW Department of School Education priorities for 1993/4 which included 'quality teaching' and 'quality learning' (NSW DSE, 1994). The existence of these priorities also supported the researcher's interest in further understanding the nature of 'quality' in schools. These priorities supported the notion of schools as
'learning organisations' or 'learning communities' which began to emerge within NSW during 1994.

Rationale for the Study
There are a number of reasons as to why this study is significant at this point in time to the development of strategies for leadership, management and organisational change in public school systems.

The Challenging Role of the School Principal and Executive
The position of school principal in the late 1990's is highly challenging and characterized by ambiguity, diversity and role complexity within a time of continuing organisational and social change. These challenges facing school principals, and other school executive, can best be illustrated by examining the paradoxical nature of the role of the principal, some of which are considered below:

* There is a perceived need for strong direction and decisive leadership in relation to dealing with, for example, critical incidents and problematic school situations, yet it is widely expected that principals will establish a collaborative culture and participatory decision making;

* There is a need for transformational leadership in order develop renewed organisational cultures conducive to student learning and to inspire staff to reach their potential, yet principals are required to be business managers in a time of increasing economic rationalism, with a focus on the maintenance of the existing organisational structure;

* There is a need to ensure that destructive conflict among staff, students and parents is minimized and resolved, while at the same time
encouraging innovation, risk taking, critical thinking and participatory decision making;

* There is a need to promote the school as an innovative learning community which is developing programs to address departmental priorities and student needs, yet staff need to be protected against teacher burnout and the effects of increasing cynicism within the profession;

* There is a need to initiate cultural change in order that the school can meet student learning needs in an atmosphere of resistance in which such change is perceived by some teachers and community members as unnecessary, threatening and time-consuming;

* Greater flexibility in relation to staffing, policy and school management have been devolved to the school level which has demanded from the principal and other school executive greater accountability and responsibility for educational outcomes;

* Organisational restructuring of the Department of Education and Training have promised improved services to schools, yet existing networks and technologies which provided stability in school support are no longer in place;

* There is a need for schools to develop a clear purpose based on shared values, while recognizing the existence of cultural diversity and the accompanying range of community values.

This study has assisted in identifying possible professional development strategies which will support principals and school executive in developing the knowledge and skills to work through these challenges.

Models for Professional Development in Educational Leadership

There is also a need to continue to develop approaches to the development of educational leadership in schools in order to extend the epistemological basis of leadership in
Australian schools and to develop models which can sustain effective organisational change and improvement.

Although some interest existed in relation to the professional development of school principals before the 1980's (Evan, 1973; March, 1974; Silver, 1976; Farquhar, 1978), most research has been undertaken since the early 1980's within the framework of 'administrator preparation' programs, predominantly within the North American context (Brayne, 1980; Popper, 1982; Beach, 1984; Daresh, 1986, 1987, 1988; McLean, 1984; Mulford, 1984; Parkay, 1984; Silver and Moyle, 1984; Coleman and Achilles, 1987; Muth, 1987; Yeakey, 1987). Since 1990, this research has focused predominantly on the following four areas of leadership development:

1. The nature of leadership as it relates to educational administration preparation programs (Wimpelberg and Boyd, 1990; Katz, 1991; Bolman and Deal, 1992; Tucker-Ladd, Merchant and Thurston, 1992) and includes such leadership concepts as cultural leadership (Kottkamp, 1984), intuitive leadership (Norris and Achilles, 1988), peer-assisted leadership (Barnett, 1988), instructional leadership (Daresh and Playco, 1991b; Krug, 1992) and transformational leadership (Hallinger, 1992a, Burford, 1995).

2. The epistemological foundations of educational administration preparation which includes research relating to reform in educational administration preparation and the questioning of the epistemological basis for the professional development of school leaders (Achilles, 1991). This includes the identification of essential criteria for educational administration preparation programs (Mulkeen and Cooper, 1992; Cranston, 1995) and the development of specific techniques for the process of educational

3. The generation of alternative models for professional development in educational administration, which has essentially been an outcome of the questioning of the epistemological basis of educational administration discussed above (Barnett, 1990; Mulkeen and Cooper, 1992; Botha, 1995).

This research has been successful in developing an understanding of the range of possibilities for leadership development and has provided a descriptive analysis of the development of a range of programs within a number of western and developing countries. However, the research referred to above is limited in that it has been undertaken predominantly within the North American context and does not reflect the possible links between leadership development in schools and other service organizations. Subsequently, there was a need to extend this research to examine specific Australian contexts and to investigate broader concepts of organisational change and their relevance to school education.

The Limited Knowledge Base for Quality Management in Schools

Although there seemed to be an emerging interest in the concept of 'quality schools', especially within the USA, there was limited research findings or current research being undertaken which might serve as a knowledge base relating to quality management in Australian schools or in relation to professional development needs in this area.
There was little indication as to the status of 'quality management' in Australian schools or its perceived value to schools in our system.

This situation led the researcher to consider possible approaches to support quality management development within primary schools, but further information about the nature of quality management in school education was required in order to develop such support strategies. For example, little information was available about:

* current levels of understanding by school personnel of quality management approaches;

* approaches to quality management currently in operation in schools;

* perceived professional development requirements to support quality management initiatives;

* the degree of interest existing in schools to undertake quality management innovations;

The lack of specific research findings relating to actual school practice in quality management led to the development of a Quality Management Questionnaire to be sent to a number of school principals in order to gain a better understanding of their quality management understandings and requirements. The theoretical framework for the development of this questionnaire, which is presented in Chapter Two, is based on current international literature on quality management in schools and school systems.
While it is clear that some primary schools and school systems, predominantly in the USA, have developed quality management approaches, this process is in its infancy in Australia. Only a few documented case studies relating to quality management in schools exist, with two of these relating to secondary school situations (Paine, Turner and Pryke, 1992; Beavis, 1995) and one to a primary school (Robinson, 1996).

Research Aims and Process
As referred to above, the growing literature on Quality Management does not specifically address school issues, even though the claim exists that this approach to organisational change can be successful in all kinds of organisations. There is, therefore, no specific theoretical foundation for quality management in educational organisations, with concepts originating in the manufacturing sector being transferred to the school context.

Even the emerging quality management literature relating to school education lacks practical evidence of successful implementation processes or evaluative data. This is particularly so in Australia, where it may be necessary for quality management to develop a meaning relative to the cultural climate of educational organizations in this country. Little is known, for example, about the existence of any schools where quality management practices have been
undertaken, and if this approach has been attempted, how these practices were initiated. There is also limited knowledge about the capacities of those in formal leadership positions in school to be able to implement this approach, should they develop a belief that it could be of value to their school.

There were, therefore, many factors relating to the existence of quality management, the role of leadership in its implementation, its conceptual relevance to schools, the development of quality management in primary schools and the kinds of professional development necessary which required investigation in order to understand the potential of this process to primary school education.

Of particular interest to this study were the following seven aspects of quality management in school education where knowledge appeared to be lacking in the literature:

* The current existence of quality management in individual primary schools in relation to the 'Quality Learning' and the 'Quality Marketing' models which had emerged from the literature;

* The existence of groups of schools functioning as a school system involving 'organisational networks' and 'resource optimization';

* The existence or desirability of a common 'quality management' language and conceptual framework which transcends different kinds of organisations, including schools;

* The existing capacities of principals to lead cultural change in quality management;
* School principals' understandings of, attitudes towards, and expertise in quality management as a school change process;

* The existence of any quality management factors unique to primary schools as organisations;

* The profession development required to support school principals in leading a quality management initiative in their schools.

In order to examine these factors, a research study was designed based on a questionnaire involving primary school principals across four Districts in the Western Sydney area of NSW. The nature of this questionnaire, the findings, and implications for further quality management development in primary schools in NSW will be considered in subsequent chapters.

Initially, an application to conduct the research was submitted at the State level of the Department of School Education through the Quality Assurance Directorate. However, a change of focus of the research to concentrate on schools within one of the former regions rather than across a number of these regions meant that permission was required at the regional level. This permission was granted during June, 1994, through the then Metropolitan West Regional Office.

This research was framed within the context of 'policy investigation' for a number of reasons. For example, there was a perceived need to influence education practice both
directly and indirectly, by generating a broader understanding of the needs of leadership development in the area of quality management. Those principals participating in the research were encouraged, through reflection on their practice and organisational culture, to consider the potential of quality management as a means of school improvement.

There was also a perceived need for information to support decision making at district and state levels in relation to training and development for school principals within the area of school leadership. Outcomes of the research include options for the further development of quality management within school education. Furthermore, with the notion of schools as 'learning communities' becoming the dominant metaphor or vision, there was a need to investigate the culture, systems and processes that schools were utilizing to transform themselves into such learning organisations (Senge, 1990; Deal & Peterson, 1994; Sergiovanni, 1996). Implementation strategies, including leadership, needed to be generated for this transformation process.

The outcomes of this research are directed at decision makers at all levels of our educational system who are involved in organisational change and professional development in educational leadership, with the study having the purpose of developing an understanding of quality
management and insights for future directions for training and development. Such decision makers could include Directors within the Department of Education and Training, personnel from the Training and Development Directorate; District Office coordinators, consultants and superintendents; education officers involved with the school quality and improvement process; as well as school principals and executive.

The understandings generated through the research needed to be broad enough to contribute further options for such decision making and to encourage creative thinking about the possibilities of leadership in schools.

In this sense the research was not necessarily geared to develop leadership theory or to directly change practice at the school or district levels, although these may be outcomes of the research process. Rather, the intent of the research was towards recommendations for leadership development directions and to contribute to the generation of policy options for state level and school level decision making about the potential of quality management. In order to contribute to the development of broad policy guidelines in relation to the skill and knowledge requirements of school principals who are leading educational change, the research process within this thesis
took an exploritory approach which sought to investigate school principals':

* current knowledge of quality management;
* beliefs about the nature of quality management;
* capacities to lead a quality management approach within their schools;
* training and development requirements in the area of quality management.

Chapter Summary
Chapter Two provides an overview of the quality management paradigm which constitutes the theoretical and conceptual framework for this thesis. This overview includes an analysis of the nature of 'Total Quality Management', the significance of this paradigm to education generally and emerging models within school education.

Chapter Three discusses 'policy analysis' as a framework for conceptualizing the questionnaire research methodology utilized during the research process itself. An interpretive model for policy analysis was constructed to guide the development of the questionnaire, in order to utilize the combined perspectives of practicing school principals to generate information for decision making in relation to school and district based professional development in quality management.
Chapter Four describes the questionnaire developed to gather data from participating school principals. The purpose, nature, content and structure of the questionnaire is described as well as questionnaire limitations and issues of reliability.

Chapter Five provides a qualitative and quantitative analysis of the data generated from the various components of the questionnaire, along with specific research findings relating to each questionnaire component.

Chapter Six discusses key research findings derived from the analysis of the questionnaire data in relation to the seven stated research criteria outlined earlier in this chapter.

Chapter Seven discusses the perceived advantages and limitations of Total Quality Management to school education as identified through the literature and the findings of this study. Implications for the further development of Quality Management in school education are also noted.
CHAPTER TWO

QUALITY MANAGEMENT IN SCHOOL EDUCATION

Total Quality Management (TQM) is being increasingly identified as a viable paradigm for the development of a 'quality culture' in school education. TQM has been the focus for improvement efforts in individual schools internationally and in school districts particularly within the USA (Rhodes, 1990; Abernathy and Serfass, 1992; Schmoker and Wilson, 1993a, 1993b; Bonstingl, 1992a, 1992b; Rist, 1993; Weller and Hartley, 1994) even though the research base to support this philosophy is only beginning to emerge.

Central to the 'quality' movement, which is influencing public and private sector organisations globally, is the concept of 'quality culture' and the development of such a culture within organisations (Gilbert, 1987; Kanter, 1987; Liberatore, 1993; Acker-Hocevar, 1996). The emphasis on 'culture' in the corporate context reflects the holistic nature of organisational quality initiatives and incorporates the notion of transformation from existing commonly held assumptions, attitudes, technology, behaviour, values and beliefs towards the development of an alternative paradigm. Such a 'quality culture' is described by Saraph and Sebastian (1993:73) in the following way:

Quality culture is the total of the collective or shared learning of the quality-related values as the
organisation develops its capacity to survive in its external environment and to manage its own internal affairs.

While the notion of a 'quality culture' seems educationally desirable in that schools are concerned with cultural development and change for the improvement of learning, it is problematic because the concept has a particular meaning within the context of the quality movement.

This meaning needs to be explored through an analysis of the concept of 'quality' upon which the notion of 'quality culture' is based. In maintaining that 'quality' is a 'slippery concept', Pfeffer and Coote (1991:31) highlight the difficulty in reaching a common understanding or universal definition of this term. Murgatroyd (1991:14), for example, associates the concept of 'quality' with 'standards' and 'values' by offering three definitions for quality:

Definition Q1: Quality is defined in terms of some absolute standard and evaluations are based on the application of these standards to the situations experienced across a variety of organisations, irrespective of their strategy of differentiated services (Established standards definition);

Definition Q2: Quality is defined in terms of the objectives set for a specific program or process in a specific location at a specific time (Specific standards definition);

Definition Q3: Quality is defined as 'fitness for use' as attested by end-users on the basis of their direct experience (Fitness for use or market-driven definition).
Similarly, Cuttance (1995) identifies two definitions of quality by making the distinction between 'quality' as the intrinsic values associated with a service or product and 'quality' as the meeting of customer requirements. In this sense there is a need to meet customer expectations in relation to the perceived value or worth attached to the product or service, while also ensuring the product or service has intrinsic merit as defined by widely held professional standards. Cuttance (1995) notes that it is the notion of quality as 'value' or 'worth' in relation to customer expectations that describes the nature of 'quality' as interpreted within the quality management context. In the quality movement:

the term quality is thus used in a different way to that of its use in everyday language. In particular the 'quality' of a product or service should be reinterpreted as its 'value' or 'worth' as measured by the extent to which it meets the need of the customer.

Within this notion of 'quality' it is assumed that most organisations produce a product or service which is intended to satisfy the needs or requirements of users or customers with 'quality', therefore, being the "totality of features and characteristics of a product or service that bears on its ability to satisfy stated or implied needs" (BSI, 1992). This relativist notion of quality is supported by Sallis (1993:13) who perceives 'quality' as "a philosophy and a methodology which assists institutions to manage change, and to set their own agendas for dealing with the plethora of
new external pressures". In this sense 'quality' is a concept implying 'fitness for purpose', measuring up to specification as well as meeting specific customer needs:

The relative definition views quality not as an attribute of a product or service, but as something which is ascribed to it. Quality can be judged to exist when a good or service meets the specification that has been laid down for it. Quality is not the end in itself, but a means by which the end product is judged to be up to standard (Sallis, 1993:23).

'Quality', therefore, can be perceived in relation to accepted quality standards associated with a particular sphere of interest, 'appropriateness to purpose' through the ability to consistently meet or exceed perceived customer needs and an organisational capacity for continuous improvement of processes and systems.

While these notions of 'quality' seem appropriate to organisations generally, they do not necessarily meet all of the criteria for quality in schools. Education is a process based on broadly accepted ethical values which constitute the moral fibre of society. Ultimately, educational quality cannot be isolated from these values which relate to what is perceived as culturally worthwhile in a society. These values provide an ethically justifiable platform for determining and evaluating educational processes and outcomes which might permeate the notion of 'quality culture' in schools. In discussing the nature of quality schooling, Aspin, Chapman and Wilkinson (1994:44) suggest
that equity, excellence, democracy and justice provide the dimensions for a theory of quality for schools, which suggests that quality schools need to communicate civilization, meet the personal needs of students and ensure that students are responsive to the needs of society.

Quality schooling, it is suggested by Aspin et al (1994:45):

is not so much about being equipped to operate as a qualified functionary in society, having the capacity to respond to economic norms and to perform competently in various modes of economic production. It is much more about the capacity of the individual to enhance and enrich the society of which he or she is being educated to become a part - someone who is going to be a giver, an enlarger and an enhancer, as well as an inheritor and recipient. Quality schooling is as much about the future of the society we see for ourselves, even if at several generations hence removed: a world better and richer than the one we currently inhabit.

Quality, therefore, in educational organisations can be explained as a long-term process of continuous improvement towards perceived standards of excellence within the context of the core ethical values held as worthwhile by society. In this model the three elements of 'quality' are the existence of core ethical values, standards of excellence and a process of continuous improvement. 'Quality culture' relates to the second and third of these elements and the management of these two elements within organisations. This process can be referred to as 'quality management'.

**Quality Management and Organisational Change**

Defined in a broad sense, 'quality management' has come to mean "that aspect of the overall management function that
determines and implements the quality policy (intentions and directions) of the organisation" (Van Vught and Westerheijden, 1992:13). Quality management, as a quality improvement process, can be perceived within the context of planned 'organisational change', a concept which needs to be considered if quality management is to be understood (Kaufman, 1971; Williams et al, 1989; Turner, 1990). Quality management is concerned with micro or macro organisational evolution or 'movement' which could include changes in the relationship between the organisation and its environment, the internal structure of the organisation or changes to the political control of the organisation.

In the argument outlined above, change is complex and continuous, with each aspect of the movement of organisations having implications for the kind of quality improvement processes undertaken. Change is presented as being the result of circumstances beyond the control of the organisation, as well as being the result of planning and rational decision making.

Within this notion of organisational movement, quality management relates to planned cultural change within an organisation to enable quality improvement processes to eventuate (Dlugosh, 1995). Although difficult to define, the concept of culture can be perceived as closely associated with the notion of shared attitudes, behaviours, values, and
assumptions. Within this context culture consists of patterns of behaviour acquired and transmitted through symbols, and constituting the distinctive achievement of human groups, including their manifestation in artifacts. The essential elements of culture consist of traditional ideas and values as well as products of human action.

Quality management, therefore, is based on change toward the development of quality values which might include a customer focus, employee focus, teamwork, safety for all stakeholders, candour, total involvement, intimacy, integrity, unity, consensus and excellence (Hart and Shoolbred, 1993:17). A quality culture would incorporate components such as "shared values, commitment to getting it right, open and explicit communication, time for teamwork, training in quality, total involvement, sensitivity to others' needs" (Ellis, 1993:31). Within this holistic framework for organisational change, quality management is a long-term change philosophy requiring a cultural transformation within an organisation which could incorporate the development of a shared vision for the future of the organisation, a professional development program to equip stakeholders with the required skills to achieve goals, a focus on providing services which satisfy the needs of organisational stakeholders and a process of review and evaluation.
Unlike many organisations, however, schools are complex in nature and their concern with a multitude of educational purposes including human development, community growth and learning outcomes, make the management of quality problematic. The most common approach to quality management in many private and public sector organisations is 'Total Quality Management' (TQM). The nature of this philosophy and its emergence in school education will be considered below.

THE TOTAL QUALITY MANAGEMENT PARADIGM

Total Quality Management (TQM) has emerged as the most well-known approach to the development of organisational culture for quality management. TQM represents a philosophical framework for the management of quality in organisations and claims to be applicable to both private and public sector enterprises and institutions (Hodgetts, 1996). Oakland (1989:14) defines TQM in the following way:

Total Quality Management (TQM) is an approach to improving the effectiveness and flexibility of businesses as a whole. It is essentially a way of organizing and involving the whole organisation; every department, every activity, every single person at every level.

Within this definition, TQM is claimed to be conducive to the continuous improvement of quality within all kinds of organisations and, as a long-term change process, can contribute to organisational growth and renewal (Sashkin & Kiser, 1983; Deming, 1986; Tribus & Tsuda, 1987; Garuín, 1988; Ciampa, 1991). From this perspective TQM represents a
quality management process which is concerned with people, systems and culture, incorporating processes such as leadership, systems thinking, and empowerment to continuously improve an organisation's capacity to meet current and future customer needs. In suggesting that the outcomes of TQM are improved quality, enhanced effectiveness, and a change of institutional culture, Smith (1993:57) maintains that TQM is a managed process that seeks organisation-wide improvement through:

* Planning for new products and services
* Innovation in existing services
* Continuous improvement in all existing service processes
* Daily control of service processes

In TQM every element of the organisation is involved in the enterprise of continuous improvement with individuals sharing responsibility regardless of their position or status. It is maintained by Sallis (1993:26-27) that TQM is a philosophy of organisational culture change which, through employee participation and co-operation, focuses on the satisfaction of customer expectations:

TQM is about creating a quality culture where the aim of every member of staff is to delight their customers, and where the structure of their organisation allows them to do so. In the total quality definition of quality the customer is sovereign...It is about providing the customer with what they want, when they want it and how they want it. It involves moving with customer expectations and fashions to design products and services which meet and exceed their expectations.

TQM is based on the notion of organisations as 'systems' and 'subsystems' which function as a unified whole, with
emphasis on the interface between the various elements of
the organisation as much as the nature of the elements
themselves (Senge, 1990). As a quality improvement
philosophy based on systems thinking, TQM has a range of
characteristics which distinguish it from other quality
management processes such as those based on inspection,
quality indicators or achievement objectives. These key
elements have been interpreted by TQM enthusiasts and
practitioners in a number of ways, although each provides an
insight into the TQM paradigm.

In defining TQM as a "cooperative form of doing business
that relies on the talents and capabilities of both labor
and management to continually improve quality and
productivity using teams", Jablonski (1991:4) argues that
TQM is based on six principles which include developing a
focus on customers, processes as well as results, prevention
rather than inspection, mobilizing workforce expertise,
fact-based management and providing feedback for
improvement. Within this definition TQM requires
participative management, continuous process improvement and
the use of teams.

Similarly, Lamprecht (1993:24) emphasizes the function of
process improvement as a central factor in TQM, and defines
'total quality' as having five components:

1. Employee participation
2. Continuously improving all processes

3. Monitoring your processes using appropriate statistical techniques

4. Surveying your customers and benchmarking your competitors

5. Innovation, in order to remain competitive

In defining customer service, continuous improvement, systems thinking and leadership as fundamental elements, Bonstingl (1992b:6-7) maintains that there are 'Four Pillars' of Total Quality Management:

1. The organisation must focus, first and foremost, on its suppliers and customers.

2. Everyone in the organisation must be dedicated to continuous improvement, personally and collectively.

3. The organisation must be viewed as a system, and the work people do within the system must be seen as ongoing processes.

4. The success of Total Quality Management is the responsibility of top management.

Standards Australia (1992) advocate the need for the further development of TQM in Australian organisations and suggest a 'systems' approach to quality improvement. The model suggested by Fox (1991), which reflects this approach, contains six sequential steps for the development of a TQM culture in organisations. The steps Fox (1991:8) suggests are based on what is referred to as 'The TQM Triology', which includes the concepts of 'quality commitment',

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'quality systems' and 'quality measurement'. The 'six steps to TQM' are:

1. Demonstrate Top Management Commitment
2. Establish the Current State of Quality
3. Determine the Quality Strategies
4. Educate Management in TQM
5. Raise Quality Awareness Everywhere
6. Institute Never-ending Improvement

The philosophy of TQM is long-term, large-scale and all-embracing, incorporating all organisational members and activities into the quality improvement process, rather than being focused on limited aspects of the organisation. This includes the internal interrelationships among the various components of the organisation as well as its relationships with customers. TQM is about developing a new culture in the form of quality-based decision making permeating all aspects of the organisation. This notion of quality is based on the well documented W. Edwards Deming's fourteen points (Deming, 1986) which form the philosophical platform of the quality movement. These points are:

1. Create constancy of purpose for improvement of product and service.
2. Adopt a new philosophy.
3. Cease dependence on mass inspection.
4. End the practice of awarding business on price tag alone.
5. Improve constantly and forever the system of production and service.
6. Institute training.
7. Institute leadership.
8. Drive out fear.
9. Break down barriers between staff areas.
10. Eliminate slogans, exhortations, and targets for the workforce.
11. Eliminate numerical quotas.
12. Remove barriers to pride of workmanship.
13. Institute a vigorous program of education and self-improvement for everyone.
14. Take action to accomplish the transformation.

These, and other essential characteristics of TQM, are discussed below.

**Customer driven process.** The methods and processes of the organisation are designed and managed to meet both internal and external customer expectations. Suppliers and customers are viewed as partners in the quality initiative.

**Emphasis on teamwork.** Teamwork could be described as the primary element of the TQM approach to quality organisations and represents the organisational structure upon which the quality improvement process is based. Participation is primarily achieved through the establishment of cross-functional and/or cross departmental problem-solving teams in the form of quality improvement teams or quality circles.
Continuous improvement. The TQM process is based on the principle that widespread cultural change can be best achieved through the incremental process of gradual, small-scale, achievable projects incorporating the use of statistical tools and techniques (expressed in the Japanese notion of 'Kaizen') rather than on radical organisational restructuring. The performance of similar processes in different parts of the organisation is compared through internal benchmarking.

Problem prevention. Quality is built-in at the design and processing stage rather than being inspected out as defects in the end product. The organisation rewards quality work and suggestions for improvement, usually through non-pecuniary means.

Participation in decision-making. TQM is based on the notion of participation through a 'total involvement' approach which requires continuous, first-hand involvement of top management as well as the participation of all organisational members in the development and implementation of quality management strategies.

Management by fact. Management decision making is based on hard data from feedback about the performance of processes and products. Gut feelings and intuition are considered inadequate bases for decision making.
Individual responsibility. In order that TQM be successful as a process of quality improvement, each organisational member is required to take responsibility for the quality of their own performance. Organisational members are perceived as interdependent on one another within a customer/supplier relationship. Rather than depending on an external authority structure to enforce, coerce or induce desired behaviours, TQM is concerned with moving the focus of control from outside the individual to within.

Commitment to staff training. All organisational members require education and training in ways of working in a quality environment, practicing error prevention rather than detection, as well as the use of problem-solving techniques and tools. Senior management requires education in relation to the philosophy of TQM and the implications for organisational change associated with a TQM culture. All organisational members require skills in relation to team membership and the use of techniques for problem-solving.

TQM IN SCHOOLS AND SCHOOL SYSTEMS

Substantial interest in TQM in education has begun to emerge (Kaufman, 1992; Kaufman and Zahn, 1993; Sallis, 1993; Ottenberg, 1994) although this interest has been primarily focused on higher education institutions (Coate, 1990; Cope and Sherr, 1991; Saunders and Walker, 1991; Tannock, 1991; Winter, 1991; Masters and Leiker, 1992; Reynolds, 1992;
Sutcliffe and Pollock, 1992; Van Vught and Westerheijden, 1992; Depew, 1994), Technical and Further Education (TAFE NSW, 1994, 1995) and training institutions (Ellis, 1993; Shaw and Roper, 1993). Other educational areas where interest in TQM has been shown include educational administration (Hough, 1993), vocational education (Laankard, 1992) and curriculum development (Macchia (1992).

This increasing interest in TQM in relation to education generally is based on the perception of educational institutions as being predominantly 'service' organisations where the focus is on such factors as quality, delivery, safety, cost, organisational responsibility, infrastructure, external relationships, customer protection and compliance (Smith, 1993:48).

The concept of TQM requires that schools are perceived as service organisations designed to fulfil the needs of their clients or customers. In this sense services could include educational programs, advice, care, information, opportunities to participate or specific skill training. In relation to schools, the emphasis is on transforming curriculum, learning, teaching, organisational and management processes within educational institutions in a way which serves these customer interests. Murgatroyd (1991:13) explains the nature of such a quality management process in the following way:
The key task of a service organisation, like a school, is to build an effective chain of customers...To create a learning organisation dedicated to this requires the school to think from the experience of the student backwards to organisational design and structure. Rather than see structure as a formalization of control systems, structure should facilitate responsiveness to student needs in the students own terms.

The relatively recent introduction of the TQM philosophy to school education has generally been perceived as a desirable undertaking for the school improvement process, even though some attempts to implement the process in schools have been unsuccessful (Beavis, 1995). In arguing the benefits of TQM to schools, Gore (1993:355) for example, maintains that TQM is very applicable to education in that:

> The central concept of TQM, continuous improvement, is fundamental to education. Where else would the idea of a culture oriented to continuous improvement be more appropriate than in institutions whose purpose is to support improvement and individual growth?.

It is suggested by Gore (1993:357) that although schools need to develop their own approach, some aspects of TQM are very relevant, these being:

* the role of leadership;

* the articulation and development of a vision and the development of culture;

* management by fact;

* a focus on team building and processes that cross functional boundaries;

* management and enhancement of human resources

* benchmarking;

* cycle time reduction;
customer focus, satisfaction and measurement.

This belief that the TQM philosophy has an unproblematic application to school organisations is supported by Murgatroyd (1993:245) who maintains that quality improvement is culturally located in that "improving quality becomes an over-riding mission for the school. It is not a fad, or a game or a new activity for a given academic year. It is an essential part of the development strategy for the school and is something that is everyone's responsibility". Improvement is perceived as an incremental process focusing on the analysis of the numerous 'moments of truth' which stakeholders experience on a day-to-day basis within the context of a systems perspective. There is the belief that TQM principles can enhance learning at the individual and organisational levels, that all organisations need to be 'learning organisations' in order to survive and that schools can learn a great deal about organisational quality from other kinds of organisations.

TQM in Individual Schools

One focus for TQM initiatives in schools has been on the individual school as a 'system' (AASA, 1991). Those who advocate TQM efforts in individual schools (Glasser, 1986, 1990, 1993; Paine, Turner and Pryke, 1992; Gore, 1993; Murgatroyd, 1992, 1993; Greenwood and Gaunt, 1994) argue that TQM has implications for the improvement of student learning outcomes and maximizing the potential of the school
to support student learning. This approach maintains that individual schools incorporate quality management processes into their existing culture in a way which supports identified organisational learning needs. Two models for school-based quality management are discussed below.

The Quality Marketing Model

The Quality Marketing model (Murgatroyd, 1993) for the quality management process in schools is based on a competitive philosophy which sees individual schools competing against one another in an open market for students and resources. 'Quality' is sustained through each school establishing a particular 'niche' which provides a specific focus and enables the school to be 'unique' in its educational philosophy and policies. TQM is equated with the notion of 'customer-driven quality' although the complementary processes of 'contract conformance' and 'quality assurance' (equated with quality control) are perceived as being of necessary but lesser importance to the quality process.

Indicators of the success of this notion school quality could include examples of individual student excellence or groups of students excelling in a particular field of endeavour associated with the school curriculum, the development of specific educational programs taylor'd to meet the needs of student groups or individuals, high
student performance as compared to other schools in designated curriculum areas and ultimately the survival of the school as an educational organisation. Such expectation may apply to private and independent schools and to selective high schools in the government sector.

This approach requires that a school develop a marketing plan for reasons of accountability and responsibility, but also to ensure that the school reputation is nurtured and maintained. Greenwood and Gaunt 1994:34) argue that there are three main advantages in developing such a marketing culture in schools. These are:

(a) It may help a school to identify marketing opportunities.

(b) It might place schools in a better position to develop the 'right' service for each target market.

(c) It might allow the school to adjust its public image in order to reach the target market more effectively.

Quality Learning Model

The Quality Learning model (Glasser, 1990, 1993; English and Hill, 1994; Gossen and Anderson, 1995; Langford and Cleary, 1995) for the quality management process in schools concentrates on the relationship between the student and the teacher in the learning process. In this model students are encouraged the accept responsibility for the quality of their work, with the teacher ensuring the emotional, physical and psychological conditions for learning to take
place. Quality is equated with the continuous improvement of student outcomes and the ability of students to take responsibility for this improvement. Within this model indicators of 'quality' may include increasing degrees of student responsibility for the achievement of learning outcomes, the existence of positive student/student and student/teacher relationships, the existence of community defined socially responsible behaviour, a cooperative learning environment and the existence of a broad range of services to meet student needs.

Within the Australian context, this notion of 'quality' is reflected in the discussion paper 'Quality Teaching, Quality Learning' (NSW DSE, 1994), where it is suggested that 'quality learning' is most likely to occur when:

* students are actively and purposefully engaged with issues and activities they regard as important;
* students are willing to try new things and to take risks in applying strategies to solve problems in conventional and creative ways;
* students are involved in the planning of their work and take responsibility for their learning;
* students believe in their own ability to learn and are able to discuss and reflect on their own learning;
* students want to work independently and in groups and are given support to do so;
* students are committed and self-motivated and can seek out appropriate resources and help from a variety of sources;
* students appreciate, respect and care for the concerns, views and feelings of others;

* students know that their family and community members are welcome in the school;

* students are able to discuss issues which are said to underpin our society such as democracy, fairness, equity and justice and relate them to their own lives;

* students are able to develop positive relationships with teachers, students and other adults.

TQM in School Systems

A second focus for TQM initiatives in schools has been directed at the improvement of 'educational systems', that is, school districts composed of a cluster of individual schools making up the 'system'. Those who advocate TQM at the district or school system level (Rhodes, 1990; AASA, 1992; Horine, Hailey and Rubach, 1993; Horine, Hailey and Edmister, 1994; Siegel and Byrne, 1994; Langford and Cleary, 1995) argue that all organisations, regardless of their differences in purpose and structure, share common processes and that a common 'quality' language and similar quality concepts can apply to all organisations. A further argument is that school improvement initiatives can be undertaken more efficiently and effectively at a district level where all schools are part of the improvement process and that schools systems need to be restructured in order to meet emerging global economic and social futures. This approach has two key characteristics which have implications for the development of TQM at the school level.
Organisational Networks

The fundamental assumption underlying district based approaches is that the process of developing TQM in all organisations is similar. Quality, it is argued, can be enhanced in any organisation through the sharing of interorganisational information and practices and the development of mutual support networks. Quality is dependent upon a range of business and public sector organisations functioning as a unit for the mutual benefit of all involved. Individual schools have the advantage of sharing the knowledge and expertise of a range of TQM organisations, therefore becoming part of a larger TQM system. The notion of 'networking' also incorporates the need for systems to embrace new technologies and managerial practices in order to meet the learning needs of students as well as the learning needs of the organisation itself. Students, and other organisational members, need to be able to manage increasing amounts of information and 'learn how to learn' in an increasingly changing society.

Indicators of success may include students skilled in the use of technology in learning, schools systems modelled on organisational best practice, strong communication links between schools and other organizations, and the degree to which students have access to relevant information and possess the competencies to cope in a rapidly changing environment.
In Australia this notion of 'quality' is manifested in the 'interagency' concept of service provision which sees specific school problems or challenges being met by interagency teams, with each team member being able to contribute a unique perspective to the creation of a solution to the problem.

This approach is currently emerging in the area of student welfare where such agencies as the Department of Education and Training, the Department of Community Services, the Police Department, the Department of Health, the Department of Housing and the department of Juvenile Justice collaborate to assist students at risk and their families.

Similar approaches are beginning to emerge in the area of vocational education where organisations such as the Department of Education and Training, TAFE and the Department of Social Services collaborate to assist students to access programs which will assist them is securing full or part-time employment.

**Resource Optimization**

The district approach requires that a number of schools within a specified district function as part of a common quality improvement structure, which is non-competitive and collaborative in nature. TQM is referred to as a "structured system for meeting and exceeding needs by creating
organization-wide participation in the planning and implementation of continuous improvement processes" (AASA, 1992). It is argued by the AASA (1992) that TQM can be thought of as content-free, applicable to any instruction or structural reform. The limited resources available to support TQM efforts can be utilized within a district to maximize advantages for each school.

Within the Australian context, resource optimization has been sought through the process of organisational restructuring from a regional to a district model (NSW DSE, 1995) in an attempt to target financial and human resources to schools with the perceived greatest need, to ensure the flexible use of the consultancy and to encourage training and development strategies which would utilize expertise across schools. Resource optimization is also evident in the recent amalgamation in early 1998 of TAFE and the Department of School Education to form the Department of Education and Training.

The limited research in quality management is both qualitative and quantitative in the form of philosophical analyses of the value of quality principles to schools (Langford and Cleary, 1995), individual school case studies (Paine, Turner and Pryke, 1992; Cotton, 1994; Robinson, 1996), comparative case studies of business and school organisations (Siegel and Byrne, 1994) or the analysis of
the development of TQM within and between school systems (Horine, Hailey and Edmister, 1994). Figure 1 compares the major attributes of the 'individual school' and the 'school system' approaches to quality management.

The emerging literature described above for TQM in school education, although predominantly from the USA, is generally positive in relation to its perceived value to the school improvement process.

However, considering the lack of information about TQM in Australian schools, greater research based knowledge is required in order to generate a capacity for decision making in relation to the development, introduction and implementation of quality management approaches conducive the cultures of Australian schools.

Such knowledge can be developed through a process of interpretive policy analysis, where practitioners in leadership positions provide their insights into the needs of schools in relation to the potential of quality management. Utilizing such an approach in this study, the existing insights, beliefs and perceptions of practitioners in Australian schools were balanced with existing research based knowledge to support decisions relating to ways in which quality management can best be approached in Australian schools.
### Figure 1: Comparison of Attributes of the 'School System' and 'Individual School' Approaches to Quality Management

<table>
<thead>
<tr>
<th>Key Feature</th>
<th>'School System' Approach</th>
<th>'Individual School' Approach</th>
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<tbody>
<tr>
<td>Prime focus for improvement</td>
<td>* Whole district or system</td>
<td>* Individual school</td>
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<tr>
<td>Quality Strategy</td>
<td>* Collaborative school but competitive between schools.</td>
<td>* Collaborative school but competitive between schools.</td>
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<td></td>
<td>* System-based</td>
<td>* Community-based</td>
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<td></td>
<td>* Student and system focus</td>
<td>* Student focus</td>
</tr>
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<td></td>
<td>* Customer-driven</td>
<td>* Community Values driven</td>
</tr>
<tr>
<td></td>
<td>* Organisational restructuring to optimize resources</td>
<td>* Unique culture but part of school system</td>
</tr>
<tr>
<td></td>
<td>* Communication and interaction between schools encouraged</td>
<td>* Reciprocal links with other community groups and organisations</td>
</tr>
<tr>
<td></td>
<td>* Common system of shared values and aims</td>
<td>* Best practices shared with other schools</td>
</tr>
<tr>
<td></td>
<td>* Systems driven</td>
<td>* Marketing of unique advantages</td>
</tr>
<tr>
<td></td>
<td>* Development of inter-organisational networks</td>
<td>* Student/teacher driven</td>
</tr>
<tr>
<td>Indicators of Success</td>
<td>* Systems efficiency and effectiveness</td>
<td>* Community participation</td>
</tr>
<tr>
<td></td>
<td>* Systems networking</td>
<td>* Organisational survival</td>
</tr>
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<td></td>
<td>* Increased opportunity for whole school development</td>
<td>* Program diversity</td>
</tr>
<tr>
<td></td>
<td>* Measurable improvement in student and system performance</td>
<td>* Individual excellence</td>
</tr>
<tr>
<td></td>
<td></td>
<td>* Increasing degree of student responsibility for the quality of student learning outcomes</td>
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<th>Quality Assurance</th>
<th>System performance</th>
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<td></td>
<td>Program evaluation</td>
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<td>Degree to which a number of schools can function as a unified</td>
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<td></td>
<td>Existence of shared 'best-practices' in quality improvement</td>
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<td>Existence of specific kinds of student behaviour</td>
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<tr>
<th></th>
<th>Student performance</th>
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<tr>
<td></td>
<td>Degree to which a school can develop high levels of participation in a learning community</td>
</tr>
<tr>
<td></td>
<td>Degree of excellence in a particular field as compared other schools</td>
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<tr>
<td></td>
<td>Degree to which the school system and business organisations develop shared quality improvement processes</td>
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</table>

The focus of this thesis is, therefore, on the generation of information which has the capacity to both directly and indirectly influence educational decision making at the school, district and directorate levels in relation to the implementation of quality management.

This 'policy orientation' of the research needs to be considered in more detail before a discussion of the specific nature of the research is undertaken. Chapter Three, therefore, will discuss the paradigm of 'policy
analysis' which best describes the nature of the research process.
CHAPTER THREE

SUPPORTING STRATEGIC DECISION MAKING THROUGH EDUCATIONAL POLICY ANALYSIS

A review of educational research in Australia (McGaw et al, 1992) strongly recommended the need for educational research to be more influential in policy decision making in relation to educational practice in Australia. It was suggested that research needed to be understandable and relevant to the policy making process, and that research methods needed to generate information which could be more influential in enhancing educational practice.

This thesis has been undertaken within the spirit of this need for further policy-oriented research, and there is clear evidence to support such a research paradigm in relation to the further investigation of quality management in schools.

At the broader educational system level, there are emerging expectations from both educational planners, politicians and school communities in Australia about the need for accountability in relation to quality in educational systems. This has been manifested in the former Quality Assurance Review process (Cuttance, 1993) undertaken in NSW schools and in the recent introduction of quality and
improvement teams to evaluate the performance of schools (Boston, 1997). At the school level, such policy initiatives have the potential to influence educational practice in relation to the management of schools in that current school practices are reviewed in the light of existing knowledge of best practice in education. However, such quality review policies are themselves subject to further development as their value to school accountability and development is better understood through experience. Policy oriented research can assist in this developmental process.

At the theoretical level, this study has been constructed within the area of organisational research, of which the construction of educational policy is a significant issue in relation to factors such as leadership, change management, and organisational culture. For example, many organisations are embracing the concept of 'quality policy' as a means of formalizing quality improvement processes.

From the methodological perspective, the study is 'analytical' in that it involves a structured means, through a comprehensive questionnaire, of gathering qualitative and quantitative data, analysing this data, and generating information which can influence decision making about educational practice. Furthermore, the potential for interpretive and constructivist approaches to educational policy analysis are relative new and require further
investigation to develop this methodology as a means of contributing to educational decision making.

In particular, policy analysis, as a methodology for creating an epistemological framework for policy decision making, is one approach which has the potential to contribute to the development of knowledge to support leadership development options in relation to quality management in schools. Although theoretically driven, policy analysis approaches are necessarily eclectic in that a range of sources of information is required for decision making within the policy process in organisations. In presenting a model for policy analysis this chapter will:

(a) investigate the policy process within the educational context;

(b) examine the concept of 'policy analysis' as a framework for the development of school-focused educational policy;

(c) construct an interpretive model for the development of insights relating to decision making in quality management leadership.

THE POLICY PROCESS

Policy can be perceived holistically and developmentally as a continuous process over a period of time incorporating such functions as planning, implementation, evaluation and review (Meehan, 1985). In the broader sense, Cohen and Garat (1991:125) describe policy as a 'grand story' which incorporates "a large and loose set of ideas about how
society works, why it goes wrong and how it can be set right" as well as "a developing set of public acts which have a common theme". Policy development could, for example:

* encourage innovative and creative thinking about organisational initiatives;
* attempt to change the overall organisational culture in response to policy initiatives;
* address the political aspects of policy-making in relation to power both inside and outside the organisation;
* have qualitative considerations in respect to organisational decision making.

Defined as a process, policy represents organisational human action which is intentional, on-going and participatory. As a process, policy development could be viewed as a framework for innovation for organisational self-renewal, as a social learning process through which individuals and groups develop problem-solving skills, as a political process involving interest groups inside and outside the organisation or as the development of cultures which can claim the allegiance of organisational members and which are accepted as socially valuable by the community at large.

The Concept of Policy in Educational Systems

Within this research, educational policy is defined as a planned process which refers to present and intended action in educational communities and systems. The policy process, therefore, incorporates:
(a) the generation of information for organisational decision making;

(b) organisational action based on authorized decision making;

(b) guidelines for future organisational action by providing broad directions and structures for educational systems which are subject to interpretation by implementers/administrators.

(c) a conceptualization of the official statement of collective action which is representative of the organisation, enabling the system or organisation to project and achieve its purpose and vision.

(d) theoretical assumptions relating to values, knowledge, beliefs and aspirations of those it represents.

Educational policy is, therefore, defined as a purposive process associated with intentional action within an organisational system. Representing the interests of those who constitute the organisation or system, educational policy is the result of planning and decision making within a political context. In this sense, the notion of 'policy' involves behaviour as well as intentions, inaction as well as action, and having outcomes which may or may not have been foreseen. Involving both intra-organisational and inter-organisational relationships, educational policy involves a key, but not exclusive, role for public agencies. There has been an increasing interest in the further understanding and development of the policy process through policy oriented research. Such a process can benefit from a research component to provide knowledge to support such decision making.
Policy-oriented Research

Policy-oriented research, which provides the framework for this study, can be perceived holistically within the context of the ongoing study of organisational phenomena such as organisational change, leadership development, decision making and administrative theory (Putt and Springer, 1989). In this sense policy research seeks to understand and improve policy development processes within an organisational framework. Nisbet (1984) has undertaken a thorough investigation of policy-oriented research and how it is distinguished from 'fundamental' or 'academic' research. Nisbet maintains that policy research, which includes evaluative studies, is defined in terms of its instrumental function or purpose rather than its research methodologies or topic choice. Policy-oriented studies, it is suggested:

include the search for solutions to pressing educational or social problems, identifying and resolving the problems involved in implementing policy decisions, monitoring and evaluating initiatives in educational practice, and experimental studies to compare alternative educational methods. They also include policy studies and retrospective analyses of past policy, the purpose of which is to help make better policy decisions in the future.

Within this policy context, four types of research are identified by Nisbet (1984:691) which can be recognized as being within the scope of policy-oriented studies:

(a) Surveys to gather relevant "facts" as a database for decision.
(b) Experimental studies to resolve controversies.
(c) Developmental studies for implementing policies.
(d) Evaluation studies.

Policy-oriented research can be described as 'responsive' in that it seeks to inform decision makers about pressing educational problems, issues or needs. Although policy-oriented research is not designed to develop new theoretical knowledge, its practical function incorporating empirical and field studies is undertaken from within a defined theoretical framework. However, policy-oriented research does not attempt to attain positivistic certainty but rather provides a value orientation or persuasion which may influence the decision-making process. In pointing out the significance of decisions or recommendations as outcomes of policy oriented research, Nisbet (1984:692) concludes that:

The essential feature of policy-oriented research is that it is designed to contribute towards a solution either by producing recommendations for action, describing as fully as possible the complexity of implications and complications, or by establishing conceptual frameworks which enable decisions to be made with fuller insight and understanding.

This research process is further explained by Trow (1984:696) who suggests two models within which policy research is best undertaken. The first is a 'political' model, which refers to the intentional use of research by political decision makers to strengthen an argument, to justify position is already taken, or to avoid making or having to make unpopular decisions. The second, and the one most relevant to this thesis, is an 'enlightenment' or 'percolation' model, in which research somehow influences
policy indirectly by entering into the consciousness of the actors and shaping the terms of discussion about policy alternatives. Trow (1984) maintains that the 'percolation' model best explains the means through which the process of policy research influences the process of policy decision making. Within this framework, policy research has the potential to be a powerful process for influencing political decision making by:

(a) narrowing the gap between academic research and the policy maker by bringing systematic knowledge to bear more directly on the issues of public policy;

(b) being framed from the perspectives of the decision makers;

(c) being guided by a broad epistemology derived from a range of disciplines;

(d) providing theoretically derived information which is specific to the needs of the policy development process.

One approach to policy-oriented research, 'policy analysis', describes the methodology underlying this thesis and will be considered below.

THE CONCEPT OF POLICY ANALYSIS

The process of policy analysis, as a component of organisational policy development, has traditionally been associated with public sector policy development at the highest level of political decision making (Meltsner, 1976). In complex and politically sensitive organisations policy analysis has significant potential as a research process to
generate insights to support organisational decision making
and as a means of generating organisational change.

Having its basis in the policy/political science
disciplines, policy analysis refers to a diverse range of
analytic traditions having the function of informing the
decision-making processes associated with policy development
from a theoretical perspective (Simon, 1957; Lindblom, 1959;
Etzioni, 1971; Dror, 1971; Dye, 1978; White, 1994). As a
component of policy development, policy analysis can
contribute to all stages of the policy process by providing
alternative theoretical perspectives to decision making
processes.

A differentiation has been drawn by Hogwood and Gunn
(1984:29) between the notions of 'policy science', 'policy
analysis' and 'policy studies' with the authors having a
"mild preference for using 'policy studies' for descriptive
accounts and 'policy analysis' for prescriptive exercises,
with 'policy sciences' as an umbrella phrase to cover both
types of undertaking".

The process of policy analysis can focus on a range of kinds
of issues associated with the policy development process and
in this sense can be defined as an 'options development'
process. Carley (1980:28-29) argues that this can be
undertaken through the analysis of specific issues, a single
program, resource allocation between competing programs, the analysis of large-scale policy decisions, and broad resource allocations.

Such investigation could incorporate a range of activities including the advocacy of specific courses of action, the generation of information for decision making purposes, the analysis of policy content or the monitoring and evaluation of programs. However, the process of policy analysis is essentially a theoretical investigation in that it seeks to contribute specific kinds of information to the policy development process. In the case of this research, leadership development is being advocated through the analysis of the possibilities of 'quality management' as a paradigm for organisational change.

**Educational Policy Analysis**

Despite the perceived limitations of traditional forms of policy analysis (Jennings, 1987) there is an increasing need for the further incorporation of the process of policy analysis in educational organisations, especially in relation to theory increasing political orientation (Mann, 1975; Mitchell, 1989; Anderson and Biddle, 1991). There has been a developing interest in the 'policy sciences' as a means of providing direction and scope for educational leadership, especially as educational organisations become more complex in their function (Guba, 1985).
Policy development in school education is becoming more 'community based' with more decision making being the responsibility of the school and district leadership. More than ever, schools are required to understand the external political, economic and social environment which surrounds them as an understanding of these influences are crucial to the policy development processes in educational organisations. Moreover, schools are themselves becoming increasing political in nature and stakeholders are demanding more participation in the policy development processes.

Furthermore, there has been an explosion of information and information technologies available for policy development processes, resulting in information networks and professional support systems. There is an increasing need to base decisions on information which is relevant and reliable rather than on bureaucratic expediency or on a process of trial and error. A process of continuous development of school and district policy could ensure that organisational change is constantly re-directed in ways which serve broader educational values and priorities so that the interests of participants at all levels of the education system are served. The process of policy analysis, therefore, ought to be an ongoing part of the process of educational policy development, in order to:
(a) encourage genuine policy debate on a regular basis as part of the normal planning processes of the organisation;

(b) continually render policy development procedures problematic and subject to review and analysis;

(c) encourage a critically reflective approach to organisational change in that there would be a search for more appropriate policy development processes.

The development of policy in schools requires a paradigm which can provide a value orientation commensurate with the complex requirements of the educational process. Such a framework would need to enable more politically informed decision making to take place through representation by those who have vested interests in the educational process. This framework would need to inform the policy making process from a theoretical perspective through the identification of the theoretical assumptions underlying educational policy and to critically appraise these assumptions in relation to coherency, consistency and ethics.

Policy analysis would need to be ethically justifiable in relation to the aims and purposes of education within its particular societal framework and be socially reconstructive in that policy development would seek to actively promote educational improvement in an open and reflective atmosphere. There would also need to be recognition of policy development as a form of educational leadership which could provide recommendations for future directions and
broaden the link between organisations and the social, economic and political environments in which they exist.

Traditional positivist approaches to the policy development process have been supplemented over that last decade by a paradigm diversity which has incorporated other theoretical approaches including interpretivism, radical structuralism and radical humanism (Burrell and Morgan, 1980). These approaches have been developed, at least in part, as a result of the perceived inability of more traditional policy analysis approaches to contribute to policy development in organisations of increasing complexity and sophistication. The problems with positivism as a paradigm of inquiry have been investigated by many scholars, who reject its basic premises (Torgerson, 1986; Hawkesworth, 1988; Majone, 1989; Innes, 1990). Policy analysis in education requires a reconstructed view of the nature of knowledge and its contribution to the decision making process.

A Constructivist Epistemology
In relation to constructivist approaches to the study of educational policy, the value of paradigm diversity incorporating interpretive and critical perspectives to qualitative studies has been widely recognized (Mulhauser, 1975; Rein, 1983; Foster, 1986; Guba and Lincoln, 1991). Within the constructivist approach to educational research (Comstock, 1982), critical models of interpretive research
such as critical ethnography (Noblit, 1984; Simon and Dippo, 1986; Quantz and O'Connor, 1988; Anderson, 1989) and critical policy analysis (Forester, 1982; Prunty, 1984; Grimley, 1986; Smith, 1993) have been developed in relation to the study of educational administration and educational leadership (Boyd, 1980; Hocking, 1990). This approach is appropriate to educational organisations in that:

(a) constructivist theory is a legitimate paradigm for educational research relating to educational practice;

(b) the process of policy analysis is an emerging aspect of the policy development process and its theoretical background can be further developed;

(c) the factors influencing policy development processes in schools require further investigation;

(d) there is a need to re-conceptualize the theoretical basis for policy development in educational organisations and systems.

Moreover, educational decision making needs to be based on a paradigm which can challenge the existing assumptions about policy development processes and provide and ethical platform for the development of a policy analysis model compatible with educational organisations. This can best be developed from an interpretive perspective.

An Interpretive Approach to Policy Analysis

Interpretive or 'participatory' approaches to policy analysis are a more recent development in the policy analysis field and have been developed as a response to the
perceived limitation of the traditional model and its elitist, technocratic connotations (Healy, 1986; DeLeon, 1990; Fischer, 1990; Dryzek, 1989; Durning, 1993). In the interpretive approach the purpose of analysis is to:

* negotiate an understanding of the values to be maximized and goals to be achieved.

* secure agreement about the meaning of information and data that are used in the analysis.

* test alternatives using the 'mental models' of key participants to help predict their outcomes.

* structure the process to ensure that all major interests are consulted on each key analytic step.

* communicate the results in language familiar to the organisation (Durning, 1993:302-303).

Within a political framework, interpretive policy analysis seeks a value consensus for policy development with no pre-determined ideal state necessarily guiding the analytical process. However, in order to undertake this process from a teleological perspective the analysis must contain an empirically accurate description of the factual circumstances surrounding the action and an understanding of the norms and values operating within the cultural context to make the action appropriate. The model of policy analysis which emerges from constructivist theory and which incorporates knowledge generated through shared decision making as part of its process seems to have promise as a policy process for the development of options for leadership development.
In relation to leadership in quality management in particular, the process of policy analysis supports decision making by the generation of a range of options derived from the analysis of shared experience and theoretical insights. This knowledge enables policy-makers to identify preferred kinds of future training and development at the school and district levels.

Within a constructivist paradigm, this thesis sought the insights and understanding necessary for the establishment of appropriate leadership development, and approached this through the theoretical framework of quality management. The process was 'interpretive' in that it sought the perceptions of a number of school principals in relation to their existing practice and perceived needs in relation to leadership development from an alternative theoretical framework.

This process of policy analysis required that practitioners, especially leaders, reflect on existing school practices, challenge existing mental models, and consider their leadership role in the policy process within their schools. The process, therefore, of completing the questionnaire invited participants to analyse existing assumptions, values and beliefs about quality management and their role in the formulation of school culture.
In order to generate a broader understanding of quality management issues, processes and requirements relating to its potential for school education, a questionnaire to seek such information was undertaken with the assistance of a number of school principals within the Western Sydney region. The nature of this questionnaire, its findings, and implications for leadership development will be the focus for the following chapters.
CHAPTER FOUR

QUALITY MANAGEMENT DEVELOPMENT IN WESTERN SYDNEY SCHOOLS: PRINCIPALS' PERCEPTIONS

This chapter examines the structure of the Quality Management Questionnaire utilized to gather data relating to quality management in school education, the processes relating to the development of the questionnaire, and a rationale for its use as a research approach.

A Framework for the Questionnaire Focus

To ensure alignment with the 'systems' view of organisations outlined at the beginning of Chapter 1, there was a need in this study to take an holistic approach to the understanding of quality management in schools which is reflected in the broad range of issues investigated within the research.

Based on this 'systems' concept of organisations, the questionnaire sought to further investigate principals' beliefs about their school's 'quality system', which describes the set of inter-related processes which are undertaken by the organisation to provide assurances that a culture of improvement exists. Such a system operating in an organisation needs to be managed in order that it is clearly articulated, relevant, understandable, functional and open to analysis and improvement. Moreover, the notion of a 'quality system' is central to the emerging quality
management movement as it relates to public and private sector organisations, and, supported by quality assurance, constitutes an approach to managing quality within organisations. There is an increasing interest in the development of quality systems in educational organisations and this study has been initiated in order to identify the existence of such systems in school education and the capacities of school leaders to manage such systems.

Purpose of the Questionnaire
In response to the perceived inadequacy of knowledge about quality management in schools and school systems in Australia, a Quality Management questionnaire [see Appendix A] was designed which had the following main purposes in mind:

* To identify the current existence of quality management in individual primary schools in relation to the `Quality Learning' model and the `Quality Marketing' model;

* To identify the degree to which groups of schools were functioning as a school system involving `organisational networks' and `resource optimization';

* To identify the existence or desirability of a common `quality management' language and conceptual framework which may be relevant to schools;

* To identify the existing capacities of principals to lead cultural change in quality management;

* To identify school principals' understandings of, attitudes towards, and expertise in quality management as a school change process;

* To identify any quality management factors unique to primary schools as organisations;
* To identify the profession development required to support school principals in leading a quality management initiative in their schools.

As such, the questionnaire was designed to develop a broad understanding of a range of elements of quality management in order to support policy decision making for leadership development in quality management.

**Principals' Perceptions**

Principals were perceived to be appropriate personnel to participate in the study in that, within their influential leadership positions, they have a key role in the policy development and decision making processes generally in schools. Principals provide the official voice for the articulation of school policies and are ultimately accountable for the quality of the school's educational programs. As experienced teachers and administrators, principals possess an holistic understanding of the function and purpose of the school and, through their unique opportunities for direct contact with other members of their school communities, play a major part in articulating the organisational vision.

**Questionnaire Development**

Permission to undertake the research was granted by the Director, Teaching and Learning (Met West Region) in June, 1994 [see appendix B]. All primary school principals (52)
from the former Metropolitan West region who were involved in the quality assurance review process during terms two, three and four, 1994, were invited to participate in the Quality Management questionnaire to identify directions for quality management leadership development. A total of 34 principals (65%) completed and returned the questionnaire. This was preceded by two pilot questionnaires during August, 1994, which were developed with the assistance of three school principals and a Senior Policy Analyst with the NSW Quality Assurance Directorate [see Appendix C].

The first trial included a selection of eight (8) primary school principals from the former Metropolitan West Region who were involved in the quality assurance process during term two, 1993. Respondents generally considered the length of the questionnaire to be appropriate, but suggested that a number of questions be re-written to enhance consistency in interpretation. It was also decided to divide the questionnaire into subsections to address questionnaire themes for the benefit of respondents and also for the purposes of analysis.

The second trial included a selection of twenty-four (24) primary school principals from the former Metropolitan West region who were involved in the quality assurance review process during term three/four, 1993. The results of the questionnaire were circulated to participating schools
during October, 1994 [see Appendix D]. As a result of this trial, the questionnaire was re-organised with the number of questions being increased from twenty-eight to forty-five questions to include more specific questions about current quality management strategies in schools. The original four questionnaire sections was increased to eight in order to accommodate these questions.

**Questionnaire Reliability and Validity**

The reliability and validity of the questionnaire was enhanced by:

(a) the trialing of the questionnaire with a similar group of principals;

(b) addressing the main theme of leadership development in quality management from a number perspectives within the questionnaire;

(d) gathering information about the quality management process from a number of schools;

(e) gathering information from schools within the same geographical region;

(f) gathering information from schools which had been reviewed by quality assurance teams from the same quality assurance unit;

(g) the seeking of a range of responses associated with the concept of quality management to enable the concept to be thoroughly investigated, with principals being given the opportunity to qualify their responses and offer their own ideas as well as respond to the concepts emerging from the literature.
Questionnaire Format

The Quality Management questionnaire was made up of forty-five questions incorporating thirty-one questions based on a five point measurement scale and fourteen open-ended questions. Almost all the questions (37) provided the opportunity for respondents to qualify their answer, provide extra comments or include further information. In this sense, the questionnaire was exploratory in nature, seeking principals' broad perceptions of 'quality management' as well as seeking their understanding of specific concepts relating to aspects of quality management drawn from the wider 'quality movement'.

Quality Management Questionnaire Content

The questionnaire examined the degree to which the following factors influence leadership development in quality management for school principals. The questionnaire sought to identify principals':

* understanding of quality management concepts
* attitudes towards quality management
* formal quality management training
* perceptions about quality management training needs
* use of quality management techniques to generate information
* use of quality management skills
* beliefs about their leadership role in quality management
* descriptions of existing quality management approaches in operation within their schools
* beliefs about School Review as a professional development experience in quality management
* beliefs about the relationship between school review and quality management

With these factors as the basis of the questionnaire, specific questions were developed to gain information relating to the following aspects of quality management.

1. Experience in leadership positions
   * Duration of career as school principal
   * Duration of principalship in current school
   * Number of schools in which the position of principal has been held
   * Nature of other leadership positions held

2. Quality management training experience
   * Specific 'quality management' training completed
   * Specific 'quality management' training currently being undertaken
   * Highest academic qualification
   * Degree to which highest qualification contributed to understanding of quality management

3. Professional development in quality management
   * Professional development processes experienced in relation to quality management
   * Degree to which participation in a Quality Assurance Review contributed to an understanding of quality management
   * Degree to which the Quality Assurance Review led to any specific recommendations relating to quality management

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* Degree to which participation in a Quality Assurance Review contributed to professional development in relation to quality management

* Value of the Quality Assurance Review in developing an understanding of quality management

* Kinds of continuing support existing for school principals in their quality management initiatives

4. Understanding of quality management concepts

* Principals' beliefs about 'quality' in education

* Current level of understanding of quality management concepts

* Current level of interest in quality management

5. Current leadership in quality systems development

* Existence of 'quality management' approaches operating in schools

* Principals' leadership role in quality management processes

* Use of information gathering techniques in problem identification and problem solving

* Degree of consultation with stakeholder groups in relation to the management of quality

* Existence of a quality policy

6. Perceived future training requirements

* Perceived need for further training in management skills

* Anticipated formal training in quality management likely to be undertaken by principals

* Principals' beliefs about the kinds of future professional development in quality management required

7. Organisational complexity

* Departmental classification of schools
* Current student enrolment
* Current growth rates
* Existence of a School Council
* Disadvantaged School Program support
* Date of school establishment
* Classification in relation as a 'School of Excellence'

This wide variety of questionnaire components increased the range of insights into leadership for quality management and was structured to ensure that a broad understanding of the issues surrounding this emerging paradigm were identified.

Provision for the protection of participants' privacy

The following measures were undertaken to protect the privacy of the research participants:

(a) No information was requested in the questionnaire which could identify the participant;

(b) Confidentiality of information was guaranteed to each school and participant from the outset;

(c) The researcher dealt directly with each participant - information derived from questionnaire will not be available to any other personnel without permission being granted by participants.

(d) The research was approved by the Ethics Review Committee, Macquarie University, before data collection commenced [see appendix E].

These steps were taken to encourage participants to provide personal insights and information relevant to the requirements of the investigation.
Provision for Informed Consent

Principals targeted for the questionnaire were sent a letter explaining the purposes of the questionnaire and inviting participation [see Appendix F]. A follow-up phone call was made approximately one week later to discuss participation and to clarify any aspects of the questionnaire of the research generally.

The questionnaire was then forwarded to those principals who agreed to participate, with a request that the questionnaire be returned by a given date. A stamped envelope was included for the return of the questionnaire. Principals who had not returned the questionnaire by the specified date were contacted by phone approximately one week after the return date had elapsed.

Questionnaire Organisation

The information generated from the questionnaire was organised into the following categories:

* Participating school information in relation to school population and student cultural characteristics;

* Leadership background of principals in relation to positions and responsibilities both within and outside the NSW Department of School Education;

* Principals' concepts of Quality Management and factors influencing the development of this conceptual understanding;

* Current Quality Management policy and strategies existing within the schools in question;
* Principals' understanding of specific Quality Management approaches as currently utilized in public sector and private organisations;

* Principals' utilization of specific Quality Management approaches as currently practiced in public sector and private organisations;

* Perceived Quality Management training and development requirements for principals in relation to their leadership role in introducing and sustaining Quality Management in their schools.

Questionnaire Limitations

The Quality Management Questionnaire had a number of limitations which need to be considered in relation to its value as an instrument of developing further understandings about quality management in primary schools and to contribute to policy development. These limitations include the following:

Interpretation. The accuracy of the questionnaire could be influenced by principals' interpretations of concepts introduced in the questionnaire, such as "quality management", "quality assurance" or "total quality management". While efforts were made to minimize the impact of this during the questionnaire trialing process, the potential for such misinterpretation still remains.

Principals' perceptions. The questionnaire was limited to school principals only. Although it has been pointed out that principals play a key role in relation to quality management in school, other school personnel may also have
been significant sources of information or offered different perceptions.

**Specific information.** The purpose of the questionnaire required a variety of information relating to quality management and, consequently, did not provide in-depth information about specific aspects of quality management in schools.

**Timing of administration.** Some principals indicated that the administration of the questionnaire during term 4 was at an extremely busy time for them. This factor may have influenced the response rate for the questionnaire, or, in the case of those who participated, the amount of time principals were prepared to allocate to its completion.

Chapter 5 will provide a detailed analysis, using qualitative and quantitative methods, of the responses to the various sections of questionnaire.
CHAPTER FIVE

FINDINGS FROM THE QUESTIONNAIRE ANALYSIS

Through the utilization of the Quality Management Questionnaire described in the previous chapter, data was gathered through the use of this comprehensive instrument which was composed of 45 items. Questions were structured to gather relevant qualitative and quantitative data, with the emphasis being on qualitative data in order to provide descriptive and inferential evidence (Bell, 1987:103) of the status of the emerging paradigm of quality management in primary schools.

The questionnaire can be described as a predominantly 'descriptive' survey (Burns, 1990:285) in that the function of the questionnaire was to generate information which served to illuminate issues associated with the existence, desirability and requirements of quality management in primary schools rather than to generate a theory, model or body of knowledge which may have required the extensive use of inferential statistical methods.

The research methodology sought predominantly qualitative data associated with the principals' attitudes towards, and beliefs about, a range of concepts and practices associated with 'quality management' in primary schools. The
investigative or illuminative nature of the study required that it be structured to gain a broad overview of the respondents current beliefs about quality management, its existence in their schools, its perceived potential and the likely training requirements, should it be perceived a worthwhile process to pursue. Thus, the questionnaire contained a balance between questions seeking principals' current beliefs about specific issues that the researcher sought to investigate, as well as open-ended questions which allowed respondents' to contribute their own unique ideas about the nature of quality management. In this sense the questionnaire sought to investigate existing constructs and concepts emerging from the literature and research in quality management as well as incorporating the participants' experience and beliefs about what quality management should be in primary schools.

However, although the questionnaire sought predominantly qualitative data, some quantitative data was sought in relation to principals' background experience and their current educational contexts. Data was generated both through the use of a number of scales of measurement as well as through the use of open-ended questions.

**Quantitative Data**

*Interval scales* were utilized in four questions to generate quantitative data relating to the background of respondents.
and their current educational contexts. Using this technique, data was sought in relation to:

* the length of time respondents had served as a school principal;
* the length of time respondents have been principals in their current school;
* the highest academic qualification held by respondents;
* the departmental classification of respondents' schools.

Other quantitative data was gathered in another four questions through the use of ratio scales. Using this process, data was sought in relation to:

* the number of school in which each principal had served;
* current enrollment figures at each respondent's school, including percentages of LBOTE, Aboriginal and Special Education students.

**Qualitative Data**

The majority of the questionnaire sought data which can be described a qualitative in nature. *Nominal scales* were used for 13 of the questionnaire items in order to measure such variables as:

* the completion of quality management training;
* current training being undertaken;
* the usefulness of participating in a QA review;
* participants' involvement in presentation to other schools in relation to quality management;
* the existence of a Quality Policy within the school;
* the initiation time of such a policy;
* the school's classification as a Disadvantaged School;
* the existence of a Special Education Unit within each school;
* the classification of the school as a 'Centre of Excellence';
* current staff allocations within each school.

These questions required respondents to indicate either the existence or non-existence of the variable, and in some cases to indicate if they were unsure of the variable's existence.

*Ordinal scales* were used for 10 of the questionnaire items in order to measure principals' beliefs about a range of issues associated with quality management within their schools. Each of these items was constructed in the form of a five-point Likert Scale (Likert, 1932), requiring respondents to indicate whether the question criteria did not exist, existed to a minimal degree, existed to some degree, existed to a significant degree or existed to a high degree. This form of data generating approach was utilized to measure participants beliefs about;

* the kinds of professional development experienced;
* the degree to which experience in the Quality Assurance review process influenced participants' understanding of quality management;
* the existence of quality management in other schools
* personal interest in quality management;
* the nature of 'quality';
* the existence of quality management approaches in schools;
* the existence of information gathering techniques in schools;
* current leadership roles in quality management;
* consultation with stakeholder groups.

A coding system was developed to enabled the computer analysis of all questions which were not open ended questions. This enabled accurate percentages to be calculated for the responses to scaled questions. Although the number of respondents was relatively small (34 principals), the decision to record the outcomes of the analysis in percentages rather than raw scores was made to provide consistency between the emerging themes and to enable readers to gain a comparative understanding of the strength of the various findings. Lower percentages, which only represent a small number of respondents were also included in the findings from time to time, as sometimes this information provided an important minority view in relation to the variable being investigated. On other occasions direct quotations from participant responses were included in the findings in order to highlight a key point or if the quotation summed up the combined views of the majority of respondents on a particular issue.
In order to investigate the concept of 'quality systems', which was a significant construct with the questionnaire, more detailed analysis was undertaken to examine the relationship between three scales, which were:

* principals' understanding of quality concepts;
* principals' use of problem solving techniques; and
* principals' use of quality management approaches.

This analysis, which appears separately as Appendix G because of its methodological difference, included the calculation of item versus total score correlations to test the reliability for each of the three scales, Cronbach Alpha values for each of the three scales and correlation coefficients showing the relationship between principals' understanding of quality management concepts and:

(a) principals' use of problem solving techniques;
(b) principals' use of quality management approaches.

Responses to open-ended questions, as well as comments provided by participants to qualify responses to scaled questions, were also coded in order to identify key sub-themes. Such written information was transcribed by the researcher word-for-word from all questionnaires, with responses to each question being considered together to identify the range of responses and emerging groups of similar responses. Eight key themes emerged from the combination of the analysis of the scaled and open-ended data. These themes are examined in detail in the findings
from the questionnaire analysis which constitute the
remainder of this chapter. The key themes identified are:

1. Participating School Information
2. Leadership Experience of Principals
3. Principals' beliefs about Quality Management
   Existing in Western Sydney Primary Schools
5. Specific Training and Development Strategies in
   Quality Management currently existing in schools
6. Principals' Understanding of specific Quality
   Management approaches
7. Principals' Utilization of specific Quality
   Management approaches and techniques
8. Quality Management Training and Development
   requirements of Principals

PARTICIPATING SCHOOL INFORMATION

Principals participating in the study came from primary
schools within the Blacktown, Penrith, Mt. Druitt and
Parramatta Districts of what was formerly the Metropolitan
West Region of the then NSW Department of School Education
(Department of Education and Training since January 1998).
The schools from which the principals came were diverse in
size, ranging from P1 to P6 classifications, although the
majority were in the P2 to P4 range [see Table 1]. Schools
varied in their current growth rates with 32% of schools
having student numbers increasing due to out of area
enrolments and housing developments, 32% with student
numbers remaining constant and 35% of schools with numbers
declining due to an ageing community.
Student populations ranged from 25 to 850 ($X = 407.4$) and were culturally diverse having from between 0-66% ($X = 19.5$) of students with language backgrounds other than English, Aboriginal student populations ranging from 0-12% ($X = 1.9$) and populations of special education students ranging from 0-100% ($X = 9.3$).

Nine schools (27%) were part of the Disadvantaged Schools Program and thirteen schools (38%) incorporated a Special Education Unit. A School Council was operating in eighteen schools (53%) and one school had acquired departmental classification as a School of Excellence in parent and community participation. Schools also varied significantly in length of establishment with 10 schools (29%) being in operation since last century, with the most recent having a tradition lasting only since 1993.

**Table 1. Percentage of Schools within each Departmental Classification**

<table>
<thead>
<tr>
<th>Departmental Classification of Schools</th>
<th>P1 (701-1400)</th>
<th>P2 (451-700)</th>
<th>P3 (301-450)</th>
<th>P4 (160-300)</th>
<th>P5 (26-159)</th>
<th>P6 (0-25)</th>
</tr>
</thead>
<tbody>
<tr>
<td>18%</td>
<td>32%</td>
<td>21%</td>
<td>23%</td>
<td>3%</td>
<td>3%</td>
<td></td>
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</tbody>
</table>

**Findings**

The diversity of schools within the study provided the opportunity to investigate quality management across the full range of schools within the former Met West region. The
fact that schools represented this wide geographical and demographic range enabled possible features of quality management common to this range of schools to be identified. Furthermore, this diversity provided an insight into the cultural nature of schools across the various districts and the challenges to leadership development in quality management that such diversity presents.

**LEADERSHIP EXPERIENCE OF PRINCIPALS**

*Experience as a Principal*

There was a wide range of leadership experience within the group of principals with the majority of respondents having between 4-10 years experience as principal and with about 60% having at least four years in their current school as principal. The principals involved were an experienced group, generally, with 82% having at least 4 years experience as a principal and 38% having at least 11 years experience as a principal. Only 18% had less than 3 years experience as a principal [see Table 2].

<table>
<thead>
<tr>
<th>Table 2. Years of Service as a School Principal</th>
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<tr>
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<td></td>
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<tr>
<td><strong>Years of service as a principal</strong></td>
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<td></td>
</tr>
<tr>
<td><strong>Number of Years</strong></td>
</tr>
<tr>
<td><strong>Less than 1</strong></td>
</tr>
<tr>
<td><strong>1-3</strong></td>
</tr>
<tr>
<td><strong>4-10</strong></td>
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<tr>
<td><strong>11-15</strong></td>
</tr>
<tr>
<td><strong>16 or more</strong></td>
</tr>
<tr>
<td><strong>Years of service as a principal</strong></td>
</tr>
<tr>
<td><strong>6%</strong></td>
</tr>
<tr>
<td><strong>12%</strong></td>
</tr>
<tr>
<td><strong>44%</strong></td>
</tr>
<tr>
<td><strong>21%</strong></td>
</tr>
<tr>
<td><strong>17%</strong></td>
</tr>
<tr>
<td><strong>Years of service as principal in current school</strong></td>
</tr>
<tr>
<td><strong>15%</strong></td>
</tr>
<tr>
<td><strong>20%</strong></td>
</tr>
<tr>
<td><strong>59%</strong></td>
</tr>
<tr>
<td><strong>3%</strong></td>
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<tr>
<td><strong>3%</strong></td>
</tr>
</tbody>
</table>
Around a third (35%) of principals completing the questionnaire were in their principalship position, with the remaining 65% experiencing up to five different principal positions during their career so far [See Table 3].

<table>
<thead>
<tr>
<th>Number of schools</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percentage of Principals</td>
<td>35%</td>
<td>21%</td>
<td>21%</td>
<td>15%</td>
<td>8%</td>
</tr>
</tbody>
</table>

**Leadership Experience outside of Current Position**

All principals indicated that they had held previous executive positions in schools before undertaking the position of principal in the form of a range of 'middle management' or 'other executive' positions, including Deputy Principal (29%), Assistant Principal (15%) and Executive Teacher (21%).

Three others (9%) had acted as Relieving Principal during their careers with one indicating that this was the only 'in-school' experience gained in leadership. One principal included holding a classroom teacher position as leadership experience.

Other leadership experience within the Department of School Education included consultancy positions (26%), which
included that of Principal Education Officer and Senior Education Officer in such areas as Road Safety, Staffing, Special Education and Writing K-6 Curriculum.

Other principals (32%) indicated other leadership positions held at the Regional or Cluster levels within the Department of School Education, which included Regional Coordinator roles, Regional course writing experience, acting as a chairperson on Regional committees and executive membership of Regional committees.

Other school-related leadership experience noted by a small minority of principals included Parents' and Citizens' Association Presidency, leadership of curriculum development and Disadvantaged Schools Program (DSP) teams in schools, and holding an executive position in a Regional Principals' Council.

Leadership experience outside the Department of School Education was predominantly in the form of holding executive positions in a range of community, charity and sporting clubs. Four principals (12%) indicated that they had held executive positions in 'service' or 'community' clubs including Apex and Rotary, with others having held the position of President in community sports clubs or community cultural development groups. Other principals had been Directors or Chairpersons of registered charities, held
community service positions in the form of Deputy Captain of a Volunteer Bushfire Brigade and Deputy Controller in the State Emergency Services.

Two principals (6%) had held officer positions with the Australian Artillery and the Army Reserve, with others (6%) holding managerial positions in private enterprise for short periods.

Other leadership positions referred to by individual principals included Senior Returning Officer in Federal and State elections, Lecturer at College of Advanced Education, captaincy of a rugby team, coaching a rugby team and National Dancing Instructor. One respondent indicated that no other leadership experience had been gained outside of principal position currently held.

**Findings**

The leadership experience of this group of principals was in some respects quite similar in relation to public nature of the organisations in which they were involved and the progression of positions experienced through the Department of School Education promotion system. Many principals had also undertaken leadership roles other than those associated with schools although this experience was predominantly in relation to school-related organisations, positions in the armed forces or community organisations/clubs.
Leadership experience was associated predominantly with a formal role or position within an organisation with no substantial mention of team leadership experience. There was only limited mention of leadership experience within organisations in other industries where alternative quality management approaches may have been in existence. The kinds of leadership experience described by these principals related predominantly to positions in which specific character attributes and personal values were required rather than specific expertise or skills.

PRINCIPALS' BELIEFS ABOUT QUALITY MANAGEMENT

In order to understand the professional development needs of these principals, it was important to ascertain their current beliefs about notions such as 'quality' and 'quality management', and the current strategies they were using which could be classified as 'quality management' approaches.

Principals' Beliefs about the Concept of Quality

Principals were asked to consider the degree to which three definitions commonly expressed within the literature on 'quality' reflected their beliefs about 'quality' in education [See Table 4]. In the first definition, 'quality' was defined in terms of the application of an absolute standard to situations experienced within an organisation or
across a variety of organisations. In the second definition, 'quality' was defined in terms of the objectives set for a specific program or process in a specific location at a specific time. Thirdly, 'quality' was defined as 'fitness for use' as attested by end-users on the basis of their direct experience with the product or service. While principals could relate to all three definitions to some degree, quality as an 'absolute standard' was perceived as having less value to education, perhaps because the quality values inherent in schools may be perceived as unique to educational organisations. From this it may be inferred that principals perceive 'quality' as having a specific meaning in relation to the management of schools and that it may need to relate to the specific needs of their school communities.

Table 4. Principals' Perceptions of the degree to which definitions of quality reflected their beliefs about quality in education.

<table>
<thead>
<tr>
<th></th>
<th>Degree of Reflection (%)</th>
<th>None</th>
<th>Minimal</th>
<th>Some</th>
<th>Signif.</th>
<th>High</th>
<th>Uncert.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality as an Absolute Standard</td>
<td></td>
<td>12</td>
<td>24</td>
<td>35</td>
<td>17</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Quality as a Specific Standard</td>
<td></td>
<td>6</td>
<td>6</td>
<td>32</td>
<td>35</td>
<td>21</td>
<td>0</td>
</tr>
<tr>
<td>Quality as Fitness of Use</td>
<td></td>
<td>9</td>
<td>9</td>
<td>26</td>
<td>32</td>
<td>21</td>
<td>3</td>
</tr>
</tbody>
</table>

90
Principals' Perceptions of Quality Management

Principals were also asked for their personal point of view as to what the term 'quality management' embraces as it relates to primary school education. In general the notion of 'quality management' was perceived holistically and as an amalgamation of a range of inter-related processes. It was clear, however, that quality management was held to have the ultimate purpose of supporting the achievement of excellence in learning outcomes for students. The majority of respondents associated quality management with effective and efficient management of 'resources' in order that such outcomes can be achieved.

A number of key factors associated with quality management emerged from the questionnaire responses, these being quality teaching and learning, resource management, school climate, educational outcomes, participation, development, review processes, service, strategic planning, training and development, and welfare. The findings of the questionnaire relating to each of these categories are examined in more detail below.

Resource Management. The most significant notion of quality management held by school principals was its relationship with sound resource management. Reference was made by the majority of respondents to quality management as reflecting excellent management practices, high management standards,
effective and efficient management and the maintaining of a well functioning school with good school administration. This was referred to holistically as 'whole school management'. A number of principals referred to the appropriate and equitable use of available resources to achieve optimum efficiency. The notion of resources included reference to human, financial, physical, policies, programs, curriculum and staff.

Quality Learning and Teaching. It was generally believed by principals that quality management has the function of developing and maintaining quality learning and teaching in their schools. Quality learning, also referred to as 'student learning' and 'student development', included the establishment of a 'dynamic organisation', a 'good learning environment', ensuring 'educational opportunities' and the knowledge required for the 'growth of the whole child'. Quality teaching related to 'effective teaching' through the development of 'quality educational programs'. In this sense quality management provided a framework for defining effective student programs.

Outcomes. Quality management was perceived to have the purpose of ensuring best possible educational outcomes - a process which ensures optimum levels of student learning as well as community and staff outcomes. Quality management was perceived to be the process through which resources are
managed in such a way as to ensure outcomes are achieved through the establishment of 'measurable outcome indicators'.

**Strategic Planning.** Quality management was also associated with the notion of effective 'strategic planning' and the setting of shared, strategic goals. Strategic planning related to the development of 'good policies and procedures' which supported Department of School Education initiatives, goals and priorities.

**Participation.** The notion of 'participation' was also believed to be related to the concept of quality management. The process of quality management was perceived to include positive parent participation through the "identification of issues relating to the entire school community". Community participation was seen to be manifested in the existence of a process/culture of ownership, stakeholder understanding and community empowerment.

**Training and Development.** Training and development, as an integral aspect of quality management, was perceived to have the function of enhancing 'professionalism' within the school and was referred to as 'staff development' or 'human resource development'.

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Service. The notion of service was perceived as 'meeting stakeholder expectations' or 'exceeding expectations' in satisfying 'stakeholder' or 'participant' needs.

Review. As part of quality management, review was perceived as a process of accountability through the review of practices and the good monitoring and evaluations of teaching, learning and management strategies.

Welfare. The notion of student and staff welfare was also considered to be an aspect of the quality management process, with a belief that quality management incorporated the responsibility to care for organisational members.

Climate. Finally, quality management was associated with the existence of an identifiable whole school climate conducive to teaching and learning. Such a climate was perceived to be characterized by the personal qualities of the staff as well as community and staff relationships. The notion of a 'school climate' conducive to the achievement of learning and teaching outcomes included a commitment to excellence, positive action, identifiable leadership, open communication processes and a cohesive team spirit.

Factors Influencing Principals' Perceptions of the Nature of Quality Management

About a quarter (26%) of principals indicated that their personal beliefs or philosophy was significant to their
development of an understanding of quality management. For example, one principal commented that an understanding of quality management was based on "a simple belief that all which we do in schools should be done with the aim of providing the best possible opportunities for children to achieve their potential".

Such beliefs included the notion that the 'end product' is the final arbiter of quality, the need for a driving force to demand excellence in education, beliefs about school and community needs, and beliefs about the managerial role of the principal. For example, one principal's concept of quality management emerged from:

A belief that children have "rights". A right to excellence in education - this can only be achieved when all members of the team work towards "excellence". People must "own" the organisation and believe in constantly trying to do things better.

Similarly, 21% of principals noted that 'experience' had been the prime factor in the development of their concept of quality management and included leadership experience, life experiences and experience as an educator within the Department of School Education.

A similar number (21%) of principals also suggested that the completion of tertiary educational studies, in particular Master's studies, was a key factor in their formulation of the notion of quality management. Specific tertiary studies
noted included psychology, education, philosophy, learning theory, post-structural analysis and educational administration.

Others indicated that dissatisfaction with senior management and leadership within the Department of School Education had prompted them to formulate more appropriate management models to guide their practice. Criticism of such management practice included a perceived complacency in leadership, a lack of innovation and the maintenance of the status quo, and the "overemphasis on paperwork, accountability, covering your back, lack of creativity and encouragement of what's different" and a concern for "managing for the sake of administration". Four principals (12%) noted that their concept of quality management had been influenced by the professional development they had undertaken, including professional reading, staff discussions, conferences and courses.

Emerging school needs, especially in relating to learning and teaching, was also identified by four principals as a factor in forming an understanding of quality management. In this case the challenges of developing an optimum learning and teaching environment had created the need for quality management processes.
Other factors, each identified by only a few principals, were the contribution of quality assurance reviews undertaken, developing a performance agreement, the use of Department of School Education priorities, community expectations and reference to 'best practice' statements and the contribution their colleagues had made to their understanding of quality management through the modeling of processes and mentoring relationships.

**Principals' Perceived Leadership Role in Quality Management Processes**

Principals perceived themselves as taking a strong leadership role in key management areas within their schools, with at least 80% of principals indicating 'some' or 'high' levels of leadership in each of the criteria suggested [See Table 5]. The levels of leadership indicated were especially significant in the areas of developing team structures to support the achievement of policies and the development of a shared vision for the organisation. The leadership of the principals was less evident in the areas of developing a service focus within the school and in the development of internal review processes.
<table>
<thead>
<tr>
<th>Quality Management Process</th>
<th>Degree of Leadership (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Developing a team structure to support the achievement of specific policies or programs</td>
<td>None Signif/ Minimal</td>
</tr>
<tr>
<td>associated with the school's vision</td>
<td>3 3 9 88 0</td>
</tr>
<tr>
<td>Developing a commitment to a commonly shared vision for the future and the individual/</td>
<td>3 15 82 0</td>
</tr>
<tr>
<td>group responsibility required for this</td>
<td></td>
</tr>
<tr>
<td>Developing a training program to equip stakeholders with the required skills to</td>
<td>6 29 65 0</td>
</tr>
<tr>
<td>contribute to school improvement processes</td>
<td></td>
</tr>
<tr>
<td>Developing an understanding within the staff/community about quality improvement</td>
<td>9 29 62 0</td>
</tr>
<tr>
<td>Developing a focus on providing services which satisfy the needs of the</td>
<td>6 35 56 3</td>
</tr>
<tr>
<td>organisational stakeholders....</td>
<td></td>
</tr>
<tr>
<td>Developing a process of school-based review of the quality system for accountability</td>
<td>14 24 56 6</td>
</tr>
<tr>
<td>and improvement purposes</td>
<td></td>
</tr>
</tbody>
</table>

* Percentage of Principals indicating that this process is not currently being developed at schools.

**Findings**

Some principals seem to have interpreted 'quality management' as 'good' or 'excellent' management rather than as the 'management of quality' within an organisation. This
may account for the range and generality of some of the principals' responses. It may also mean that principals are unfamiliar with the idea of the management of 'quality' as a specific organisational process. There is no clearly identifiable common theme running through the definitions provided by principals, although there are some broad commonalities such as resource management, outcomes achievement and learning opportunities.

The notion of 'quality' as 'standards of excellence' relating to the achievement of identified outcomes in specific areas of the curriculum and school organisation permeate principals' perceptions, although it is was not clear within responses as to who accepts the responsibility for defining these standards.

Principals did not necessarily perceive quality as 'customer defined' although the notion of providing educational services to the students and school community was strong. Furthermore, the notion of quality management as a process of continuous improvement was only referred to in an indirect way.

**CURRENT QUALITY MANAGEMENT POLICY AND STRATEGIES EXISTING IN WESTERN SYDNEY PRIMARY SCHOOLS**

The study also sought to identify principals' views on the current status of quality management in their schools. This
included the existence of particular quality management policy and specific approaches currently being undertaken which could be defined as 'quality management' by these principals.

Quality Management Policy

Principals generally believed that 'quality' needed to permeate all elements of school development but did not believe that a specific 'quality policy' was necessary [See Table 6].

<table>
<thead>
<tr>
<th>Percentage of Principals</th>
</tr>
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<tbody>
<tr>
<td>Yes</td>
</tr>
<tr>
<td>-------</td>
</tr>
<tr>
<td>9</td>
</tr>
</tbody>
</table>

A slight majority of principals (53%) believed that a 'quality policy' was not needed in their schools with four principals (12%) questioning its value, believing that 'quality' is more naturally part of all school policy. One suggestion was that "a 'policy' is useless without the implementation, procedures movement, open to on-going individual interpretation - values - simple language - common understanding". Another principal explained that:

We do not have a 'near enough is good enough policy' mentality. If something is worth doing, its worth doing well - the best possible, given the circumstances
operating at the time. Does a school need such a policy if it is understood that schools should provide the best education possible for its pupils? Isn't that what schools are about?

Other principals (24%) suggested that the school's `quality policy' did not exist as a separate entity but was subsumed into other policy processes within the school. In this sense `quality' was manifested through the School Plan, the Mission Statement, `Indicators of Achievement' or as a stated list of values and beliefs. One principal noted that "no policy does not mean no quality...The total school is committed to quality...It is evident in our harmony, programs and community support" suggesting that "every policy is a quality policy". Another principal explained that the school utilized many "quality" techniques and processes but did not appear to have a deliberate policy. Another principal explained that:

Quality management is inherent in School's Management Plan. There is not any need seen at this stage to have plan which specifies means of gaining quality when quality is already assured.

Two principals rejected the concept outright by responding with such questions as `What is it?', `What do we need it for?', `How will it change practice?', and `Another policy?'.

Alternatively, four others (12%) suggested that a `quality policy' was in existence, that the process of developing such a policy had begun or that they intended to develop
such a policy in the future. Three principals (9%) seemed to accept the concept of a 'quality policy' but indicated that they had no plans to develop one at this stage of their school development.

Six principals (18%) expressed support for the concept of a 'quality policy' although they had not considered the development of such a policy. These principals indicated the concept of a 'quality policy' could be 'a useful management tool', 'an excellent long-term idea' or a vital platform for the school's philosophy.

Other principals were unfamiliar with the concept of a 'quality policy' or believed that the concept would be unfamiliar to their staff members. However, these principals indicated that they would be interested in 'seeing' one or receiving more information about the concept, but suggested that gaining staff acceptance of such a policy may be difficult and would require substantial time and professional development. One principal explained that:

A Quality Policy will be valued by those who own it. The challenge for me is to get the school community (staff, students/parents/others) to want to develop such a policy so that they will own it.

**Quality Management Strategies**

Principal could identify a number of strategies, included within the context of 'quality management', which they were currently undertaking within their schools. These included
collaborative planning and policy development, community participation, meetings, teamwork, evaluation, staff development and use of current sources of expertise/knowledge in quality management. These strategies are explained in more detail below.

**Collaborative Planning and Policy Development**

The process of planning and policy development was perceived as a strategy for the quality management process. The 'School Plan' was perceived as a corporate vision, based on a common set of beliefs and values, for the preferred future for the school. It was felt by a large majority of principals that school level planning incorporated the development of a clear statement of goals and the personal and organisational commitment to achieve results. The notion of 'collaboration' featured strongly in relation to the school-based planning and policy development process. The notion of 'whole school planning' and 'school planning days' was evident through reference to a 'K-6 approach' to policy making. This process was explained in the following way by one principal:

> Programming and planning nights are held at the beginning of each term to provide staff with TIME to PLAN co-operatively with other grade and department members.

Many principals stated that their school's Management Plan was jointly negotiated with staff and community through the use of consultative structures and collaborative decision
making involving such groups as the Student Representative Council (SRC), the Parents & Citizens' Association (P&C), the School Council and staff. It was commonly held that community involvement in developing and implementing school plans maximized collaborative decision making, ensured ownership of decisions and encouraged full involvement of all stakeholders in school development. As one principal explained:

The fundamental focus of my principalship has been to move the school from an authoritarian, centrally-controlled institution to an inclusive, collaboratively, consultatively led and managed part of the total community.

Community Participation

Community participation within the school was perceived as another means of managing quality in schools. Reference was made by a majority of participants to the need for parental involvement and participation in decision making to encourage a sense of 'ownership' and 'empowerment'. Consultative strategies involving a range of interest groups within the school community were favoured by many principals [see Table 7]. Processes to achieve such participation included community forums as stimuli to begin discussion, community participation portfolios and the establishment of School Councils. As noted by one principal:

We have a Community/School Program to further develop the community's understanding of schooling and to encourage parents to become more active participants in decision making.
<table>
<thead>
<tr>
<th>Stakeholder Groups</th>
<th>Degree of Consultation (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>None</td>
</tr>
<tr>
<td>Teachers</td>
<td>0</td>
</tr>
<tr>
<td>Executive staff</td>
<td>3</td>
</tr>
<tr>
<td>Ancillary staff</td>
<td>0</td>
</tr>
<tr>
<td>Parents</td>
<td>9</td>
</tr>
<tr>
<td>P &amp; C Association</td>
<td>12</td>
</tr>
<tr>
<td>Students</td>
<td>23</td>
</tr>
<tr>
<td>Director of Schools</td>
<td>30</td>
</tr>
<tr>
<td>Other schools</td>
<td>35</td>
</tr>
<tr>
<td>School Council</td>
<td>50</td>
</tr>
<tr>
<td>Department of School Education</td>
<td>53</td>
</tr>
<tr>
<td>Other community members</td>
<td>62</td>
</tr>
<tr>
<td>NSW Teachers Federation</td>
<td>79</td>
</tr>
<tr>
<td>Universities</td>
<td>82</td>
</tr>
<tr>
<td>Local business</td>
<td>85</td>
</tr>
</tbody>
</table>

Other strategies included the existence of an 'open door' policy within the school, the development of curriculum specific courses for parents and "by keeping an open mind approach and listening to the community members".

Consultation was also undertaken through involvement of the Student Representative Council, Department of School Education consultants, private consultants and through information networks with other principals.

**Perceived benefits resulting from this consultative process.**

Six principals (18%) believed that broad consultation had raised community awareness of the shared attitudes, problems and concerns of other stakeholders and resulted in creating a different perspective of the school by the community. Such
consultation allowed a broad range of views to be communicated, enabling issues of concern to be identified and addressed before becoming problematic. As one principal noted, consultations led to "a greater appreciation by the parental community of what the school is trying to achieve and the degree that it is doing this".

Five others (15%) believed that such consultation had enhanced morale and a commitment from all to achieving the best possible result from any resource/situation. This included commitment to shared decision making, the school's programs and plans, a process of achieving specific outcomes and a commitment of time, energy and talent from community and staff personnel.

Other benefits noted by principals included the generation of a 'whole school', 'unidirectional' ethos characterized by a recognition that everyone was working together for the benefit of student outcomes and the school's programs. Such consultation had resulted in improved understanding of community aspirations, increased global commitment, the development of a shared vision and an acceptance of the uniqueness of the school. This included the creation of a sense of community 'ownership' of the school's programs, policies, improvement processes and mission.
Four other respondents (12%) noted higher levels of staff involvement in improvement programs, with opportunities for parents to become involved in identifying areas of improvement, determining priorities, developing Action Plans and reviewing progress. Involvement from individuals, organisations and institutions with specific expertise to support school development had resulted in higher levels of community interest and higher quality programs in schools. It was pointed out by three principals (9%) that an outcome of consultation had been school improvement through the development and consolidation of new ideas, with the expertise and information from community groups leading to more appropriate decisions.

Other positive outcomes of the consultation process included an enhanced community respect for the school, enhanced student outcomes and improved access for stakeholders to procedures, practices and information. One principal also noted that an outcome was an increase in options for resolving difficulties through a change from focusing on "the problem" to focusing on "solutions".

**Use of current knowledge of quality management**

Another strategy related to the use of current knowledge to enhance understanding of quality management. Three principals (9%) mentioned the use of research findings, readings, best-practice statements and guest speakers to
raise awareness of quality management issues and processes. It was also noted by two other principals that quality assurance review recommendations provided a source of information to promote reflection about decision making.

In relation to the undertaking of school-based research, one principal noted the use of surveys/questionnaires for the development of action plans detailing outcomes and indicators. A further strategy was the use of program evaluation for the purposes of problem identification and problem solving, as well as to identify current successes and areas for improvement. Closely associated with this information-based approach to developing quality management awareness was the use of information networks, such as the school newsletter, to communicate developing understandings to students, parents and other stakeholders.

**Meetings**

The most prevalent strategy identified for the development of an understanding of quality management within the staff and community was the use of meetings. Over one third of respondents (35%) indicated that this strategy was used. The most popular forms of meeting were those of a formal nature and described as 'staff meetings', which included 'whole school staff meetings' and regular meetings with all personnel. These meetings enabled information sharing, discussion and reflection. Reference was also made by a
minority of respondents to the use of 'committee meetings' to make policy recommendations, manage budgets, manage resources and develop training processes. Other kinds of meetings were described as 'informal meetings' and included 'parent meetings', 'meetings with personnel', 'performance meetings' and 'individual discussions'.

Teamwork
A number of team structures were identified as part of the quality management process in schools, although only two principals indicated that a 'teams' structure permeated their whole school. Two principals referred to the existence of 'management' teams to allow teaching and ancillary staff, parents and community members to have ownership of, for example, the school plans, budget and programs. Management teams included representatives from other teams, such as project teams, and had a strategic, decision making responsibility within the school. Planning teams could ensure adequate resourcing for policies and programs within the school, while project teams could implement Action Plans developed at the whole school level. In this case "the Management Plan delegates planning to Focus Area coordinators and team leaders who develop, implement and evaluate Action Plans with their teams". Other team structures included 'evaluation' teams, 'implementation' teams, 'problem solving' teams and 'team teaching'.
Evaluation and Review

'Program evaluation' was referred to by many respondents, with this process being undertaken to meet perceived and emerging planning needs as well as to understand the progress of specific activities or a focus area being undertaken within the school. 'Reviews' were described as regular, formal, extensive, whole-school evaluations of all programs on a cyclical basis. A program evaluation could be, for example, a review of current structures and processes and clarification of roles, supervision by executives of processes and programs operational within the school, or an evaluation of the achievement of set and established outcomes. One principal explained that the "whole staff have re-visited our mission which has led to a total class re-structure to better meet the needs of all students".

Many principals suggested that program evaluation was a continuous, collaborative process based on discussions, observations and surveys. A number of principals referred to the involvement of 'stakeholders' as an indispensable aspect of school review and evaluation processes. Four principals noted a close link between program evaluation and the annual review of school management plans.

Staff Development

Staff development (or 'training and development') processes were perceived as a significant strategy for developing an
understanding of quality management, with only two principals indicating that such processes were not in existence within their schools. Such training and development included inter/intra school visits, demonstration lessons, support programs, modelling, workshops, supervision, delegation, train the trainer, staff and parent discussions, committee meetings, individual staff development, 'in-service' in relation to such skills as benchmarking and "continuously explaining, awareness raising and moving people along a continuum". Training and development was generally referred to as 'in-house training', 'in-service courses', 'delegation with accountability', 'on-going' training on a weekly basis or that provided by 'outside agencies'. The use of the former Regional Training and Development Program and consultants was also perceived as being of value for skills and knowledge development. Other processes included the use of School Development Days to investigate quality management issues and 'executive development' through the provision of encouragement to executive staff to increase awareness and skills.

Training and development also included leadership opportunities through the encouragement of 'situational leadership' or 'hands-on leadership' by providing all staff with areas of responsibility to promote ownership, collegiality and mutual support. Two principals referred to
the influence of leadership programs undertaken by their schools, such as 'Leadership Excellence' which in one school resulted in "the re-visiting of mission and total class re-structure to better meet the needs of all students".

Staff development processes also included the introduction of 'performance management' through the formulation of individual performance agreements with some staff including individual goal-setting meetings as well as individual programs implemented through input from peers and outside programs. Four principals (12%) also noted the existence of a school-based training and development program, a School Training and Development Policy (School Professional Support Policy) and Training and Development committees. One principal noted the need to train staff in committee processes so that committees serve the school by being accountable for quality management processes.

Training and development activities for parents and community members were perceived as being important to the development of quality management in schools. While most principals referred to the involvement of parents in many staff related training and development activities, some schools offered a variety of programs specifically for parents and community members. These included parent 'inservices', providing advice to parent members on committees, the training of Parents & Citizens' Association
or School Council members and 'extensive parent courses to enable parents to make informed decisions'.

SPECIFIC TRAINING AND DEVELOPMENT STRATEGIES

Principals were also asked to indicate the existence within their schools of four specific areas of training and development identified within the literature as significant to the development of quality management. These areas of quality management training and development included:

* training in job specific technical skills;
* communication and interpersonal skills;
* quality improvement and problem solving techniques, and
* team development skills.

The degree to which these elements of quality management training were being undertaken in schools is discussed below.

Job specific technical training

Almost 50% of principals indicated that job specific technical training in the form of computer training was being undertaken in various ways by the staff in their schools. About one quarter (24%) of principals indicated that computer training was being undertaken by all of their staff, while others noted that such training was only offered to ancillary staff. One principal indicated that such training was offered to ancillary and executive staff. Such training was described as 'computer skills' and
included OASIS training as well as training for computer use in the teaching/learning process.

Other specific technical training included 'multi-skilling' for administrative staff in the form of committee member rotation, experience in a variety of specific roles, job rotation, the development of library skills and curriculum development in English. Two respondents believed that training was available to teachers through supervisory visits and through training for coordinators and persons responsible for areas recommended by supervisors.

However, only one principal specifically indicated that a high emphasis was placed on 'job specific training' and this was described as "training and development selected by staff or suggested to staff to improve skills or in a designated area of responsibility". Two respondents indicated that no job specific training was being undertaken in their schools and another that such training was made available only when staff indicated that they had a personal need.

**Training in communication/interpersonal relations skills**

Five principals (15%) indicated that training in communication or interpersonal skills within their schools was being undertaken through 'on-the-job' processes. These included the chairing or leadership of a variety of kinds of committee meetings, presenting aspects of inservice programs
to the whole staff, leading staff meetings and assemblies, as well as serving on interview panels.

Six others (18%) indicated that specific sessions or courses run by the Department of School Education had been undertaken for all staff to develop these skills. These included 'in-school' sessions with the regional behaviour team, consultants and the school counsellor and included such content as conflict resolution, stress management, written communication, media reporting and desktop publishing. A similar number of principals (18%) described the development of such skills as 'on-going', 'informal' or 'non-specific' processes associated with the achievement of broader planning, policy or training and development goals.

Three respondents (9%) noted that such development was the responsibility of individual staff members and was not a planned process within the school, while one principal offered such training only for those seeking promotion. Five others (15%) indicated that no such training existed in relation to the development of communication or interpersonal skills at their schools.

Training in quality improvement/problem-solving techniques
Those principals who indicated such training was being undertaken described this training as part of regional inservice, 'informal' or 'on-going' through participating in
team or staff meetings, committee membership or leadership, undertaken at the individual discretion of staff members, as part of executive development or as participation in school-based programs. Two principals (6%) related training in quality improvement and problem solving to the evaluation of student progress, involving the development of teacher strategies as well as student self-evaluation.

Almost a quarter of principals (24%) indicated, however, that no specific training in quality improvement and problem solving techniques was currently being undertaken within their schools.

Training in team participation skills

Of those who indicated that team training existed in some form within their schools, 21% described such training as 'on-going', 'on-the-job', or 'incidental' training acquired through daily experience. Other principals (6%) noted that their schools had 'Cooperative Learning' programs for students within their schools and believed that such programs were "translated by teachers to adult interaction" or would "rub off" on staff. Five others (15%) believed that such training occurred through staff involvement in committee meetings, team meetings, School Development days and chairing meetings. Four principals (12%) believed that staff involvement in school-based or regional inservice programs presented opportunities for team development within
their schools. One principal noted that such training only occurred through individual staff development.

Almost a quarter of principals (24%), however, indicated that no specific team development training was being undertaken within their schools. Two of these principals stated that they believed such training to be unnecessary in that a strong team approach already existed within their schools. On principal noted that:

if the morale of the staff is high and targeted programs are having success as measured by pupil outcomes and parental satisfaction - there is no need for training in this area as a cohesive unit already has developed.

Strategies for measuring quality within schools
Almost half of the respondents (47%) indicated that the achievement of planned student learning outcomes was a means of measuring quality at their schools. Such outcomes included 'student performance', 'knowledge and skills', 'structures to support learning' and 'achievement of goals' as indicators of achievement. Processes of measurement included test results, profiles, benchmarks and attitude scales.

Another measure of quality, suggested by 21% of principals, was the degree of community participation in schools. Quality indicators included involvement in school activities, community endorsement of programs, equality in
participation, degree of increase in community participation, an increasing sense of community ownership and empowerment, the development of a shared vision and common purpose as well as the degree to which 'stakeholder' expectations were being satisfied.

Nine principals (26%) indicated that the nature of the school 'climate' or 'tone' was an indicator of quality within their schools. School quality could be measured through the degree of staff and parent cooperation, the degree of harmony within the school, the openness of communication, staff morale commitment as well as the attitudes and values held by school members.

A predominant measure, favoured by 47% of principals, was through school-based 'evaluation' methods including summative annual or term evaluations, evaluation of annual management plans, a regular evaluation cycle, program evaluation, testing, monitoring, surveys, inspection, supervision, comparative analysis and benchmarking. Four others indicated that external evaluations and the quality assurance review process were also quality measurement processes. As one principal noted:

We continually evaluate all we do - getting feedback from staff, parents, students, analysing results (statistical) - we know when we've got something of 'quality' - it is when there's a lot of energy for something and all the above things happen.
Community, staff and student 'feedback' was also perceived as an important source of information for determining school quality. Such feedback was described as 'direct and indirect' and related to 'level of acceptance' and 'degree of satisfaction' with the school. Indicators utilized included response time in the solution of problems or the nature and number of complaints. As one principal noted, the existence of quality could be measured through:

Feedback from parents in the local and wider community. The standing of the school in the community. Why 'non locals' seek out our school in preference to their local school. Are parents/children happy with the school and what it is achieving?

Other processes of less significance for the measurement of quality included performance agreements, performance appraisal, use of role statements, anecdotal records, reports and staff meetings.

Findings

The development of a separate 'quality policy' was not perceived by principals generally as a need for the further development of quality management in primary schools. This observation supports principals' beliefs about the notion of 'quality' in schools as being an integral element of the philosophy and purpose of the school and their broad interpretations of the nature of 'quality management'.

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However, a number of quality management strategies were identified including 'collaborative planning', 'community participation', 'meetings', 'teamwork', 'evaluation', 'staff development' and 'use of current sources of knowledge and expertise in quality management'.

In particular, the notion of 'collaborative decision making' featured strongly among principals as a means of promoting school 'quality'. This notion of 'collaboration' was manifested through such strategies as School Council development, community participation, formal and informal meetings, whole-school review and community involvement on training and development.

It seems clear that wide consultation with the immediate school community, in the form of meetings and committees, was considered to be a significant quality management strategy. However, organisations external to the school community were not regularly consulted, yet such organisations may be more advanced in specific quality management processes. It could be that principals do not perceive any value in sharing ideas with organisations that do not have a specific educational or learning/teaching focus or that are not associated with school education. Alternatively, lack of time may prevent this kind of interaction from developing.
Staff development, especially the utilization of internal expertise, was also identified as a significant strategy for quality management in schools. On-going staff development in the form of supervision, shared leadership and collegial groups, for example, was perceived to be associated with the promotion of quality management more than external professional development associated with courses, conferences or consultants.

Although the process of training and development was recognized by principals as significant to the quality management process, 'training' was not considered by principals as a prime staff development activity. For example, principals generally did not indicate the implementation of significant training in such areas as job-specific technical training, communication/interpersonal skills, quality improvement/problem solving or team development, believing that such skills would develop naturally during the course of normal duties.

Principals also indicated a number of broad strategies for the measurement of quality within their schools. The most popular strategy was periodical 'evaluation' or 'review processes' undertaken at strategic times during the year and undertaken by a review team or committee and linked with strategic planning processes.
Other strategies tended to be observational, including such criteria as the degree of community participation, perceptions of school climate or tone and the gathering of informal feedback in relation to school programs. However, there was no clear indication as to who would be responsible for such measurement, how such criteria could be measured or in what form such information would be collected and analysed.

PRINCIPALS' UNDERSTANDING OF SPECIFIC QUALITY MANAGEMENT APPROACHES

Principals were asked to indicate the degree to which they had a current understanding of quality management concepts commonly referred to in quality management literature [see Table 8]. Gaining an overview of the degree of such an understanding can assist in considering the content of future introductory programs in quality management for school leaders. Findings indicated that, while all principals believed that they had at least some understanding of all of the concepts, they did not generally have a good understanding of the quality concepts suggested. Only the three concepts of 'quality assurance', 'quality indicators' and 'benchmarking' were understood to a significant or high degree by more than 50% of principals and there was limited understanding of concepts such as 'quality circles' and 'quality function deployment'.
Perceived Appropriateness of Quality Management Concepts to Primary Schools

Principals, however, expressed interest in these quality management concepts even though their understanding of them seemed limited. Five principals (15%) believed that all, or most, of the quality concepts considered would have some application to primary schools. However, 'benchmarking', noted by 35% of principals and 'Total Quality Management' noted by 32%, were seen as being most relevant to primary schools.

Others, such as 'quality indicators', 'continuous quality improvement' and 'quality assurance' were also seen as useful by a quarter of respondents. Of less significance were the

<table>
<thead>
<tr>
<th>Quality Concept</th>
<th>Percentage of Principals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality assurance</td>
<td>None 26 74</td>
</tr>
<tr>
<td></td>
<td>Minimal 0</td>
</tr>
<tr>
<td>Quality indicators</td>
<td>None 12 53</td>
</tr>
<tr>
<td></td>
<td>Minimal 18 53</td>
</tr>
<tr>
<td>Benchmarking</td>
<td>None 21 44</td>
</tr>
<tr>
<td></td>
<td>Minimal 18 44</td>
</tr>
<tr>
<td>Quality culture</td>
<td>None 9 41</td>
</tr>
<tr>
<td></td>
<td>Minimal 6 41</td>
</tr>
<tr>
<td>Total Quality Management</td>
<td>None 6 38</td>
</tr>
<tr>
<td></td>
<td>Minimal 6 38</td>
</tr>
<tr>
<td>Quality control</td>
<td>None 27 35</td>
</tr>
<tr>
<td></td>
<td>Minimal 27 35</td>
</tr>
<tr>
<td>Continuous quality improvement</td>
<td>None 39 32</td>
</tr>
<tr>
<td></td>
<td>Minimal 39 32</td>
</tr>
<tr>
<td>Quality policy</td>
<td>None 35 24</td>
</tr>
<tr>
<td></td>
<td>Minimal 35 24</td>
</tr>
<tr>
<td>Quality systems</td>
<td>None 47 24</td>
</tr>
<tr>
<td></td>
<td>Minimal 47 24</td>
</tr>
<tr>
<td>Quality tools</td>
<td>None 51 23</td>
</tr>
<tr>
<td></td>
<td>Minimal 51 23</td>
</tr>
<tr>
<td>Statistical quality control</td>
<td>None 70 9</td>
</tr>
<tr>
<td></td>
<td>Minimal 70 9</td>
</tr>
<tr>
<td>Quality circles</td>
<td>None 77 0</td>
</tr>
<tr>
<td></td>
<td>Minimal 77 0</td>
</tr>
</tbody>
</table>

Table 8. Principals' current beliefs about their understanding of Quality Concepts

123
concepts of 'quality control', 'quality culture', 'quality systems', 'quality policy', 'quality tools' and 'quality circles'. A further concept of 'learning communities' was suggested by one principal as an important quality concept. Three principals declared a lack of understanding of many of the concepts or were uncertain as to the value any of these concepts to school education. As one principal noted:

I understand Quality Assurance as undertaken by DSE, but am yet to be convinced that the procedures adopted do in fact recognize quality or lack of it. Benchmarking may be appropriate - IF we (schools and DSE etc) can decide on what the benchmarks should be. Canada and UK haven't had much success, and DSE publications appear to be lowering standards - hardly "quality".

Findings

It is understandable that principals did not have a thorough familiarity or knowledge of many of the concepts presented considering that the concept of 'quality assurance' is the only one that has received widespread attention in school education in NSW, and this has only been applied in school educational settings since 1993. It is interesting that 'benchmarking' and 'Total Quality Management' were both well understood and considered to be appropriate to primary schools, yet 'quality assurance', by far the best understood was not considered to be highly appropriate.

Concepts common in other sectors, such as manufacturing or service organisations, are not widely understood in schools.
This, perhaps, indicates a lack of relevance of these concepts to schools as organisations, a lack of interorganisational communication between schools and other sectors, or a resistance by principals to a perceived inappropriate corporate ideology associated with the paradigm. It is clear, however, that many principals were willing to consider alternative conceptual frameworks relating to quality management generally.

Furthermore, principals may have been familiar with other 'quality management' concepts associated specifically with educational organisations and not referred to specifically in the questionnaire.

PRINCIPALS' UTILIZATION OF SPECIFIC QUALITY MANAGEMENT APPROACHES AND TECHNIQUES

Principals were asked to consider the degree to which a range of approaches to quality management were operating within their schools. These approaches included school-based review, quality control, use of 'best practice' statements, Total Quality Management, quality systems guidelines, use of quality indicators and quality circles [see Table 9].

The most popular quality management approach identified by principals was periodical school-based evaluation/review processes with 86% of principals indicating the use of this approach at least some of the time. An example of the use of
Table 9. Quality Management Approaches currently operating within Western Sydney Public Schools

<table>
<thead>
<tr>
<th>Approach</th>
<th>Degree of operation (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>None</td>
</tr>
<tr>
<td>Periodical school-based audit and review initiated and undertaken solely by the school</td>
<td>14</td>
</tr>
<tr>
<td>Quality Control (Inspection) based on testing, assessment and evaluation of specific outcomes</td>
<td>14</td>
</tr>
<tr>
<td>NSW 'Best Practices' relating to teaching/learning, school management, administration and governance</td>
<td>29</td>
</tr>
<tr>
<td>Total Quality Management</td>
<td>53</td>
</tr>
<tr>
<td>Quality Assurance Systems guidelines based on Australian or International Standards</td>
<td>73</td>
</tr>
<tr>
<td>National or International indicators of quality improvement.</td>
<td>85</td>
</tr>
<tr>
<td>Quality Circles</td>
<td>97</td>
</tr>
</tbody>
</table>

this approach was illustrated by one principal who stated that "periodical school-based audit and review is incorporated into two Management Conferences each year".

Four principals (12%) indicated that school-based review/evaluation/audit would be a priority for their schools in the future.

Quality control based on testing, assessment and evaluation of specific outcomes also seemed to be a significant quality management approach with 86% of principals indicating at least some use of this approach in their schools. Two
principals indicated that they planned to make more use of this approach in the future.

Statements of 'best practice' in schools, as determined by the Quality Assurance Directorate, seem to be an emerging approach in quality management. A majority (70%) of principals indicated at least some use of this approach, with 29% of principals suggesting that more use would be made of this approach at their schools in the future. For example, one principal noted that "the 'Best Practices' approach will gain a higher profile in schools generally and will be used initially here as a staff development strategy". However, it would seem that 'Best Practice' statements as established by the Quality Assurance Directorate do not appear to be widely used as a quality systems framework in Met West schools. Three principals (9%) noted that 'best practice' statements were vague and general and that their schools had developed their own quality guidelines, while another mentioned the significance of staff development to implement such approaches. There could be a range of reasons for this, including lack of knowledge of these statements in schools, their current stage of development, lack of precision or irrelevance to specific schools.

National and International Guidelines for the development of quality management processes appear to have only limited
relevance to schools, as principals did not indicate any apparent use of them. While two principals indicated that they may refer to such guidelines in the future, there was no indication that guidelines such as ISO 9000 are to be influential in the near future within the region.

Four principals (15%), however, indicated they intended to incorporate 'National Profiles' into their quality management processes, or to develop their own guidelines for quality teaching and learning. One school, it was pointed out, had "developed its own definitions and pointers for Quality Teaching and Quality Learning, appropriate to our school".

Other quality management approaches identified by individual principals included collaborative management, strategic planning and leadership density as well as embodying the notion of 'Quality' in school mission statements, stated values and beliefs. One principal explained such an approach to quality management in the following way:

We have introduced a whole school (34 persons) collaborative decision model. This year has been the first. All persons are very pleased with the concept, impact and collegiality. However, we will need further time to explore all variables to determine the success of the construct.

Other planned approaches included assessment and evaluation of reading and writing, school-based review, outsider reflection and input, more use of National profiles and
school-based audits. Four principals (12%) indicated that they had no plans to introduce any new approaches in the foreseeable future either because existing approaches were satisfactory or that the quality management approaches suggested were not perceived as relevant to their schools. For example, it was noted that:

quality circles may become part of a mutual support system of teacher development. ISO 9000 is unlikely to be influential in the near future in this school.

Information Gathering Techniques

In relation to information gathering, the techniques of brainstorming, interviewing, evaluation questionnaires and surveys featured as the most popular as identified by principals [see Table 10].

Table 10. Information Gathering Techniques used in problem identification and problem solving in Western Sydney Primary Schools

<table>
<thead>
<tr>
<th>Approach</th>
<th>Degree of Use (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>None</td>
</tr>
<tr>
<td>--------------------------------</td>
<td>-------</td>
</tr>
<tr>
<td>Brainstorming..................</td>
<td>0</td>
</tr>
<tr>
<td>Surveys.........................</td>
<td>0</td>
</tr>
<tr>
<td>Evaluation questionnaires.....</td>
<td>0</td>
</tr>
<tr>
<td>Interviews......................</td>
<td>3</td>
</tr>
<tr>
<td>Flow charts....................</td>
<td>34</td>
</tr>
<tr>
<td>Benchmarking...................</td>
<td>38</td>
</tr>
<tr>
<td>Career-path mapping...........</td>
<td>44</td>
</tr>
<tr>
<td>Process charts..................</td>
<td>53</td>
</tr>
<tr>
<td>Affinity networks.............</td>
<td>64</td>
</tr>
<tr>
<td>Market research..............</td>
<td>73</td>
</tr>
<tr>
<td>SWOT analysis..................</td>
<td>74</td>
</tr>
<tr>
<td>Force-field analysis..........</td>
<td>82</td>
</tr>
<tr>
<td>Cause and effect diagrams....</td>
<td>91</td>
</tr>
<tr>
<td>Pareto charts..................</td>
<td>97</td>
</tr>
</tbody>
</table>
Some principals also noted that they would make greater use of these techniques in the future, with one aiming for 'more parent/teacher involvement and participation' in the use of these techniques. The popularity of these techniques could be explained by the relative ease in gaining information quickly (brainstorming/interviewing), the ability to reach a significant proportion of the school community (evaluation questionnaires/surveys) the relatively uncomplicated processes or the emphasis on broad participation.

The preference for participatory approaches to information gathering was noted by one principal who described the context of information gathering and use in the following way:

Management conferences (2 per year), Programming and Planning nights (1 per term), high collegiality and strong community participation and support give opportunities for problem identification and solving at our school.

Other techniques which appear to be used at least to some extent included flow charts (64%), benchmarking (62%) and career-path mapping (56%). Some principals indicated that they intended to use these processes more frequently in the future.

The remaining seven techniques would appear to be rarely, if ever, used in schools for the purpose of information gathering. A large majority (between 53% and 74%) of
principals indicated that little, if any, use was made of affinity networks, market research, process charts or SWOT Analysis. A significant majority (82%) of principals indicated little or no use of force-field analysis and over 90% indicated little or no use of Pareto charts or Cause and Effect diagrams. It could be that organisational or time factors prevent the use of these techniques, or that they are alien to an educational context. It also could be that principals are unaware of how to use such information gathering techniques. Alternatively, it could be that the kinds of information generated from the use of these techniques are irrelevant to the school context, as implied by one principal who noted that:

Interviews are mostly used by individual teachers to deal with specific issues. I have used affinity networks and Pareto charts but not in a school activity.

Other techniques identified for information gathering included Task Force Review/Report (Task Forces for resolving specific needs eg Resource use and availability and establishing future direction), mind-maps, observations and informal discussions.

About one third (32%) of principals indicated that they intended to introduce or further develop some of the quality management techniques suggested although none of the techniques was planned for use by a large number of principals. Four principals (12%) indicated the future
introduction of process charts, while other techniques including evaluation questionnaires, surveys, brainstorming, flow charts and benchmarking were each mentioned by three (9%) respondents. Other techniques to be possibly introduced, and noted by only one or two respondents, included interviews, cause and effect diagrams, career path mapping, market research and SWOT analysis. One principal used a 'task force' approach to review and report on specific areas, mind-maps, informal discussions and observations.

Findings
Quality management approaches emerging in organisations associated with the manufacturing, service and other government organisations were not widely utilized in the primary schools in this study.

Periodical school-based evaluation/review was identified as the most popular quality management approach, along with testing and assessment of student learning outcomes and teaching/learning processes. These approaches tend to reflect a 'quality control' paradigm based on summative findings undertaken at pre-determined times during the year. However, principals identified a range of successful 'quality management' approaches operating within their schools which were not associated with those approaches being undertaken in other organisations. These approaches,
predominantly collaborative in nature, varied from school to school and had been developed over time based on the perceived requirements of the school community.

However, there was a clear limitation in the kinds of information-gathering techniques being utilized within schools, indicating that school decision making may be based on intuition and experiential criteria rather than on information generated from data gathering processes.

In relation to data gathering, it seems that principals generally rely on the continued use of a few techniques which have already proved effective. The most popular techniques are clearly those which are more readily applicable to, and understood by, a range of interest groups within the school. The more strategic techniques associated particularly with the quality movement in other industries are not widely used.

It could be that principals did not understand how to use these techniques, rather than that they did not perceive them as being of some value. Two principals, for example, expressed an interest in finding out more about these processes.
QUALITY MANAGEMENT TRAINING AND DEVELOPMENT REQUIREMENTS
FOR PRINCIPALS

A key purpose of the quality management questionnaire was to identify the perceived training and development needs of principals in relation to quality management. The investigation was directed at principals' previous and current quality management professional development. Principals were also invited to state the kinds of professional development and support they believed may be of value in enhancing their leadership potential in relation to quality management within their schools.

Previous and Current Quality Management Training
Less than half (41%) of the principals responding indicated that they had undertaken previous quality management training, and none of the principals who responded were currently undertaking training in quality management [see Table 11].

<table>
<thead>
<tr>
<th>Table 11. Quality Management Training undertaken by Principals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percentage of Principals</td>
</tr>
<tr>
<td>Previous Quality Management Training</td>
</tr>
<tr>
<td>Yes</td>
</tr>
<tr>
<td>41</td>
</tr>
<tr>
<td>Current Quality Management Training</td>
</tr>
<tr>
<td>Yes</td>
</tr>
<tr>
<td>0</td>
</tr>
</tbody>
</table>
Of the 41% of principals indicating experience in some form of 'quality management training', the most frequent kind of training associated with quality management was 'Leadership' courses, or aspects of such courses, undertaken through the Department of School Education during the 1980's. Four principals (12%) referred to modules from the Certificate of School Leadership and Management Course (Cslm), such as Curriculum Management, Strategic School Management and Managing School Financial Resources as being associated with quality management.

Three others (9%) mentioned the Total School Development Program, elements of which were later used in the modified Effective Schools Development Program, as being a quality management training experience. The Leadership Excellence Course, developed within the Metropolitan West Region was also included by three principals (9%) as training in quality management. Other courses included the Development of Principals Course and courses from the Metropolitan West Principals' Conference.

Seven principals (21%) indicated that quality management training existed, to a certain degree, as part of university degrees undertaken in the past with three principals (9%) noting that such training was part of a Master of Educational Administration degree which they had completed. Other degree courses in which individual participants had
experienced aspects of quality management included a Bachelor of Education course, a Graduate Diploma in Education course and a Diploma in School Administration Course.

Three others (9%) indicated that participation in a range of short courses, either Department of School Education courses or university courses, had contributed to a limited degree to their understanding of 'quality management' if this concept was broadly defined to include, for example, OASIS Finance, computer studies or teaching gifted and talented students.

Other training which was perceived as quality management training included participation in seminars on aspects of quality management, self-paced personal reading and evaluation training. One participant indicated specific training in Total Quality Management with Nashua, Police and the Department of School Education.

**Influence of the completion of principals' highest academic qualification on their understanding of quality management in education**

Principals were asked to state their highest academic qualification and the degree to which they perceived the completion of this qualification had contributed to their understanding of quality management. Table 12 outlines each
Principal's highest academic qualification at the time of completion of the questionnaire.

Table 12. Highest Academic Qualifications of School Principals

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Cert.</td>
<td>in</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teach.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>21%</td>
<td>0%</td>
<td>29%</td>
<td>23%</td>
<td>6%</td>
<td>21%</td>
<td>0%</td>
<td>0%</td>
</tr>
</tbody>
</table>

About a quarter (26%) of principals indicated that the completion of this qualification positively influenced their understanding of quality management. The majority of this group noted that the processes involved, rather than the content, in the completion of the degree were of most value in contributing to this understanding. In this sense the involvement in academic writing, research and discussion with colleagues contributed to a breadth of understanding of educational theory and broadened professional contacts and networks. For one principal, the completion of the degree "helped instil an intellectually rigorous approach to solving problems and achievement of goals". This academic experience clarified issues relating to change, quality, school management, parent involvement, the principal's role in change, the development of mission statements and assisted with the development of effective processes and procedures.
Eight principals (24%) felt that the completion of this qualification provided some understanding of quality management in education, but that the relationship with quality management was inferred rather than specific. A minority of principals (21%) considered that the completion of this degree contributed in a minimal way to their understanding of quality management. It was noted such courses did not specifically address 'quality management' because the term was not in common use at the time, but that the courses addressed the notion of 'quality' in relation to leadership styles, general administration, management and processes of teaching and learning in schools. However, almost half of the respondents (44%) felt that the completion of their highest academic qualification made no contribution to their understanding of quality management in education. Some of these principals indicated that their degree had been undertaken before 'quality management' was developed as a body of knowledge or that the degree was primarily focussed on administrative, curriculum or teaching and learning theory.

Professional Development in Quality Management

A key function of the questionnaire to principals was to identify the kinds of professional development activities currently being undertaken by them in relation to quality management and to identify any perceived needs in this area. Table 13 considers twelve forms of professional development
<table>
<thead>
<tr>
<th>Activity</th>
<th>None</th>
<th>Minimal</th>
<th>Some</th>
<th>High</th>
<th>N/A</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reading printed information relating to quality management...</td>
<td>3</td>
<td>44</td>
<td>53</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Personal professional reading relating to quality management...</td>
<td>6</td>
<td>35</td>
<td>59</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>School-based, staff-led professional development relating to quality management.</td>
<td>12</td>
<td>26</td>
<td>47</td>
<td>15</td>
<td></td>
</tr>
<tr>
<td>Attendance at meetings of professional organisations where quality management has been an agenda issue.</td>
<td>3</td>
<td>41</td>
<td>32</td>
<td>24</td>
<td></td>
</tr>
<tr>
<td>Professional development relating to quality management from a Director of Schools.</td>
<td>9</td>
<td>47</td>
<td>29</td>
<td>15</td>
<td></td>
</tr>
<tr>
<td>Attendance at external courses relating to quality management...</td>
<td>12</td>
<td>23</td>
<td>27</td>
<td>38</td>
<td></td>
</tr>
<tr>
<td>Attendance at quality management conferences...</td>
<td>9</td>
<td>14</td>
<td>24</td>
<td>53</td>
<td></td>
</tr>
<tr>
<td>Professional development from quality management consultants other than DSE.</td>
<td>12</td>
<td>38</td>
<td>18</td>
<td>32</td>
<td></td>
</tr>
<tr>
<td>Observation of, or involvement in, other organisations (public/private) which are implementing quality management systems.</td>
<td>9</td>
<td>17</td>
<td>18</td>
<td>56</td>
<td></td>
</tr>
<tr>
<td>Professional development from QA Directorate personnel as consultants.</td>
<td>33</td>
<td>23</td>
<td>15</td>
<td>29</td>
<td></td>
</tr>
<tr>
<td>Viewing audio-visual programs relating to quality management...</td>
<td>21</td>
<td>26</td>
<td>12</td>
<td>41</td>
<td></td>
</tr>
<tr>
<td>School-based, community-led professional development relating to quality management.</td>
<td>21</td>
<td>29</td>
<td>3</td>
<td>47</td>
<td></td>
</tr>
</tbody>
</table>

*Percentage of principals indicating no experience in this form of professional development.*
in quality management and the degree to which principals had
experienced such development.

Perceived value of Professional Development experienced in
Quality Management

Principals indicated that personal professional reading
relating to quality management was the most valuable
professional development activity undertaken by them with
59% of principals indicating this was of significant or high
value. The reading of printed information relating to
quality management circulated to schools was also highly
valued (53%) with school-based, staff-led professional
development relating to quality management also perceived by
many (47%) as being of considerable value. It was pointed
out, however, by one principal that the:

Usefulness of printed information varies. Some is very
useful, other is of little use. Ideas and programs that
work for fellow principals/other schools, usually
learned about from informal sources are often most
useful - especially for "sparking" an idea that we can
adapt to suit our school/staff etc.

Other sources of professional development thought by many
principals to have considerable value included attendance at
meetings of professional organisations where quality
management has been an agenda issue (32%), professional
development relating to quality management from a Director
of Schools (29%), attendance at external courses relating to
quality management (27%) and attendance at quality
management conferences (24%). However, three principals (9%)
questioned the consistency of quality management courses,
noting many courses were themselves of poor 'quality', had little relationship to the operation of NSW schools and that they were dependent upon the quality of course leadership.

Individual principals noted the significant or high value of participation in Principals' Conferences, completing components of the Certificate of School Leadership and Management, observation of role models, 'hands-on' experience, personal reading and involvement in a World Study Tour looking at strategic management in other countries.

Two principals also suggested that their personal experience in a variety of schools had been a significant professional development experience in quality management and that while training and development provided supplementary knowledge, a principal's intrinsic character, attitudes and life experiences bear heavily in quality management processes.

This view was explained in the following way:

I see it much like teaching a class where each teacher has [his/her] own style and standards and personality and visions and needs. Quality management, I'm sure, would be different between schools and if I were to move then different management strategies would have to be applied depending on staff, children and parents who comprise the school.

Of least value were professional development from QA Directorate personnel, the viewing of audio-visual programs relating to quality management and school-based, community-
led professional development relating to quality management. After viewing a video program on quality management, one principal pointed out the comparative cultural differences between schools and other organisations, the difficulties in attempting to implement quality management ideas within different school contexts and the need for significant modification before implementation would be possible.

A number of forms of professional development had not been experienced by considerable numbers of principals. For example, 56% of principals had not observed, or been involved with, other organisations (public/private) which are implementing quality management systems and 53% had not attended a quality management conference. However, the perceived value of such experience was described by one principal who, after experiencing quality management processes in another organisation, explained that:

In a short period of time I learnt much about the business world's approach to this area. The most interesting fact, although neither party would admit it, is that problems are much the same.

The Contribution of Quality Assurance School Review to Principals' understanding of quality management

All principals involved in the questionnaire had been involved in the quality assurance school review process undertaken in collaboration with the NSW Department of School Education Quality Assurance Directorate. The review had been in the form of a 3-4 day review of selected aspects
of the school curriculum and management by an external review team. The team had interviewed selected teachers, students and parents, observed school practice and analysed school policy documents to produce a public report of the functioning of the school. While it seems that each aspect of the school review process contributed to at least some understanding of quality management for the respondents, its ability to make a significant or high contribution was not widely recognized. Rated most highly for their contribution to understanding of quality management was the contribution of the team leaders, while the concluding staff meeting was of least value [see Table 14].

Table 14. Perceived Contribution of Aspects of the QA Review to Principals' understanding of Quality Management

<table>
<thead>
<tr>
<th>Aspect</th>
<th>None</th>
<th>Min.</th>
<th>Some</th>
<th>Sign.</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-review processes</td>
<td>18</td>
<td>20</td>
<td>50</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Information from Interviews</td>
<td>9</td>
<td>23</td>
<td>41</td>
<td>21</td>
<td>6</td>
</tr>
<tr>
<td>Information from observations made during the review</td>
<td>15</td>
<td>18</td>
<td>41</td>
<td>26</td>
<td>0</td>
</tr>
<tr>
<td>Information from document analysis</td>
<td>12</td>
<td>32</td>
<td>38</td>
<td>12</td>
<td>6</td>
</tr>
<tr>
<td>Team Leader contribution</td>
<td>15</td>
<td>15</td>
<td>35</td>
<td>29</td>
<td>6</td>
</tr>
<tr>
<td>Contributions from member/s of the review team</td>
<td>15</td>
<td>23</td>
<td>41</td>
<td>21</td>
<td>0</td>
</tr>
<tr>
<td>The concluding staff meeting</td>
<td>21</td>
<td>41</td>
<td>38</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>The report recommendations</td>
<td>12</td>
<td>29</td>
<td>35</td>
<td>24</td>
<td>0</td>
</tr>
<tr>
<td>Overall review experience</td>
<td>15</td>
<td>12</td>
<td>41</td>
<td>26</td>
<td>6</td>
</tr>
</tbody>
</table>
The review process was valued by some respondents in that it served an evaluative function, developed an holistic understanding of the school as an organisation and promoted greater staff involvement while other respondents noted that the review simply confirmed what they already knew about the school. Four principals (12%) stated that the recommendations emerging from the review were already in their school plan. One principal commented that:

the Review was positive in that it confirmed that we were doing "a good job". Recommendations were expected - most were already in year's Management Plan - though curriculum recommendations required a refocus of what was planned in parent inserviceing.

A number of principals noted that the success of the review was contingent, to a large degree, upon the qualities of the team leader and the depth and perceptions of the review team members. It was felt that the support of the team leader was of significance during all phases of the review process including the pre-review and post-review phases. While most respondents accepted the leadership style of the team leaders and found this leadership satisfactory, others considered it to be inappropriate to the review process. One principal noted that:

The review team leader appeared to take a negative, inspectorial approach with an apparently individual agenda which required my staff and I to consistently refocus the review and challenge and reject much data & conclusions...not what I'd call professional development. The review did not contribute to my understanding of what quality management is.
From the perspective of the school principals responding to the questionnaire, it would appear that the school review process was not perceived as a highly useful process for promoting understanding of quality management in schools. Almost 50% of principals were uncertain as to the value of the school review process in contributing to understanding of quality management, with over 25% believing that it could have been more useful in contributing to an understanding of quality management [see Table I5].

Those who found the review process useful to their schools noted the value in having 'outsiders' examine and evaluate what was occurring in collaboration with school committee representatives.

<table>
<thead>
<tr>
<th>Table I5. Principals' perceptions of the potential of QA review in assisting with Principals' understanding of quality management</th>
</tr>
</thead>
<tbody>
<tr>
<td>% of Principals</td>
</tr>
<tr>
<td>Review could have been more useful</td>
</tr>
<tr>
<td>29</td>
</tr>
</tbody>
</table>

There was a concern expressed that the review process lacked focus and that a clearer statement of goals relating to review outcomes in relation to 'quality issues' was necessary. One suggestion was that a focus on quality management, perhaps in relation to quality teaching strategies, could have led to new directions in relation to,
for example, teaching styles. The review process was largely perceived by principals as being 'evaluative' in nature with little contribution, either through the review process or its recommendations, to quality management in schools. Only one principal referred to the existence of a post-review action plan to implement review recommendations.

The general perception seemed to be that the review process has little relationship to quality management in schools. It was noted by one principal that the development of 'quality management' in schools required a 'paradigm shift' that the school review process was unable to deliver. Others felt that the review processes and the quality assurance review 'philosophy' should have been made clear before the review began.

Principals' Participation in the QA Review as a Professional Development Experience

Three principals (9%) indicated that their involvement in the school review process enabled them to 'refocus' and review their strategic planning processes. One respondent noted that "compiling the School Profile and all pre-visit preparation put things into context and made me look at the school and my role here more closely". Another respondent believed that involvement in the review and the observation of good "operators' in action contributed to "developing self-confidence in my own expectations of my role in
comparison to the example of management displayed during the process."

Four other principals (12%) explained that the review raised their awareness of the attitudes and current thinking in their schools and provided an opportunity to view their work and themselves as perceived by others. As one principal explained... "It was useful "seeing" the school from an outsider's perspective through de-briefing meetings". It gave this principal a different perspective on how others saw the operations, organisation and routines of the school. For another principal participation in the review "confirmed what we/I probably already knew but was very valuable because the review was by "outsiders" and so gave validity to what we were doing and planning to do. From the point of view of one new principal the process was perceived as being extremely valuable in providing insights about the management of schools and a better understandings of quality management and quality assurance. Others maintained that they had developed the knowledge and expertise, such as organisational, negotiation, analytical and information gathering skills to undertake further evaluations.

Principals' previous knowledge of, or experience in, the review process seemed to effect the degree to which they gained from involvement in the review of their school. Previous experience assisted one principal in participating
more fully in the process, while another seemed to have the process in perspective in pointing out that:

I have had an interest in the structure and implementation of the external review process. I found the QA model interesting, although friends in senior management private sector positions have indicated its limitations.

Participation in the review process provided further understanding of current educational issues and the opportunity to practice 'non-emotive' involvement. One principal appreciated the ability of the review process to encourage the development of collegiality and unification in that during the review "the school community became "one" - we were all working with a common purpose".

Alternatively, others argued that the review process provided little opportunities for professional development. A number of principals believed the process to be merely an 'administrative' task in which their main role was 'organisational' rather than 'professional development'. Some felt isolated from the review team and found the process intrusive, jargonistic and time-consuming with little benefit for themselves or their staff. As one principal explained - "It was purely an administrative task, it was there, I did it effectively".
Existence of continuing support (state or district) for school principals in their quality management initiatives.

Over one third of principals (38%) indicated that no continuing support was available to them for their quality management initiatives or that if it did exist, they were unaware of such support. However, seven principals (21%) indicated that inservices on management and leadership, such as CSLM or the NSWPPC/DEET training program, existed as part of the former Regional Training & Development Program. Others (21%) referred to ongoing support from Directors of Schools as a source of support, but the quality of this support was inconsistent. As one principal explained:

Leadership seminars run in '93 were interesting, varied and useful. The number of these seems to have declined in '94 (my executive and I have only attended one this year).

Five principals (15%) indicated that support was available through various activities, such as conferences and seminars, organised through Principals' Councils, although it was noted that such conferences were infrequent. A small minority of four (12%) indicated that such support existed in the form of collegial groups such as meetings and discussions with other principals within their district.

Only two respondents (6%) believed that the Quality Assurance School review process, through the team leader or final reports, provided ongoing support. One principal acknowledged the contribution of staff development consultants, while another noted the existence of
Performance Agreements between Principals and Directors of Schools.

Specific Skills Development

Principals were asked to consider the degree to which they believed that further training was required by them in specific skill areas (see Table 16). Generally, principals indicated that training was required at least to some degree in each of the skills, but that they were confident in their skill levels in most of areas suggested. Principals believed themselves to be strongest in 'human relations' areas such as interpersonal, communication, negotiation and public relations skills with only a small percentage of principals suggesting further skill training in these areas.

Principals, however, indicated that they were more likely to require training in 'information' related skills such as data management, measurement, analytical and evaluation skills. Of significance was the need for information management skills with 50% of principals suggesting this as an area for further training.

Other skills were also suggested as being possible areas for further development such as financial management, time management, industrial relations and human relations skills ought to be the focus of professional development.
<table>
<thead>
<tr>
<th>Percentage of Principals</th>
<th>Training Not Required</th>
<th>Minimal</th>
<th>Some</th>
<th>Signif.</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>Information management skills ....</td>
<td>9</td>
<td>41</td>
<td>50</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to use computers to store and manipulate information)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Measurement skills ...............</td>
<td>6</td>
<td>67</td>
<td>27</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to generate information from statistical data)</td>
<td></td>
<td></td>
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<td></td>
<td></td>
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<tr>
<td>Time management skills ............</td>
<td>15</td>
<td>59</td>
<td>26</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to use time effectively)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Analytical skills ...............</td>
<td>15</td>
<td>59</td>
<td>26</td>
<td></td>
<td></td>
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<tr>
<td>(ability to comprehend the complexity of systems/processes)</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Evaluation skills ...............</td>
<td>15</td>
<td>61</td>
<td>24</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to conduct program and curriculum evaluation)</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Financial skills ...............</td>
<td>17</td>
<td>65</td>
<td>18</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to budget and manage financial resources)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Research skills ...............</td>
<td>9</td>
<td>76</td>
<td>15</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to generate theoretical knowledge using qualitative and quantitative methods)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Reflexive skills ...............</td>
<td>15</td>
<td>73</td>
<td>12</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to make sound judgements based on reflection on/in action)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Team membership skills ..........</td>
<td>18</td>
<td>70</td>
<td>12</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to work with others in a problem solving situation)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Written communication skills ....</td>
<td>23</td>
<td>65</td>
<td>12</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to document policy and correspond with all stakeholders)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Negotiation skills ...............</td>
<td>12</td>
<td>79</td>
<td>9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to reach mutual agreement or consensus)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Problem solving skills ........... 23</td>
<td>Minimal 68</td>
<td>Signif. 9</td>
<td></td>
<td></td>
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<td>-------------------------------------</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(Ability to find viable solutions to problems)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Organisational skills .............. 18</td>
<td>Minimal 76</td>
<td>Signif. 6</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(Ability to plan and implement programs)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public relations skills ............ 18</td>
<td>Minimal 79</td>
<td>Signif. 3</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(Ability to present a positive school image to the community)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Oral communication skills ........ 20</td>
<td>Minimal 77</td>
<td>Signif. 3</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to relate verbally to all stakeholders)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Interpersonal skills .............. 29</td>
<td>Minimal 68</td>
<td>Signif. 3</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to relate to other members of the school community)</td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

**Professional Development to enhance Principals' Leadership Capabilities in Quality Management**

Principals generally indicated the need for clear information on the nature of quality management and how the process can benefit pupils and teachers. There was an expressed need for the opportunity for real discussion on the benefits of quality management for NSW schools before the investment of resources into the process.

Eleven principals (32%) suggested that a planned, long-term course or series of short courses on quality management, based perhaps on existing multi-phased leadership courses for principals, would be a valuable model for professional development. It was noted that such courses need to be
practical, well organised, presented by experts and supported by pertinent readings in the area of quality management. It was suggested by two respondents that such courses need to incorporate discussions and seminars to enable the sharing of ideas and approaches.

Three other principals (9%) noted that such courses could be directed at both new and experienced principals and ought to include specific quality management training that can be applied immediately in schools. Such training, it was argued, needed to investigate the concept of quality management, training in the quality management tools and implementation/monitoring strategies. One principal pointed out that principals were at various stages in their understanding of quality management and, consequently there should be individually paced modules based on skills and knowledge deemed as essential to perform the task of principalship at various levels.

Other focus areas identified for professional development in quality management included change management, mentoring, collegial support, document sharing, group discussion, model sharing, quality management seminars and conferences for small groups of principals and opportunities for teams to work together to plan their own development with support from the consultancy.
A small minority of three principals (9%) expressed uncertainty in specifying the kinds of professional development required for quality management, indicating that it was difficult to ascertain the success of existing professional development in relation to leadership and management in schools, or that they were uncertain as to their current expertise in quality management.

Professional reading, in the form of research journals and local publications for principals, was the most significant information source for principals in relation to quality management, although it was noted by two principals that time spent on such reading was limited. Conferences organised through Principals Councils, informal networks, collegial interaction and meetings were also mentioned as sources of information but these did not appear to be used significantly. However, the means through which principals kept informed about current development on quality management seemed to be incidental and predominantly informal, occurring by chance rather than as a planned process.

Specific professional development programs in quality management either through the Department of School Education or external organisations did not figure significantly as current professional development, with only three principals undertaking such programs (Masters coursework, personal
professional development program negotiated with Director of Schools, Certificate of School Leadership and Management Course).

Although Principals believed that such professional development would be achieved through such strategies as 'life long learning' or through generalized feedback from quality assurance teams, there was an expressed need for courses to develop specific skills in quality management, especially in relation to information management, evaluation and measurement.

Findings

Principal's current professional development occurred primarily from participation in principal's conferences, networks and informal collegial sharing sessions occurring as part of their professional role.

Principals generally were not undertaking specific training in quality management nor had most of them done so in the past. Planned training and development programs in the form of courses or conferences undertaken by these principals varied in their perceived value and were only indirectly associated with quality management.
There was no clear evidence from principals' responses to suggest that on-going training and development support was occurring in quality management for principals. Professional development referred to by principals tended to be uncoordinated and inconsistent with no obvious strategic goals. Professional development in quality management for these principals was predominantly determined by their own personal interests and their willingness to seek out available courses and programs.

While principals perceived themselves to be skilled in leadership and management, there was an expressed need for the development of further management skills in the areas of information management, evaluation and measurement. Furthermore, there was a strong indication that planned, long-term courses in quality management would be valuable as a professional development program for school principals.

Chapter Six will discuss key findings of the questionnaire in relation to the seven areas of investigation outlined in Chapter One.
CHAPTER SIX
SUMMARY OF KEY FINDINGS

The study sought to investigate a broad range of issues relating to leadership in quality management in Western Sydney primary schools. This investigation has resulted in findings about the nature of quality management in primary schools and Principals' leadership in quality management.

The current existence of quality management in primary schools in relation to the 'Quality Marketing' and the 'Quality Learning' models

It was suggested in Chapter One of this study that current approaches to quality management in school education could be predominantly dichotomized into quality management approaches in individual schools and quality management approaches in school systems. The degree to which the schools in the study were aligned to these models will be discussed below.

Quality Marketing model. There was little evidence to suggest that schools in the study adhered to the 'Quality Marketing' model. Only one school classified itself as a 'School of Excellence' in a particular field (Community Participation) and there was no evidence to suggest that schools competed against one another or specialized in a particular curriculum area to attract clientele. Most
principals did not specify an area of excellence within their schools and a small number of principals actually expressed concern at the term ‘School of Excellence’, noting the divisive connotations associated with the concept.

Quality Learning model. Schools were more aligned with the ‘Quality Learning' model in that principals described quality management as a process of managing resources to achieve specific learning outcomes for students. In this sense, schools were perceived as a ‘learning community' where student welfare, effective teaching and learning, participation and collaborative decision making were promoted as means of ensuring an optimum learning environment.

The degree to which groups of schools were functioning as a school system involving 'organisational networks' and 'resource optimization'.

There was no clear evidence that formal inter-school networks to share ideas and resources in relation to quality management had been established, although networks of principals existed for other professional development purposes.

Organisational networks. It was clear that wide consultation with the immediate school community, in the form of meetings and committees, was considered to be a significant quality management strategy. However, organisations external to the school community were not regularly consulted, yet such
organisations may be more advanced in specific quality management processes. Although there was a clear indication that principals communicated regularly as a professional group, it could be that principals did not perceive any value in sharing ideas with organisations that do not have a specific educational or learning/teaching focus or that are not associated with school education. Alternatively, lack of time may have prevented this kind of interaction from developing.

Resource optimization. There was no evidence to suggest that district schools or groups of schools within a specific geographical area had developed quality management policy which applied to the total group. Although principals shared experience and established professional learning networks, each school appeared to function as an autonomous organisation in relation to quality management policy and processes.

The existing capacities of Principals to lead cultural change in Quality Management

A major purpose of the questionnaire was to identify Principals' current leadership capabilities and further leadership requirements in quality management. The findings relating to leadership in quality management are discussed below.
Principals' limited leadership experience outside schools. The leadership experience of this group of principals was generally quite similar, with many principals having leadership experience other than that associated with schools although this was predominantly in relation to school-related organisations, positions in the armed forces or community organisations/clubs.

Leadership experience was associated mainly with a formal role or position within an organisation with no substantial mention of team leadership experience. There was only limited mention of leadership experience within organisations in other industries where alternative quality management approaches may be in existence.

There was clear evidence that principals were highly involved in educational leadership within their schools and were managing cultural change in that they saw themselves as skilled and competent managers. However, the fact that they did not understand than nature of quality management, had little training in quality management and were not involved in quality management would seem to suggest that a significant paradigm shift would be required before they would be equipped to lead such an change.

Limited training and development experience in quality management. Less than half (41%) of the principals
responding indicated that they had undertaken previous specific quality management training, and none of the principals who responded were currently undertaking training in quality management.

Professional reading, in the form of research journals and local publications for principals was the most significant information source for principals in relation to quality management, although it was noted by two principals that time spent on such reading was limited. Conferences organised through Principals Councils, informal networks, collegial interaction and meetings were also mentioned as sources of information but these did not appear to be used significantly. However, the means through which principals kept informed about current development on quality management seemed to be incidental and predominantly informal, occurring by chance rather than as a planned process.

Specific professional development programs in quality management either through the Department of School Education or external organisations did not figure significantly as current professional development, with only three principals undertaking such programs (Masters coursework, personal professional development program negotiated with Director of Schools, Certificate of School Leadership and Management Course).
School principals' understandings of, attitudes towards, and expertise in quality management as a school change process

Principals' uncertainty about the nature of quality management. From an analysis of principals' responses concerning their understanding of the concept of 'quality management', some principals seemed to have interpreted 'quality management' as 'good' or 'excellent' management rather than as the 'management of quality' within an organisation. This may account for the range and generality of some of the principals' responses. It may also mean that principals are unfamiliar with the idea of the management of 'quality' as a specific organisational process.

The notion of 'quality' as 'standards of excellence' relating to the achievement of identified outcomes in specific areas of the curriculum and school organisation permeate principals' perceptions, although it was not clear within responses as to who accepts the responsibility for defining these standards.

Principals did not necessarily perceive quality as 'customer defined' although the notion of providing educational services to the students and school community was strong. Furthermore, the notion of quality management as a process of continuous improvement was only referred to in an indirect way.
It was evident that principals involved in the questionnaire generally relied on the continued use of a few techniques which have already been proven effective. The most popular techniques were clearly those more readily applicable to, and understood, by a range of interest groups within the school. The more strategic techniques associated particularly with the quality movement in other industries were not widely used. It could be that principals did not understand how to use these techniques, rather than that they did not perceive them as being of some value.

The existence or desirability of a common 'quality management' language and conceptual framework which may be relevant to schools

There was no clearly identifiable common theme running through the definitions provided by principals, although there were some broad commonalities such as resource management, outcomes achievement and learning opportunities. There was no strong indication that a common quality management language existed. Some principals seemed to be confident in their understanding of quality concepts, but the majority had limited understanding.

Although many principals indicated that they wanted to acquire such an understanding, there was no real evidence that a common understanding of these concepts was a necessity in school education. The fact that principals did not form strong collaborative links with other kinds of
organisations seemed to reflect a belief that the language of quality management had only limited application to the school context.

A minority of principals seemed concerned about the association of quality management and its concepts with the 'business' world and the motivation behind the quality movement in education.

**Quality management factors unique to primary schools as organisations**

In primary schools, quality management was not perceived as a specific organisational function as it exists in many private sector organisations. That is the specific language of 'quality management', along with the techniques of Total Quality Management' as prevalent in the broader corporate world was not generally believed to be relevant to schools.

Principals from the schools participating in this study identified a range of indicators of quality which include indicators of student learning, perceived success of school programs as well as degrees of community participation in decision making and shared leadership. A number of these factors would need to be working together to provide evidence of a 'quality school'. There are, however, some factors which describe quality management as it existed in the primary schools which were part of this study.
Excellence in management. Quality management was perceived by the principals in this study as 'excellence in management' rather than the management of 'quality' as specific organisational component. In this sense quality management referred to process of managing resources well in order to enhance student learning outcomes.

Nature of quality. 'Quality' in these school related to the improvement of 'student learning outcomes' within the context of each individual school. In this sense 'quality' varied according to the needs of each individual school and could be inferred by observation of student behaviours, degree of staff satisfaction and community approval of school policies.

Influence of the principal. Quality management processes in these schools seemed to be influenced by the experience, attitudes and philosophy of the principal. The management of quality depended to a significant degree on the extent to which the school principal valued collaborative decision making in policy development.

School-specific approaches. Quality in these primary schools was 'organisation based' in the sense that each school developed quality management processes over a period of time and according to the particular needs of the school.

Evaluation methods. Evaluation, particularly informal collaborative evaluation, was identified as a significant
approach to gaining information for making decisions about the quality of school programs.

**Profession development required to support school principals in leading a quality management initiative in their schools**

Although the process of training and development was recognized by principals as significant to the quality management process, the actual existence of specific training and development was not evident in many schools, with a significant number of principals indicating that little or no specific training was being offered in technical skills, team development or interpersonal relations.

While principals believed that such professional development would be achieved through such strategies as 'life long learning' or through generalized feedback from quality assurance teams, there was an expressed need for courses to develop specific skills in quality management, especially in relation to information management, evaluation and measurement.

Chapter Seven presents the conclusion to this thesis by considering the advantages and limitations of the quality management approach in school education. Implications for further research in this area will also be considered.
CHAPTER SEVEN

CONCLUSION AND IMPLICATIONS FOR THE FURTHER DEVELOPMENT OF QUALITY MANAGEMENT IN SCHOOLS

It was hoped that the findings of this study would contribute to a broader understanding of what is perceived to be current quality management practice in primary schools and, ultimately, to provide information for decision-making in relation to professional development in quality management of school leaders.

From the school development perspective the questionnaire was designed to raise awareness of current quality management approaches and to share common understandings and practices throughout the school districts in Western Sydney. The questionnaire was also designed to allow principals to reflect on their quality management practices. The generic nature of the questionnaire could also generate information which could promote further research, including interviews, action research and case studies, about quality management in primary schools.

In considering current international literature on quality management in schools and the findings of the questionnaire discussed above, there are some clear issues which need to be considered in relation to the theoretical compatibility and practical application of quality management in schools.
These can best be discussed within the context of perceived barriers and perceived advantages of quality management in schools.

**Perceived Barriers to Quality Management in Schools**

Although the quality management process seems compatible with the school improvement process there is a range of issues which emerge in relation to 'quality management' as a philosophy for quality improvement in schools which may form barriers to the intended change process, some of which are considered below.

**Philosophical barriers.** The quality philosophy is not a panacea for the development of quality schools and cannot be seen as the only means through which a school or school system can achieve improved quality. This is clearly evident in the literature and supported by the questionnaire findings.

The movement to introduce quality management principles into schools complements, rather than competes with, other valuable models for restructuring education. Reforms in school education such as effective schools, essential schools, cooperative learning, accelerated schools, site-based management, and outcome based education, along with quality management, involve similar beliefs about children's capabilities for learning.
The emphasis on organisational culture which is fundamental to the quality management philosophy is an approach to quality improvement which is new to schools as organisations. It could be that this emphasis lacks credibility within the teaching profession who are more concerned with the practicalities of the teaching/learning process. The linkage between TQM and improved learning outcomes may not be clear, if, in fact, it exists.

**Difficulties with statistical analysis.** Quality management requires that information for problem-solving and decision making be generated through the use of statistical techniques. This approach may be relevant to industrial or production-oriented enterprises where outcomes are directly observable and measurable. Introduction of such techniques in schools for decision making and policy development may be inappropriate or culturally removed from the accepted intuitive and professional judgements, as well as the political processes that permeate educational policy.

**The customer/supplier relationship.** As well as requiring school personnel to perceive parents, community members and other stakeholders as 'customers', TQM is largely based on an internal linear customer/supplier relationship which requires that each person within the organisation be both a customer to other organisational members, while at the same time supplying services to other personnel. This
'customer/supplier' relationship may not be an appropriate concept to describe the long-term, close and emotional relationship that teacher develop with students, colleagues and parents within the context of their professional role. Moreover, the 'customer/supplier' relationship may be more complex in educational organisations where roles and responsibilities are complex and multi-functional.

The 'right first time' (RFT) philosophy. One aim of the quality management process is to establish an organisational culture which is 'error free' in that the quality system assures that mistakes are eliminated. While this may be a commendable objective in many industries, its possibility and value is debatable in educational organisations. Experimentation and the examination of alternative ideas and processes seem to be a requirement of the learning process and, subsequently, a desirable aspect of the education process.

The customer-determined quality concept. TQM requires that the notion of 'quality' is customer-driven in that the fulfillment of customer needs is the ultimate definition of quality. This perception of quality may be unrealistic in relation to the value laden environment of schools in that 'quality' is more a negotiated phenomenon drawing on student, parent, professional and department expectations and aspirations.
The industrial culture in education. At least up until recently quality management has been predominantly an industrial or manufacturing organisational culture which assumes that the organisational structure is hierarchical in nature and that organisational personnel have clearly defined roles and responsibilities. Schools are more flexible in their role definitions and the identification of the school's quality system may be much more difficult.

Perceived lack of teaching/learning focus. Quality strategies for focusing on operations and administrative functions at the micro level may be relevant to the support structure for delivering education in schools and the delivery of services and programs to schools. Such strategies may not be applicable to the improvement of the primary work of schools which is the theory and practice of teaching and learning or to the evaluation of performance at the system level (Capper and Jamison, 1993).

Introduction processes. The introduction of quality management requires that 'top management' be committed to the philosophy and undertake initial quality management education and training in order that they can take a central role in its implementation. The complex and demanding role of the principal and school executive could well prevent or restrict this initial phase to take place satisfactorily.
Stages of organisational development. Quality management may be more appropriate to organisations at particular stages of their development. Schools do not necessarily pass through these stages, in that they are on-going and permanent establishments.

Need for some inspection processes in schools. Quality management requires the concept of 'built-in' quality rather than the use of quality control or inspection processes. Within schools the processes of assessment, appraisal and testing are recognized as legitimate and necessary processes and their removal may cause community concern.

Perceived Advantages of Quality Management in School Education

Quality management has a number of characteristics which make it philosophically compatible with the development of educational organisations, provided that quality management initiatives can be linked with the core educational purposes of schools. The quality management philosophy can provide the conceptual framework for schools to develop a quality culture relevant to their individual missions. The quality management process could be compatible with schools for a number of reasons, which include the following:

Philosophical compatibility. Schools are already undertaking processes which reflect the quality management philosophy.
These include the use of curriculum development teams, the relatively high level of teacher responsibility for decision making in classrooms and the use of school-based strategic planning processes. As a generic philosophy of quality improvement, quality management allows for the development of models for quality improvement which serve the specific needs of the organisation.

Educational compatibility. The quality management process values people and their achievements, therefore reflecting compatibility with the developmental purposes of the educational process.

Equity principles. Quality management requires education and training of all organisational personnel, which is a philosophy which is compatible with the purposes of schooling. Moreover, individuals are given the opportunity to contribute on an equal basis through team structures.

Ethical compatibility. Quality management develops responsibility, commitment and trust which are values widely held as being ethically worthwhile.

Compatible with existing organisational structures. Quality management does not advocate structural change to schools or school systems, which in a large enterprise like education could be difficult to achieve or counter-productive.
Long-term commitment to improvement. Quality management is a long-term approach to quality improvement based on organisational self-actualization. This philosophy seems compatible with education as a long-term personal, organisational, cultural and societal development process.

However, regardless of these perceived advantages cultural change is difficult to achieve, especially in schools where strong cultural traditions may have been developed over time. The cultural change process may need to begin within the accepted existing cultural platform within the school. There may well be cultural, psychological or attitudinal barriers which need to be overcome during the process of adopting a quality culture, as well as the more practical concerns of school change.

Implications for the Further Development of Quality Management in schools

As a result an analysis of the findings of this study, the following considerations have emerged for the further development of quality management in NSW public schools.

Leadership development policy. There is a need for the development of a planned long-term professional development program in quality management for principals or school leadership teams. This could include the incorporation of quality management components in leadership development.
programs and induction programs for new principals and executive. Organisations responsible for quality management training at the highest level, such as the Australian Organisation for Quality or the Australian Quality Council, could be involved in the delivery of such programs in schools.

**Organizational networking and strategy sharing.**

Further opportunities for the extension of quality management networks may emerge as a result of the amalgamation of the Department of School Education (DSE) and NSW Technical and Further Education (TAFE) from the beginning of 1998 into the newly formed Department of Education and Training (DET). The potential for the sharing of best practices in such areas as administration, teaching, student services and assessment and evaluation may result in enhanced learning in these areas.

It is also important that opportunities need to be created for school principals to liaise with other organisations outside the Department of Education and Training and to form learning partnerships with these organisations in relation to quality management processes. Opportunities also need to be created for schools developing quality management strategies to share these strategies with other schools both within and across school districts.
Quality management research. Further research needs be undertaken into models for quality management in both primary schools and secondary schools. Such research could include case studies to develop insights into successful quality management strategies in schools as well as evaluative studies of leadership development programs in quality management.

Taken as a whole, the findings of this thesis confirm the developing interest in the potential of quality management in school education and provide directions for its further development. While it is clear that this approach did not exist to any substantial degree in the schools represented in this study, the literature confirms its increasing popularity within North America in particular. Its value to Australian schools, however, will only be realized when schools have the opportunity to initiate and sustain the process over a period of time in order to provide a research context for learning about the potential of this relatively recent approach to organisational change.
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APPENDIX A

Journal articles and a conference paper relating to
the professional development of Headteachers
in Papua New Guinea
TOWARDS AN ALTERNATIVE MODEL FOR THE PROFESSIONAL DEVELOPMENT OF TEACHERS IN PAPUA NEW GUINEA COMMUNITY SCHOOLS

Geoff Berry

Introduction

There is a current need for evaluative research into the process of professional development in Papua New Guinea in order to establish a more appropriate theoretical basis for professional development programs. Current programs are based on the training of selected personnel on the assumption that knowledge and skills will be disseminated throughout the educational system. This model has been described in the following way:

The new training movement places a greater emphasis on helping administrators generate the tools that will enable them to make ongoing improvements on the job. (Murphy and Hallinger 1987:267)

While this model may have some success in the development of technical skills, it does not seem to contribute to the development of teacher self-direction through such means as knowledge of contemporary issues, research skills, critical reflection, program planning/evaluation or self-directed learning. Moreover, the model assumes that educational improvement is best achieved if the majority of personnel involved adopt a passive role and attempt to unproblematically implement imposed, standardized programs.

Such a mode, it is argued, can at best result in 'training' programs and is not adequate for the professional development of educational personnel. There is, therefore, a need for those formulating learning programs for school personnel in Papua New Guinea to come to terms with the concept of 'professional development'.

Empowerment and Professional Development

The concept of empowerment seems to be increasingly promoted as a necessary outcome of the process of school-based professional development. The notion of empowerment in relation to the educational process could be described as the acquisition of knowledge which will enable more autonomy, responsibility and self-direction for all of those personnel involved in the educational process.

In relation to those involved in the process of educational administration, empowerment could be perceived as a desirable outcome of the professional development process. Such a process can be described in the following way:

Professional development is a process of learning new skills, behaviours and concepts. It takes place over time, incrementally and developmentally involving ongoing assistance and psychological support, and depends on certain organizational conditions at the school. (Fullan 1986:169)

It would seem, however, that existing programs for the professional development of educational personnel in Papua New Guinea could be epistemologically inadequate in that they do not incorporate the complexity of knowledge required for the empowerment of personnel and, subsequently, the successful implementation of educational programs. There needs to be a more effective model for the professional development of educational personnel in Papua New Guinea - a model based on a more appropriate theoretical paradigm.
A3

Such a model ought to address the need for more knowledgeable personnel, who have greater access to appropriate sources of knowledge. Access to knowledge and new ideas is a definite problem within educational administration in Papua New Guinea and needs to be addressed immediately. Critics of traditional models for the professional development of educational administrators, for example, clearly argue the need for the development of more flexible and accessible professional development programs. Murphy and Hallinger (1987) suggest that:

Training programs continue to be driven by books, lectures, and examinations. Many of them place only marginal emphasis on what administrators actually do on the job. Clinical experiences in schools are often perfunctory. Practicing administrators are generally not used in meaningful way in the teaching process. Schools are infrequently used learning laboratories. Reality-based training situations and materials are regularly emphasized. (ibid.257)

In Papua New Guinea, the limited opportunities provided by the present model are available to only those who are participants in recognised ‘courses’. This model, therefore, excludes the vast majority of personnel who do not have access to these courses. The professional development opportunities for these personnel, especially those who are women, are at best extremely restricted. Subsequently, professional development is elite in that only applicants with certain experiences, qualifications or contacts are deemed eligible for admission to professional development courses.

Even those who are admitted to the existing programs have limited professional development opportunities. The existing ‘courses’ do not seem to fully meet the needs of personnel because they do not provide continuous long-term opportunities. Staff development, it has been pointed out:

Should not be considered as a discrete task or specific program in which staff are expected to participate once or twice a year; rather, it should be regarded as a fundamental and ongoing process which is part of the everyday operation of the school. In other words, the desire for development must be embodied in the philosophy, ethos and organization of the school and it should permeate every aspect of its life. (Duigan and Johnson 1983:1P13)

Such programs in Papua New Guinea are slow to respond to changing knowledge requirements. The program content and methodology remains the same for indefinite periods and it is assumed remains the same for indefinite periods and it is assumed that each participant ought to have a similar curriculum. The individual requirements of the participants are to a large extent ignored. Although such programs include an intensive residential component, which has potential for professional development, such courses are in isolation and are not part of a total, continuous program.

This is not to say that formal certificate ‘courses’ are not appropriate or necessary. The opportunity for personnel to develop specific areas of knowledge and pursue research interests is an integral part of professional development. This, however, is only one aspect of professional development and is the responsibility of universities in particular. The notion of professional development, in this context, can only cater for a minority.

Such courses, therefore, are not serving the professional development needs of the majority of personnel involved in the educational process in Papua New Guinea. The emphasis in inservice courses on the training of ‘educational administrators’ fails to recognize the process of educational administration as a cooperative effort involving the whole school community. All personnel are entitled to, and require, a continuous and enriching professional development program.

In its current form, the process of professional development seems to reflect a functionalist paradigm, which perceives professional, development as formalized, standardized, inservice training designed to maintain the existing bureaucracy.
More appropriate, egalitarian methods of professional development need to be devised which can provide a continuous access to learning opportunities for a large number of personnel, rather than a select few. This, however, is a complex task. Such radical change is not easily initiated within the existing administrative system. Geographical and cultural barriers hinder the communication process and reinforce the maintenance of existing conservative policies. These problems should not, however, be used to justify the retention of programs that do not serve the interests of all personnel.

This requirement for an alternative theoretical paradigm in relation to professional development is reinforced by the radical philosophical changes which are occurring within the Papua New Guinea education system (Ministerial Committee Report, 1986). The concept of Integral Human Development, as the foundation of educational renewal, represents a fundamental change in the way in which the educational process is perceived in Papua New Guinea.

These philosophical changes to the curriculum in Papua New Guinea Community Schools require that educational personnel undertake a new, more complex, entrepreneurial role in the educational process, which includes the responsibility for curriculum development, community education, and financial management. Such fundamental changes to the function of the educational process requires a renewed, long-term commitment to the professional development of educational personnel within the education system. Currently, there is little evidence that such a program is in operation.

In Papua New Guinea there seems to have been limited research undertaken in relation to the development of more appropriate programs for professional development in education. This seems to be an unusual situation given that the process of undertaking professional development programs is a major challenge. Programs seem to have been implemented without adequate evaluation procedures which could monitor program development and assess program outcomes. It has been observed, for example, that:

Despite more than two decades of financial and technical assistance, relatively few developing countries have established sustainable capacity for educational monitoring and evaluation. In consequence, the efforts of both governments and assistance agencies to improve education have been significantly weakened by the absence of information, notably on educational outcomes and costs. The effects of investments are difficult to gauge; lessons of experience difficult to accumulate. (Middleton et. al., 1989:1)

Such evaluation is necessary because cultural, political and geographical factors have limited the kind of investigation being proposed. In a country with immense cultural diversity, educational research is problematic and subsequently rare or superficial. There appears to be a need to overcome such restrictions if new knowledge is to be generated.

A Theoretical Paradigm for the Professional Development of Teachers in Papua New Guinea.

In examining the possibility of improved professional development programs it is important that theoretical parameters be formulated to guide possible development. Such a theoretical perspective could act as a basis for research into the process of professional development, leading to the formulation of more appropriate programs. Theoretical guidelines provide a basis for program development and evaluation by providing a philosophical framework for professional development policy. Within this study it will be asserted that professional development programs for educational personnel ought to:
be accessible to an increasingly large number of educational personnel.

assist in the development of more effective channels of communication which link the educational organization with other organisations.

provide access to a continuous source of new ideas and information relating to educational practice.

recognize that individual educational organizations have needs which are situation specific.

encourage participants to accept increasing degrees of responsibility for their own professional development.

contribute to the empowerment of participants by encouraging self-reliance, personal responsibility and self-direction.

have a flexible structure and content which recognizes the individuality of the participants.

be relevant to the needs of the participants.

incorporate the ideas of the participants into the program structure and content.

recognize the need for participants to develop a complex knowledge base.

recognize the need for participants to be active in the decision-making process regarding their own professional development.

Conclusion

Within the context of societal and educational change in Papua New Guinea there is an urgent need for improved programs for professional development of educational personnel in PNG Community Schools. Professional Development in Papua New Guinea is an expensive enterprise and it would seem possible that programs could be designed which are both cost-efficient and educationally justifiable.

Professional development programs currently being undertaken in Papua New Guinea are theoretically inadequate. Existing programs seem to be serving bureaucratic interests rather than the interests of educational improvement and teacher empowerment.

Educational personnel in Papua New Guinea schools ought to be given the opportunity to contribute to their own professional development needs and have the opportunity to make a direct contribution to educational change. At present the opportunity for educational policy to be influenced by school-based initiatives seems rare, with the process of policy-making being very much a centralized process.

An examination of the process of professional development in Community Schools can lead to greater opportunities for educational personnel. The need for the evaluation of existing policies and the development of new programs seems to be of paramount importance. Clearly, the problem of access to professional development experiences for all educational personnel is an issue which should be high on the agenda of policy debate in Papua New Guinea.

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Community School Leadership Development in Papua New Guinea: perspectives for change

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ABSTRACT Community school personnel in Papua New Guinea are expected to undertake an increasingly complex leadership role in making education more relevant to the needs of the community, yet current administrative training does not acknowledge this leadership perspective. In the light of this changing role, the current model for the in-service development of community school leaders in Papua New Guinea appears limited theoretically. This is because existing programmes are inadequate epistemologically and do not fully equip community school leaders with the knowledge required to cope with educational change. Existing programmes are based on a technical rationality which serves bureaucratic purposes rather than contributing to teacher empowerment and organisational reward. A new approach is required which recognises the increasing complexities of community school leadership and which links leadership training with the process of professional development.

Introduction

From an international perspective there is evidence that training programmes in educational administration are not meeting the professional needs of personnel in developing countries adequately (Riffel, 1986). As suggested by Weeks (1988, p. 388), "there does appear to be a growing disillusionment with formal training, especially the short, uncoordinated once-off or once-a-year courses which do not lead to any formal qualification or recognition". Certainly in Papua New Guinea (PNG) there seems to be a need for more diversity in in-service education programmes for educational administration personnel associated with community schools, many of whom have limited access to in-service courses for cultural reasons associated with tradition or through geographic isolation.

In-service programmes in community school administration, which are being undertaken currently in Papua New Guinea, are theoretically inadequate in that they appear to be serving bureaucratic interests rather than the interests of educational improvement and teacher empowerment. Existing programmes are defined technically and bureaucratically and appear to be based on limited concepts of education, organisations, administration and development. Such programmes are instrumental in maintaining the existing social order and organisational arrangements relating to education and seem to lack the critical perspective necessary to initiate organisational and educational change. A critical perspective to the development of head teachers and senior teachers in community schools could lead to greater opportunities for the professional development of educational personnel at all levels in community schools. There is a need for the evaluation of existing policies and programmes relating to community school leadership development in an effort to determine their outcomes in relation to on-going teacher development in both the short and long-term.
While it cannot be denied that technical training, which is at the basis of current in-service models, is an accepted and necessary factor in the staff development process in PNG, such a process is not sufficient to equip educational personnel for the dramatic challenges facing education in PNG. The problem of access to professional development experiences for all those involved in the administration of community schools is an issue which cannot be ignored and it should be a priority on the agenda of policy debate in PNG.

This paper will not attempt to propose a model for the possible evaluation of existing programmes or for the structure of possible alternative programmes. Rather, it will attempt to provide a rationale for the need for such change in educational administration development for community school leaders and the possible benefits that a renewed theoretical basis to leadership programmes could provide.

Towards an Alternative Paradigm for Leadership Development

The formulation of such programmes, however, requires a commitment to an alternative theoretical paradigm. One which relates to the nature of educational administration and leadership development programmes, and focuses on the analysis of the realities of community school education. There would need to be a willingness to question the bureaucratic structure of educational training as well as the incorporation of formative evaluation procedures as an integral part of course development. In PNG there seems to have been limited research undertaken in relation to the design of appropriate programmes for professional development in educational administration. Rather, emphasis has been placed on the notion of technical training in order that those undertaking in-service courses will attempt to apply specific knowledge and skills and to model certain behaviours in educational practice.

Personnel involved in the process of educational administration in community schools ought to be given the opportunity to contribute to their own professional development needs and have the opportunity to make a direct contribution to educational change and improvement. If training programmes in educational administration were framed within a critical perspective, those involved in such programmes could have the opportunity to re-define the purpose of educational administration within the unique cultural context of community schools and their educative function. As asserted by Francis (1978):

It must be said at the outset that there is a considerable need for a satisfying conceptual analysis of the cultural dimension of educational administration. In particular there is a need for conceptualisation which accepts that cultural diversity is the essence of the educational enterprise. Furthermore, and given the contemporary significance of multi-cultural education, there is a need for administrative theory premised on a philosophy of cultural relativism. Such a position reckons the rightness or wrongness of administrative behaviour to be a matter not of evaluation by criteria capable of universal application but of appropriateness for a present and particular cultural context. (p. 68)

Current Training Programmes for Community School Leaders

The current in-service training of educational leaders in community schools is undertaken almost exclusively by the Port Moresby Inservice College, which conducts both
field studies and on-campus training for senior teachers, head teachers and inspectors. Specifically, the courses offered are the Headteacher’s Course, the Inspector Training Course and, more recently, the Diploma in Educational Studies (Primary) Program. These programmes have the function of providing training for experienced educational personnel in order that existing educational policies can be implemented efficiently and effectively. Emphasis is placed on the development of the necessary skills and knowledge relating to performing the specified procedures for specific positions within the PNG Department of Education.

Existing programmes for the administrative training of community school personnel in PNG may, therefore, be epistemologically inadequate, in that they do not incorporate the complexity of knowledge required for the empowerment of personnel and, subsequently, the successful implementation of educational programmes. Training in educational administration seems to be based on the assumption that the theoretical knowledge relating to educational administration, upon which such training is based, is determined and unchanging. The further assumption, therefore, that the content of training programmes also is defined clearly and conceptually adequate appears to contradict the realities of educational, cultural, technological and societal change that is occurring rapidly in PNG. As pointed out by Riffel (1986, p. 169):

Educational administration is an area of study in the process of change and development. Changes are much needed, for they may help us to acquire more complex and differentiated views of educational organisations and of our relationships as theorists to them. I believe (hope might be a more appropriate word) that the long-term result will be theory of a very different sort than is now dominant in the field, theory which combines intellectual craftsmanship with moral engagement.

The Bureaucratic Perspective to Leadership Development

In considering the organisational factors which influence attempts to administer planned change in schools, Owens & Steinhoff (1976, pp. 24–25) describe bureaucracy in the following way:

Bureaucracy offers an organisational alternative that stresses rationality (rather than personality), legally-established systematic relationships between offices, an orderly hierarchical distribution of power and authority, and the assurance that positions will be filled on the basis of competence. All of these elements are brought together in the authority system that bureaucracy utilises. Its essence is rationality: the entire organisation is developed and administered in accordance with logic and system as applied to the work and goals of the organisation.

The authors note that in schools there is persistent conflict between the concepts of professional autonomy and bureaucratic authority which “is a conflict between the values of professional responsibility and self-determination against the values of bureaucratic rules and procedures” (ibid., p. 30). Current training practice in PNG seems to be based on what could be termed a ‘bureaucratic’ perspective in that in-service programmes seem to serve bureaucratic interests rather than educational ones. From a sociological perspective, in-service training in educational administration assists in maintaining a degree of social control over the education process by reinforcing existing
organisational structures and interests. From this bureaucratic perspective it is assumed in current educational administration training programmes that:

(a) the in-service training process ought to be controlled and centralised;
(b) technical training is the most important form of training for school administrators;
(c) participants in in-service courses ought to adopt a passive role in the training process;
(d) participants will be able to return to their school and initiate improvement based on what has been learned during the course;
(e) participants ought to adopt a 'student' role and all undertake the same experiences;
(f) the purpose of in-service courses is to equip the participants for a specific, hierarchically-defined, administrative role;
(g) participants are expected to fulfil certain predetermined course activities;
(h) the purpose of in-service training is to preserve the existing administrative system in education; and
(i) the in-service process ought to be directed at a selected few teachers who are at a particular administrative level.

Administration Training and the Bureaucratic Rationality

This perspective directs the training process towards efficiency and system maintenance rather than the professional needs of the vast majority of school personnel, who have the responsibility for the development and implementation of educational programmes. The benefits, such as participatory management, collaborative supervision and school-based professional development, which ought to flow on to teachers from effective administrator training, at best are extremely restricted. This is especially the case for women (Stromquist, 1989), who are grossly under-represented in leadership positions, and who are less likely to be the recipients of in-service training. Those involved in educational administration are trained to attempt to implement policies determined by politicians and bureaucrats. They do not perceive their role as actively determining or reforming educational policy in order to make it culturally, politically or ethically more acceptable. Henry (1985, p. 215), argues that:

the most effective in-service programmes are those in which teachers are working on problems (or needs) that they have identified, and in which they are actually involved in designing and providing solutions. INSET need not be just a series of courses. It can open the gate to a wide range of interdependent professional activities. Among these are local and school based curriculum development, the supply of a wide range of teaching materials and the provision and operation of teachers' centres which serve the practising teacher. The starting point for such integrated support of the teacher is the teachers' identification of their own needs.

The existing in-service courses for community school leaders, therefore, do not fully meet the needs of educational personnel in community schools because they do not prepare participants for school-based organisational development and administrative renewal. Rather, the bureaucratic assumptions underlying in-service courses reinforce the status quo and, if anything, inhibit the development of administrative and pedagogical renewal. In relation to the structure and content of training courses for community school personnel, especially those in administrative positions, Henry (1985, p. 207)
points out that participating teachers "commonly travel to a central place for such activities, and their needs are assessed by course organisers. All participants usually cover the same material and the same programme can be offered repeatedly with little change". All personnel in community schools are entitled to, and require, a continuous and enriching professional development programme directly related to the educational aspirations of their communities, and leadership training needs to be a vital component of this development. Staff development, it has been pointed out, should not be considered as a discrete task or specific program in which staff are expected to participate once or twice a year: rather, it should be regarded as a fundamental and ongoing process which is part of the everyday operation of the school. In other words, the desire for development must be embodied in the philosophy, ethos and organisation of the school and it should permeate every aspect of its life. (Duignan & Johnson, 1983, p. IP13)

In its current form, the process of staff development in educational administration reflects a functionalist paradigm which perceives such programmes as formalised, standardised, in-service training designed to maintain the existing bureaucracy. The hierarchical nature of the training process reinforces the perception of educational administrators as mere technicians—fulfilling the administrative requirements imposed by an authoritative, bureaucratic system. More appropriate methods based on professional development need to be devised which can provide a continuous access to learning opportunities for a large number of personnel through educationally sound administration preparation. Critics of traditional models for the in-service training of educational administrators clearly argue the need for the development of more flexible and accessible in-service programmes. In arguing for a renewed theoretical basis for administrative training programmes Murphy & Hallinger (1987, p. 257), for example, suggest that:

Training programs continue to be driven by books, lectures, and examinations. Many of them place only marginal emphasis on what administrators actually do on the job. Clinical experiences in schools are often perfunctory. Practicing administrators are generally not used in a meaningful way in the teaching process. Schools are infrequently used as learning laboratories. Reality-based training situations and materials are not regularly emphasised.

Organisational Renewal and Leadership Development

Community school leadership development programmes need to reflect a holistic perception of organisational life by attempting to develop within participants insights into the ways in which organisations are conceived, how they change, what political forces determine their existence and how knowledge is socially defined. In outlining the incompatibilities of western, Weberian organisational models to the needs of developing countries, Douglas (1988, p. 380) concludes:

With a holistic approach, it is easier for the administrator to initiate practices that are relevant and responsive to the environment. The administrator's role will also be facilitated by a heightened degree of self-knowledge. If such is the case, interaction with other cultures will result in an increased understanding of one's own values and culture. The exciting administrative challenges inherent in a less developed country underline for the educational administrator the degree to which the practice of the profession is indeed an art.
Training in educational administration requires that participants be sensitive to the nature of organisations and organisational life in all its complexities. This includes a developing ability in educational leaders to comprehend organisational change, to initiate such change and undertake active research into organisational life within their own administrative circumstances. However, a limited perception of the function of administration, the nature of organisations and the process of policy development has imposed restraints on the nature of in-service programmes offered in community school leadership development in PNG. It is the dependence on particular forms of technical knowledge, which is at the centre of the bureaucratic approach to leadership development, that will now be considered.

Technical Training and Community School Leadership Development

At present in PNG, educational administration exists as the technical process of maintaining policy directives formulated by centralised departments. The opportunity for educational policy to be influenced by school-based initiatives is rare, with significant elements of educational policy-making, such as school inspection, teacher training and curriculum development, being undertaken through centralised processes (Bray, 1984). Current programmes are based on the formal instruction of selected personnel on the assumption that knowledge and skills introduced will be disseminated unproblematically throughout the educational system and result in improved practice. This apparent lack of concern for ‘professional development’ as a component of in-service education is surprising given that educational development seems to imply, by its nature, that educational personnel require knowledge, skills and attitudes which promote increasing autonomy, responsibility and awareness. Tripp (1990, p. 165) argues this point in the following way:

If teaching is to be a profession, then it is not enough to keep improving the technical expertise of teachers. Teachers need to be more than excellent technicians to be genuinely professional. They need to have some understanding, influence over, and responsibility for the social conditions and outcomes of education.

The Limitations of Technical Training

While this current ‘technical training’ approach may have some success in the development of technical skills in completing administrative tasks required to maintain the existing system, it does not contribute to educator self-direction through such means as knowledge of decision-making skills, research skills, critical reflection, programme planning/evaluation or self-directed learning. The technical approach does not acknowledge the function that training programmes have in the preparation of personal for educational leadership in a rapidly changing region—that is, preparation for change management. The limitations of the technical approach can be described in the following way:

Discrete skills for administrators are certainly identifiable and entire preparation programs have been built around them. This makes good sense if one views administrator preparation programs as essentially ‘training’ and driven by distinct and separate job demands. Extracting skills fractionates and trivialises the act of administration and serves to narrow rather than to expand
practitioner knowledge-in-use. Too, these discrete skills may be least useful to
the practitioner in the long run. (Prestine & LeGrand, 1991, p. 73)

Silver & Hess (1981) maintain that technical training in educational administration
ought to be accompanied by the development of human relations skills and cognitive
development skills if such programmes are to provide adequate preparation. The
significance of conceptual development through the inclusion of theoretical frameworks
of analysis in such programmes is described in the following way:

The importance of conceptual complexity for people in leadership positions
has been borne out in a number of empirical studies of relationships between
conceptual levels and behaviour patterns. For example, complex conceptual
systems have been found to be associated with utilisation of many alternative
interaction processes, ability to cope with situational changes over time, and
ability to discover and utilise information about a broad range of stimuli at any
given time; simple conceptual systems, on the other hand, are associated with
categorical thinking, minimisation of internal conflict, external locus of con-
trol, and early closure of decision-making. (ibid., p. 13)

When consideration is given to the complexity of the administrative process in
education, the technical approach does not present an adequate model, because “unless
the newly trained administrator moves into a supportive network with a climate that
encourages professional growth, the initial momentum will eventually lose its force and
innovation will give way to the mere maintenance of routine with little real professional
involvement” (Weeks, 1988, p. 390). Moreover, the existing approach to the training of
educational administrators assumes that educational improvement is best achieved if
the majority of personnel involved adopt a passive role in the training process, which
has the function of teaching participants to attempt to implement imposed, standard-
ised programmes after the completion of the training. McLaughlin (1990) suggests that
teacher preparation, for example, in PNG is based on an ‘apprenticeship model’, which
can at best result in technical training programmes and is not adequate for the
professional development of educational personnel. In relation to teacher education, it
is pointed out that:

The apprenticeship model views the student more as a passive and reactive
learner and does little to stimulate reflection, understanding, and analysis of
learning and teaching. The supervisor, through experience and education, has
knowledge which needs to be imprinted into the learner who is still a
neophyte. (p. 2)

Towards a Professional Orientation

Perhaps the persistence of the technical model for in-service education, based on the
apparent assumption that this approach is theoretically adequate and educationally
sound, stems from the lack of qualitative evaluation procedures which could monitor
programme development, assess programme outcomes and provide strategies for re-
form. There is a current need for evaluative research into the process of training for
community school personnel in PNG in order to construct a more appropriate theoretical
basis for leadership development programmes. In relation to the necessity for
continuing evaluation in developing countries generally, it has been observed, for
example, that:
Despite more than two decades of financial and technical assistance, relatively few developing countries have established sustainable capacity for educational monitoring and evaluation. In consequence, the efforts of both governments and assistance agencies to improve education have been significantly weakened by the absence of information, notably on educational outcomes and costs. The effects of investments are difficult to gauge; lessons of experience difficult to accumulate. (Middleton et al., 1989, p. i)

The development of appropriate systems of professional development in community school leadership, however, is a complex task. Such radical change is not easily initiated within the existing bureaucracy. Geographical, cultural and organisational barriers hinder the communication process and reinforce the maintenance of existing conservative policies. Attwood (1986, p. 106) has suggested that:

[T]he constraints of qualitative change should not be underestimated. Many critics have deplored the educational system's failure to produce the manpower necessary for modern sector development in Papua New Guinea. Perhaps they expect too much. Impossible demands will never be met. Modification of development strategies may be more appropriate than massive investment in education which will bring limited returns.

These problems should not, however, be used to justify the retention of in-service programmes that do not serve the professional interests of all personnel. There is a need to transform the existing bureaucratic rationality, which forms the ideological basis for educational administration, towards a more professional orientation. This could include a critical evaluation of the outcomes of administrative practice in community schools by challenging the existing assumptions about the nature and purpose of educational administration. Moreover, community school leadership development programmes could contribute to the generation of a broader epistemology for the basis of decision-making in community schools in a way which both involves practitioners and evolves from existing programmes.

Professional Development and Community School Leadership

This requirement for an alternative theoretical paradigm based on professional development is reinforced by the radical philosophical changes which are occurring within the PNG education system (Ministerial Committee Report, 1986). The concept of Integral Human Development, which provides the philosophical platform for community school education, represents a fundamental change in the way in which the educational process is perceived in PNG. These philosophical changes to the curriculum in PNG community schools require that educational administrators undertake a new, more complex, leadership role in the educational process, which includes increasing responsibility in such areas as instructional leadership, curriculum development, community education and financial management. Such fundamental changes to the function of the educational process requires a renewed, school-based approach to the development of personnel within the education system. The in-service development of educational personnel in PNG should encourage the critical analysis and transformation of existing educational administration practice within the cultural context of community schools.
Professional Development Perspectives

Those formulating learning programmes for the training of community school personnel in PNG need to come to terms with the concept of 'professional development'. The process of professional development assumes a broader theoretical framework for leadership training than is practised currently in PNG. Such a framework would include a critical perspective where participants are involved in analysing and reflecting upon their own practice in order to evaluate the quality of their own action within the context of their work environment. This theoretical framework also would require an action perspective in that professional development promotes the transformation and improvement of the participants' existing practices through active participation in the generation of new knowledge. Thirdly, professional development includes a component of individual and group responsibility for decision-making about the nature of in-service programmes and the application of knowledge generated within such programmes. Moreover, participants in these programmes need experience in further developing their leadership qualities through the generation and refinement of their own practical theories rather than passively adopting a 'student' role.

Collaborative Professional Development

Professional development assumes the desire for a continuously developing epistemology relating to the practice of community school leadership. This could incorporate the theoretical analysis of problems faced by course participants in actual practice and the collaborative development of strategies to address these issues. Rather than training community school personnel to serve a bureaucratic function efficiently, professional development should involve an increasing movement towards the control of the administrative process by all those who are participants in the educational process. Such development requires a long-term commitment to the educational growth of community school teachers, who are encouraged to accept a shared commitment to change and improvement within the educational process. Such a process can be described in the following way:

Professional development is a process of learning new skills, behaviors and concepts. It takes place over time, incrementally and developmentally involving ongoing assistance and psychological support, and depends on certain organizational conditions at the school. (Fullan, 1986, p. 169)

Empowerment Leadership

Furthermore, the concept of empowerment increasingly seems to be being promoted as a necessary outcome of the process of school-based staff development. Empowerment requires investing in teachers the rights to participate in the determination of school goals and policies to exercise professional judgement about the content of the curriculum, and the means of instruction with educational administrators to establish a process of 'empowering' leadership. The notion of empowerment leadership in relation to the educational administration process could be described as the creation of an organizational situation which will enable more autonomy, responsibility and self-direction for those involved in the policy development and decision-making process. Within this perspective, developmental programmes in community school leadership could contribute to the development of an epistemology which would include not only the current
emphasis on technical know-how, but also experience, theoretical insight, self-understanding and specific factual knowledge. Professional development, as an approach to in-service education, addresses the need for more knowledgeable personnel in relation to such areas as decision-making, collaborative action, research, educational innovation, change management, policy analysis, curriculum development and evaluation.

Praxis and Leadership

The notion of professional development, therefore, implies a critical, reflective approach, which requires head teachers and senior teachers themselves, along with others involved in the administrative process in community schools, to monitor and evaluate administrative practice. This requires the recognition of the need for the concept of 'praxis' to be at the centre of community school leadership programme development. Praxis can be described as "the critical self-reflective activity of the practitioner who recognises that the external world, including his own tasks, values, and norms, is the product of a stream of previous human interactions" (Alexander, 1986, p. 3). Such an approach monitors action within the administrative context, with the intention of analysis and review of such action for more educative practice. The significance of relating leadership development programmes to administrative practice can be explained in the following way:

Approaching educational administration students as professionals with already extensive practical knowledge means creating and valuing a learning environment consistent with the assumptions we would have the prospective administrators use in their practice. It becomes difficult to understand why we are disappointed when we do not produce administrators who are collaborative, dynamic, and innovative problem solvers when the very preparatory learning environments they emerged from provided a diametrically opposite experience for us. (Prestine & LeGrand, 1991, p. 85)

Conclusion

The process of educational administration in PNG is dominated by a bureaucratic ideology which permeates the educational process and inhibits the possibilities for innovative practice. Leadership development for community school personnel is guided currently by this ideology, in that in-service training is a technical process designed to maintain this bureaucratic system.

It is necessary, therefore, that the process of leadership development for such personnel in PNG be structured to challenge the assumptions upon which this bureaucratic ideology is based, in an effort to create wider possibilities for the process of educational administration in community schools.

A focus for community school leadership development could be the transformation of existing bureaucratic structures operating in educational administration into practices which are reflective of the professional needs of teachers and responsive to community interests. The taken-for-granted beliefs about the nature of the educational process in community schools need to be at the forefront of analysis if development programmes are to contribute to the development of independent and reflective leaders.

Although such a critical perspective to leadership development may be difficult to achieve in that it may contradict traditional educational beliefs and values which form
the basis of existing authority and power structures directly, the purposes of existing training programmes need to be reviewed. The rendering of existing in-service processes problematic encourages the analysis and evaluation of existing ritualistic administrative practices, which are apparent in the bureaucratic concept of community school administration.

In-service programmes which are designed to refine the existing technical processes in community school administration are inadequate because existing restrictive organisational structures remain as a barrier to new concepts in educational administration—concepts which may encourage genuine educational and social reform. Within the perspective of professional development, community school leadership development ought to:

(a) provide access to a continuous source of new ideas and information relating to educational practice for community school personnel;
(b) recognise that individual educational organisations have needs which are situation-specific;
(c) encourage participants to accept increasing degrees of responsibility for their own educational practice;
(d) contribute to the empowerment of participants by encouraging self-reliance, personal responsibility and self-direction;
(e) have a flexible structure and content which recognises the individuality of the participants;
(f) be relevant to the needs of the participants;
(g) incorporate the ideas of the participants into the programme structure and content;
(h) recognise the need for participants to develop a complex knowledge base;
(i) enable the participants to develop knowledge which is relevant to their personal needs and cultural identity;
(j) recognise the need for participants to be active in the decision-making process regarding their own educational practice;
(k) be accessible to an increasingly large number of educational personnel; and
(l) assist in the development of more effective channels of communication which link the educational organisation with other organisations.

An orientation towards professional development as the basis for in-service programmes, incorporating a critical perspective to community school leadership development in PNG, could focus on issues such as the nature and purpose of community schools, the existence of forms of domination and repression that may hinder educational equality and opportunity, bureaucratic control of the educational system or the influence of traditional values in the process of educational administration. Such a movement is necessary if community schools in PNG are to provide for the educational challenges emerging in a rapidly changing country.

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REFERENCES


A DEVELOPING THEORETICAL PERSPECTIVE FOR THE INSERVICE TRAINING OF COMMUNITY SCHOOL HEADTEACHERS IN PAPUA NEW GUINEA

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Introduction

From an international perspective it has been argued that training programs for teachers in developing countries are not adequately meeting the professional needs of these personnel (Riffel, 1986). As suggested by Weeks (1988, p.388), "there does appear to be a growing disillusionment with formal training, especially the short, unco-ordinated once-off or once-a-year courses which do not lead to any formal qualification or recognition". In relation to the structure and content of training courses, Henry (1985, p.207) points out that participating teachers "commonly travel to a central place for such activities, and their needs are assessed by course organisers. All participants usually cover the same material and the same program can be offered repeatedly with little change". Certainly in Papua New Guinea (PNG) there is an existing need for more diversity in inservice training (INSET) programs for educational personnel associated with community schools, many of whom have limited access to inservice courses for cultural reasons associated with tradition or through geographic isolation. Gannicott and Throsby (1992 p.226) explain the problem in the following way:

While there is strong evidence that the quality of teachers is important, the solution to the problem does not necessarily lie in the traditional teacher-training mode of lengthy pre-service training. Rather, research has suggested that greater emphasis on inservice teacher training is more cost-effective, including such approaches as short-term residences, continuous within-school programs and distance education.

Community schools, which provide government funded primary education for children from grades 1-6 throughout PNG, have a major role of educating children to maintain the values of their traditional cultures within a context of an emerging national identity. This is an enormous task given the increasing dissatisfaction with village life and trend towards urbanisation.

This paper will examine aspects of the emerging theoretical transformation taking place which is carrying the process of inservice training for HT's form a centralized, bureaucratic process towards a school-centred professional development orientation.

A Perspective for Change

While acknowledging the problems associated with the delivery of INSET in a country as diverse as PNG, an equally pressing problem is the theoretical basis of inservice programs for community school Headteachers (HT's). Inservice programs can inadvertently serve bureaucratic interests rather than the interests of educational improvement and teacher empowerment. If bureaucratically defined, such programs could be instrumental in maintaining the existing social order and organisational arrangements relating to education and would lack the critical/analytical perspective necessary to initiate organisational and educational change. A broader perspective to the inservice training of HT's could lead to greater opportunities for the professional development of educational personnel at all levels in community schools through a willingness to question the quality of assumptions underlying existing policies and practices. There is certainly a need for the evaluation of existing policies and programs relating to community school inservice training in an effort to determine their outcomes in relation to ongoing Headteacher development in both the short and long term. The urgency for the need to
initiate such a transformation through the mode of distance education is pointed out by Crossley (1991 p.139) in the following way:

For teacher education in Papua New Guinea, where efforts are being made to develop professionals who can contribute meaningfully to the processes of social and educational change, it is as necessary for distance education initiatives to embody critical reflection and reflective teaching as much as it is for internal courses offered through the nation's teacher's colleges and universities. This is a big challenge, because while the more pragmatic concerns of distance education will continue to dominate attention for some time to come, the response to qualitative issues such as these will in large part determine the respect and value accorded to distance education programs and to those, both staff and students, who participate in them.

While it cannot be denied that training in specific techniques and practices, which traditionally has been the basis of current inservice models, is an accepted and necessary factor in the staff development process in PNG, such a process is not sufficient to equip educational personnel for the dramatic changes facing education on a global scale. Clearly, the problem of structuring theoretically sound professional development experiences for all those involved in the administration of community schools is an issue which cannot be ignored and should be high on the agenda of policy debate in PNG.

There is increasing evidence, however, that an alternative model for the inservice training of HT's is emerging in PNG — a model based on a more appropriate theoretical approach, which encourages the critical analysis and transformation of existing educational practice within the cultural context of community schools. Inherent within this model is a developing willingness to question the bureaucratic emphasis of educational training as well as the incorporation of formative evaluation procedures as an integral part of course development. Inservice programs for these personnel are being framed within a broader theoretical perspective, with those involved in such programs having the opportunity to redefine the purpose of educational practice within the unique cultural context of community schools and their educative function.

The Bureaucratic Approach to Training in Education

In considering the organisational factors which influence attempts to administer planned change in schools, Owens and Steinhoff (1976, pp.24-25) describe bureaucracy in the following way:

Bureaucracy offers an organisational alternative that stresses rationality (rather than personality), legally-established systemic relationships between officer, an orderly hierarchical distribution of power and authority, and the assurance that positions will be filled on the basis of competence. All of these elements are brought together in the authority system that bureaucracy utilises. Its essence is rationality; the entire organisation is developed and administered in accordance with logic and system as applied to the work and goals of the organisation.

The authors note that in schools there is persistent conflict between the concepts of professional autonomy and bureaucratic authority which "is a conflict between the values of professional responsibility and self-determination against the values of bureaucratic rules and procedures" (ibid., p.30). This fundamental conflict between bureaucracy and professionalism as it relates to the epistemological basis of the teaching process and the control of practice is aptly described in the following way:

The bureaucratic view suggests that teaching is a field with limited uncertainty. It further assumes that the problems teachers face are readily analysable and that a finite array of solutions is available. Even if there is no one best way, teaching approaches can be matched to conditions by using contingency theories. The problems faced are amenable to scientific research; thus theory can guide practice.
The professional view, conversely, highlights the uncertainty of teaching... Teaching is viewed as a constructive process in which problems are ambiguously formed and in which judgement and trial-and-error learning must supplement a rich, complex knowledge base to overcome endemic uncertainties...

... The endemic uncertainties of teaching require that professional judgement take into account research-based knowledge but heavily supplement it with situational considerations (Firestone and Bader, 1991, p.68).

And specifically in relation to the control and administration of the teaching process, it is pointed out that:

The general strategies of control in redesigning teaching derive from these views of knowledge. Bureaucracy relies upon supervision and standardisation of rules, role differentiation, output controls like tests, and process controls like curricula and texts...

These can be guided by research and developed centrally by those deemed best prepared to interpret that research. In a professional setting, rigid supervision and standardisation are considered to constrain the necessary use of judgement. Instead, professionals are socialised to a code of ethics and become committed to the values of their occupation...

These professionals then police themselves and provide guidance to less knowledgeable practitioners. The role of leadership and teachers' perception of it — colleague or supervisor — is critical in the way it develops (ibid., p.71).

Training practice based on what could be termed a 'bureaucratic' perspective, therefore, serves bureaucratic interests rather than educational ones. From a policy stand-point, INSET in education assists in maintaining a degree of social control over the education process by reinforcing existing organisational structures and interests. Cuttance (1992 p.3-4) describes the essence of bureaucracy in the following way:

Bureaucratic and centralised systems rely on processes of checking whether administrative procedures have been followed — compliance monitoring — rather than on assessing how effectively educational objectives have been met — effectiveness monitoring. Centralised systems operate on set rules, procedures and statute in order to make the overburdened administrative function at the centre workable. These legalistic processes often militate against the responsiveness and effectiveness of the system.

Walker (1990) suggests that this approach to teacher professional development is based on a 'corporist' perspective of inservice training which directs the function of teacher professional development towards the achievement of specified national goals at the expense of a broader agenda which might include other perspectives such as 'professionalism' and 'economic rationalism'. In expressing concern for such a singular perspective, Walker (1990 p.145) warns that "if the corporist approach is not at least supplemented, or ameliorated, by qualitative professional judgement and direct responses to the needs of students, education and the education of teachers will be steadily reduced to a narrow and bureaucratically conceived enterprise". From this bureaucratic perspective it can be assumed that:

(a) the INSET process ought to be controlled and centralised.
(b) the mastery of pre-determined skills and knowledge is the most important form of training for school personnel.
(c) participants will be able to return to their schools and implement administrative procedures based on what has been presented during the course.
(d) participants ought adopt a 'student' role and all undertake the same experiences while involved in INSET programs.
(e) the purpose of INSET is to equip the participants for a specific, hierarchically-defined, administrative role in order to preserve the existing administrative system.
(f) participants are expected to fulfil certain predetermined course activities.
(g) the inservice process ought to be directed at a selected few teachers who are at a particular professional level.
This perspective directs the training process towards efficiency and systems maintenance rather than the professional needs of the vast majority of school personnel, who have the responsibility for the development and implementation of educational programs. The benefits, such as participatory management, collaborative action research and school-based curriculum development, which ought to flow on to teachers from effective inservice training of HT's, are at best extremely restricted. This is especially the case for women (Stromquist, 1989), who are grossly under-represented in leadership positions in developing countries, and who are less likely to be the recipients of INSET. Those personnel involved in educational administration are trained to attempt to implement policies determined by politicians and bureaucrats and do not perceive their role as actively determining or reforming educational policy in order to make it culturally, politically or ethically more acceptable. Henry, (1985, p.215) argues that:

the most effective inservice programs are those in which teachers are working on problems (or needs) that they have identified, and in which they are actually involved in designing and providing solutions. INSET need not be just a series of courses. It can open the gate to a wide range of interdependent professional activities. Among these are local and school based curriculum development, the supply of a wide range of teaching materials and the provision and operation of teachers' centres which serve the practising teacher. The starting point for such integrated support of the teacher is the teachers' identification of their own needs.

Framed within a bureaucratic approach, INSET reinforces the status quo and, if anything, inhibits the development of administrative and pedagogical renewal. Within this approach, the process of staff development in education reflects a functionalist model which perceives such programs as formalised, standardised, inservice training designed to maintain the existing bureaucracy. The hierarchical nature of the training process reinforces the perception of educational personnel as mere technicians — fulfilling the administrative requirements imposed by an authoritative, bureaucratic system. More appropriate methods based on a broader concept of INSET need to be devised which can provide a continuous access to learning opportunities for a large number of personnel through educationally sound preparation.

The Functionalist Model for the Inservice Training of Head Teacher in PNG

Until recently in PNG, the emphasis has been placed on the notion of training in specific techniques and practices in order that those undertaking inservice courses will attempt to apply such knowledge and skills and to model certain behaviours in educational practice. To a substantial degree attempts to promote this model have denied personnel in community schools the chance to contribute to their own professional development needs and have the opportunity to make a direct contribution to educational change and improvement. This model assumed that innovations can be transferred internationally or interculturally into the PNG education system through a rational, standardised implementation process. INSET existed as the rational process of maintaining policy directives formulated by centralised departments. The opportunity for educational policy to be influenced by school-based initiatives has been rare, with significant elements of educational policy-making, such as school inspection, teacher training and curriculum development, being undertaken through centralised processes (Bray, 1985-4). Programs have been based on the formal instruction of selected personnel on the assumption that knowledge and skills introduced will be unproblematically disseminated throughout the educational system and result in improved practice. Tripp, (1990, p.165) argues this point in the following way:

If teaching is to be a profession, then it is not enough to keep improving the technical expertise of teachers. Teachers need to be more than excellent technicians to be genuinely professional. They need to have some understanding, influence over, and responsibility for the social conditions and outcomes of education.
The Limitations of the Functionalist Model

While the functionalist approach may have been successful in the development of technical skills for completing administrative tasks required to maintain the existing system, it does not contribute to educator self-direction through such means as knowledge of decision-making skills, research skills, critical reflection, program planning/evaluation or self-directed learning. The functionalist model does not acknowledge the role that inservice programs have in the preparation of personnel for educational leadership in a rapidly changing region — that is, preparation for change management. The limitations of the functionalist approach to educational administration preparation, for example, can be described in the following way:

Discrete skills for administrators are certainly identifiable and entire preparation programs have been built around them. This makes good sense if one views administrator preparation programs as essentially “training” and driven by distinct and separate job demands. Extracting skills fractionates and trivialises the act of administration and serves to narrow rather than to expand practitioner knowledge-in-use. Too, these discrete skills may be least useful to the practitioner in the long run (Prestine and LeGrand, 1991, p.73).

Silver and Hess (1981) maintain that training in specific administrative procedures and skills ought to be accompanied by the development of human relations skills and cognitive development skills if such programs are to provide adequate preparation. The significance of conceptual development through the inclusion of theoretical frameworks of analysis in such programs is described in the following way:

The importance of conceptual complexity for people in leadership positions has been borne out in a number of empirical studies of relationships between conceptual levels and behaviour patterns. For example, complex conceptual systems have been found to be associated with utilisation of many alternative interaction processes, ability to cope with situational changes over time, and ability to discover and utilise information about a broad range of stimuli at any given time; simple conceptual systems, on the other hand, are associated with categorical thinking, minimisation of internal conflict, external locus of control, and early closure of decision-making (ibid., p.13).

When consideration is given to the complexity of educational change, the functionalist approach does not present an adequate model for professional development because personnel completing courses need to move into a supportive network with a climate that encourages professional growth or “the initial momentum will eventually lose its force and innovation will give way to the mere maintenance of routine with little real professional involvement” (Weeks, 1988, p.390). Moreover, the functionalist approach to the training of educational personnel assumes that educational improvement is best achieved if the majority of personnel involved adopt a passive role in the training process, which has the function of teaching participants to attempt to implement imposed, standardised programs after the completion of the training. McLaughlin (1990, p.2) suggests that teacher preparation, for example, in PNG is based on an ‘apprenticeship model’, which can at best result in the mastery of techniques but is not adequate for the professional development of educational personnel. In relation to teacher education, it is pointed out that:

The apprenticeship model views the student more as a passive and reactive learner and does little to stimulate reflection, understanding, and analysis of learning and teaching. The supervisor, through experience and education, has knowledge which needs to be imprinted into the learner who is still a neophyte.

The functionalist approach to INSET does not seem to have been successful in problematising the role of the HT in order that administrative processes might be analysed and renewed. Rather, the emphasis has been on the encouragement of administrative strategies conducive to the achievement of specified, centrally-determined objectives. The process of educational administration has been evaluated in relation to a preconceived model of efficiency rather than its effectiveness as a social process associated with educational growth. Within this theoretical
framework, the evaluation of educational practice has been perceived as being predominantly the responsibility of the bureaucracy, rather than as a collaborative activity undertaken by all those responsible for the educational process. In this approach, INSET promotes organisational control and bureaucratic efficiency while serving the interests of elites who hold hierarchical authority within the educational system.

Current Training Programs for Community School Headteachers

The inservice training of HT's in PNG is primarily the responsibility of the National Department of Education and is co-ordinated through the Staff Development Unit. This process as it relates to community schools, is explained by Henry (1985, p.206) in the following way:

INSET at the community school level as controlled by the National Department of Education is concentrated in the Inservice College in Port Moresby and in the central Staff Development Unit. The college's courses are particularly concerned with the upgrading of underqualified teachers and the improvement of professional qualifications and skills throughout the teaching force ... In practice, the work and aims of the college and other inservice efforts at provincial levels can be summarised in three main categories. One is career development, the upgrading of teachers' qualifications to an accepted level, including enrichment in specialist subject areas. Another is curriculum implementation, where inservice work is aimed at ensuring the efficient diffusion of curriculum materials and methods developed by the Curriculum Unit of the Department of Education. The third category is in the area of educational administration for headmasters and senior teachers.

The current inservice training of HT's in community schools, therefore, is undertaken almost exclusively by the Port Moresby Inservice College, which conducts both provincial inservice courses and on-campus training for senior teachers, head teachers and inspectors. Specifically, these courses are the Headteachers' Course, the Inspector Training Course and, more recently, the Diploma in Educational Studies (Primary) Program (DES). These programs have traditionally had the function of providing training for experienced educational personnel in order that existing educational policies can be efficiently and effectively implemented. Emphasis has been placed on the development of the necessary skills and knowledge relating to performing the specified procedures for specific positions within the PNG Department of Education.

It is argued by Crossley (1991, p.132), however, that the practical nature of the DES program in particular, provides a useful model for the development of a renewed theoretical basis for the professional development of educational personnel:

The DES programs have clearly established a valuable fund of distance education experience within the Faculty of Education which should be of use in the future. The model, it should be recognised, is not solely academic in nature, which helps to explain why the numbers are relatively small and the travel costs for supervisors high. The filed visits and residential summer schools provide face-to-face support in what is, in overall structure, a strong distance education model for the professional development of educational personnel.

These programs, beginning in 1973, have been undertaken in such areas as primary and tertiary education, educational administration, curriculum development, adult education, and planning. The responsive and flexible structure of the model enables the focus of INSET to be directed at existing and emerging educational training needs. Its structure, which incorporates both residential and school-based components, enables participants to link theoretical knowledge with the solving of problems associated with their current educational practice. The DES program is based on a 'school-focused' INSET model which attempts to combine the advantages of school-based programs with those of externally conducted courses. This model of INSET is based on the following rationale (Crossley, et al., 1985: 124):
1. The professional development of educational personnel should be a continuous, systematic and lifelong process incorporating preservice, induction and inservice provision.

2. Patterns and structures for the professional development of teachers should be varied and innovative, including, for example, a mixture of residential studies, on-the-job training, distance education, sandwich courses, internship, radio classes, etc.

3. Courses and programmes should be more functional and directly related to practical difficulties faced by practicing teachers.

4. Staff development and curriculum development should be more closely integrated.

5. INSET should involve all school personnel in regular programmes of activity and efforts should be made to mobilize whole schools instead of selected (and thereby isolated) individuals.

6. Professional development should become more of a collaborative (and democratic) venture between practicing teachers and more specialized staff development personnel.

Such programs, however, need to be theoretically sound as well as structurally defensible if they are to reflect the complexity of knowledge required for the professional development of personnel and, subsequently, the successful implementation of educational policy. Training cannot be based on the assumption that the theoretical knowledge relating to educational practice is pre-determined and unchanging. The further assumption, therefore, that the content of training programs is also clearly defined and unchanging appears to contradict the realities of educational, cultural, technological and societal change that is rapidly occurring in PNG.

Praxis as a Theoretical Perspective for Head Teacher Professional Development

Hargreaves (1993:8), in explaining the nature of what is termed 'the new professionalism' in education, draws a clear conceptual distinction between 'INSET' and 'professional development' in metaphorically pointing out that:

There is a growing recognition of a difference between INSET and professional development. The INSET model during periods of reform treats teachers as needing occasional injections to pep them up, calm them down or ease their pain. The professional development model requires a different metaphor; unless teachers are offered through professional development a regular and balanced diet, they will not be effective practitioners, and there should be no question of one heavy meal at the beginning of one's career in the hope that no further sustenance will be required.

It is argued by Hargreaves (1993:8-9) that current approaches to the development of personnel in education are based on a 'technocratic' model which has an epistemology derived from the social sciences, is controlled by institutions of higher education, and is 'applied to', rather than 'centred in' educational practice. It is suggested (S1993:8) that a 'post-technocratic' model is required which conceptualizes the professional development processes from interconnecting premises:

- teachers are understood to have life-long professional needs and these will be met only if treated, as in the case of any learner, in terms of continuity and progression;
for continuity and progression to be realized teachers' developmental needs must be assessed on a regular basis;

schools devise a plan for development from which also flow needs for professional development if the school's development plan is to be implemented successfully;

professional needs arising from personal sources (e.g. appraisal) have to be reconciled with school needs arising from institutional sources (e.g. a development plan).

It is clear from this model that all personnel in community schools require a continuous and enriching professional development program directly related to the educational aspirations of their communities, and INSET needs to be a vital component of this development. Staff development, it has been pointed out,

should not be considered as a *discrete task or specific program* in which staff are expected to participate once or twice a year: rather, it should be regarded as a fundamental and ongoing process which is part of the everyday operation of the school. In other words, the desire for development must be embodied in the philosophy, ethos and organization of the school and it should permeate every aspect of its life. (Duigan and Johnson, 1983, p.1P13)

Those formulating learning programs for the training of community school personnel in PNG are increasingly coming to terms with the concept of 'professional development'. The process of professional development assumes a broader theoretical framework for INSET than the mastery of techniques to maintain an existing bureaucracy. Such a framework includes a critical perspective where participants are involved in analysing and reflecting upon their own practice in order to evaluate the quality of their own action within the context of their work environment.

This theoretical framework also requires an action perspective in that professional development promotes the transformation and improvement of the participants' existing practices through active participation in the generation of new knowledge. Thirdly, professional development includes a component of individual and group responsibility for decision-making about the nature of professional knowledge and the application of knowledge generated within such programs. Moreover, participants in these programs gain experience in further developing their leadership qualities through the generation and refinement of their own practical theories rather than passively adopting a 'student' role.

Professional development for HT's assumes the desire for a continuously developing epistemology relating to the practice of community school education. This incorporates the theoretical analysis of problems faced by INSET participants in actual practice and the collaborative development of strategies to address these issues. Rather than training community school HT's efficiently to serve a bureaucratic function, professional development involves an increasing movement towards the control of the educational process by all those who are participants in it. Such development requires a long term commitment to the educational growth of community school HT's, who are encouraged to accept a shared commitment to change and improvement within the educational process. Such a process can be described in the following way:

Professional development is a process of learning new skills, behaviours and concepts. It takes place over time, incrementally and developmentally involving ongoing assistance and psychological support, and depends on certain organizational conditions at the school (Fullan, 1986, p.169).

Such a notion of professional development, as advocated for HT's in PNG, implies a critical, reflective approach requiring HT's themselves, along with others involved in the educational process in community schools, to monitor and evaluate educational practice. This requires the recognition of the need for the concept of 'praxis' to be at the centre of head teacher professional development. Praxis can be described as the 'critical self-reflective activity of the
practitioner who recognizes that the external world, including his own tasks, values, and norms, is the product of a stream of previous human interactions" (Alexander, 1986, p.3). This notion of professional development is apparent in the Diploma in Educational Studies (Primary) program which was introduced at the Port Moresby Inservice College during 1990. This program incorporates a problem solving approach to course structure and content by requiring participants to question the assumptions of community school education through a critical approach to the analysis of educational practice. An examination of the introductory statements for the School Supervision strand of the program as outlined in the Course Overview (Port Moresby Inservice College, 1990:2-3) for the program provide an example of the developing movement towards praxis as a theoretical structure for improving practice within the supervisory process in community schools. This aspect of the program is described as follows:

This strand of the DES Program will examine the process of supervision by looking at its function in relation to the promotion of Integral Human Development (IHD). In this sense the supervision process is perceived as part of the professional development of teachers in community schools by encouraging a critical, reflective and self-directed approach to the evaluation of the teaching process. Participants will be encouraged to develop a model which...

(a) encourages the teacher to take a leadership role in the supervision process;
(b) encourages the teacher to take responsibility for what is observed and the value of what is observed during supervision;
(c) focuses on the improvement of teaching/learning process;
(d) promotes the self-esteem and dignity of the teachers involved;
(e) is based on mutual trust, cooperation and collaboration;
(f) recognizes the need for both teacher self-evaluation and external evaluation of teaching practice, but separates the two;
(g) recognizes the fundamental need for the existence of a positive school climate and trusting relationships as the basis of successful supervision;
(h) promotes the concept of supervision as an integral component of school-based professional development.

The program is based on a belief in the need for critical reflection as an integral part of the process of educational administration. Such an approach challenges the assumption upon which educational practice is based and requires that such assumptions are educationally, logically and ethically justifiable as the basis for practice in community schools. Critical reflection seeks to uncover the existence of discrimination, inconsistency and misconception by adopting an approach based on analysis and evaluation. Such an approach requires the analysis of educational concepts, policies and practices and the reconstruction of these within the context of new theoretical insights.

The theoretical movement towards critically-reflective practice is gradually unshackling the constraints of the bureaucratic rationality that has permeated INSET in PNG. Movement towards more professionally orientated educational administration could be the catalyst for more responsive, community-based organizational systems. Educational administration in community schools, however, is a complex task. Such radical change is not easily initiated within the existing bureaucracy. Geographical, cultural and organizational barriers hinder the communication process and reinforce the maintenance of existing conservative policies. Attwood (1986, p.106) has suggested that:

The constraints of qualitative change should not be underestimated. Many critics have deplored the educational system's failure to produce the manpower necessary for modern sector development in Papua New Guinea. Perhaps they expect too much. Impossible demands will never be met. Modification of development strategies may be more appropriate than massive investment in education which will bring limited returns.
The continued existence of the functionalist model for INSET, based on the apparent assumption that this approach is theoretically adequate and educationally sound, could have stemmed from the lack of qualitative evaluation procedures which could monitor program development, assess program outcomes and provide strategies for reform. There is still a current need for evaluative research into the process of training for community school personnel in PNG in order to further construct a more appropriate theoretical basis for professional development programs. In relation to the necessity for continuing evaluation in developing countries generally, it has been observed, for example, that:

Despite more than two decades of financial and technical assistance, relatively few developing countries have established sustainable capacity for educational monitoring and evaluation. In consequence, the efforts of both governments and assistance agencies to improve education have been significantly weakened by the absence of information, notably on educational outcomes and costs. The effects of investments are difficult to gauge; lessons of experience difficult to accumulate (Middleton et. al., 1989, p.i).

Problems such as these should not, however, be used to justify the retention of an inservice model that does not serve the professional interests of all personnel. There is a need to transform the bureaucratic ideology of INSET towards a more professional orientation based on a sound epistemology. This includes critical evaluation of the outcomes of educational practice in community schools by challenging the existing assumptions about the nature and purpose of education. Moreover, school-based community school professional development programs could contribute to the generation of a broader epistemology for the basis of decision-making in community schools in a way which both involves practitioners and evolves from existing programs. INSET is no longer being undertaken to merely refine the existing technical processes in community school practice. In taking a more critical stance, INSET may be successful in developing concepts which encourage genuine educational and social reform. Within the perspective of professional development, INSET relating to community schools will increasingly:

(a) provide access to a continuous source of new ideas and information relating to educational practice for community school personnel;
(b) recognize that individual educational organizations have needs which are situation specific;
(c) encourage participants to accept increasing degrees of responsibility for their own educational practice;
(d) contribute to the empowerment of participants by encouraging self-reliance, personal responsibility and self-direction;
(e) have a flexible structure and content which recognizes the individuality of the participants;
(f) be relevant to the needs of the participants;
(g) incorporate the ideas of the participants into the program structure and content;
(h) recognize the need for participants to develop a complex knowledge base;
(i) enable the participants to develop knowledge which is relevant to their personal needs and cultural identity;
(j) recognize the need for participants to be active in the decision-making process regarding their own educational practice;
(k) be accessible to an increasingly large number of educational personnel;
(l) assist in the development of more effective channels of communication which link the educational organizations.
This developing alternative theoretical paradigm for professional development is supported by the radical philosophical changes which are occurring within the PNG education system (Ministerial Committee Report, 1986). The concept of Integral Human Development, which provides the philosophical platform for community school education, represents a fundamental change in the way in which the educational process is perceived in PNG. These philosophical changes to the curriculum in PNG community schools require that HT’s undertake a new, more complex, leadership role in the educational process, which includes increasing responsibility in such areas as instructional leadership, curriculum development and community education. Such fundamental changes to the function of the educational process requires a renewed, school-based approach to the development of personnel within the education system.

An orientation towards broader theoretical perspectives in professional development as the basis for INSET, incorporating a critical perspective to community school practice in PNG, could focus on issues such as the nature and purpose of community schools, the existence of forms of domination and repression that may hinder educational equality and opportunity, bureaucratic control of the educational system or the influence of traditional values in the process of educational practice. Such a movement is necessary if community schools in PNG are to provide for the educational challenges emerging in a rapidly changing country.

Conclusion

An emerging role for the inservice training of HT’s in PNG is the preparation of these personnel for the process of change management. As an outcome of INSET for HT’s in PNG, critically-reflective educational administration is increasingly being perceived as a means of challenging the assumptions upon which the functional concept of educational practice is based, in an effort to create wider possibilities for the process of educational practice in community schools. This represents a transformation of the theoretical basis for the inservice training of HT’s in community schools in PNG, leading to the development of models for professional development based on the notion of praxis. INSET is moving away from the functionalist model which was designed to ‘train’ personnel to perform specific tasks.

Although such a critical perspective to INSET May be difficult to achieve in that it may directly contradict traditional educational beliefs and values which form the basis of existing educational practice, it is necessary if professional development for community school HT’s is to adequately prepare these personnel for a changing future. The rendering of existing administrative processes problematic encourages the analysis and evaluation of existing ritualistic educational practices, which have been apparent in the functionalist approach to community school education.

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Port Moresby Inservice College (1990) *School Supervision: Course Overview, Participant's Guide, Diploma in Educational Studies (Primary), Port Moresby: POMIC.*


APPENDIX B

Conference paper relating to the Quality Assurance School Review process as it existed in NSW Public Schools
Quality Assurance School Review: Towards a Critical Model for the Development of Educational Organizations

Introduction

The continuing devolution of the responsibility for development and management to schools is the result of increasing participation in education by parents, students and teachers in relation to concerns about equality of opportunity in an increasingly competitive society. Changing socio-economic circumstances have necessitated schools to be responsive to the needs of individual communities, and there is growing community insistence in the development of quality educational outcomes. Such devolution from central authorities to schools for the school management process has been coupled with an increasing responsibility for educational accountability at the school-based and systems level.

The current process of school review, undertaken by the Quality Assurance Directorate of the NSW Department of School Education, is a response to this need for accountability in public education. This review process purports to contribute to school 'development' as well as accountability, through widespread community involvement in the process and the generation of recommendations for further improvement in relation to student learning outcomes.

The claim that schools reviews contribute to 'development' in the form of improved student outcomes, however, seems an ambitious and somewhat unrealistic one given the limitations of the quality assurance review model being currently implemented. While there may be some indirect link with improved learning/teaching practices, it is more likely that 'development' within the context of school review exists in other forms.

It will be argued that, while the current process of quality assurance school review in NSW public schools is predominantly a public accountability process, it can contribute to the professional development of review team members, teacher reflection-on-practice, community participation in policy development and a broader basis for educational leadership. 'Development', however, could be enhanced through the refocusing of reviews towards the analysis and evaluation of the school's quality assurance policies. In this sense the quality assurance review process would contribute to the development of the school's quality management process through the enhancement of self-directed quality assurance strategies.
Quality Assurance Review in NSW: Towards Accountability and Development

The current process of quality assurance school review in NSW claims to be based on both assuring public accountability as well as organizational development to enhance teaching/learning outcomes. The Quality Assurance Directorate, operating within the NSW Department of School Education from the beginning of 1993, is responsible for this initiative, which includes school reviews, program evaluations and the establishment of 'best practice' benchmarks relating to three areas of school administration: teaching and learning; leadership and governance; and, management and culture. The purpose of the quality assurance process in NSW schools is stated in the following way (NSW DSE, 1992:1):

The purpose of quality assurance is to assist the development of schools and to provide a public account of the effectiveness of schools in meeting community needs in schooling. Quality assurance provides members of the school community with an important voice in the evaluation of their school - the school's programs, achievements and future directions.

This purpose is also expressed by the Assistant Director (Quality Assurance) in the following way (Cuttance, 1993:1):

Quality assurance reviews assess the effectiveness of practices and processes for achieving improved student outcomes in school systems. They contribute to the process through which schools as learning organizations develop a planned approach to constructing their future. Quality assurance reviews focus on the accountability and development of schools and the program support and services provided to them.

The Quality Assurance Directorate is attempting to pursue this purpose through:

* the establishment of teams to work with school communities in reviewing the performance and development of their schools;
* assessing and reporting on the effectiveness of the programs and support services provided to schools;
* collaborating with a wide range of operational groups in the system to assist them to develop effective quality assurance practices;
* reporting on systemwide issues affecting school
development and performance to directors and
programs to schools (Cuttance, 1993:2).

Within this model, 'accountability' is perceived as the
process through which schools and the Department of School
Education provide information to assure the public that they
are working effectively in relation to the allocation and
utilization of public resources. 'School development', which
seems to be less well defined, is perceived by the
directorate as the process by which schools continually work
to improve the quality of student outcomes.

In summary, the quality assurance school review process
being undertaken in NSW public schools is an accountability
process, based on an organizational evaluation model, which
seeks to involve a broad range of interest groups in
reviewing key focus areas in operation within the school.
The process seeks to assure all organizational stakeholders
and the interested wider public, that schools are delivering
quality educational programs within a devolving educational
system.

Quality Assurance and Strategic Policy Development

At the school review level, quality assurance concentrates
on school-based strategic policy development. The complexity
of the school-based policy development process requires
participative strategies for the development of policy in
order that community aspirations and values are represented.
The policy development process requires high levels of
debate relating to the nature of the strategic policy
options - information which would serve strategic planning
purposes by increasing understanding and awareness of
educational and societal trends, issues, problems and
culture.

In the decentralized model of educational systems, school
policy ought to be the result of dialogue among a wide
cross-section of the community in question, and ought to
ensure that policy development processes are managed to
ensure their successful implementation. Strategic plans, as
a major policy component within the school, need to be truly
'educational' in nature and have the capacity to maintain
and enhance quality outcomes in the future. School
development processes require a range of quality assurance
strategies to ensure that the management of such development
is occurring in accordance with the agreed community
expectations. In other words 'quality', in the form of a
management system which ensures the achievement of community
values and expectations, is assured predominantly through
self-directed quality assurance strategies.
The quality assurance review process could further serve school 'development', therefore, by focusing predominantly on the identification and evaluation of the quality management policy which incorporates these self-directed quality assurance strategies. The school review process might recommend, for example, the extension of existing strategies, areas where further quality assurance strategies are required and suggest specific strategies for the management of quality within the organization.

School Review as Stakeholder Policy Analysis

Within this context, the review process is directed at the analysis of quality management policy. The notion of 'policy analysis' refers to the generation of possible policy alternatives to enable future decision making and strategic development. The process of quality assurance school review can be perceived as a form of participatory policy analysis (PPA) in which the individuals or groups who have a vested interests in the organization have the opportunity to contribute to the policy development process in relation to quality management.

Within this participatory model of policy analysis, one approach which is relevant to educational organizations is described by Durning (1993) as 'stakeholder' policy analysis. This model incorporates the assistance of specialist advice from external agencies while ensuring participant ownership of all stages of the analytical process. Within the context of quality assurance school review, this can be described as organization-stakeholder policy analysis and usually involves all groups of organizational stakeholders and sometimes others outside the organization who represent the groups it effects. Organization-stakeholder policy analysis requires that participants will:

* Negotiate an understanding of the values to be maximized and goals to be achieved.
* Secure agreement about the meaning of information and data that are used in the analysis.
* Test alternatives using the 'mental models' of key participants to help predict their outcomes.
* Structure the process to ensure that all major interests are consulted on each key analytic step.
* Communicate the results in language familiar to the organization. (Durning, 1993:303-304).

This model reflects a qualitative approach to the school review process which incorporates a critical-constructivist perspective (Grimley, 1986) to the generation of policy
relating to self-directed quality assurance strategies in educational organizations, which could focus on such issues as:

(a) increasing the depth of understanding of the nature of self-directed quality assurance;

(b) discovering ways in which the organization can become more culturally reconstructive in its policy development processes;

(c) establishing broader lines of communication and participation in the policy development process;

(d) critically analyzing educational policy relating to self-directed quality assurance for possible gender, ideological or cultural bias.

(e) finding ways of increasing learning opportunities for all who are involved in the policy development process;

(f) critically analyzing the assumptions upon which self-directed quality assurance policies are based;

(g) ensuring that policy development is representative of the needs of the community to which the organization belongs.

(h) clarifying the cultural features of the organization and assessing their relationship with policy development.

(i) analyzing the sources of power within the organization and relating these to such factors as the degree of participation by various groups in educational decision-making, the learning opportunities available to various groups and the ways in which authority is hegemonic.

Quality Assurance Review and School Development

As an experienced review team member of some 15 school reviews in both primary and secondary schools, the author can identify four areas in which 'development' seemed to be taking place within the context of the review process. There are also a number of limitations to the quality assurance review process which currently restrict its potential to contribute to the development of self-directed quality assurance strategies.
The professional development of quality assurance team members. During school reviews team members experienced a range of professional development activities, which included:

* The development of communication skills through interviewing a wide range of students, professional personnel and community members;

* Observing a wide range of educational situations;

* Writing up review findings and recommendations in a concise and accurate fashion;

* Presenting information to interested stakeholders at the conclusion of reviews;

* Developing skills relating to effective team membership;

* Developing word processing skills;

* Working with experienced departmental personnel;

* Leadership skills for those who were review team leaders;

* Accepting responsibility for a review focus area;

* Professional contact and discussion with school staffs at a variety of schools.

Teacher Reflection-on-action. There was evidence that teachers took the opportunity both before and during the review process to reflect on the focus areas chosen.

* Some teachers indicated that they had not been required to reflect on specific aspect of school policy before in such detail;

* Teachers generally were well prepared for interviews and had considered the questions carefully. Some came to the interviews with detailed notes relating to the focus areas;

* Many teachers were very open and emotional about aspects of the functioning of the school and their that concerned them. For some, it was the first time that they had expressed these concerns to a colleague.
Community participation in policy development. The review process could be instrumental for further policy discussion and participation. Development in community participation seemed to occur in a number of ways during the review process:

* Many parents who were interviewed indicated that had not been previously required to express their opinions about the functioning of their school at the policy level.

* Many indicated that they had were nervous about the interview and had not realized that community participation at this level was valued. Many seemed pleased that they had been able to contribute information relating to the focus areas;

* Community members who were members of review teams developed a broader perception of the functioning of the school. Many indicated that it had been an educationally worthwhile experience that would equip them for further participation. Those from ethnic communities were now better prepared to provide a further link between the community and the school.

A broader basis for educational leadership. During the review process principals were confronted with a range of perceptions about the functioning of their schools. In many cases this:

* challenged principals' perceptions of their leadership styles and there was some obvious movement towards more open leadership.

* required principals to confront issues relating to their leadership styles:

* required principals to rethink their management styles and the means through which educational leadership could be more democratic.

Limitations to the Development of Self-directed Quality Assurance Strategies in NSW Public Schools

The NSW model is a successful accountability process, in that a wide selection of opinion about the quality of the organization is canvassed by the review team. Emphasis is on developing an understanding of the aspects of the organization as determined by the focus areas as perceived
by stakeholder groups. Review team members are expected to withhold value judgements and to describe the current situation, record school achievements, issues of concern or future directions in a way which reflects the stated perceptions of the interviewees. However, in an attempt to extend some control of the review process to schools themselves, quality assurance reviews undertaken by the Quality Assurance Directorate attempt to evaluate the quality of programs and practices as well as the quality assurance strategies which support these practices. Lacking a specific focus, the impact of school review for school policy 'development' is therefore limited in the following ways:

1. Involvement of the school staff, parents and students in the review process, either in the selection of review questions, participation in the actual review process or contributing to the development of recommendations varies from review to review and lacks consistency.

2. To varying degrees the review process is 'imposed' on the school community and controlled by bureaucratic processes beyond the control of the school.

3. There is a tendency for schools to choose 'safe' and uncontroversial review focus areas so that strong aspects of the school are reinforced.

4. The review process cannot move outside negotiated areas, and questions being asked may not fully provide a critical framework for interviewees to reflect on the assumptions underlying their responses to these questions.

5. The major outcome of the review process is the publication of a 'report', which includes school details, review findings and recommendations, but tends to imply finality.

6. The duration of the review process, which is never more than five days, limits time for activities which could lead to further school development.

7. There is a strong focus on confidential individual interviews as an information gathering process, supported by classroom observation, with limited emphasis on document analysis.

8. Information generated during the review is to a large extent denied to the school community until the end of the review process.
9. Review team members are not in a position to contribute to school development in that they lack specific expertise which might be required for change, have had no previous affiliation with the school and are not required to have any other contact with the school after the review.

10. Review recommendations provide only vague and general directions for 'improvement' and do not contain a choice of specific strategies which could lead to direct change. There is no opportunities for all stakeholders to participate in processes leading to the formulation of recommendations.

11. Time is spent during the review observing classroom practice which may have little relevance to the focus areas being considered.

Conclusion

It would seem reasonable to assume that the fundamental purpose of the quality assurance school review process is to assure public school accountability. The current model for school review seems to be successful for this purpose in that a variety of educational policies and practices within each school are scrutinized by stakeholder groups.

Although the school review process is limited in its ability to contribute directly to learning outcomes for students, school reviews can contribute to school 'development' significantly in relation to teacher reflection, community participation in policy development and educational leadership styles. They have the potential to contribute to quality management through the development of self-directed quality assurance strategies within schools.

From the methodological standpoint, however, review findings are perceived by schools as final statements of reality rather than part of a continuous process of quality assurance. Reviews tend to be 'one-off' affairs with the results being perceived as conclusive rather than for the generation of further quality assurance strategies. Further refinement of the existing model will be required if a process for quality assurance school review is to evolve which can contribute to the development of quality management policy in schools.
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APPENDIX C

Report on the professional development requirements of school principals in relation to the implementation of quality management in Western Sydney primary schools
QUALITY MANAGEMENT IN SCHOOL EDUCATION

Principals’ Perspectives on Quality Management as a process of continuous improvement in Met West Primary Schools

Geoff Berry,
NSW Department of School Education,
Metropolitan West Region

October, 1994
QUALITY MANAGEMENT QUESTIONNAIRE
A Report of the Findings

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Appreciation is extended by the researcher to the 21 principals from primary schools in the Metropolitan West Region who participated in this study. It is hoped that the information they have provided will extend our knowledge of quality management and contribute to its further development within our region

**********

October, 1994

by Geoff Berry

Department of School Education and
Faculty of Education, Macquarie University

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Quality Management Questionnaire

This document represents the analysis of the Quality Management questionnaire forwarded to a number of primary schools within the Metropolitan West Region during 1994.

A copy of the draft questionnaire was forwarded to three personnel within the Department of School Education for initial comments on length, format and consistency.

As a result of these comments, an initial questionnaire was forwarded to five principals (a total of six principals were invited to participate with one declining) in order to trial the questionnaire and gauge its value in relation to gaining information pertaining to quality management in schools. As a result of this process a second questionnaire was produced to examine factors influencing the development of "Quality Policy" in schools. These factors included quality management training, principals professional development, concepts of 'quality' and 'policy' held by principals, and the influence of the QA Review.

A total of 23 principals were invited to participate in the second questionnaire of which 21 agreed to participate. A total of 16 principals returned this questionnaire.

Although only a small sample of principals, the respondents represented diversity in their experience. Most were experienced school administrators with at least 4-10 years of experience as
principal, with a significant number having at least four years experience in their current school.

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Years of service as principal in current school

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Most principals indicated that they possessed an academic qualification at graduate or post-graduate level.

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The principals participating in the research were from schools ranging from PP5 to PP1, with the majority of schools being classified as PP2 or PP4. These schools vary widely in their cultural identity and have student numbers ranging from less than 50 to over 800. Eight of the respondents indicated the student numbers at their schools were remaining constant, nine indicated numbers decreasing and four indicated the their numbers were increasing. A School Council was operating in a majority of the schools and eight schools indicated that they were part of the Disadvantaged School Program.
Information from both questionnaires has been incorporated into this report. In some instances, however, because the questions from each of the questionnaires varied, numerical data relating to the number of respondents will vary. Written comments from all respondents were incorporated into the results.

The Concept of Quality

Principals could identify with all three definitions of 'quality' to a certain degree, although there was a perception that these definitions could be too academic and restricted in relation to the school situation. One comment suggested that quality might best be defined in terms of a 'quality school' rather than as an isolated concept.

There appears to be a strong belief that quality is contingent upon particular situations, rather than being an 'absolute standard' applying to all situations. One principal's comment that quality is largely dependent on the tone or climate developed by the school leadership seems to reflect the complexity of the concept as perceived by the respondents.

Knowledge of 'quality management' Approaches

With the exception of QA Review and school-based evaluation, principals indicated generally that they had limited knowledge of the
Table 4. Degree to which definitions of quality are reflected in principal's beliefs about quality

<table>
<thead>
<tr>
<th></th>
<th>None</th>
<th>Min.</th>
<th>Some</th>
<th>Signif.</th>
<th>High</th>
<th>Uncert.</th>
<th>Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality as an absolute standard</td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>6</td>
<td>-</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Quality as objectives set for a specific program/process</td>
<td>-</td>
<td>1</td>
<td>3</td>
<td>7</td>
<td>4</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Quality as 'fitness for use'</td>
<td>-</td>
<td>-</td>
<td>7</td>
<td>3</td>
<td>4</td>
<td>1</td>
<td>1</td>
</tr>
</tbody>
</table>

quality management approaches. The approaches of Total Quality Management and Quality Systems are least understood by the respondents. There seems to be a developing knowledge of 'best practices' as identified through the school review process, but it seems that the dissemination of these practices is not widespread.

There was a perception that quality control is essential in any school or organization, although one respondent questioned the meaning of the term 'inspection' in relation to quality control and this may reflect the difficulty in gaining consensus in interpreting the meaning of these relatively new concepts. The comment by one principal that there has never been proper or meaningful inserviceing offered in relation to QA or TQM may explain the lack of knowledge of these approaches. It could also be the case that Quality Assurance Systems based on Australian or International Standards have limited relevance to schools and knowledge of such systems has not been necessary.
Table 5. Degree of knowledge of quality management approaches

<table>
<thead>
<tr>
<th>Periodical school-based audit and review initiated and undertaken solely by the school</th>
<th>None</th>
<th>Min.</th>
<th>Some Signif.</th>
<th>High</th>
<th>No Resp.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality Control (Inspection) based on testing, assessment and evaluation of specific outcomes</td>
<td>1</td>
<td>-</td>
<td>3</td>
<td>6</td>
<td>5</td>
</tr>
<tr>
<td>Quality Assurance School Review as undertaken in conjunction with the Quality Assurance Directorate</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>13</td>
</tr>
<tr>
<td>Quality Assurance Systems guidelines based on Australian or International Standards</td>
<td>1</td>
<td>7</td>
<td>4</td>
<td>3</td>
<td>-</td>
</tr>
<tr>
<td>National or International indicators of quality improvement</td>
<td>4</td>
<td>4</td>
<td>6</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>NSW 'Best Practices' relating to teaching/learning, school management, administration and governance</td>
<td>1</td>
<td>1</td>
<td>6</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Total Quality Management</td>
<td>1</td>
<td>6</td>
<td>7</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>--------------------------</td>
<td>-----</td>
<td>-----</td>
<td>-------------</td>
<td>------</td>
<td>---------</td>
</tr>
<tr>
<td></td>
<td>8</td>
<td>19</td>
<td>33</td>
<td>18</td>
<td>27</td>
</tr>
</tbody>
</table>

Quality Management Training

Less than half (8) of the respondents had undertaken quality management training in the past. The 'training' that had been undertaken was short term and generalized. Three principals noted that completion of the Certificate of School Leadership, which they had completed, contained a component relating to quality management.

Other completed training was in the form of Departmental T&D courses, a TAFE management course and as part of master's degree studies. Other sources of information relating to quality management came from
aspects of Principals' conferences and from membership of Quality Assurance review teams. One respondent had attended a Total Quality Management course relating to public sector management but the lack of background knowledge and experience of the respondent limited its value. No respondent indicated that they were currently undertaking any formal quality management training.

Professional Development Experience during 1993/4

Generally, respondents had limited professional development experience in any form of quality management during the last two years, with only a few principals indicating that they had experienced significant or high professional development experience in any form. One principal summed up the situation in the following way:

The Department of School Education has done very little to fully inservice/educate its school executive staff in relation to 'quality management', other than the usual 'quick fix', 'bandaid' type courses which have often been delivered out of context (in isolation).

'Access to printed materials' and 'school-based staff led professional development' were the only forms of professional development experienced by a large number of the respondents but they had only 'some' experience in this medium. It seems that principals' knowledge of quality management may be based on materials on the subject sent to their schools from time to time.

It seems clear that opportunities to undertake professional development outside the school have either not been available or utilized by most respondents. These include 'external' forms of
professional development such as contributions by community personnel who may have some expertise, use of quality management consultants, attendance at specific quality management courses, use of audio-visual programs on quality initiatives, attendance at conferences on 'quality' issues or assistance from the Department of School Education.

Other professional development activities identified were professional reading undertaken by those particularly interested in 'quality management' and attendance at principals' meetings. It was noted that Directors of Schools, due to their work overload, had limited opportunity to contribute to such professional development.

**Management Skills**

Principals indicated a strong confidence in their managerial abilities although some respondents were unsure of the meaning of terms such as 'reflexive skills' and measurement 'statistical' skills. The managerial skills of measurement, research and information management were the only areas where some respondents indicated a lack confidence.

Other managerial skills identified as being of value were financial skills, time management skills and interpersonal skills. It was noted that knowledge and skills in financial management is vital in that this supports all school programs.
Table 6. Professional Development experienced during 1993/4

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Reading printed information relating to quality management..............</td>
<td>2</td>
<td>1</td>
<td>10</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>School-based, staff-led professional development relating to quality management</td>
<td>3</td>
<td>2</td>
<td>7</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>School-based, community-led professional development relating to quality management</td>
<td>11</td>
<td>2</td>
<td>3</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Professional development relating to quality management from a Director of Schools</td>
<td>5</td>
<td>6</td>
<td>4</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Professional development from QA Directorate personnel as consultants</td>
<td>8</td>
<td>3</td>
<td>4</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Professional development from quality management consultants other than DSE</td>
<td>10</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Attendance by at external courses relating to quality management........</td>
<td>10</td>
<td>2</td>
<td>3</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Viewing audio-visual programs relating to quality management............</td>
<td>10</td>
<td>2</td>
<td>3</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Attendance at quality management conferences.............................</td>
<td>11</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>-</td>
</tr>
</tbody>
</table>

| Total                                                   | 70            | 23             | 38          | 10             | 3           |

Perceptions of Policy Concepts

All four definitions of 'policy' were identified by respondents as being relevant to policy development in their schools. Only a minority of respondents considered that policy defined as 'a common philosophy' had little relevance to their organizations.
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Analytical skills</td>
<td></td>
<td>4</td>
<td>5</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>(ability to comprehend the complexity of systems/processes)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Evaluation skills</td>
<td></td>
<td></td>
<td>2</td>
<td>10</td>
<td>4</td>
</tr>
<tr>
<td>(ability to conduct program and curriculum evaluation)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Information management skills</td>
<td>1</td>
<td>3</td>
<td>3</td>
<td>6</td>
<td>3</td>
</tr>
<tr>
<td>(ability to use computers to store and manipulate information)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Measurement skills</td>
<td>1</td>
<td>4</td>
<td>3</td>
<td>7</td>
<td>1</td>
</tr>
<tr>
<td>(ability to generate information from statistical data)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Negotiation skills</td>
<td></td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>8</td>
</tr>
<tr>
<td>(ability to reach mutual agreement or consensus)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Oral communication skills</td>
<td></td>
<td></td>
<td>2</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>(ability to relate verbally to all stakeholders)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Organizational skills</td>
<td></td>
<td></td>
<td></td>
<td>9</td>
<td>7</td>
</tr>
<tr>
<td>(Ability to plan and implement programs)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Problem solving skills</td>
<td></td>
<td></td>
<td>1</td>
<td>9</td>
<td>6</td>
</tr>
<tr>
<td>(Ability to find viable solutions to problems)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public relations skills</td>
<td></td>
<td></td>
<td>1</td>
<td>6</td>
<td>9</td>
</tr>
<tr>
<td>(Ability to present a positive school image to the community)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reflexive skills</td>
<td></td>
<td></td>
<td>1</td>
<td>11</td>
<td>4</td>
</tr>
<tr>
<td>(ability to make sound judgements based on reflection on/in action)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Research skills</td>
<td>2</td>
<td>7</td>
<td>5</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>(ability to generate theoretical knowledge using qualitative and quantitative methods)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Team membership skills</td>
<td></td>
<td>1</td>
<td>7</td>
<td>8</td>
<td></td>
</tr>
<tr>
<td>(ability to work with others in a problem solving situation)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Written communication skills......................... - - 3 4 8
(ability to document policy and correspond with all stakeholders)

2 15 32 89 69

The notion of policy held by respondents can be summed up by one principal who suggested that "policy tends to be a conglomerate of the above, reflecting varying degrees of these criteria, depending on the type/breadth/purpose of the policy".

Table 8. Relationship between policy definitions and policy processes

<table>
<thead>
<tr>
<th>Policy Description</th>
<th>No Reflection</th>
<th>Minimal ref.</th>
<th>Some ref.</th>
<th>Signif. ref.</th>
<th>High ref.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy is action resulting from a legitimate planned process.......................</td>
<td></td>
<td>1</td>
<td>3</td>
<td>5</td>
<td>7</td>
</tr>
<tr>
<td>Policy is a set of guidelines for future action by providing broad directions and structures...........</td>
<td></td>
<td>2</td>
<td>1</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td>Policy is the accepted official statement of collective action which is representative of the organization................</td>
<td></td>
<td>1</td>
<td>2</td>
<td>9</td>
<td>4</td>
</tr>
<tr>
<td>Policy is a commonly held philosophy relating to values, knowledge, beliefs and aspirations of those it represents...</td>
<td>2</td>
<td>-</td>
<td>2</td>
<td>7</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>4</td>
<td>8</td>
<td>27</td>
<td>23</td>
</tr>
</tbody>
</table>

Strategic Quality Management

All respondents perceived all of the strategic processes to have some priority within their schools, with many attributing significant or high priority to these processes. It was noted by respondents that
these 'quality management' priorities can be addressed in schools through educational leadership strategies, the development of quality management plans and with the assistance of expertise within school communities. There was a unanimous belief by respondents that 'quality' is a planned process requiring strategic management. All criteria, including concept development, commitment to shared vision, systems development, training, service provision and organizational evaluation were perceived as necessary.

Respondents indicated most strongly the need for organizational leadership in the quality improvement process, as well as the need for schools to provide a range of educational services based on the needs of stakeholder groups. The difficulties of implementing these priority processes in schools with a teaching executive staff and a small teaching staff was pointed out by one respondent. It was suggested that "whilst the priority remains high there is a much heavier load on staff generally whereas in larger schools so much more can be delegated".

Information Gathering Techniques

The most commonly used information-gathering techniques were identified as brainstorming, interviews, questionnaires, benchmarking and process charts.

Techniques such as pareto charts, SWOT analysis, force-field analysis, market research and cause/effect diagrams were rarely or never used by
Table 9. Strategic Priorities within schools

<table>
<thead>
<tr>
<th></th>
<th>Not a priority</th>
<th>Minimal prty.</th>
<th>Some prty.</th>
<th>High prty.</th>
<th>prty.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Developing an understanding within the staff/community about quality improvement</td>
<td>-</td>
<td>1</td>
<td>4</td>
<td>7</td>
<td>4</td>
</tr>
<tr>
<td>Developing a commitment to a commonly shared vision for the future and the individual/group responsibility required for this...</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>6</td>
<td>8</td>
</tr>
<tr>
<td>Developing systems to support the achievement of specific strategies associated with the vision</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>8</td>
<td>6</td>
</tr>
<tr>
<td>Developing a training program to equip stakeholders with the required skills to contribute to school improvement processes</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>8</td>
<td>7</td>
</tr>
<tr>
<td>Developing a focus on providing services which satisfy the needs of the organizational stakeholders</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>8</td>
<td>8</td>
</tr>
<tr>
<td>Developing a process of school based review for systems accountability and improvement</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>9</td>
<td>5</td>
</tr>
<tr>
<td>Developing organizational leadership to ensure that quality systems are in place and operational</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>11</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>0</td>
<td>3</td>
<td>9</td>
<td>57</td>
<td>43</td>
</tr>
</tbody>
</table>

respondents. A number of respondents indicated limited or no knowledge of these concepts, although one respondent suggested that these techniques could be currently in use in schools but defined as something different. Other information gathering techniques were identified as surveys, informal discussions and regular staff meetings.
Table 10. Use of information gathering techniques in problem identification and problem solving

<table>
<thead>
<tr>
<th>Technique</th>
<th>No use made</th>
<th>Minimal use</th>
<th>Some use</th>
<th>Significant use</th>
<th>High use</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brainstorming</td>
<td>1</td>
<td>-</td>
<td>3</td>
<td>7</td>
<td>5</td>
</tr>
<tr>
<td>Affinity networks</td>
<td>5</td>
<td>2</td>
<td>4</td>
<td>4</td>
<td>1</td>
</tr>
<tr>
<td>Process charts</td>
<td>1</td>
<td>2</td>
<td>6</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>Flow charts</td>
<td>1</td>
<td>4</td>
<td>8</td>
<td>3</td>
<td>-</td>
</tr>
<tr>
<td>Pareto charts</td>
<td>14</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Cause and effect diagrams</td>
<td>6</td>
<td>8</td>
<td>-</td>
<td>2</td>
<td>-</td>
</tr>
<tr>
<td>Force-field analysis</td>
<td>7</td>
<td>6</td>
<td>1</td>
<td>2</td>
<td>-</td>
</tr>
<tr>
<td>Benchmarking</td>
<td>4</td>
<td>2</td>
<td>3</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>Career-path mapping</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>Market research</td>
<td>9</td>
<td>4</td>
<td>2</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>SWOT analysis</td>
<td>12</td>
<td>1</td>
<td>3</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Interviews</td>
<td>-</td>
<td>1</td>
<td>5</td>
<td>6</td>
<td>4</td>
</tr>
<tr>
<td>Evaluation questionnaires</td>
<td>-</td>
<td>1</td>
<td>2</td>
<td>9</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>64</td>
<td>35</td>
<td>39</td>
<td>47</td>
<td>23</td>
</tr>
</tbody>
</table>

Quality Policy

Most respondents indicated that a separate 'quality policy' did not exist within their schools and that they were unfamiliar with the notion of a 'Quality Policy' as a separate document. The concept itself was unfamiliar to some respondents. One principal, however, indicated that the development of a Quality Policy was a priority for 1995.
One respondent noted that a 'Quality Policy' possibly existed, "depending on how you define a Quality Policy - We, in my opinion have a Quality School Management Plan that is, in effect, a Quality Policy". Another principal noted that even without a separate policy relating to "Quality", the "fitness for use" definition of quality was being achieved at the school, although it was suggested that there is still a need to do something about raising awareness in relation to quality management.

In a number of instances, 'Quality Policy' was perceived to be part of, or synonymous with, the strategic management plan. In this sense 'quality' was perceived as existing within the schools vision, mission, strategic management processes and action plans (including long term/short term goals). These respondents indicated that their schools had well documented policies, with emphasis on quality, on all aspects of school organization. Some respondents did not believe there was value in developing a separate 'quality policy' as 'quality' was seen to permeate all other organizational policy and practice. Such policies had in-built evaluation cycles which lead to improvement. As noted by one principal - "Every school should be seeking continual improvement in all operations - why have a policy?"

Table 11. Existence of a Quality Policy

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>No</th>
<th>Uncertain</th>
<th>Unfamiliar with concept</th>
</tr>
</thead>
<tbody>
<tr>
<td>Count</td>
<td>5</td>
<td>6</td>
<td>-</td>
<td>5</td>
</tr>
</tbody>
</table>

Page - 16
Those respondents who indicated that a 'Quality Policy' existed within their schools identified a number of benefits emanating from its existence. These included:

(a) The provision of specific guidelines for all interest groups;
(b) The existence of written interpretation of school organizational procedures;
(c) The existence of a process to enable new staff to be familiarized with organizational procedures;
(d) Assistance in targeting the pursuit of excellence and celebrating achievements;
(e) Contributions to change in staff morale - commitment to task - ownership of programs - energy and enthusiasm;
(f) Predictability in both administrative and educational outcomes;
(g) The provision of a guide for the inexperienced or incompetent personnel to gauge their practice;
(h) The provision of indicators for accuracy in the interpretation of outcomes.

Some factors were identified which limit the development of a Quality Policy in schools. These included a lack of stakeholder understanding of the quality management process, the degree of staff and community interest in quality management, differing concepts of quality among stakeholder groups and need for appropriate administrative technologies to implement the quality management policy. Of most significance, though, was the availability of personnel with expertise in quality management and, in particular, time available for Quality Policy development. Some respondents noted problems experienced in relation to the development of a Quality Policy. These included time constraints, pressures relating to the implementation of new Department of School Education curriculum documents, keeping QM documents current, assisting stakeholder groups in understanding their role in the process and maintaining compatibility between policy and practice.
Future strategies for the further development of a Quality Policy included the completion and amendment of Quality Policy documentation, the development of a policy which specifically targets 'Quality' across all school procedures and the formal inclusion of P&C representation on committees. Although the existence of a Quality Policy was in the minority, respondents overwhelmingly indicated the existence of policy development strategies which could be identified as part of a quality system. School-based strategic planning and evaluation are policy development strategies being undertaken in the schools of all respondents. The use of 'best-practices' was the only strategy not used by the majority of schools.

Table 12. Policy development strategies in operation

<table>
<thead>
<tr>
<th>Strategy not operating</th>
<th>Strategy operating</th>
<th>Uncert.</th>
</tr>
</thead>
<tbody>
<tr>
<td>School-based strategic planning processes... -</td>
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<td>Use of 'critical success factors' (performance indicators) to assess the achievement of policy outcomes......... 2</td>
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Some procedures were identified for ensuring that personnel involved in the implementation of the Quality Policy understood their
responsibilities. These included the negotiation of role statements, performance management practices, T&D practices, supervision and the development of management plans for school staff.

'Quality Policy' monitoring and evaluation processes included informal data gathering, questionnaires, meetings, feedback from interest groups, committee self-evaluation, semester reports by action group coordinators and semester reports to School Council for approval of such documents as the School Management/Development Plan.

Quality Assurance Review
The value of each aspect of the QA Review process varied widely among the respondents, reflecting principals' perceptions of the QA Review which ranged from highly worthwhile to almost useless. Concerns were expressed about the validity of parental responses to review questions and the ability of the review team as virtual strangers to be able to contribute meaningfully to school development.

There was no indication that the QA Review is generally perceived to contribute in a significant way the further development of quality management, although it is clear that the process contributes to some degree. The vast majority of principals indicated that the review did not result in specific recommendations relation to quality management development. Recommendations which were perceived as contributing to quality management development related to such areas as evaluation and assessment, leadership approaches and policy relevance.
Approximately 50% of the respondents believed that the QA Review could have been more useful in contributing the quality management in their schools, while three were uncertain. Suggestions for further contribution to quality management included the framing of more achievable recommendations; planning a follow-up review after recommendation have been implemented; a clear rationale for nominating focus areas and question development; a better understanding of quality management by review team members; a focus on development and evaluation processes; the examination of a broader range of school processes; and, to consider 'quality management' as an area for review investigation.

A number of ways in which the QA Review contributed in unexpected ways to the development of quality management were identified. These included its contribution to staff self-esteem and morale; community awareness of school accountability; principals' reflection on their leadership roles; the development of an annual review process; perceptions of different stakeholder groups about decision making processes; and, the review of goal setting and evaluations.

Two respondents maintained that the QA review did not contribute in any unexpected ways to the development of quality management. One principal noted that the review was "an interesting exercise but I don't feel it resulted in any significant change to the quality management other than the implementation of the specific recommendations".
Table 13. Contribution of the QA School Review to quality management development

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Discussion

From the perspective of the principals who participated in the questionnaire, 'quality' is associated with the unique culture of the each school and seen to permeate all aspects of the organization rather than be perceived to exist a separate entity or policy. Respondents generally believed 'quality' to exist within their schools without the use of specialist techniques or quality management approaches to develop it. One respondent noted that:

The notion that there is some magic process for obtaining quality is a myth. The culture of the school, which is created by the leader in conjunction with staff, delivers quality. It all depends on the staff, the leader and the culture".

Beliefs about the general value of the QA Review varied, but it was generally accepted that the QA Review process did not significantly
contribute to 'quality management development' but it may have the potential to do so.

Principals have not experienced a great deal of professional development in relation to 'quality management' as it related to 'quality systems' or 'quality assurance' and have had little opportunity to evaluate these concepts in relation to their relevance to education.

While principals identified strongly with the strategic management priorities suggested, it is clear specific 'quality techniques' are not perceived as necessary to achieve such priorities. The fact that respondents believed themselves to have strong management skills may explain why they have not found it necessary to introduce further problem-solving techniques.

Although some factors relating to quality management in schools, such as professional development experience, seem to be same regardless of the size or complexity of the school, less experienced principals generally placed more value on the QA Review and seem more likely to embrace the 'quality systems' approach to quality management than more experienced principals. One clear indication seems to be that principals require more access to a variety of professional development in relation to quality management in order to be able to make informed judgements as to its value to their schools.
### Appendix 1: School enrolments

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<th>% Aboriginal students</th>
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APPENDIX D

Overview of the thesis relating to principals’ leadership development requirements for the implementation of quality management in Western Sydney primary schools
Thesis Overview

This component is a thesis based on qualitative research investigating the leadership needs of primary school principals in relation to their capacity to initiate and sustain quality management within their schools.

Thesis title
Quality Management in NSW Primary Schools: Implications for Leadership Development

Abstract
'Quality management' is an emerging paradigm for cultural transformation in public and private organizations both overseas and in Australia, and is based on the notion that organizations must continually improve their systems and processes to better meet the needs of their customers or clients. The most common manifestation of 'quality management' is 'total quality management' (TQM) which attempts to illustrate the need for quality management to be implemented on an 'organization-wide' or 'system-wide' basis.

While quality management is well established in many manufacturing and government organizations, the process is only beginning to be considered as an improvement process in educational organizations.

Schools in NSW have had the experience between 1992 and 1996 of the Quality Assurance school review, but this process sought school accountability rather than the development of processes for continuous improvement.

Although gradually beginning to emerge, research into quality management in education is not abundant and there is not a well-developed theoretical basis. There is, however, an increasing interest in its potential among educators, even though there is limited reliable evidence to support quality management as a successful improvement process in schools.

This study sought to develop a better understanding of the nature and potential of quality management in primary schools and to determine possible professional development strategies for principals in relation to the introduction of quality management within their schools.

The Quality Management questionnaire was utilized to seek the insights, understandings and opinions of thirty-four primary principals within the Western Sydney area in relation to quality management in their schools and the kinds of leadership support required.

The policy orientation of the research is evident through suggested options for leadership development which emerged from the findings of the questionnaire utilized during the research. Furthermore, the notion of schools as 'learning communities' is a vision for
school education which requires the transformation of the cultural elements of schools to enable all school members to be active managers of their own learning. There is a need to develop systems and processes to allow this vision for schools to emerge, and this research accepts this challenge.

This thesis, based on the outcomes of this questionnaire, includes a theoretical framework based on an overview of current models relating to quality management in primary schools and concludes with a series of recommendations for the further development of the process in primary schools in NSW.

The practical outcome of this research was a Leadership in Quality Management program, which is described in the article entitled “Leadership Strategies for Quality Management in Primary Schools” included in Component 3 of this Portfolio.
APPENDIX E

Senior Executive Conference program on the theme 'Leadership for the Development of Quality Schools'
Metropolitan West Department of School Education

welcomes you to its

SENIOR EXECUTIVE INDUCTION CONFERENCE

LEADERSHIP FOR THE DEVELOPMENT OF QUALITY SCHOOLS

University Western Sydney, Hawkesbury

The starting point for quality leadership is not system change, not change in others around us, but change in ourselves.
LEADERSHIP IN THE DEVELOPMENT OF QUALITY SCHOOLS

The theme of today's conference - "Leadership in the Development of Quality Schools" - has been selected to reflect the vital role of senior executive in the development of quality outcomes in schools.

Without dynamic leadership, priorities relating to quality teaching and learning cannot be achieved and the concept of schools as learning communities may not be fully realised.

But what do we mean by 'quality' and how can it be realised in our schools?

Principals, Deputy Principals and Leading Teachers have a key leadership role in the establishment of a culture which promotes continuous improvement and the achievement of excellence in educational outcomes.

Today we will have the opportunity to consider where we stand in relation to quality in education and how we can further develop the kind of leadership required for quality schools.

Hopefully, the addresses, discussions and group work in our program will provide a variety of learning opportunities to develop a better understanding of the challenges we face as executives in our developing school system.

Educational Leadership - Values, Beliefs and Principles

Starratt (1986) says that a teacher's power is derived from a VISION that is itself connected to something that is basic to human life. In other words, the claim is that one's VISION emerges for one's principles - fundamental beliefs and values. One of the tasks of leadership is to generate a SHARED VISION which helps to illuminate daily routines and practices with dramatic significance. The structures, rules, and processes of the organization should reflect that vision. All organizational members should have the opportunity to celebrate the vision in ritual, ceremonies, performance and art forms.

As fundamental beliefs and values, principles are the rule that guide action. Moral values are the virtues or traits that influence action. Non moral values judgements on the worth of actions or objects which do not fall under the purview of ethics.

A key factor which distinguishes one school community from another is the Principals' set of values. The impact of the principles and values on determining a Principals' priorities and activities carries a clear implication in regard to developing effective school leadership. There is a need for more systematic discussion and reflection on educational values and beliefs in professional groups. As well, the Principal needs to articulate clearly his or her beliefs to colleagues and the school community.
The kinds of decisions we make as leaders in our schools have profound effects on the lives of those within our school communities. Today provides an opportunity to reflect on personal attitudes, values, beliefs and principles which underlie the decisions that we make as educational leaders.

With this in mind, the following questions can serve as a conceptual framework through which participation at this conference can be visualised

* What principles will I adopt as a leader?

* What are the most important issues to focus on within the school community?

* How might I come to understand and/or collaboratively derive the core values and beliefs that form the 'centre' of the school?

* What metaphor do I want the school to represent?

* What culture and administrative structures will best support this?

* What professional development (school improvement) processes will support this vision?

* What is the function of 'leadership'?

* How will I link quality management processes with strategic (transformational) leadership?

"Creating a Vision forces us to make a stand for a Preferred Future"

(Block)
Payoffs from Transformational Leadership

Time is one of the most valuable resources for a leader. According to Bennis, the reason why many leaders cannot and do not lead is because they do not allow enough time for leading. Such leaders become overtly involved in the details of their office, short-changing the time needed to lead effectively. As such, leaders need to be aware of how they spend their time. Transformational leadership is an active, time consuming process in which a substantial amount of time is initially devoted to followers' personal development. However, the payoffs can be significant and substantial. Inspirational motivation can often produce individual effort and performance beyond normal expectations, even when the leader is absent. Ultimately, the leader creates followers fully capable of handling challenges of their own.
Developing a Framework for Quality in Schools

Reflection and Group Discussion

12.10pm to 1.00pm
Developing a Framework for 'Quality' in Schools

The Concept of Quality

Perhaps it could be said that "Quality is in the eye of the beholder" but this may not necessarily assist us in our understanding of what we mean by 'quality' processes and outcomes.

Three commonly held notions of what 'quality' could mean are as follows:

- Quality is defined in terms of the application of an absolute standard to situations experienced within an organisation or across a variety of organisations.

- Quality is defined in terms of the objectives set for a specific program or process in a specific location at a specific time.

- Quality is defined as 'fitness for use' as attested by end-users on the basis of their direct experience with the product or service.

To what degree do each of these contribute to our understanding of what we mean by quality in schools?

To what degree is 'quality' associated with PROCESSES as well as OUTCOMES?
There seems to be great a diversity in beliefs held about 'quality' in education and how it can be achieved. When asked, a number of principals within our region had the following beliefs about 'quality' as it relates to schools.

Quality is something which is perceived to be of great value by the majority of stakeholders.

Quality is achieving the best you can do as a teacher or pupil with hopefully room for improvement in 'weaker' areas.

Quality is producing the best from the given raw material

Quality to me is more about the essence of things - the soul - touching the heart - providing success and the thrill that comes with success - definable more by the tilt of the head, the shine in the eye, the joy in the voice.

Quality is effective use of resources (human/non-human) to meet the immediate/long term needs of students in a particular school.

"Quality" must be judged in the global context of a school - Specificity can sometimes cause people to lose sight of the "big" picture.

If quality management is on-going and pro-active there cannot be an "absolute". Quality is a mind set, not something used on certain occasions

Do you agree with any of these beliefs about 'quality' in schools?

Which of the above interpretations are most helpful in assisting our understanding about educational quality?

What are your beliefs about 'quality' in education?
(Before writing your response, you may wish to use following diagrams to identify aspects of quality as you see them)
Quality Schools
Improving the Quality of Teaching and Learning

The development of Quality Teaching and Quality Learning in schools is a complex process.

There could be a variety of factors which could either limit or promote the achievement of quality teaching and quality learning in our schools. There factors could be, for example.

* attitudinal
* behavioural
* cultural
* organisational
* political
* managerial

If we can identify some of these factors which may work for or against us in our efforts for school improvement, then we may be able to enhance the positives and reduce negatives.

What factors can you identify which could be either SUPPORTING or RESTRICTING efforts in the development of quality schools?

Use the following page to compare these driving and restraining forces and then to isolate the most significant of these forces.
Quality Teaching and Quality Learning

What restricting forces exist which currently impose limitations on the development of Quality Teaching and Quality Learning in our schools?

* *
* *
* *
* *
* *
* *
* *
* *

What driving forces exist which support the development of Quality Teaching and Quality Learning in our schools?

* *
* *
* *
* *
* *
* *
* *
* *

Which of these forces do you think are the most significant in relation to your practice?

What strategies could be used to enhance the driving forces and reduce the restricting forces?
Aspects of Leadership for the Development of Quality Schools

Reflection and Group Discussion

3.45pm - 4.30pm
Leadership for Quality Transformation

"Bureaucratic management practices in Australian systems (ie authoritarian and autocratic with little evidence of processes of consultation and communication) can be "contrasted with new 'post-industrial' paradigm which see hierarchical, bureaucratic organizational structures giving way to more decentralized and professionally controlled systems: alteration of traditional work, communication and reporting patterns; authority flows becoming less hierarchical; role definitions becoming both more general and more flexible; Leadership relating to competence for needed tasks rather than to formal position; independence and isolation being replaced by 'principal as facilitator'; from 'teacher as worker' to 'teacher as leader'; and, an overall transformation from control to empowerment" (Cranston, 1994).

1. What are the difficulties of developing 'transformational' leadership processes described above?

2. Within the constraint of a balance between central control and local autonomy, do good schools make a good system or does a 'good system' create good schools?

3. How have leadership expectations changed during your career as a school executive?

4. What 'leadership paradigm' would you like to see emerge at your school?
Leadership in Learning Organizations

"There is a need for organizations to see themselves as engaging in a learning process. The 'Learning Organization' is of increasing relevance to schools... 'People learn most when they have a genuine sense of responsibility for their actions' (Cranston, 1994)

1. How can the problems of teacher dispowerment, overload, a limited sense of well-being and low morale be addressed in schools as they attempt to manage educational change?

2. To what degree are senior executive 'change agents, in schools?

3. What is meant by the 'culture' of an organization? How can organizational culture be changed?

4. What leadership role do you have in the change process at your school? What have been some of your successes/challenges?

5. What could the 'new organization' of the school look like? What metaphor best describes this emerging notation?

6. In what ways is your school a 'learning organization'?
Leadership in Strategic Management

"Planning for quality improvement must be the foundation for any improvement effort. But even the best plans are deemed to fail if the ability to adapt and change to unforeseen conditions is not an interwoven part of the plan for improvement. It is not possible to develop a Plan for the transformation. The best that can be done is to develop a Strategy.' (Langford, 1994).

1. What existing leadership models do we have within our system for quality improvement in education?

2. What is meant by the concept of a 'system', 'customers', 'quality' and 'service'? In what ways do these concepts have relevance to school education?

3. Is it possible to identify the 'systems' which we utilize in schools and then work on these 'systems' to improve them? Are there any advantages in doing this?

4. Does emphasis on the improvement of our 'processes' contradict the movement toward 'outcomes-based' education?
Leadership for the 'Quality Organizations'

In relation to the development of 'quality organisations' in education, Hough (1994) suggests some 'key cultural and managerial emphases' which are:

* a quality organization is one which concentrates on being a problem-solving, self-renewing organization which concentrates on its processes and people;

* the basic purpose of a quality organization is to provide goods and/or services for customers to meet their needs and specifications;

* customers are both internal and external to an organization;

* different customers require different concepts and levels of quality;

* the emphasis is on quality processes within the overall objective of a delighted customer;

* quality assurance is a natural component of a total quality system - not an 'add on' or 'imposition';

* managers need to become leaders and increasingly spend time on developing 'tomorrow's organization' because they have trained, empowered and trusted their subordinates to become service providers who run 'todays' version of the organization;

1. To what degree is each point in Hough's framework for a quality organization relevant to our schools?

2. Are we already achieving these kind of emphases in our schools?

3. To what degree is our Quality Assurance School Review process contributing to such 'quality organizations'? - Should it have this function?

4. What assumptions about 'quality' underlie Hough's model? Are they valid assumptions in relation to quality schools?

5. What implications does this model have for educational leadership?
Leadership for Total Quality Education

'Schools are highly specialized institutions with some unique features that set them apart from other organizations. Yet, in many ways they are much the same as any other organization in that they have a complex set of processes and systems, depend on suppliers and have a wide range of outcomes. Schools also have a product. That product is education. We believe that TQM is extremely adaptable to education" (Paine, 1994)

1. What are some of the unique characteristics which set schools apart from other organizations?

2. What are some of the 'complex set of procedures and systems' which make up a school? Is it desirable to spend a great deal of effort on 'systems' improvement?

3. Do schools have 'customers'? Is this the best way to describe the teachers/student, teacher/teacher or teacher/parent relationship?

4. Do you agree that the product of the schooling process is 'education'?

5. Can we achieve 'quality schools' without a major emphasis on school-based training and development? If such T&D is required, in what form should it exist?

6. In what ways does the TQM model relate to the DSE priorities of quality teaching and quality learning?
Senior Executive Induction Conference

Evaluation

Did today's program contribute to your further understanding of leadership for quality schools?


In what ways, if any, were the conference readings of value?


Please list any sessions which were of particular value.


Please list any sessions which were irrelevant or of limited value.


What other activities/information, if any, could have been included in the program?


In what ways, if any, could your level of participation at the conference been higher?


In what ways, if any, do you think the conference will influence your practice at your school?


In what ways, if any, could this conference be followed-up to provide you with further support at your school?


How would you rate the conference as a whole?

No value 1 2 3 4 5 Highly valuable

Any other comments relating to the Conference?

Thank you for your participation in the Conference and best wishes for 1995
APPENDIX F

Journal article and Conference Paper relating to the Leadership in Quality Management Program
Leadership Strategies for Quality Management in Primary Schools

Introduction

There is an increasing interest among educators, especially within the USA, Canada, Great Britain and Australia, in the possible advantages in 'quality management' as a means of enhancing school effectiveness and improvement. (Bonstingl, 1992a, 1992b; Paine et al, 1992; Horine et al, 1993; Murgatroyd, 1993; Downey, Frase and Peters, 1994; Weller & Hartley, 1994; Greenwood & Gaunt, 1994, Sallis, 1993; ASQC, 1995; Weller, 1996). 'Quality management' can broadly be described as the process of developing organizational systems for long-term change towards a culture of continuous improvement. This interest reflects the developing widespread global movement towards 'quality' within all organizations, including private, public, manufacturing and service (Peters, 1987).

Current approaches to quality management in these organizations stress the importance of leadership in all stages of the quality management process (Gossen & Anderson, 1995; Langford & Cleary, 1995; Senge, 1990; AASA, 1992). Quality management requires leadership to develop the necessary organizational vision, which includes a requirement that leaders develop expertise in order that the cultural change process can be initiated and sustained. The development of a 'quality culture' in schools requires school leaders to develop a thorough understanding of, and commitment to, quality management as a means of school improvement and expertise in quality management processes and techniques for the establishment of organizational quality systems.
In relation to quality management, leaders need to undertake a fundamental role in the development of organizational systems to generate and sustain the cultural change. It will be argued in this paper that the transformation towards a quality culture necessitates leadership to develop expertise in the establishment and management of 'quality culture' as an organizational structure for the new paradigm. Consequently, those in leadership positions require preparatory training and continuing professional support to develop the knowledge, understandings and skills required for the implementation of quality management strategies within these organizations (Blake, 1995). The need for such professional development has also been recognized by the NSW Department of School Education through the publication of a number of consultative papers aimed to develop policy in relation to such leadership development (NSW DSE, 1995; 1996a, 1996b).

This paper develops a model for leadership in quality management in schools, and then describes a professional development program, based on this leadership model, which is designed to support leadership teams in their attempts to initiate and sustain quality management within their schools. The paper concludes by identifying the leadership strategies undertaken by school teams after participating in the professional development program, and how successful the leadership model was as a guide for leadership team professional development.

**Quality Management in Schools**

'Quality management' can be described as the processes or systems incorporated into an organization's culture which ensure that the services provided by the organization meet
or exceed the requirements of the customers or clients of the organization. Defined in a broad sense, quality management has come to mean "that aspect of the overall management function that determines and implements the quality policy (intentions and directions) of the organization" (Van Vught & Westerheijden, 1992:13).

Although the notion of quality management has its origins in private industrial corporations, there is increasing interest in the quality management process as it relates to the public sector, including educational organizations. In discussing the development of public sector quality management within the international context of the USA, Canada and the UK, Offner (1993:4) provides a more detailed definition of the process:

Quality Management is a corporate management philosophy aimed at continuous improvement of all processes, products and services of an organization. It provides a framework for transforming manufacturing and service industries into efficient, effective quality operations aimed at satisfying the needs of the customer, present and future.

Quality management, moreover, is about transforming traditional management practices to focus on customer requirements, teamwork and total involvement of all organizational members. In this sense, quality management is the process of developing a 'quality culture' (Acker-Hocevar, 1996; Liberatore, 1993; Boone, 1995) in which all organizational members are committed to, and responsible for, continuous improvement of organizational processes. It requires special training for all organizational members and systematically considers ways to improve and measure performance of processes throughout the organization. As a long-term process of cultural change, 'quality
management' seems valuable as a whole-school philosophy for continuous improvement in school education.

**Leadership for Quality Management**

There is emerging evidence that leadership is a significant factor in the development of quality management in organizations (Tribus & Tsuda, 1987; Scholtes & Hacquebord, 1988; Senge, 1990; Blanton, 1991). Many quality management models clearly state the need for 'top management' to undertake quality management training first, or that a 'quality committee' or a 'quality champion' take the initiative in establishing quality processes (Jablonski, 1991). Fox (1991:10) for example, identifies the need for a 'quality management steering committee', which includes a 'quality champion' a 'quality sponsor' and a 'quality management coordinator' as part of the management commitment, and suggests that there are four aspects to 'top management' responsibility in quality management, which are to:

1. develop a vision for the future;
2. set specific quality objectives;
3. establish the budget for quality; and
4. provide leadership.

It is through the example and commitment to quality by senior management that the whole organization is able to adopt a quality ethos. Ellis (1993) suggests that management commitment within a quality management framework is demonstrated by the generation and communication of a 'quality policy', the allocation of resources to the quality process, attendance at quality team meetings, talking informally and formally with staff about quality, modelling the quality culture, valuing and respecting people as
well as insisting on clear quality requirements and documented procedures. This overall leadership responsibility, outlined by Oakland (1989:42), could include:

- encouraging and facilitating quality improvement;
- monitoring and evaluating the progress of quality improvement;
- promoting the 'partnership' in quality, in relations with customers and suppliers;
- planning, managing, auditing, and reviewing quality systems;
- planning and providing quality training and counselling or consultancy;
- giving advice to management on the:
  - establishment of quality systems and process control;
  - relevant statutory/legislative requirements with respect to quality;
  - quality improvement programs necessary;
  - inclusion of quality elements in all job instructions and procedures.

In educational systems the role of leadership in quality management is equally profound (Sagor and Barnett, 1994). While the leadership models described above might be suitable for private enterprise associated with manufacturing industries, there needs to be an alternative model which recognizes the unique cultural characteristics of schools. The complexity and purpose, political orientation, ethical basis and development needs of educational organizations, present special challenges for leadership. A sound theoretical basis for 'quality management' in education is only beginning to emerge and knowledge for decision making in relation to the management of quality is under-developed.

Leadership development in quality management may require the investigation of approaches being undertaken in other kinds of organizations for their potential as models for school education. Changing beliefs about the nature and purpose of professional development as an organizational change process may also influence decision making in relation to leadership development in quality management. Furthermore, the limitation of resources available to provide leadership development in quality management means that
the options chosen need to be those which will provide maximum benefits to school
districts as well as the individual school involved.

The notion of 'quality', 'quality management' and 'quality assurance' are relatively new
to schools and may require those in leadership positions to initiate strategies for a better
understanding of quality issues at the organizational level. It may be that someone or a
group of interested organizational members develop specific expertise before quality
management processes can be attempted.

As there are no definite quality strategies which can be unproblematically transferred
from other industries to the educational context, leadership is required in order to
develop a shared understanding of quality within a school or groups of schools and to
'grow' such initiatives from existing practices. The further development of quality
management processes within a school, for example, would require a thorough
knowledge of existing organizational processes, the skills to be able to identify the
various possible components of such a system and the ability to manage such a system.

Leadership for Quality Management in Schools

Research into leadership as it relates to school education has identified the emerging
paradigm of 'transformational leadership' from which more specific models of
leadership have developed (Bass, 1985; Roberts, 1985; Tichy and Devanna, 1986; Avolio
and Bass, 1987; Avolio, Waldman and Yammarino, 1991; Brandt, 1992). Within the
context of this current 'transformational' paradigm, leadership is broadly described as a
process whereby the behaviours, values, beliefs and attitudes of members of a group, organization or community are influenced in a way which promotes collaborative action towards the achievement of shared outcomes. In this sense leadership can be perceived as a form of social action which supports a shared vision for cultural change and improvement (Starratt, 1993). Emerging from the transformational paradigm are the themes of vision, values, culture and collaborative decision making, which form a theoretical framework for the leadership model being developed within this paper.

Leadership and Vision

This element of leadership incorporates the need for strategic thinking for the development of a long-term view and direction for organizational futures (Mauriel, 1989). Leadership has the responsibility for generating and re-generating a shared vision which reflect the fundamental purpose of the organization (Chance, 1992; Fullan, 1992; Nanus, 1992; Barth, 1993). Those with leadership responsibilities need to coordinate processes which will enable this vision to be developed and to ensure that this vision is articulated throughout the organization and that processes are in place to move the organization in its preferred direction.

Leadership and Values

This element of leadership has been manifested in a number of models for leadership in schools including 'authentic' leadership (Terry, 1993; Duignan, 1995; Henderson, 1995), 'principle-centred' leadership (Covey, 1991), 'educative' leadership (Duignan & Macpherson, 1992), 'moral' leadership (Hodgkinson, 1992; Sergiovanni, 1992),
‘creative’ leadership (Carkhuff, 1989; Murphy, 1995) and ‘service-oriented’ leadership (Block, 1993). In this sense educational leadership is grounded in a set of core values which provide a philosophical platform for decision making based on beliefs about what is ethically justifiable.

**Leadership and Culture**

A number of research studies during the last decade have established the key function that educational leadership has in the development of school culture generally (Sergiovanni and Corbally, 1984; Shein, 1985; Deal & Peterson, 1990; Sashkin & Sashkin, 1990; Leithwood & Jantzi, 1991; Sergiovanni, 1994; Grace, 1995). In this sense leadership related to the building of traditions, rituals and mores which provide a sense of organizational identity, belonging and purpose.

**Leadership and Expertise**

A recent review by Leithwood, Begley and Cousins (1994) illustrates the complexity and depth of research relating to school leadership which has taken place during the last two decades. This review considers a number of dimensions and frameworks for viewing leadership in schools and proposes a model of ‘expert’ leadership. This leadership ‘expertise’ has the function of transforming organizational culture and includes a leader’s ability to:

- undertake an influential role in the development of a shared organizational vision;
- utilize expert technical knowledge and skills for problem solving and decision making;
- develop effective organizational communication.
Leadership by teams

There is an emerging interest in the notion of leadership as a shared, collaborative activity undertaken by teams within an organization (Jessup, 1990; Dunlap and Goldman, 1991; Ridden, 1992; Stott and Walker, 1994; Walker, 1994). In this model teams provide a structure for shared decision making, problem solving, and the utilization of organizational expertise. Leadership teams are perceived as a means through which the management of change in complex organizations can become the responsibility of a group of individuals who bring a variety of perspectives to policy development.

A Model for Leadership Development in Quality Management

This ‘transformational’ paradigm has been supported by literature specifically relating to leadership in quality management (West-Burnham, 1992). Aspin et al., for example, argue that the school leader’s role is fundamental in enhancing school quality through such processes as financial management, human resource management and evaluation processes. It is argued that:

the functions and tasks that have been identified as having to do with, and promoting quality in education are, in a major way, the responsibility of those who are charged with the exercise of leadership and management in schools and school systems (Aspin et al., 1994:20).

In providing another dimension to the understanding of quality leadership, Sagor and Barnett (1993) refer to ‘quality management’ in schools as Total Quality Education (TQE) and suggest a comprehensive model for ‘transactional’ leadership for quality
schools. They argue that the function of leadership in such organizations is to develop a culture of continuous improvement through the generation of 'creative tension', which is a commitment to narrowing the gap between the organization's current performance and the desired vision for the organization. The significance of leadership in the development of quality management is also recognized by Paine et al. (1992:40), who, also referring to 'Total Quality Education' as a model for quality management in schools, maintain that:

working on systems and processes with the people who work in them requires more than management. It required leadership. Schools using TOE to develop strategies to bring about lasting and continuous improvement must be led. Leadership is also essential to develop a mission and goals, and work constantly towards their improvement.

It is argued by Gore (1993:357-358), for example, that from the plethora of quality management approaches available to organizations, leadership, vision and culture are essential to quality management in schools if significant and permanent change is to be institutionalized. Quality Management, it is suggested:

requires leaders who are respected, trusted and committed to that vision, and who can communicate it convincingly and consistently throughout the organization. Some of the special characteristics of educational organizations make this aspect of TQM particularly important. These include the complexity of the stakeholder group, the unique role and significance of faculty, the organizational structure, the existence of tenure, and teachers' organizations.

In discussing the significance of 'leadership for quality' in organizations, Langford and Cleary (1995:135) maintain that the role of leadership is to ensure that all organizational members understand the interconnectedness of their roles in relation to the
larger systems of learning in which they operate. This challenge for leadership is described by Siegel and Byrne (1994:52) in the following way:

It is one thing for a leader to have the vision; it is quite another for that vision to guide the behavior of the entire organization. Leaders in successful Quality settings have been able to conceptualize the theory in ways that translate into practice, steer the change process, and guide their people in determining not only how to perform their jobs, but even more importantly, what those jobs should be.

Such leadership could include, for example, developing a vision for the future, generating the quality policy through consultation, modelling the quality culture, insisting on clear quality procedures, setting specific quality objectives and the allocation of resources.

Siegel and Byrne (1994:113) point out that:

in designing successful Quality implementation strategies, education leaders confront two significant challenges that many companies do not. They must build for their people an understanding of individual jobs and professional expertise as the sum total of connected work processes with a customer at the end of the process. And they must alter organizational culture to support people working together.

From this theoretical basis for leadership in quality management, a model containing eight areas of leadership expertise has been developed to provide a structural framework for a program of leadership development in quality management. Figure 1 describes these eight leadership strategies considered to be of importance in the initiation and sustaining of quality management in schools.

[INSERT FIGURE 1]
Leadership Strategy Development in Quality Management

In order to develop the expertise necessary for leadership in quality management, a two-phased training and development program was initiated for leadership teams having an interest in quality management. The program focused on primary schools from the Western Sydney area who had expressed interest in the potential of quality management as a change paradigm for school education, and included schools from the current Blacktown, Mt Druitt, Parramatta and Penrith Districts.

This program included a two day Leadership in Quality Management Conference followed at a later date by specific quality management training over two days for some of the teams who attended the conference. Figure 2 provides and overview of the organizational sequence for the Leadership in Quality Management program, which will be described in detail below.

[INSERT FIGURE 2]

The Leadership in Quality Management Conference

The conference was the first of its kind within the region and addressed three major themes which included an investigation of the nature of ‘quality management’, the use of some quality management processes, and the ways in which some schools were already approaching the quality management process. The purpose of the conference was to:

- provide an overview of the nature of quality management;
- to introduce a variety of quality management concepts to participants;
- to promote collegiality between interested school teams and between school teams and presenters;
• to share existing quality management practices which participating schools may have been undertaking;
• to promote further interest in quality management in schools;
• to investigate further possible leadership development in quality management.

In all a total of 45 schools leaders participated in the conference representing 20 primary schools. Teams consisted predominantly of school principals and school executive (Executive Teachers, Assistant Principals or Deputy Principals), although some teams had teachers as members. Teams ranged in size from 2-3 members, with eight schools each sending a team of 3 participants and seven schools each sending a team of 2 participants. Seven individual principals or executive staff also attended from some schools.

**Leadership learning experiences**

During the conference leadership teams were provided with the opportunity to participate in four major kinds of leadership learning experiences which were intended to provide a broad introduction to the concepts underlying quality management as it relates to school education. These are described below.

*Quality Management Concept Development.* Participants had the opportunity to participate in a number of workshop sessions, with each investigating a quality management concept. These concepts included 'leadership', 'management', 'quality assurance', 'quality', 'Control Theory', 'Reality Therapy', 'Total Quality Management', 'Total Quality Learning', 'process improvement teams' and 'quality systems'. Responses from the conference evaluations suggested that the investigation of concepts and the
development of a conceptual framework for quality management in education was perceived by participants as a valuable leadership development activity. However, it is evident that some concepts were considered by the conference participants to be of greater value to school education than others. For example, while participants indicated that concepts such as 'quality assurance', 'Total Quality Management' and 'Control Theory' were relevant to school education, they were less sure about the concepts of 'Total Quality Learning' and 'quality systems'.

Quality Management School Case Studies. Participants were able to share the experiences of three secondary and four primary schools from within the Western Sydney region where aspects of quality management were in operation. The case studies provided insights into a variety of cultural situations where quality management was being attempted. These situations included:

- A new primary school where quality management was being introduced from the time of the school’s initial establishment;
- A primary school where Total Quality Management had been in operation for some time;
- A primary school where cultural change had been initiated from a 'Chaos Theory' paradigm;
- A primary school where quality management has emerged from review, evaluation and quality assurance processes;
- A traditional private secondary school where an attempt at introducing Total Quality Management had been problematic;
- A secondary school which had implemented quality management successfully for some time;
A secondary school where Control Theory/Reality Therapy has been the basis of the quality management initiative.

These case studies presented participants with practical strategies of the ways in which quality management was being undertaken in organizations similar to their own and presented by leaders in similar positions to themselves. The common theme within these case studies was the strategies undertaken by the leaders or leadership team within these schools to initiate organizational change to a 'quality culture'.

Cross Team Quality Management Strategy Sharing. This leadership learning experience was based on the assumption that all schools have a 'quality philosophy' even though the values which underlie such a philosophy may not be easily identified. Such a philosophy may include a school’s definition of quality, beliefs about excellence, shared values and assumptions about the nature of quality processes and outcomes. This framework for quality may be very different from school to school yet highly successful in each case because the approach meets the need of the particular school.

Leaders or leadership teams had the opportunity to discuss, with a small group of colleagues in both formal and informal situations, the quality philosophy currently operating within their school. It provided time to share ideas and values, gained some further strategies from other group members and reflect on current successful strategies in their schools.
In relation to the success of the formal information sharing session, 41% of participants found the experience to be of high value, 45% found it to be of some value, while 14% indicated that the session was of limited value. One suggestion was that a formal report-back mechanism could have been included in this session to enhance the sharing of ideas.

The informal sharing of ideas and information taking place throughout the conference was also considered to be a valuable experience, with 29% of participants indicating this aspect of the conference as being the most valuable learning activity they experienced during the conference. In particular, participants valued the sharing of ideas informally, professional networking, meeting others, discussions, information exchanges and regular opportunities for group interaction.

*Quality Management Professional Development Strategy Formulation.* The purpose of this activity was to assist school teams in making a link between knowledge gained at the conference and further possible strategies they might develop within their schools. It also attempted to provide directions for District policy in relation to leadership development.

This leadership learning experience required school teams to identify possible future training and development processes for leadership in quality management at the school and District levels for both themselves and other schools. As a District and then, if desirable, in school teams, participants were invited to consider the kinds of professional development which might be appropriate for further leadership development for quality within their Districts and schools.
In relation to the success of this activity in determining future training and development needs, 48% of participants indicated that the activity was of high value, 41% found the activity to be of some value, while 11% found the activity to be of limited value. Those who found the activity to be successful valued the opportunity to meet in district teams, the opportunity for small groups to synthesize ideas and the opportunity to initiate the development of inter-school networks. Those who found the activity less successful indicated that there were too many 'unknowns' in relation to finance and Department of School Education policy to formulate concrete strategies, that there was limited opportunity for each school to meet, and that emphasis tended to focus on political and financial restraints rather than the development of practical leadership strategies.

**Outcomes of the conference**

Information generated from these leadership learning experiences, as well as from the conference evaluation, resulted in a number of suggestions from participants for the further development of quality management within their schools. These suggestions are summarized below.

- The momentum of the quality schools initiative needed to be sustained through training in quality management and long-term strategic planning

- Leadership training through courses, journal readings, research, sharing local expertise and further conferences would be valuable;

- District networks could be established to include school visits, regular meetings, collegial groups or a QM Network in each district;

- Initiatives in schools need to be supported through funding and through the involvement of other organizations from the private and public sectors.
Consideration of these suggestions emerging from the conference, especially in relation to the need for specific training in practical strategies in quality management, led to the development of the quality management course for school teams, which is described below.

The Training Course on Tools and Techniques in Quality Management

The course, which provided training for eleven of the leadership teams who attended the conference described above, had the purpose of developing competency in the use of specific quality management techniques and processes. Emphasis was placed on relating these tools and techniques to the key processes associated with each participating school. The course, therefore, attempted to provide specific techniques and tools in quality management to enable the leadership teams to introduce these processes within their schools as an innovation.

Leadership learning experiences

The course content was not specifically designed for any particular kind of organization, but was a generic course which considered general quality management processes which could be applicable to all organizations. However, the content of the course included, where possible, a focus on school education. Other aspects of the content of the course are described below.

*External expertise.* The course incorporated the interplay between external expertise and team discussion in relation to future quality management practice in schools. In this sense
the knowledge was constructed as a result of skilled dialogue between team members and between school leaders and external consultants. External facilitation was provided by a qualified trainer from the Australian Quality Council.

*Team focus.* The course involved school teams in constructing knowledge for decision making about quality management within their schools by a facilitator initiating a range of learning experienced over a two-day period. Team members collaboratively developed insights which could contribute to decision making and problem solving in schools.

*Course Folder.* Each participant received a substantial set of notes relating to various aspects of quality management in organizations. Reference was made to components of these notes during the duration of the course. It was anticipated that participants would refer to these materials during their attempts to implement aspects of quality management within their schools.

**Outcomes**

The vast majority of participants (88%) indicated that the course either met or exceeded their expectations and was highly useful and practical. The remaining participants (12%) felt that the course had *some* application to their work environment. Participants commented on the practical, relevant nature of the course and that they believed they had developed an ability to implement the techniques learned during the program.
It was also noted by participants that they had been inspired to 'try out' the new skills gained during the course. Many commented on their increased understanding of the theoretical basis of Quality Management and that they had been challenged to re-think the process of problem solving within their schools. Two participants believed the course could have been more specific to school education and that they believed they lacked the background knowledge in quality management to fully benefit from it. All participants described the 'rate of instruction' and the 'course content' as 'challenging', but a small number of participants indicated that more time for 'school team' and 'interaction' with other teams would have been an advantage.

 Taken together, these two training and development activities were intended to provide the expertise necessary to initiate quality management by the leadership teams. In order to gauge the value of this training and development in relation to the initiation of quality management by these leadership teams, a questionnaire was developed to identify the kinds of leadership strategies implemented as an outcome of the training and development.

 The Leadership Strategy Development Questionnaire

Considering that these leadership teams had undertaken both an awareness raising conference and specific training in quality management, it was important to try and establish the degree to which the training activities experienced prepared these teams to take a leadership role in initiating and sustaining quality management in their schools.
To this end, a questionnaire was developed to identify the leadership strategies being undertaken by these teams. The selection of the questionnaire methodology was guided by the time available to the researcher and principals, the geographical location of the eleven schools, the specific nature of the information being requested and the agreements negotiated with principals in regard to their willingness to contribute information about their schools.

Specifically, the questionnaire was structured to include the eight areas of leadership expertise described at the beginning of the paper (developing a long-term plan, development of a shared philosophy, experience sharing, team development, systems improvement, training and development, network development, reflection and evaluation).

Permission to administer the questionnaire was sought and granted from the Superintendents of the four districts from which the eleven schools were situated. An initial letter was circulated to each principal explaining the nature of the questionnaire and seeking their participation. This was followed up by a phone call to each principal to seek their assistance in completing the questionnaire. All eleven principals agreed to complete and return the questionnaire. The questionnaire was forwarded to the principal, or other most senior member, of each of the eleven teams who participated in the conference and course of the Leadership in Quality Management program. From the eleven questionnaires sent out, nine (82%) were returned.
Purpose of the Questionnaire

The purpose of the questionnaire was to investigate the leadership strategies, identified in the model, which leadership teams decided to implement as a result of participation in the training and development phases. The implementation of the questionnaire included initial contact with each leadership team, followed by the questionnaire itself to each school principal of the schools involved in the program.

Questionnaire Content

The questionnaire sought to identify:

- leadership strategies in quality management which had been undertaken by the leadership team who had attended the training and development phases;

- leadership strategies in quality management which were currently in operation within the school at the time of the questionnaire;

- probable future leadership strategies in quality management likely to be undertaken by the leadership team;

- specific quality management processes, techniques or tools which have been initiated by the leadership team;

- problems being experienced by the leadership team during the implementation of quality management within their schools;

- documented evidence relating to quality management processes or techniques which may have been developed by the leadership team;

The questionnaire was composed of twenty-four possible leadership development strategies, derived from the model, which teams could have initiated as a result of the training and development phases. The degree to which these strategies were currently in
operation or planned for future implementation, are presented in Table 1. For each of these leadership strategies, principals (or the most senior team member) were invited to indicate whether the strategy:

A. Has been undertaken and completed
B. Is currently in operation
C. Is unlikely to be attempted in the foreseeable future
D. Is an intended future strategy

[INSERT TABLE 1]

The questionnaire also provided the opportunity for respondents to describe other leadership strategies not included in the suggested list. There were also a number of open-ended questions relating to the nature and success of quality management as existed in these schools. The majority (72%) of the suggested strategies had been completed, were currently in operation or intended as a future strategy. Just under half (40%) of these strategies were intended future strategies. Approximately one third (32%) of strategies were currently in operation and just over one quarter (28%) of strategies were not likely to be undertaken in the foreseeable future.

**Major Strategic Areas for Leadership in Quality Management**

For the purpose of analysis, the twenty-four leadership strategies suggested in the questionnaire are discussed in relation to the eight components for leadership in quality management identified in the model discussed earlier. These categories are:

- **Developing a Long-term Plan**: Develop a long-term plan and policy in quality management at the whole school level to be implemented over a number of years
• **Developing a Theoretical Understanding of Quality Management:** Generate conceptual understanding of quality management within the school and promote communication through a whole-school philosophy.

• **Experience Sharing:** Leadership team shares quality management experience gained through initial training with school members as a process of professional development.

• **Team Development:** Develop a team culture within the school to facilitate continuous improvement and shared responsibility for quality initiatives.

• **Systems Improvement:** Initiate the application of specific quality management tools and techniques to curriculum and administrative areas within the school in order to improve these processes.

• **Training and Development:** Initiate training and development in quality management within the school community to enable all school members to be familiar with the concepts and processes.

• **Network Development:** Leadership team promotes quality management networks through interschool cooperation and liaison.

• **Reflection and Evaluation:** Develop processes of reflection, review and evaluation within the school as a means of assessing quality management and the establish benchmarks for the further development of quality management.

These were seen by respondents as leadership strategies for both the current development and the future development of quality management in the schools. These strategies identified could be seen as guidelines for leadership teams to introduce and sustain quality management within their schools. The significance of each of these broad strategic categories in relation to leadership decision making will be discussed below.

**Developing a Long-term Plan**

This strategy involved long-term planning and policy development in Quality Management at the whole-school level.
Two principals indicated that they had begun to develop a long-term strategy and approximately half (56%) of principals indicated that the development of a long-term quality management plan or 'quality policy' was part of their agenda for 1997 to set the parameters for quality management within their schools. The remaining principals suggested that such a plan or policy would not be developed within the foreseeable future. One principal suggested, however, that the development of such a long-term plan would be useful content for a future course.

**Developing a Theoretical Understanding of Quality Management**

This strategy involved developing further theoretical knowledge of quality management to generate conceptual understanding and to promote communication and dialogue. This strategy incorporated working through readings on quality management, including an analysis of the notes from the Quality Management course undertaken as part of the previous training.

Just under one half (56%) of principals indicated that their leadership teams had sought further theoretical knowledge relating to quality management. This was predominantly in the form of individuals from the team working through the notes from the Quality Management Course, but also included further professional reading and the borrowing of quality management materials to develop further knowledge.

Just over one third (36%) of principals indicated that their team intended to access further quality management resources as a future strategy to be incorporated in management plans for 1997. Such resources were perceived as necessary and beneficial
for the further development of quality management as an on-going process. One principal suggested that a catalogue of resources would be of value.

The notes from the training course were perceived to be of particular value as a reference point for improving school processes. Approximately 60% of principals indicated that team members had already begun to work through the training materials from the quality management course to further understand their content and potential, while the remaining principals indicated that such a process would be a future strategy. This would be undertaken both individually and as a team as part of the school’s professional development program. One principal maintained that “it is likely that community members at our school will develop knowledge and skills in areas such as ‘improving processes’, ‘team work’ and ‘statistical tools’

Liaison with consultants or other organizations to develop further knowledge of quality management was only being undertaken by one school, and this existed informally, through existing networks, colleagues and middle management groups. The majority of principals (60%) indicated that such liaison was not a likely strategy for the school.

**Experience Sharing**

This strategy involves sharing quality management experience, gained through the initial professional development program, within each school as a process of professional development. This includes sharing such experience with staff and other school and community members.
Almost all (90%) of principals indicated that they had initiated the sharing of new knowledge, insights or skills acquired by the leadership team with other staff members within the school, and that the leadership team had shared ideas about quality management within the school. Greater emphasis, however, had been placed on this sharing process with staff members, rather than more broadly within the school community.

This sharing process was predominantly initiated by the leadership team and directed toward informing the school staff of quality management concepts and processes. Leadership teams unitized staff meeting presentations as well as executive and curriculum meetings within the school.

About one quarter (26%) of principals planned to undertake such sharing activities as further strategies during 1997 and beyond. Particular interest was shown in the notion of a ‘sharing conference’ incorporating the schools involved in the quality management initiative along with other schools more experienced in the approach. Two principals noted that they needed to be more knowledgeable about quality management before they attempted to share expertise within their schools and communities or that other commitments had made it difficult to find the time for such a sharing process. Some principals (11%) indicated that sharing such knowledge with the broader school community would not be an option within their schools.
Team Development

This strategy involved developing a stronger team culture within the school to facilitate continuous improvement and shared responsibility for quality initiatives and included the further development of the leadership team, as well as, the initiation of teamwork across the school as a whole.

Approximately one third of principals indicated that some form of team development was being undertaken within their schools through existing programs such as the Certificate of School Leadership and Management and the Primary School Development Program or in conjunction with other teams who are involved in the program.

A minority (39%) of principals indicated that further training to development their potential as a team would be part of their future training and development. Two principals considered this to be a strategy of immediate and high significance in order to develop a range of team structures within their schools. Others (28%) indicated that such team development would not be a likely future strategy.

Systems Improvement

This strategy involved the application of quality management techniques and tools to curriculum and administrative areas within the school.

Two-thirds of principals indicated that, as a result of the training undertaken, their schools had trialed data-gathering techniques in areas such as monitoring playground detention or student attendance and lateness, and that management processes within the
school had been modified as a result of these techniques. These techniques included flow charts, fishbone diagrams and surveys. One principal explained that a 'data collection/intervention/data collection model was developed, noting that “the information collected was relevant to the process we were examining, reliable in collecting and recording, representative of the school situation, 'readable' and easily understood.

Four schools had focused quality management techniques on a specific curriculum or administrative area within the school, with these areas including student welfare, mathematics and English. One principal explained the value of this strategy in the following way:

During 1996 our school has utilized quality management strategies in the area of Student Attendance/lateness to effectively improve this area of student welfare. It is expected, having gradually introduced the concept of TQM into our school, that 1997 and beyond will see TQM strategies and processes used regularly and in a variety of areas to assist our community members and school to achieve the goals and outcomes as stated in annual management plans. A particular emphasis will be the formation and development of teams working on short-term and long-term programs and projects.

Other principals (22%) suggested that specific quality management tools and techniques would be introduced during 1997 as part of their management plans.

Training and Development

This strategy involved further specific training in quality management philosophy and processes provided by a recognized training organization, as well as the use of other training resources/materials for professional development purposes.
All leadership teams indicated that no further quality management training had been undertaken by individuals, teams or whole staff groups either within or between schools since their initial training, although some schools had either borrowed or purchased resources on quality management.

A minority (39%) of respondents indicated, however, that this would be a future strategy in relation to quality management within their schools or as a group of schools. This training included the leadership team as a group undertaking specific training to enhance their potential as a team, specific training in quality management for individual school members, as well as quality management training for team members in collaboration with other schools.

 Principals indicated that they had included such training in their management plans or that it would take place within the Primary School Development Program in which their executive members were involved. Others intended to link such training with shared inter-school interest areas or through the implementation of `work-place’ learning. One principal suggested a program of training and development for an extended school team (including those already trained) which could include time for schools to develop their own school-based action plans and the establishment of formal inter-school networks with agreed objectives. However, most principals (52%) indicated that further training in quality management was not perceived as a likely future strategy within their schools.
Other schools not intending to implement quality management training themselves as a future strategy indicated that they would consider being part of such training if it were provided externally.

Network Development

This strategy involved inter-school cooperation and liaison to promote quality management networks and support structures.

Most principals (78%) indicated that they were in favour of holding a combined ‘sharing conference’ or similar activity with other schools in order to benefit from the combined experience of other schools participating in the program. A similar number (78%) of principals also indicated an interest in participating in inter-school networks to share progress in quality management on an on-going basis.

Three principals noted that such initiatives had already taken place. For example, one group of four principals had initiated a Principals’ network although this was only in its infancy. Another noted the potential of the Primary School Development Program as a vehicle for such interaction.

About half (56%) of these principals indicated a desire to visit other schools who were implementing quality management practices, although two indicated that they were unsure of who their organizations could be.
Reflection and Evaluation

This strategy involved reflection, review and evaluation within the schools as a means of assessing quality management, and the establishment of benchmarks for the further development of quality management processes. This includes leadership team reflection on current quality management practices and previous experience in order to establish future directions for quality management within the school.

Over half (56%) of principals indicated that such a review of current quality management practices had been implemented or was currently in operation. These principals indicated that they had built quality management review processes into their school management plans, and that this would be an ongoing element of evaluation practice within their schools. It was noted by one principal that review of practices was an on-going process in relation to quality management within the school. All other principals indicated that review and evaluation would be part of future school practice in relation to quality management.

Conclusion

The Leadership in Quality Management Program was undertaken as a multi-phased professional development program for school leadership teams. Through participation in a two day conference and a two day quality management skills course the program attempted to provide expertise for school leadership teams undertaking a leadership role in introducing and sustaining quality management practices within their schools.
The program was based on a leadership model, grounded in the paradigm of transformational leadership, which argues that the initiation of quality management in organizations requires a leadership team with the expertise, commitment and vision to initiate and sustain considerable cultural change within their schools. This model suggests eight leadership strategies which could be valuable in initiation and sustaining quality management in primary schools.

The outcomes of the research suggest that all participating schools had undertaken some of the eight leadership strategies included in the model and that there was a strong intention to implement quality management to a greater degree over the next two years. Leadership teams recognized the introduction of quality management as a long-term process which begins slowly and progresses in incremental stages over a number of years. Not only had quality management been introduced to these schools, but the process had been sustained, to varying degrees, in all the schools for a period of over three months. Specifically, the professional development program for the preparation of leadership teams seemed to be successful in:

- creating an interest in, and understanding of, quality management;
- investigating the potential of quality management in schools and in investigating the ways in which some schools are currently approaching the quality management process;
- providing leadership teams with some specific techniques and tools to utilize in the identification and improvement of school processes;
- identifying current leadership strategies being undertaken as a result of the training and development phases and also to identify future leadership strategies likely to be undertaken by leadership teams;
initiating and sustaining quality management in these schools.

The research suggests that participation by leadership teams in the professional development program supported leadership teams in introducing quality management into primary schools. The most significant strategies undertaken by leadership teams to introduce quality management included:

- The sharing of new knowledge, insights and skills acquired by the leadership team during the professional development program with other staff members within the school.

- The implementation by the leadership team of selected techniques and tools experienced during the professional development program to improve selected school processes.

- The leadership team individually working through the quality management course training material to further understand their content and potential.

- The leadership team reflecting on the professional development experience and considering future possible directions in relation to quality management within the school.

Indications of the effects of the professional development program on longer-term leadership strategies in quality management were less clear, but include:

- The development by the leadership team of a longer term plan for the implementation of quality management within the school.

- The development of inter-school networks for the sharing of quality management experience and practices.

**Factors Influencing Leadership Decisionmaking in Quality Management in Primary Schools**

The large majority of principals indicated that lack of time was the most difficult barrier to the implementation of quality management within their schools. Reasons for this lack of time included the existence of an already full management plan, the need to balance
quality management with other mandatory priorities and the time required to introduce quality management processes. For this reason most schools had opted to progress in incremental steps built into a long-term plan rather than attempt to proceed too quickly. Other factors contributing to the difficulty in implementing quality management included a lack of staff commitment, industrial action by teachers during 1996 and a lack of focus on quality management processes. As one principal explained:

The inspiration received has not been translated into any significant QM measures. It’s the usual story of moving on but not building in QM changes. This survey has focused my attention on the need to be pro-active about it for next year.

**Implications for further leadership development in quality management**

The implementation of the professional development program and the subsequent questionnaire on leadership strategies being undertaken within primary schools participating in the study, provide some insights into possible implications for future leadership development program relating to quality management.

*School education focus.* Participants clearly indicated that the content of leadership development for quality management needs to relate specifically to school education. Quality management approaches in other organizations, even those which are educational organizations, were not generally perceived as highly valuable or relevant models for school education. The lack of quality management models specific to school education points to a need for further research to enhance the theoretical basis for quality management in schools.
Network development. There is a need to establish networks to share progress and ideas. The contribution of other more experienced leaders/leadership teams from other schools was recognized by the participating teams as a valuable professional development experience.

Participating school selection. The schools participating were entirely well-established, suburban, government primary schools. The outcomes of the research, therefore, can only have limited application to other contexts like new schools, country schools, inner-city schools, small schools, private schools or secondary schools.

Time for quality management implementation. Time needs to be created within each school and as a District initiative to enable the sharing of successful strategies, team-building and long-term planning at both formal and informal levels. This is particularly important after the initial introductory stage, in order that initiatives can be sustained as ideas are ‘tried out’ in practice, especially when other pressures distract from the initial enthusiasm.

Emphasis on practical quality management strategies. Professional development in quality management for leadership teams needs to be practical so that participants have techniques and strategies to ‘try out’ as a result of the training. The majority of the participants in the Leadership in Quality Management Program indicated that it was the practical nature of the program, and the fact that they had been introduced to specific techniques, that had been most valuable.
Course duration. The Quality Management Course was limited to two days duration, and although presented by an organization with high credentials in quality management training, was the minimal time for such training. At least one other day would have been preferable, at a later date, to extend and consolidate the course content.

Team size. Teams attending the Conference and the Course were small in size (2/3 members) and predominantly made up of executive staff members which limited their organizational representation and opportunities to engage in the exchange of team members ideas. Teams involved in the implementation of quality management need to be large enough to be representative of stakeholders within the school community and to ensure leadership density within the organization in relation to expertise in quality management.

School context. The research was predominantly undertaken away from the school setting with information being generated through evaluations, questionnaires and phone discussions. The program could be enhanced by school visits by the researcher/program coordinator both before and during the program itself. This would enable the researcher to gain insights into the existing schools culture and climate as well as the opportunity to develop stronger professional relationships with the participating teams. In this particular study this issue was to a certain extent overcome in that the researcher had worked with many of the participants in previous professional development programs and was familiar with most of the participating schools.
References


JESSUP, H., (1990), New roles in Team Leadership, Training and Development Journal, 44 (11), pp. 79-83.


<table>
<thead>
<tr>
<th>Leadership Strategy</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Developing a Long-term Plan</td>
<td>Develop a long-term plan and policy in quality management at the whole school level to be implemented over a number of years</td>
</tr>
<tr>
<td>Developing a Theoretical Understanding of Quality Management</td>
<td>Generate conceptual understanding of quality management within the school and promote communication through a whole-school philosophy</td>
</tr>
<tr>
<td>Experience Sharing</td>
<td>Leadership team shares quality management experience gained through initial training with school members as a process of professional development.</td>
</tr>
<tr>
<td>Team Development</td>
<td>Develop a team culture within the school to facilitate continuous improvement and shared responsibility for quality initiatives.</td>
</tr>
<tr>
<td>Systems Improvement</td>
<td>Initiate the application of specific quality management tools and techniques to curriculum and administrative areas within the school in order to improve these processes.</td>
</tr>
<tr>
<td>Training and Development</td>
<td>Initiate training and development in quality management within the school community to enable all school members to be familiar with the concepts and processes.</td>
</tr>
<tr>
<td>Network Development</td>
<td>Leadership team promotes quality management networks through interschool cooperation and liaison.</td>
</tr>
<tr>
<td>Reflection and Evaluation</td>
<td>Develop processes of reflection, review and evaluation within the school as a means of assessing quality management and the establish benchmarks for the further development of quality management</td>
</tr>
</tbody>
</table>
**Figure 2. The Organizational Sequence for the Leadership in Quality Management Program and the School-based Leadership Action**

**Focus: Leadership Team Development**

<table>
<thead>
<tr>
<th>Leadership in Quality Management Conference</th>
<th>Research Process</th>
</tr>
</thead>
<tbody>
<tr>
<td>Twenty school teams investigate the concepts of quality management to increase understanding and to identify professional development directions and needs.</td>
<td>Evaluation questionnaire on elements of the conference content and processes.</td>
</tr>
</tbody>
</table>

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**Phase 2: Specific Skill Development for Leadership Teams**

<table>
<thead>
<tr>
<th>Tools and Techniques for Improvement Teams</th>
<th>Research Process</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eleven school teams undertake a two day course on the tools and techniques for implementing Quality Management presented by the Australian Quality Council.</td>
<td>Evaluation questionnaire on the content, experiences and presentation of the course.</td>
</tr>
</tbody>
</table>

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**Focus: School-based Action by Leadership Team**

<table>
<thead>
<tr>
<th>Quality Management Initiation</th>
<th>Research Process</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leadership teams develop strategies to introduce Quality Management as a result of participating in the Quality Management course.</td>
<td>Questionnaire to Principals of participating teams to identify specific leadership strategies undertaken, planned future strategies, strategies able to be sustained and difficulties of sustaining innovation.</td>
</tr>
</tbody>
</table>
Table 1. Number of Schools undertaking each Leadership Strategy

<table>
<thead>
<tr>
<th>Strategies</th>
<th>Number of schools</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Strategy</td>
</tr>
<tr>
<td></td>
<td>Currently Operating or Completed</td>
</tr>
<tr>
<td>Developing a Long-term Plan</td>
<td></td>
</tr>
<tr>
<td>Development of a long-term quality management plan or strategy for the school by the leadership team ...</td>
<td>1</td>
</tr>
<tr>
<td>Development of a 'quality policy' by the leadership team to set the parameters for quality management within the school ..................................</td>
<td>1</td>
</tr>
<tr>
<td>Development of a Theoretical Understanding of Quality Management</td>
<td></td>
</tr>
<tr>
<td>Leadership team individually working through the quality management course training materials to further understand their content/potential ......</td>
<td>6</td>
</tr>
<tr>
<td>Further professional reading in quality management undertaken by the leadership team ......................</td>
<td>5</td>
</tr>
<tr>
<td>As a leadership team within your school, working through the course training materials to further understand their content/potential .....................</td>
<td>4</td>
</tr>
<tr>
<td>Liaison with consultants or other organizations who have specialist knowledge in quality management ..................................................</td>
<td>1</td>
</tr>
<tr>
<td>Experience Sharing</td>
<td></td>
</tr>
<tr>
<td>Leadership team sharing ideas about quality management development at the school ............</td>
<td>6</td>
</tr>
<tr>
<td>Sharing with community members of new quality management knowledge, insights or skills acquired by the leadership team .................</td>
<td>3</td>
</tr>
</tbody>
</table>
Sharing of new knowledge, insights or skills acquired by the leadership team with other staff members within the school ................................. 8 1 0

**Team Development:**

Leadership team, as a result of quality management training, initiates team development for other staff and community members within the school ........... 5 2 2

Leadership team undertaking further specific training to develop their potential as a team .......... 1 5 3

**Systems Improvement**

Implementation by the leadership team of any techniques and tools experienced during the training course to improve school processes ..................... 8 1 0

Selection by the leadership team of a particular curriculum or administrative area within the school as a focus for quality management ......................... 4 3 2

**Training and Development**

Materials/resources relating to quality management *borrowed* for staff development purposes within the school ....................................................... 4 2 3

Materials/resources relating to quality management *purchased* for staff development purposes ........ 1 3 5

Individuals within the school undertaking further quality management training ......................... 0 5 4

Leadership team or other school members undertake specific quality management training in collaboration with any other school ......................... 0 5 4

Leadership team within the school undertaking further quality management training ................ 0 3 6

Whole staff within the school undertaking further quality management training ..................... 0 3 6
**Network Development**

<table>
<thead>
<tr>
<th>Activity</th>
<th>1</th>
<th>6</th>
<th>2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Involvement in inter-school networks to share progress in quality management</td>
<td>1</td>
<td>6</td>
<td>2</td>
</tr>
<tr>
<td>Visits to other organizations who are initiating quality management processes</td>
<td>1</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Holding a combined 'sharing conference' or similar activity with other schools</td>
<td>0</td>
<td>6</td>
<td>3</td>
</tr>
</tbody>
</table>

**Reflection and Evaluation**

<table>
<thead>
<tr>
<th>Activity</th>
<th>6</th>
<th>3</th>
<th>0</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leadership team reflection on previous experience and on future directions in relation to quality management</td>
<td>6</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>Review, by the leadership team, of current quality management practices as they exist within the school</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
</tbody>
</table>
The Preparation of Leadership Teams for Quality Management in Primary Schools

Paper presented at the Annual Postgraduate Research Conference

Geoff Berry
NSW Department of School Education

University of Western Sydney

October 26, 1996
The Preparation of Leaders for Quality Management in Primary Schools

Defined in a broad sense, 'quality management' has come to mean "that aspect of the overall management function that determines and implements the quality policy (intentions and directions) of the organization" (Van Vught and Westerheijden, 1992:13). Quality management relates to planned cultural change within an organization to enable quality improvement processes to eventuate. Although difficult to define, the concept of culture can be perceived as closely associated with the notion of shared attitudes, behaviours, values, and assumptions.

Quality management is based on change toward the development of quality values which might include a customer focus, employee focus, teamwork, safety for all stakeholders, candour, total involvement, intimacy, integrity, unity, consensus and excellence (Hart and Shoolbred, 1993:17). A quality culture would incorporate components such as "shared values, commitment to getting it right, open and explicit communication, time for teamwork, training in quality, total involvement, sensitivity to others' needs" (Ellis, 1993:31). Within this holistic framework for organizational change, quality management is a long-term change philosophy requiring a cultural transformation within an organization which could incorporate the development of a shared vision for the future of the organization, a professional development program to equip stakeholders with the required skills to achieve goals, a focus on providing services which satisfy the needs of organizational stakeholders and a process of review and evaluation. Unlike many organizations, however, schools are complex in nature and their concern with a multitude of educational purposes including human development, community growth and learning outcomes, make the management of quality problematic.

The limited research in quality management is both qualitative and quantitative in the form of philosophical analyses of the value of quality principles to schools (Langford and Cleary, 1995), individual school case studies (Paine, Turner and Pryke, 1992), comparative case studies of business and school organizations (Siegel and Byrne, 1994) or the analysis of the development of TQM within and between school systems (Horine, Hailey and Edmisster, 1994).

Factors influencing the Development of Quality Management in Primary Schools

While it is clear that some primary schools and school systems, predominantly in the USA, have developed quality management approaches, this process is in its infancy in
Figure 1. Comparison of Attributes of the 'School System' and 'Individual School' Approaches to Quality Management

<table>
<thead>
<tr>
<th>Key Feature</th>
<th>'School System' Approach</th>
<th>'Individual School' Approach</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prime focus for improvement</td>
<td>* Whole district or system</td>
<td>* Individual school</td>
</tr>
<tr>
<td></td>
<td></td>
<td>* Organizational policy, processes and procedures</td>
</tr>
<tr>
<td>Quality Strategy</td>
<td>* Collaborative</td>
<td>* Collaborative within school but competitive between schools.</td>
</tr>
<tr>
<td></td>
<td>* System-based</td>
<td></td>
</tr>
<tr>
<td></td>
<td>* Student and system focus</td>
<td>* Community-based</td>
</tr>
<tr>
<td></td>
<td>* Customer-driven</td>
<td>* Student focus</td>
</tr>
<tr>
<td></td>
<td>* Organizational restructuring to optimize resources</td>
<td>* Community Values driven</td>
</tr>
<tr>
<td></td>
<td>* Communication and interaction between schools encouraged</td>
<td></td>
</tr>
<tr>
<td></td>
<td>* Common system of shared values and aims</td>
<td></td>
</tr>
<tr>
<td></td>
<td>* Systems driven</td>
<td>* Unique culture but part of school system</td>
</tr>
<tr>
<td></td>
<td>* Development of inter-organizational networks</td>
<td>* Reciprocal links with other community groups and organizations</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Indicators of Success</th>
<th>* Systems efficiency and effectiveness</th>
<th>* Community participation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>* Systems networking</td>
<td>* Organizational survival</td>
</tr>
<tr>
<td></td>
<td>* Increased opportunity for whole school development</td>
<td>* Program diversity</td>
</tr>
<tr>
<td></td>
<td>* Measurable improvement in student and system performance</td>
<td>* Individual excellence</td>
</tr>
<tr>
<td></td>
<td></td>
<td>* Increasing degree of student responsibility for the quality of student learning outcomes</td>
</tr>
<tr>
<td>Quality Assurance</td>
<td>* System performance</td>
<td>* Student performance</td>
</tr>
<tr>
<td>-------------------</td>
<td>----------------------</td>
<td>-----------------------</td>
</tr>
<tr>
<td></td>
<td>* Program evaluation</td>
<td>* Degree to which a</td>
</tr>
<tr>
<td></td>
<td></td>
<td>school can develop</td>
</tr>
<tr>
<td></td>
<td></td>
<td>high levels of</td>
</tr>
<tr>
<td></td>
<td></td>
<td>participation in a</td>
</tr>
<tr>
<td></td>
<td></td>
<td>learning community</td>
</tr>
<tr>
<td></td>
<td>* Degree to which a</td>
<td>* Degree of excellence</td>
</tr>
<tr>
<td></td>
<td>school can function</td>
<td>in a particular</td>
</tr>
<tr>
<td></td>
<td>as a unified system</td>
<td>field as compared to</td>
</tr>
<tr>
<td></td>
<td></td>
<td>other schools</td>
</tr>
<tr>
<td></td>
<td>* Existence of shared</td>
<td>* Degree to which the</td>
</tr>
<tr>
<td></td>
<td>'best-practices' in</td>
<td>school system and</td>
</tr>
<tr>
<td></td>
<td>quality improvement</td>
<td>business organizations</td>
</tr>
<tr>
<td></td>
<td></td>
<td>develop shared</td>
</tr>
<tr>
<td></td>
<td>* Existence of specific</td>
<td>quality improvement</td>
</tr>
<tr>
<td></td>
<td>kinds of student</td>
<td>processes</td>
</tr>
<tr>
<td></td>
<td>behaviour</td>
<td></td>
</tr>
</tbody>
</table>

Australia. Only few case studies relating to quality management in schools exist and these relate to secondary school situations (Beavis, 1995; Paine et al., 1992).

Subsequently, there are many factors relating to the development of quality management in primary schools which require investigation in order to understand the potential of this process to primary school education. More information is required about, for example:

* the current existence of quality management in individual primary schools in relation to the 'individual school' and 'school system' approach;

* the existence of groups of schools functioning as a school system involving 'organizational networks' and 'resource optimization';

* the existence or desirability of a common 'quality management' language and conceptual framework which transcends different kinds of organizations, including schools;

* school principals' understandings of, attitudes towards, and expertise in quality management as a school change process.
* any quality management factors unique to primary schools as organizations.

What the literature does indicate is that 'leadership' is important to the development of quality management in organizations, although the model for such leadership is not clear. In order to examine leadership factors relating to quality management, a research study was designed based on a questionnaire involving primary school principals across four Districts in the Western Sydney area of NSW.

**Principals' Perceptions**
Principals were perceived to be appropriate personnel to participate in the study in that, within their influential leadership positions, they have a key role in the policy development and decision making processes generally in schools. Principals provide the official voice for the articulation of school policies and are ultimately accountable for the quality of the schools educational programs. As experienced teachers and administrators, principals possess an holistic understanding of the function and purpose of the school and, through their unique opportunities for direct contact with other members of their school communities, play a major part in articulating the organizational vision.

**Questionnaire Organization**
The information generated from the questionnaire has been organized into the following categories:

* Participating School Information
* Leadership Background of Principals
* Principal's Concepts of Quality Management
* Current Quality Management Policy and Strategies
* Principals' Understanding of Specific Quality Management Approaches
* Principal's Utilization of Specific Quality Management Approaches
* Perceived Quality Management Training and Development Requirements for Principals

**Participating School Information**
Principals participating in the study came from primary schools within the Blacktown, Penrith, Mt. Druitt and Parramatta Districts of what was formerly the Metropolitan West Region of the NSW Department of School Education. The schools from which the principals came were diverse in size,
ranging from P1 to P6 classifications, although the majority were in the P2 to P4 range [see Table 1]. Schools varied in their current growth rates with 32% of schools having student numbers increasing due to out of area enrolments and housing developments, 32% with student numbers remaining constant and 35% of schools with numbers declining due to an ageing community.

Student populations ranged from 25 to 850 ($X = 407.4$) and were culturally diverse having from between 0-66% ($X = 19.5$) of students with language backgrounds other than English, Aboriginal student populations ranging from 0-12% ($X = 1.9$) and populations of special education students ranging from 0-100% ($X = 9.3$).

Nine schools (27%) were part of the Disadvantaged Schools Program and thirteen schools (38%) incorporated a Special Education Unit. A School Council was operating in eighteen schools (53%) and one school claimed departmental classification as a School of Excellence in parent and community participation. Schools also varied significantly in length of establishment with 10 schools (29%) being in operation since last century, with the most recent having a tradition lasting only since 1993.

Table 1. Percentage of Schools within each Departmental Classification

<table>
<thead>
<tr>
<th>Departmental Classification of Schools</th>
<th>P1 (701-1400)</th>
<th>P2 (451-700)</th>
<th>P3 (301-450)</th>
<th>P4 (160-300)</th>
<th>P5 (26-159)</th>
<th>P6 (0-25)</th>
</tr>
</thead>
<tbody>
<tr>
<td>18%</td>
<td>32%</td>
<td>21%</td>
<td>23%</td>
<td>3%</td>
<td>3%</td>
<td></td>
</tr>
</tbody>
</table>

The diversity of schools within the study provided the opportunity to investigate quality management within the full range of schools within the former Met West region. The fact that schools represented this wide geographical and demographic range enabled possible features of quality management common to this range of schools to be identified. Furthermore, this diversity provided an insight into the cultural nature of schools across the various districts and the challenges to leadership development in quality management that such diversity presents.
Quality Management Training and Development
requirements for Principals

A key purpose of the quality management questionnaire was to identify the perceived training and development needs of principals in relation to quality management. The investigation was directed at principals previous and current quality management professional development. Principals were also invited to state the kinds of professional development and support they believed may be of value in enhancing their leadership potential in relation to quality management within their schools.

Previous and Current Quality Management Training
Less than half (41%) of the principals responding indicated that they had undertaken previous quality management training, and none of the principals who responded were currently undertaking training in quality management [see Table 11].

<table>
<thead>
<tr>
<th>Table 2. Quality Management Training undertaken by Principals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percentage of Principals</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Previous Quality Management Training</td>
</tr>
<tr>
<td>Yes: 41  No: 59</td>
</tr>
<tr>
<td>Current Quality Management Training</td>
</tr>
<tr>
<td>Yes: 0  No: 100</td>
</tr>
</tbody>
</table>

Of the 41% of principals indicating experience in some form of 'quality management training', the most frequent kind of training associated with quality management was 'Leadership' courses, or aspects of such courses, undertaken through the Department of School Education during the 1980's. Four principals (12%) referred to modules from the Certificate of School Leadership and Management Course (CSLM), such as Curriculum Management, Strategic School Management and Managing School Financial Resources as being associated with quality management.

Others (9%) mentioned the Total School Development Program, elements of which were later used in the modified Effective Schools Development Program, as being a quality management training experience. The Leadership Excellence Course, developed within the Metropolitan West Region was also included by some principals (9%) as training in quality management. Other courses included the Development of Principals Course and courses from the Metropolitan West Principals' Conference.
Seven principals (21%) indicated that quality management training existed, to a certain degree, as part of university degrees undertaken in the past with (9%) noting that such training was part of a Master of Educational Administration degree which they had completed. Other degree courses in which individual participants had experienced aspects of quality management included a Bachelor of Education course, a Graduate Diploma in Education course and a Diploma in School Administration Course.

Others (9%) indicated that participation in a range of short courses, either Department of School Education courses or university courses, had contributed to a limited degree to their understanding of 'quality management' if this concept was broadly defined to include, for example, OASIS Finance, computer studies or teaching gifted and talented students.

Other training which was perceived as quality management training included participation in seminars on aspect of quality management, self-paced personal reading and evaluation training. One participant indicated specific training in Total Quality Management with Nashua, Police and the Department of School Education.

Influence of the completion of principals' highest academic qualification on their understanding of quality management in education

Principals were asked to state their highest academic qualification and the degree to which they perceived the completion of this qualification had contributed to their understanding of quality management. Table 12 outlines each Principal's highest academic qualification at the time of completion of the questionnaire.

<table>
<thead>
<tr>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Diploma in Teach. Cert.</td>
<td>21%</td>
<td>0%</td>
<td>29%</td>
<td>23%</td>
<td>6%</td>
<td>21%</td>
</tr>
</tbody>
</table>

Table 3. Highest Academic Qualifications of School Principals

About a quarter (26%) of principals indicated that the completion of this qualification positively influenced their understanding of quality management. The majority of this group noted that the processes involved, rather than the content, in the completion of the degree were of most value in contributing to this understanding. In this sense the involvement in academic writing, research and discussion with colleagues contributed to a breadth of understanding of educational theory and broadened professional contacts and
networks. For one principal, the completion of the degree "helped instil an intellectually rigorous approach to solving problems and achievement of goals". This academic experience clarified issues relating to change, quality, school management, parent involvement, the principal's role in change, the development of mission statements and assisted with the development of effective processes and procedures.

Eight principals (24%) felt that the completion of this qualification provided some understanding of quality management in education, but that the relationship with quality management was inferred rather than specific.

A minority of principals (21%) considered that the completion of this degree contributed only in a minimal way to their understanding of quality management. It was noted such courses did not specifically address 'quality management' because the term was not in common use at the time, but that the courses addressed the notion of 'quality' in relation to leadership styles, general administration, management and processes of teaching and learning in schools.

However, almost half of the respondents (44%) felt that the completion of their highest academic qualification made no contribution to their understanding of quality management in education. Some of these principals indicated that their degree had been undertaken before 'quality management' was developed as a body of knowledge or that the degree was primarily focussed on administrative, curriculum or teaching and learning theory.

Professional Development in Quality Management
A key function of the questionnaire to principals was to identify the kinds of professional development activities currently being undertaken by them in relation to quality management and to identify any perceived needs in this area. Table 4 considers twelve forms of professional development in quality management and the degree to which principals had experienced such development.

Perceived value of Professional Development experienced in Quality Management
Principals indicated that personal professional reading relating to quality management was the most valuable professional development activity undertaken by them with 59% of principals indicating this was of significant or high value. The reading of printed information relating to quality management circulated to schools was also highly valued (53%) with school-based, staff-led professional development relating to quality management also perceived by many (47%) of being of considerable value. It was pointed out, however, by one principal that the:
Usefulness of printed information varies. Some is very useful, other is of little use. Ideas and programs that work for fellow principals/other schools, usually learned about from informal sources are often most useful - especially for "sparking" an idea that we can adapt to suite our school/staff etc.

Other sources of professional development thought by many principals to have considerable value included attendance at meetings of professional organizations where quality management has been an agenda issue (32%), professional development relating to quality management from a Director of Schools (29%), attendance at external courses relating to quality management (27%) and attendance at quality management conferences (24%). However, three principals (9%) questioned the consistency of quality management courses, noting many courses were themselves of poor 'quality', had little relationship to the operation of NSW schools and that

Individual principals noted the significant or high value of participation in Principals' Conferences, completing components of the Certificate of School Leadership and Management, observation of role models, 'hands-on' experience, person reading and involvement in a World Study Tour looking at strategic management in other countries.

Two principals also suggested that their personal experience in a variety of schools had been a significant professional development experience in quality management and that while training and development provided supplementary knowledge, a principal's intrinsic character, attitudes and life experiences bear heavily in quality management processes. This view was explained in the following way:

I see it much like teaching a class where each teacher has own style and standards and personality and visions and needs. Quality management, I'm sure, would be different between schools and if I were to move then different management strategies would have to be applied depending on staff, children and parents who comprise the school.

Of least value were professional development from QA Directorate personnel, the viewing audio-visual programs relating to quality management and school-based, community-led professional development relating to quality management. After viewing a video program on quality management, one principal pointed out the comparative cultural differences between schools and other organizations, the difficulties in attempting to implement quality management ideas within different school contexts and the need for significant modification before implementation would be possible.
Table 4. Degree to which specific forms of Professional Development was perceived by principals to be of value to their knowledge of quality management.

<table>
<thead>
<tr>
<th>Activity</th>
<th>None</th>
<th>Minimal</th>
<th>Some</th>
<th>Signif.</th>
<th>High</th>
<th>*N/A</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reading printed information relating to quality management...</td>
<td>3</td>
<td>44</td>
<td>53</td>
<td>0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Personal professional reading relating to quality management...</td>
<td>6</td>
<td>35</td>
<td>59</td>
<td>0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>School-based, staff-led professional development relating to quality management</td>
<td>12</td>
<td>26</td>
<td>47</td>
<td>15</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Attendance at professional meetings where quality management has been an agenda issue</td>
<td>3</td>
<td>41</td>
<td>32</td>
<td>24</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Professional development relating to quality management from a Director of Schools</td>
<td>9</td>
<td>47</td>
<td>29</td>
<td>15</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Attendance at external courses relating to quality management...</td>
<td>12</td>
<td>23</td>
<td>27</td>
<td>38</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Attendance at quality management conferences...</td>
<td>9</td>
<td>14</td>
<td>24</td>
<td>53</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Professional development from quality management consultants other than DSE</td>
<td>12</td>
<td>38</td>
<td>18</td>
<td>32</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Observation of, or involvement in, other organizations which are implementing quality management systems</td>
<td>9</td>
<td>17</td>
<td>18</td>
<td>56</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Professional development from QA Directorate as consultants..............</td>
<td>33</td>
<td>23</td>
<td>15</td>
<td>29</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Viewing audio-visual programs relating to quality management...</td>
<td>21</td>
<td>26</td>
<td>12</td>
<td>41</td>
<td></td>
<td></td>
</tr>
<tr>
<td>School-based, community-led professional development relating to quality management</td>
<td>21</td>
<td>29</td>
<td>3</td>
<td>47</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* Percentage of principals indicating no experience in this form of professional development.
they were dependent upon the quality of course leadership.
A number of forms of professional development had not been experienced by considerable numbers of principals. For example, 56% of principals had not observed, or been involved with, other organizations (public/private) which are implementing quality management systems and 53% had not attended a quality management conference. However, the perceived value of such experience was described by one principal who, after experiencing quality management processes in another organization, explained that:

In a short period of time I learnt much about the business world's approach to this area. The most interesting fact, although neither party would admit it, is that problems are much the same.

**Principals' Participation in the QA Review: A Professional Development Experience**

Some principals (9%) indicated that their involvement in the school review process enabled them to 're-focus' and review their strategic planning processes. One respondent noted that "compiling the School Profile and all pre-visit preparation put things into context and made me look at the school and my role here more closely". Another respondent believed that involvement in the review and the observation of good "operators' in action contributed to "developing self-confidence in my own expectations of my role in comparison to the example of management displayed during the process."

Other principals (12%) explained that the review raised their awareness of the attitudes and current thinking in their schools and provided an opportunity to view their work and themselves as perceived by others. As one principal explained... "It was useful "seeing" the school from an outsider's perspective through de-briefing meetings". It gave this principal a different perspective on how others saw the operations, organization and routines of the school. For another principal participation in the review "confirmed what we/I probably already knew but was very valuable because the review was by "outsiders" and so gave validity to what we were doing and planning to do. From the point of view of one new principal the process was perceived as being extremely valuable in providing insights about the management of schools and a better understandings of quality management and quality assurance. Others maintained that they had developed the knowledge and expertise, such as organizational, negotiation, analytical and information gathering skills to undertake further evaluations.

Principals' previous knowledge of, or experience in, the review process seemed to effect the degree to which they gained from involvement in the review of their school. Previous experience assisted one principal in participating
more fully in the process, while another seemed to have the process in perspective in pointing out that:

I have had an interest in the structure and implementation of the external review process. I found the QA model interesting, although friends in senior management private sector positions have indicated its limitations.

Participation in the review process provided further understanding of current educational issues and the opportunity to practice 'non-emotive' involvement. One principal appreciated the ability of the review process to encourage the development of collegiality and unification in that during the review "the school community became "one" - we were all working with a common purpose". Alternatively, others argued that the review process provided little opportunities for professional development. A number of principals believed the process to be merely an 'administrative' task in which their main role was 'organizational' rather than 'professional development'. Some felt isolated from the review team and found the process intrusive, jargonistic and time-consuming with little benefit for themselves or their staff. As one principal explained - "It was purely an administrative task, it was there, I did it effectively".

Existence of continuing support (state or district) for school principals in their quality management initiatives. Over one third of principals (38%) indicated that no continuing support was available to them for their quality management initiatives or that if it did, they were unaware of such support. However, seven principals (21%) indicated that inservices on management and leadership, such as CSLM or the NSWPPC/DEET training program, existed as part of the former Regional Training & Development Program. Others (21%) referred to ongoing support from Directors of Schools as a source of support, but the quality of this support was inconsistent. As one principal explained:

Leadership seminars run in '93 were interesting, varied and useful. The number of these seems to have declined in '94 (my executive and I have only attended one this year).

Five principals (15%) indicated that support was available through various activities, such as conferences and seminars, organized through Principals' Councils, although it was noted that such conference were infrequent. A minority (12%) indicated that such support existed in the form of collegial groups in the form of meetings and discussions with other principals within their district.
Only two respondents (6%) believed that the Quality Assurance School review process, through the team leader or final reports, provided ongoing support. One principal acknowledged the contribution of staff development consultants, while another noted the existence of Performance Agreements between Principals and Directors of Schools.

**Specific Skills Development**

Principals were asked to consider the degree to which they believed that further training was required by them in specific skill areas. Generally, principals indicated that training was required at least to some degree in each of the skills, but that they were confident in their skill levels in most of areas suggested. Principals believed themselves to be strongest in 'human relations' areas such as interpersonal, communication, negotiation and public relations skills with only a small percentage of principals suggesting further skill training in these areas (see Table 5).

Principals, however, indicated that they were more likely to require training in 'information' related skills such as data management, measurement, analytical and evaluation skills. Of significance was the need for information management skills with 50% of principals suggesting this as an area for further training.

Other skills were also suggested as being possible areas for further development such as financial management, time management, industrial relations and human relations skills ought to be the focus of professional development.

**Professional Development to enhance Principals' Leadership Capabilities in Quality Management**

Principals generally indicated the need for clear information on the nature of quality management and how the process can benefit pupils and teachers. There was an expressed need for the opportunity for real discussion on the benefits of quality management for NSW schools before the investment of resources into the process.

Eleven principals (32%) suggested that a planned, long-term course or series of short courses on quality management, based perhaps on existing multi-phased leadership courses for principals, would be a valuable model for professional development. It was noted that such courses need to be practical, well organized, presented by experts and supported by pertinent readings in the area of quality management. It was suggested by two respondents that such courses need to incorporate discussions and seminars.

Three other principals (9%) noted that such courses could be directed at both new and experienced principals and ought to include specific quality management training that can be
Table 5. Perceived Requirements of Principals in Relation to their Further Training in Key Skill Areas.

<table>
<thead>
<tr>
<th>Percentage of Principals</th>
<th>Training</th>
<th>Not required</th>
<th>Minimal</th>
<th>Some</th>
<th>Signif.</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>Information management skills</td>
<td>9</td>
<td>41</td>
<td>50</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to use computers to store and manipulate information)</td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Measurement skills</td>
<td>6</td>
<td>67</td>
<td>27</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to generate information from statistical data)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Analytical skills</td>
<td>15</td>
<td>59</td>
<td>26</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>(ability to comprehend the complexity of systems/processes)</td>
<td></td>
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<tr>
<td>Evaluation skills</td>
<td>15</td>
<td>61</td>
<td>24</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>(ability to conduct program and curriculum evaluation)</td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Research skills</td>
<td>9</td>
<td>76</td>
<td>15</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to generate theoretical knowledge using qualitative and quantitative methods)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Negotiation skills</td>
<td>12</td>
<td>79</td>
<td>9</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to reach mutual agreement or consensus)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Problem solving skills</td>
<td>23</td>
<td>68</td>
<td>9</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(Ability to find viable solutions to problems)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public relations skills</td>
<td>18</td>
<td>79</td>
<td>3</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(Ability to present a positive school image to the community)</td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Oral communication skills</td>
<td>20</td>
<td>77</td>
<td>3</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to relate verbally to all stakeholders)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Interpersonal skills</td>
<td>29</td>
<td>68</td>
<td>3</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ability to relate to other members of the school community)</td>
<td></td>
<td></td>
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</tbody>
</table>

applied immediately in schools. Such training, it was argued, needed to investigate the concept of quality management, training in the quality management tools and implementation/monitoring strategies. One principal pointed
out that principals were at various stages in their understanding of quality management and, consequently there should be individually paced modules based on a skills and knowledge list essential to perform the task of principalship at various levels.

Other focus areas identified for professional development in quality management included change management, mentoring, collegial support, document sharing, group discussion, model sharing, quality management seminars and conferences for small groups of principals and opportunities for teams to work together to plan their own development with support from the consultancy.

A few principals (9%) expressed uncertainty in specifying the kinds of professional development required for quality management, indicating that it was difficult to ascertain the success of existing professional development in relation to leadership and management in schools, or that they were uncertain as to their current expertise in quality management.

Professional reading, in the form of research journals and local publications for principals, was the most significant information source for principals in relation to quality management, although it was noted by two principals that time spent on such reading was limited. Conferences organized through Principals Councils, informal networks, collegial interaction and meetings were also mentioned as sources of information but these did not appear to be used significantly. However, the means through which principals kept informed about current development on quality management seemed to be incidental and predominantly informal, occurring by chance rather than as a planned process.

Specific professional development programs in quality management either through the Department of School Education or external organizations did not figure significantly as current professional development, with only three principals undertaking such programs (Masters coursework, personal professional development program negotiated with Director of Schools, Certificate of School Leadership and Management Course).

Although Principals believed that such professional development would be achieved through such strategies as 'life long learning' or through generalized feedback from quality assurance teams, there was an expressed need for courses to develop specific skills in quality management, especially in relation to information management, evaluation and measurement.
Discussion
Principal's current professional development occurred primarily from participation in principal's conferences, networks and informal collegial sharing sessions occurring as part of their professional role.

Principals generally were not undertaking specific training in quality management nor had most of them done so in the past. Planned training and development programs in the form of courses or conferences varied in their perceived value and were only indirectly associated with quality management.

There was no clear evidence from principals' responses to suggest that on-going training and development support was occurring in quality management for principals. Professional development referred to by principals tended to be uncoordinated and inconsistent with no obvious strategic goals. Professional development for these principals was predominantly determined by their own personal interests and their willingness to seek out available courses and programs.

While principals perceived themselves to be skilled in leadership and management, there was an expressed need for the development of further management skills in the areas of information management, evaluation and measurement. Furthermore, there was a strong indication that planned, long-term courses in quality management would be valuable as a professional development program for school principals.

References


APPENDIX G

Discussion paper relating to the development of leadership programs associated with the position of Senior Education Officer, Teaching, Learning and Leadership
LEADERSHIP for QUALITY SCHOOLS
A Training and Development Program for Leadership Teams
in Four School Districts

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LEADERSHIP DEVELOPMENT IN SCHOOL EDUCATION

A Strategic Overview of Leadership Programs and Directions for Further Development

The Need for a Leadership Strategy

Leadership is a complex process and can exist in many forms and at many levels within an educational system. There is a need for better understanding of the nature of educational leadership, especially in relation to schools as self-managing organizations, restructuring of the Department of School Education and the notion of schools as learning communities. This process needs to be understood to ensure that quality leadership be part of the culture of all aspects of our educational system.

In order to ensure that leadership development gains the best support possible, there is a need to have a strategic management process in operation to clarify the direction for leadership development within Districts and to ensure that resources are coordinated to maximize benefits to schools. Leadership development has to be aligned with key factors relating to school development. These factors include:

* Recommendations emerging from quality assurance review in schools;
* The specific needs of school executive, teachers and administrative staff at their particular stage of career development (beginning teachers, new executive, new school councils, teachers returning to duty);
* Curriculum innovations which may require implementation support (new technology, policy, programs of procedures);
School culture factors which may impact on change management (schools experiencing rapid population growth, schools with new executive, schools with large numbers of inexperienced teachers, new schools, schools with changing student populations, schools with low parental participation);

Such a strategy requires wide consultation at all levels of the educational system to develop a program which is derived from, and supports, the expressed interests and needs of schools. Leadership development needs to be informed by the policies and programs of other districts, State Directorates, educational institutions and other organizations, both national and international, which may have some relationship with school development within school Districts. There is a need to develop a closer relationship between the various Directorates, centres and systems within the Department of School Education. There is an increasing need for strategic thinking and policy directions in relation to leadership development in order to:

* provide long-term professional development opportunities in leadership;

* ensure that all personnel have access to leadership development opportunities;

* that evaluation processes are initiated to monitor the outcomes of leadership development programs;

* ensure that the relationship between the various programs is logical developmental;

* make the best use of resources avoid duplication of programs.

Such a policy initiative is being developed as a result of the current restructuring of the Department of School Education in NSW. This document has been developed through consultation with District Superintendents, Directors, consultants and principals and provides a
strategic overview of leadership development in School Education in what was formerly the Metropolitan West region.

Closely associated with strategic thinking in relation to Leadership Development is need for evaluation processes which will provide the information necessary to make decisions about the kinds of support which can best benefit school education.

The Concept of Leadership

Within the context of this overview, leadership is broadly described as a process whereby the behaviours, values, beliefs and attitudes of members of a group, organization or community are influenced in a way which promotes collaborative action towards the achievement of shared outcomes.

Leadership is considered to be a concept which describes actions which yield social change and improvement, and associated with the development of community involvement and participation in decision making, equality of opportunity for student learning, the development of an aware and enlightened community, the management of educational change and the development of processes which promote quality educational outcomes.

In this sense leadership can be perceived as a form of social action which supports a shared vision for educational change. A fundamental responsibility of leadership is the development of a learning community characterized by representative and democratic decision
making, critical reflection and dialogue, and a shared commitment to achieve organizational outcomes.

**Guiding Principles**

Within the Department of School Education, leadership development can be characterized the following principles:

* Creating leadership opportunities
* Encouraging collaborative planning
* Promoting organizational networking
* Meeting regional needs and promoting challenges
* Creating diversity in professional development models
* Offering variety in structures and processes
* Encouraging team development
* Providing school support and service
* Balancing internal and external expertise

Leadership development aims to:

1. Provide strategies for the achievement of educational outcomes and to develop a culture of continuous improvement in schools;
2. Make best use of a schools' expertise and resources;
3. Assist schools to develop a team culture;
4. Provide a focus for professional development in relation to opportunities for organizational and personal growth;
5. Promote quality learning and teaching within an action research environment focusing on curriculum development;
6. Ensure that school-based policy development is a collaborative process reflective of community aspirations and culture;
7. Provide opportunities for networking in order to enhance professional expertise and collegiality.

**Leadership Development Focus**

Leadership development ought to undertake the following initiatives during 1995-1996 to support schools:
1. The further development of programs which focus on the analysis and understanding of school culture as a basis for whole school development;

2. The development of team leadership in schools to provide a structure for cultural change and improvement;

3. The provision of professional development activities for individuals to enhance their personal expertise and their team membership capabilities;

4. The development of evaluation and action research processes to support existing decision making in relation to leadership development programs.

**Leadership Expertise**

Leadership expertise is continually sought and further developed within school Districts as a resource for school development. Such expertise exists in various forms within Districts and can be drawn upon to serve the specific needs of schools, courses and programs. It is important that a balance be maintained in how such expertise is utilized to support school improvement. School development requires both 'school-based' expertise which can provide practical strategies for school improvement relating to, for example, classroom management, curriculum development, DSE policy and programs, and quality learning and teaching. It is equally important for schools to be challenged to consider alternative strategies and ways of promoting organizational improvement through seeking expertise from other public and private organizations. Such expertise can be targeted to support the function of Departmental consultants, to provide specific theoretical knowledge, to provide a fresh perspective and to encourage broader networks. Expertise from outside the Department of School Education has proven to be valuable in developing, for example;

* team strategies
* learning organizations
* an understanding of current research about aspects of educational change
* conflict resolution skills
* better use of technology
* improved work environments
* quality management processes
* presentation skills

Leadership expertise can be drawn from the following individuals, groups and organizations:

Directors and Assistant Directors
District Superintendents
Training and Development Directorate personnel
Quality Assurance Directorate personnel
District consultancy teams
School principals
School executive
External consultants
Teachers
University lecturers
Members of the community

Research relating to Leadership Development

Another branch of research into the professional development process has conceptualized the process of professional development as leadership training. This research has focused on the notion 'administrator preparation' programs associated with the professional development of school principals. This research has been focused on:

(a) the nature of administrative leadership (Kottkamp, 1984; Parkay, 1984; Barnett, 1988; Norris and Achilles, 1988; Wimpelberg and Boyd, 1990; Katz, 1991; Bolman and Deal, 1992; Hallinger, 1992a; Hallinger, 1992b; Krug, 1992)

(b) the development of models for professional development programs in educational administration (Evan, 1973; Shinkfield, 1980; Culbertson, 1981; Daresh and LaPlant, 1983; McLean, 1984; Andrews and Moyle, 1986; Daresh, 1986; Wimpelberg, 1986; Dunn, 1986; Muth, 1987; Daresh, 1987; Bugingo and Verduib, 1988; Daresh, 1988; Daresh and Playko, 1989; Mulkee and Tenenbaum, 1989; Barnett, 1990; Bassett, 1992; Mulkee and Cooper, 1992)

(c) the content of professional development programs in educational administration (March, 1974; Silver, 1976;

(d) The effects of leadership development programs (Silver and Moyle, 1984).

This research has been successful in developing an understanding of the range of possibilities for leadership development programs, but little research has been done in relation to the evaluation of such innovations. The research is limited in that it has been undertaken almost totally in a North American context and is predominantly on the study of individuals in leadership positions. Furthermore, this research has equated professional development almost solely with 'leadership training' which in itself is a limiting factor. The professional development requirements for transformational leadership is not clear.

A Model for Leadership Development

Leadership development within school education in the Western Sydney area is currently based on a range of approaches which are intended to provide diversity and choice for individual and school development. The approaches include:

1. Multi-Phased School Development Programs
2. Multi-Phased Professional Development Programs for individuals and teams
3. Executive and Senior Executive Induction
4. Conferences/Seminars/Symposia on aspects of leadership
5. Skills Development Courses
6. Information/support services
Each of these approaches will be discussed in more detail below.

**Multi-Phased School Development Programs**

**Purpose:** This aspect of leadership development is designed to:

* provide on-going support for whole school development;

* develop the capacity of school teams to contribute to school improvement;

* provide a focus for other forms of professional development;

* provide a model for school-focused professional development.

**Stage of Development**

The DSE currently offers the following multi-phased professional development programs:

**Multi-Phased School Development Programs**

* **Leadership in Quality Management**, which is designed for experienced and established strategic planning teams who wish to extend quality management in their schools through the development of quality concepts and processes.

* **Leadership Excellence**, which is designed for schools which have inexperienced or newly appointed school executive staff and wish to develop a team approach to strategic planning and culture development within the school.

* **School-Focussed Training and Development: A Coordinator's Guide**, which is currently in trial stage and is designed for schools which have a significant number of inexperienced teachers and who wish to develop a professional development culture to meet the needs of these staff members.

* **Key Group**, which is a state-wide program for schools in which have a specific curriculum development need which has been identified as a quality assurance recommendation.

**Multi-Phased Staff Development Programs**

* **Certificate of Administrative Leadership**, which is a program for School Assistants interested in enhancing their skills in school administration.

* **Team Leadership Course**, which is a state-wide program for school executive responsible for grade or faculty leadership within their schools. The course is conducted both as a State and a school-based program.
* **Certificate of Teaching and Learning**, which is a primarily school-based program for teachers and executive who wish to improve their knowledge and skills relating to teaching and learning.

* **Teaching Excellence**, which is a team-based program for teachers who wish to develop skills relating to leadership in teaching and learning processes. There is an emphasis on both team development and professional development processes.

**Future Development**

In order to enhance the effectiveness of this form of professional development the following action is required:

* Other forms of professional development need to be structured to support these programs.

* Ways need to be investigated to gain broader community involvement in these programs.

* Evaluation models need to be developed which enable the outcome of these programs to be identified.

* Opportunities for more schools to be involved in these programs will emerge as this professional development model is further refined.

* The expertise of District consultancy teams need to be utilized to support these programs.

* Ways to support the school-based phase of these programs need to be investigated.

**Executive and Senior Executive Induction**

**Purpose**: The purpose of this form of leadership development is to:

* introduce new executive to the roles and responsibilities associated with their position;

* provide opportunities for the development of collegial networks among recently appointed executive;

* familiarize new executive with policy and procedures which are significant to school, grade or faculty leadership;

**Stage of Development**

The following induction programs are currently undertaken:
A single day Executive Induction Conference for newly appointed Executive Teachers, Assistant Principals and Head Teachers;

A single day Senior Executive Induction Conference for newly appointed Principals (primary/secondary), Deputy Principals (primary/secondary) and Leading Teachers.

**Future Development**

In order to enhance the effectiveness of this form of leadership development the following action needs to be taken:

* Conferences need to be extended to become two days in duration;

* Participants need to opportunities to share experiences regularly in collegial groups;

* District level workshops need to be offered on a regular basis to develop skills in management, supervision, conflict resolution and team development. These could be undertaken by experienced executive.

* Newly appointed executive need to be offered a range of support services including collegial discussions, professional networks, mentoring and specific skills development courses.

**Conferences/Seminars/Symposia on aspects of leadership**

**Purpose:** The purpose of this form of leadership development is to:

* provide access for a wide range of regional personnel on issues relating to educational leadership;

* provide opportunities for school teams to enhance their ability to influence school development;

* provide opportunities for collegiality and regional networking;

* support school-focused training and development initiatives in schools.

**Stage of Development**

The Centre currently offers the following conferences and seminars:

* A single day *Schools as Learning Communities Conference*
as of a state-wide program to develop cluster initiatives for the development of schools as learning communities within Districts.

* A single day Executive Induction Conference for recently appointed Executive Teachers, Assistant Principals and Head Teachers;

* A single day Senior Executive Induction Conference for recently appointed Principals, Deputy Principals and Leading Teachers;

* Four Executive Development Seminars, each of three hours duration and directed at leadership teams within school who wish to extend their knowledge of current development in leadership;

* A single day School Councils Annual Conference for newly formed and experienced School Councils to promote and extend the development of School Councils within Districts.

**Future Development**

In order to enhance the effectiveness of this form of professional development the following action needs to be taken:

* Conferences need to be supported by further workshops which address practical needs which emerge from the conference. These could be undertake as a cluster initiative.

* Executive Development Seminars need to respond directly to the identified needs of school-focussed training and development. These could be organized more flexibly as needs emerge rather that at pre-determined designated times during the year.

* Conferences ought to be held over two days where possible to provide maximum opportunity for networking, collegiality, discussion and reflection.

**Skills Development Courses**

**Purpose**: These courses are intended to further develop the leadership potential of teachers, executive and other personnel who are involved in the professional development process within Districts.
Stage of Development

The Centre currently offers the following courses in presentation skills:

* **Presentation skills for Course Presentation Team members** who are currently members of course presentation teams within Districts;

* **Presentation skills for teachers/executive** who are involved in the professional development process within their schools;

* **Presentation Skills for Principals** who are interested in enhancing their media, presentation and public relations skills.

Information Service

**Purpose**: To provide schools and other agencies within Districts access to a range of current information relating to teaching, learning and leadership.

Stage of Development

Leadership support resources and processes are continually being improved to reflect current leadership theory and practice. Currently, this service includes the following kinds of information.

**On-line support**. Consultants respond to the needs of individuals, teams and schools in answering specific questions relating to, for example, professional development opportunities, course content, the availability of resources or requests for practical advice.

**Green files**. These are files containing collections of current selected readings on topics of high interest to schools. Green Files
may be purchased from the Centre for Teaching and Learning and are often utilized to support schools in their professional development activities. Green Files are continually created and updated as the need arises.

**Cutting Edge.** This publication is a journal containing pertinent articles of interest from educators in the Districts. These articles could be in the form of research findings, reports or position papers. Published bi-annually, Cutting Edge enables knowledge about teaching, learning and leadership to be shared throughout Districts.

**Videotape collection.** This collection is used to support courses offered throughout the Districts and is available to schools to support their professional development programs.

**Audiotapes.** These are currently used in a limited way to support specific programs.

**Books.** This collection represents a selected library of current publications relating to teaching, learning and leadership. Books are used to support course development and are available to schools for professional development activities.

**Journal Collection.** The Centre for Teaching and Learning subscribes to a limited number of educational journals to provide a theoretical basis for course development and to support other information services provided.
Certificate of Teaching and Learning Collection. This is a specific collection of books, audiotapes and videos for the purpose of supporting participants of this course.

Future Development

In order to enhance this service to Districts the following action needs to be taken:

* Provide a specific budget of the purchase of new resources;
* Develop a publication which lists the resources available;
* Provide a list to schools and other regional agencies of the resources currently available;
* Make the resources available for perusal to participants of courses and other professional development activities organized through the Centre;
* provide a theme for each publication of Cutting Edge (eg Learning Communities).

New Initiatives associated with Leadership Development

The Leadership in Quality Management program will began in Term 4, 1995, in the form of a conference to explore a variety of approaches to quality management in education and to identify professional development strategies to support leadership teams during 1996.

Organizations in the Leadership Development Network

Leadership development is supported through a network of organizations which facilitate educational courses, conferences and programs to enable individuals and school teams to benefit from current national and international theory and practice in education. These organizations are as follows:

Penrith Council of Educational Administration
Primary Principals' Council
Secondary Principals' Council
Teaching and Learning Council
School Councils Committee
Faculty of Education, University of Western Sydney
Professional Development Centre, University of Western Sydney
Australian Institute of Training and Development
Metro West Deputy Principals' Association

Other Developing Networks

National links are being developed with leadership development centres in other states of Australia. Information and ideas are currently being shared with the newly formed Centre for Leadership Excellence within the Queensland Department of Education.
**Strategic Overview of Leadership Development Programs (1995-1996)**

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APPENDIX H

Conference papers outlining the Policy Orientation of the Research Methodology
Constructing Organizational Futures through Educational Policy Analysis

Paper presented at the Pacific Circle Consortium Annual Conference
May 19-22 1996, Sydney

by
Geoff Berry
NSW Department of School Education
Constructing Organizational Futures through Educational Policy Analysis

INTRODUCTION

It is widely recognized that success in the implementation of quality management in schools can be largely attributed to the function of leadership. Consequently, there needs to be a process of leadership development to support leaders or leadership teams in order that they have the knowledge and expertise to successfully lead initiatives and support cultural change within the organization.

However, decisions relating to such leadership development require careful consideration for a number of reasons. For instance, a sound theoretical basis of 'quality' in education is only beginning to emerge and knowledge for decision making in relation to the management of quality is under-developed. Leadership development in quality management may require the investigation of approaches being undertaken in other kinds of organizations for their potential as models for school education. Furthermore, the limitation of the resources available to provide leadership development in quality management means that options chosen need to be those which will provide maximum benefits to school districts as well as the individual schools involved.

In relation to leadership development in quality management, a 'policy development' focus is justified in that 'quality management' does not currently feature as an identifiable policy direction within the NSW Department of School Education at the State or emerging district levels. However, within the current radical re-structuring within the NSW Department of School Education, there is an increasing emphasis on the development of district-based policy. Leadership teams in schools may ultimately have significant influence in policy development at the school and district levels and may well promote such quality management processes within the district organization as a whole.

Policy analysis, as a methodology for creating an epistemological framework for policy decision making, is one approach which has the potential to contribute to the development of knowledge to support leadership development options in relation to quality management in schools. Although theoretically driven, policy analysis approaches are necessarily eclectic in that a range of sources of information are required for decision making within the policy process in organizations.

This paper will seek to propose a theoretical and methodological basis for a policy analysis model and present an example of how policy analysis is being undertaken to
support a program to develop leadership in quality management. This paper will, therefore:

(a) investigate the concepts of 'policy' and 'policy research' within the educational context;

(b) examine the concept of 'policy analysis' as a framework for the development of school-based educational policy;

(a) develop a theoretical model for policy analysis in school education;

(c) specify the structural components of a policy analysis process for the development of leadership in quality management;

The Policy Process

The Oxford dictionary defines policy as "statecraft; course of action adopted by government, party, etc; sagacious procedure" which provides a framework for policy as collaborative, insightful planning within an organizational context. This notion of policy as planned action directed towards a common goal is noted by Meehan (1985:299), who maintains that "a policy consists of a set of theories able to link specific human actions to a preferred outcome". Meehan (1985:292-293) goes on to point out that:

Current usage has already linked the meaning of "policy" quite firmly to the conduct of human affairs, identifying a "policy" as a guide to action, and especially collective action. Accepting that broad meaning as a point of departure, an adequate definition of policy is contingent upon a detailed analysis of the instruments and processes required for directing human actions in defensible and corrigeable ways.

On a broader basis Hogwood and Gunn (1984:14-18) identify a number of ways in which the notion of policy can be conceptualized. These include policy as:

(a) a label for a field of activity such as 'economic policy', 'social policy' or 'educational policy';

(b) an expression of intent or a desired state of affairs where 'policy' is expressed in terms of broad purposes or ends of government activity in one field and the state of affairs which would prevail on achievement of those purposes;
(c) specific proposals where specific actions which will be or are being undertaken under certain environmental or social conditions;

(d) decisions of government in the form of specific reactions to a crisis which is not the normal part of the political process and requires special attention.

(e) formal authorization including protocol and procedures of formalizing legislation to enable a political process to be initiated;

(f) a program where policy is perceived as the complete implementation of a single program or a group of inter-related programs;

(g) an outcome or description of what has been actually achieved;

(h) a theory or model involving assumptions about what governments can do and what the consequences of their actions will be.

Policy as Process
Policy can be perceived holistically and developmentally as a continuous process over a long period of time incorporating such functions as planning, implementation, evaluation and review. Defined as a process, policy represents organizational human action which is intentional, on-going and participatory. For example, Cohen and Garat (1991:125) describe policy as a 'grand story' which incorporates "a large and loose set of ideas about how society works, why it goes wrong and how it can be set right" as well as "a developing set of public acts which have a common theme". Such a policy process could, for example:

* encourage innovative and creative thinking about policy initiatives;

* attempt to change the overall organizational culture in response to policy initiatives;

* address the political aspects of policy-making in relation to power both inside and outside the organization;

* have qualitative considerations in respect to organizational decision making.

As a process, policy development can occur in a number of forms, some of which are described below.
Policy development as a framework for innovation. This notion of policy development views planning as a framework for self-renewal of outcomes, processes and people or as a process of entrepreneurship through which the organization can be regenerated.

Policy development as a social learning process. This perspective of policy development suggests that planning must be conceived as a learning process through which individuals and groups develop a sense of direction, feelings of mutual trust, confidence, and methods for coping with unfamiliar problems in an uncertain environment.

Policy development as a political process. This concept of views policy development as decisions affecting the balance of resources, and the status of individuals and groups in an enterprise. Policy development is not only about consensus but also about conflict and bargaining among interest groups inside and outside the organization.

Policy development as a conflict of values. This view maintains that policy development at the highest level is not just about improving efficiency or choosing strategies. It also concerns the development within the individual organization and in society, of cultures which can claim the allegiance of organizational members and which are accepted as socially useful by the community at large.

The complexity of the policy development process is outlined by Hogwood and Gunn (1984), who in describing their 'contingency model', define the various stages which they perceive as constituting the policy development process. It is maintained by the authors that this process then can be used by the analyst as a tool in the policy development process. The analyst, it is argued, can understand the complexity of the policy making process and direct analysis at each particular stage. They describe their policy development model as 'mixed' in that:

(a) it can be used for both description and prescription of policy development processes.
(b) it incorporates both rational decision-making and incremental decision-making, contingent upon the nature of the policy or the stage of the policy making process.
(c) it is concerned both with the application of techniques and the political process.

Hogwood and Gunn (1984:4) argue that policy analysis can be described as a process of policy development incorporating the following nine stages:

(1) Deciding to decide (issue search or agenda setting)
(2) Deciding how to decide (or issue filtration)
(3) Issue definition
(4) Forecasting
(5) Setting objectives and priorities
(6) Options analysis
(7) Policy implementation, monitoring, and control
(8) Evaluation and review
(9) Policy maintenance, succession, or termination

The Concept of Policy in Educational Systems
Within this paper, educational policy is defined as a planned process which refers to present and intended action in educational communities and systems. The policy process, therefore, incorporates:

(a) the generation of information to inform organizational decision making;

(b) organizational action based on authorized decision making;

(c) guidelines for future organizational action by providing broad directions and structures for educational systems which are subject to interpretation by implementers/administrators.

(d) a conceptualization of the official statement of collective action which is representative of the organization, enabling the system or organization to project and achieve its purpose and vision.

Educational policy is, therefore, defined as a purposive, planned process associated with intentional action within an organizational context. Representing the interests of those who constitute the organization or system, educational policy is the result of planning and decision making within a political context. In this sense, the notion of 'policy' involves behaviour as well as intentions, inaction as well as action, and having outcomes which may or may not have been foreseen. Involving both intra-organizational and inter-organizational relationships, educational policy involves a key, but not exclusive, role for public agencies.

Policy-oriented Research
Policy-oriented research can be perceived holistically within the context of the ongoing study of organizational phenomena such as organizational change, leadership
development, decision making and administrative theory. In this sense policy research seeks to understand and policy development processes within an organizational framework.

The complex nature of organizations is well illustrated by Guba (1985:86-87), who explains the emerging view of organizations as movement from a 'mechanical', or 'assembly' metaphor characterized by a simple and objective reality, linear and hierarchical order and a determinant philosophy towards a 'holographic' metaphor of organizations which features complex and multiple realities, heterarchic concepts of order, indeterminacy, mutual causality which features organization change and development as a process of morphogenesis. This emerging notion of organizations provides challenges for policy researchers to better understand the complexities of organizations and the policy processes which guide organizational development.

Nisbet (1990) has undertaken a thorough investigation of policy-oriented research and how it is distinguished from 'fundamental' or 'academic' research. Nisbet maintains that policy research, which includes evaluative studies, is defined in terms of its instrumental function or purpose rather than its research methodologies or topic choice. Policy-oriented research, it is suggested:

include the search for solutions to pressing educational or social problems, identifying and resolving the problems involved in implementing policy decisions, monitoring and evaluating initiatives in educational practice, and experimental studies to compare alternative educational methods. They also include policy studies and retrospective analyses of past policy, the purpose of which is to help make better policy decisions in the future.

Within this research context, four types of research are identified by Nisbet (1990:691) which can be recognized as being within the scope of policy-oriented studies:

(a) Surveys to gather relevant "facts" as a database for decision.
(b) Experimental studies to resolve controversies.
(c) Developmental studies for implementing policies.
(d) Evaluation studies.

Policy-oriented research can be described as 'responsive' in that it seeks to inform decision makers about pressing educational problems or issues. Although policy-oriented research is not designed to develop new theoretical knowledge, its practical function incorporating empirical and field studies is undertaken from within a defined theoretical framework. However, policy-oriented research does not attempt to attain positivistic certainty but rather
provides a value orientation or persuasion which may influence the decision-making process. It is pointed out by Nisbet (1990:692) that the outcomes of policy oriented research are decisions or recommendations:

The essential feature of policy-oriented research is that it is designed to contribute towards a solution either by producing recommendations for action, describing as fully as possible the complexity of implications and complications, or by establishing conceptual frameworks which enable decisions to be made with fuller insight and understanding.

This research process is further explained by Trow (1990:696) who suggests two models within which policy research is best undertaken. The first is a 'political' model, which refers to the intentional use of research by political decision makers to strengthen an argument, to justify position is already taken, or to avoid making or having to make unpopular decisions. The second is an 'enlightenment' or 'percolation' model, in which research somehow influences policy indirectly by entering into the consciousness of the actors and shaping the terms of discussion about policy alternatives. Trow (1990) maintains that the 'percolation' model best explains the means through which the process of policy research influences the process of policy decision making. Within this framework, policy research has the potential to be a powerful process for influencing political decision making by:

(a) narrowing the gap between academic research and the policy maker by bringing systematic knowledge to bear more directly on the issues of public policy;

(b) being framed from the perspectives of the decision makers;

(c) being guided by a broad epistemology derived from a range of disciplines;

(d) providing theoretically derived information which is specific to the needs of the policy development process.

One approach which incorporates both the political and percolation elements of policy research is the process of 'policy analysis' which will be considered below as a means of supporting policy development and organizational change.
The Concept of Policy Analysis

The process of policy analysis, as a component of organizational policy development, has traditionally been associated with public sector policy development at the highest level of political decision making. In complex and politically sensitive organizations policy analysis has significant potential as a research process to generate knowledge for organizational decision making and as a means of supporting organizational change.

Having its basis in the policy/political science disciplines, policy analysis refers to a diverse range of analytic traditions having the function of informing the decision-making processes associated with policy development from a theoretical perspective. As a component of policy development, policy analysis can contribute to all stages of the policy process by providing alternative theoretical perspectives to decision making processes. Policy analysis can be distinguished from policy science and meta-policy making in that it relates to the action component of the policy process and usually involves working directly or indirectly for government or private institutions interested in influencing policy decisions. Carley (1980:13), in arguing that most good policy analysis consists of some varying mix of the political, the administrative or bureaucratic, as well as the rational elements of decision making, maintains that;

To attempt to restrict policy analysis to one element, or to disregard one element for one reason or another, results in a less than complete approach to policy making and leads to the rational versus political conflict apparent in the literature and, indeed, in public debate.

A differentiation has been drawn by Hogwood and Gunn (1984:29) between the notions of 'policy science', 'policy analysis' and 'policy studies' with the authors having a "mild preference for using 'policy studies' for descriptive accounts and 'policy analysis' for prescriptive exercises, with 'policy sciences' as an umbrella phrase to cover both types of undertaking". Hogwood and Gunn argue that policy analysis has the distinct characteristics of being:

(a) Applied rather than pure
(b) Inter-disciplinary as well as multi-disciplinary
(c) Politically sensitive planning
(d) Client-oriented

The process of policy analysis can focus on a range of kinds of problems associated with the policy development process and in this sense can be defined as a 'problem solving'
process. Policy analysis, therefore, is analysis oriented to choice of action in that:

- it primarily considers - even if sometimes at one or some removes - "practical" problems, where the concern is with possible actions, as opposed to "theoretical" problems, where the purposes are purely explanatory and predictive. It takes in theoretical exercises (including the study of effects and actual decision making) insofar as they can contribute to drawing practical conclusions" (Gasper, 1993:15).

Carley (1988:28-29) argues that this can be undertaken in a number of ways:

(a) Specific Issue Analysis which involves specific short term decision making such as the type characterized by day to day management;

(b) Program Analysis which is concerned with the design or evaluation of a programme in a single subject area;

(c) Multi-program Analysis which examines resource allocation between competing programme areas;

(d) Strategic Analysis which deals with large-scale policy decisions and broad resource allocations.

Such investigation could incorporate a range of activities including the advocacy of specific courses of action, the generation of information for decision making purposes, the analysis of policy content or the monitoring and evaluation of programs.

The Theoretical Basis of Policy Analysis

The theoretical basis of policy analysis ranges from rationally orientated models of policy development which see the policy analyst as functioning separately from policy decision making to those models based on more politically oriented processes which perceive policy analysis is an integral part of policy decision making. Dye (1972), for example, has identified a range of theories which have been developed to explain the process of policy development including institutionalism, elitism, pluralism, rationalism, incrementalism, systems theory, bureaucratic politics and mixed scanning. Traditionally, however, this theoretical and conceptual framework has been dichotomized into 'satisficing rationality' models and 'disjointed incrementalism' models.

Policy Analysis and Rationality

Defined in the traditional sense, policy analysis is a process which attempts to provide policy-makers with a number of viable policy alternatives and the cost-benefit
relationship for each alternative. Within this perspective policy analysis is a process which attempts to rationalize the policy-making process by providing reliable information in order to minimize the risk of choosing an inappropriate action. Classical policy analysis has traditionally placed an emphasis on broader public policy areas such as social problem-solving, the creative design of public programs, social criticism, incremental reformism, political activism and public administration. Rationalists work on the assumption that the policy development process can be refined in order to enable decision-making to be more precise and scientifically objective with the basic goal of policy analysis "to make as precise predictions as possible about the important, likely results of policy interventions. (Moore, 1983: 274).

In this 'classical' model, the process of policy analysis can be separated from the process of 'decision making' in that policy analysis supports, but is not part of, the decision making process. Analysis generates information which provides decision makers with alternative perspectives to the possible consequences of policy action. Quigley and Scotchmer (1989:483) describe this concept of analysis as follows:

At least two activities, or perhaps two stages of the same activity exemplify "analysis"; first, analysts gather information so as to reduce uncertainty about the consequences of alternative decisions; and, second, they interpret the data so assembled under agreed upon rules to facilitate choice among alternatives. The first activity might loosely be called "forecasting", whereas the second is a generic "cost-benefit analysis.

Traditionally, theorists have attempted to develop idealized rational models of policy analysis in an effort to conceptualize policy development as a scientific process based on certainty principles. Hogwood and Gunn (1984:44) point out that:

In the context of policy analysis, the 'idea' most frequently discussed is that of 'rationality'. In constructing a model of rational policy-making' one is posing the question: 'How would policies be made if policy-makers pursued and were able to complete rationality? Here we look briefly at the two main approaches: (1) considering values simultaneously with considering options; (2) setting out objectives at the beginning and then subsequently considering options designed to fulfil those objectives.

The rational ideal of policy analysis has led to development of a range of positivistic theoretical approaches to the
policy development process. Within this scientific tradition, policy analysis has been shaped around a methodological orientation which emphasizes technical advice concerning policy selection. The policy 'scientist' functions as a social engineer whose task focuses mainly on the calculation the of costs and benefits of alternative means.

From the perspective of rationalism, policy analysts seek the theoretically "best possible" solution by precise determination of operational goals and thorough cost-benefit kinds of analyses of all reasonable alternatives. This is best manifested in Herbert Simon's 'rational' model which, in considering values and options together, could incorporate such processes as intelligence gathering, identifying all options, assessing consequences of options, relating consequences to values and choosing preferred option. Carley (1980:11) describes this idealized model of rational policy analysis in the following way:

(1) A problem which requires action is identified and goals, values, and objectives related to the problem are classified and organized.

(2) All important possible ways of solving the problem or achieving goals and objectives are listed - these are alternative strategies, courses of action, or policies.

(3) The important consequences which would follow from each alternative strategy are predicted and the probability of those consequences occurring is estimated.

(4) The consequences of each strategy are then compared to the goals and objectives identified above.

(5) Finally, a policy or strategy is selected in which consequences most closely match goals and objectives, or the problem is most nearly solved, or the most benefit is got from equal cost, or equal benefit at least cost.

This model of policy analysis, based on an epistemology of realism, assumes the separation of objective, empirically defined factual knowledge as generated through social science and the subjective, value-oriented process of practical problem-solving and policy making. However, it can be argued that social science does not provide the kind of objective knowledge that positivism has traditionally held to be the epistemological and methodological ideal. Realistically, the theory-laden and interpretive character of social inquiry makes the traditional separation of facts
and values untenable. In this sense policy analysts are not merely reactive or instrumental to the policy making process, but influence the framing of policy agendas and policy decision-making in a variety of overt and covert ways.

In reality, however, traditional forms of policy analysis are undertaken from a 'satisficing' perspective which recognizes the frequent impossibility of attaining the detail and thoroughness of rationalism, and seek instead any sub-optimal but satisfactory alternative. Within this approach the reality of the policy development process is one of incremental change based on political persuasion. Anderson (1987:24), for example, maintains that policy analysis "in essence is no more than applied political philosophy, an idea of technique or method founded on some classic model of the norms of inquiry and rightful authority". Mainstream policy analysis, subsequently, is based on 'satisficing' models where policy decision makers assess and choose from a small number of marginal changes on the basis of past experience of similar incremental changes.

The Limitations of the Traditional Model
There are a number of perceived limitations of this traditional approach to policy analysis which render this model inappropriate for policy development in educational organizations.

Theory/practice dichotomy. The traditional concept of policy development assumes a theory-practice dichotomy where the generation of information about policy options is separated from the process of organizational decision making. The perceived inadequacies of traditional policy analysis is linked directly to its epistemological framework in which the analyst is viewed as an objective, value-free scientist searching for truth. The problems with positivism as a paradigm of inquiry have been dissected by many scholars, who reject its basic premises (Guba, 1985; Torgerson, 1986; Jennings, 1987; Maguire, 1987; Hawkesworth, 1988; Majone, 1989; Innes, 1990).

Expert Orientation. The traditional model assumes that public policy ought to be the prerogative of 'experts' in the form of trained or experienced analysts (perhaps economists or statisticians with understanding of political processes) who process inputs such as information, data, and opinions to produce the advice. In this sense knowledge is controlled by professional policy analysts through positivist approaches to the generation of knowledge.

Nature of the policy process. Policy analysis is not defensible as a doctrine of instrumental rationality through the linking of efficient means to stipulated ends. The goals of policy are seldom made manifest in clear, unambiguous, or
uncontested terms and policy analysis inevitably involves the identification and clarification of values.

**Dependence on scientific methodology.** The objectivity or neutrality of social science 'knowledge' brought to bear on policy problems cannot be certified by the rules of scientific inquiry. Theoretical frameworks for the interpretation of social reality are potentially multiple, conflicting and have normative implications.

**Separation of politics and administration.** The distinction between politics and administration cannot be sustained in that administrators have broad discretion in interpreting political mandates and translating them into policy. Public officials as initiators of policy and as policy critics are inevitably parties to the broader process of public debate.

**Need for political discourse.** Policy analysis cannot be separated from the broader conception of political discourse on fundamental public purposes. An expedient conception of policy analysis is contradictory to the critical, constitutive character of genuine political deliberation.

**Recognition of moral issues.** The moral element of policy development, manifested through public choice and public service, cannot be ignored in that fundamental ethical dilemmas inevitably arise in political activity.

Furthermore, Trow (1990:699-700) notes that at least four methodological limitations currently restrict the process if policy analysis in its policy development function:

(a) Policy analysis makes relatively little use of ethnographic research methods, the method of direct observation of customary behaviour and informal conversation;

(b) The outcome of public policy, its reports and recommendations, is affected not only by the analyst's own preferences and biases and those of the client, but by how the analyst bounds the problem, the phenomena and variables that will be taken into account;

(c) Tension exists between the needs and requirements of the client, on the one hand, and their own professional commitments to intellectual honesty, to the searching out of negative evidence, and to their freedom to speak and publish what is known or has been learnt, on the other.

(d) The relationship that exists between policy analysts and policy intellectuals which bears on the nature of communication and persuasion in the
political arena and more broadly on the processes of decision accretion through enlightenment and the percolation of research findings, ideas, and assumptions in the decision making process.

Educational Policy Analysis

Despite the perceived limitations of traditional forms of policy analysis, however, there is an increasing need for the further incorporation of the process of policy analysis in educational organizations. There has been a developing interest in the 'policy sciences' as a means of providing direction and scope for educational leadership, especially as educational organizations become more complex in their function.

Policy development in school education is becoming more 'organization based' with more decision making being the responsibility of the school and district leadership. More than ever, schools are required to understand the external political, economic and social environment which surrounds them as these influences are crucial to the policy development processes in educational organizations. Moreover, schools are themselves becoming increasing political in nature and stakeholders are demanding more participation in the policy development processes.

Furthermore, there has been an explosion of information and information technologies available for policy development processes, resulting in information networks and policy analysis professionals. There is an increasing need to base decisions on information which is relevant and reliable rather than bureaucratic expediency or on a process of trial and error. A process of continuous development of school and district policy could ensure that organizational change is constantly re-directed in ways which positively influence educational practice. The process of policy analysis, therefore, ought to be an ongoing part of the process of educational policy development, in order to:

(a) encourage genuine policy debate on a regular basis as part of the normal evaluative procedures of the organization.

(b) continually render policy development procedures problematic and subject to analysis and criticism, which could lead to a re-interpretation of the process of organizational change and the renewal of administrative practices. Taken-for-granted notions of the policy development process could be questioned, leading to possibility of more
appropriate concepts and reducing the possibility of the reification of the change process.

(c) encourage a critically reflective approach to organizational change in that there would be a search for more appropriate policy development processes.

The development of policy in schools requires a paradigm which can provide a value orientation commensurate with the complex requirements of the educational process. Such a framework would need to enable more politically informed decision making to take place through being representative of those who have vested interests in the educational process. This framework would need to inform the policy making process from a theoretical perspective through the identification of the theoretical assumptions underlying educational policy and to critically appraise these assumptions in relation to coherency, consistency and ethics.

Policy analysis would need to be ethically justifiable in relation to the aims and purposes of education within its particular societal framework and be socially reconstructive in that policy development would seek to actively promote educational improvement in an open and reflective atmosphere. There would also need to be recognition of policy development as a form of educational leadership which could provide recommendations for future directions and broaden the link between organizations and the social, economic and political environments in which they exist.

Traditional positivist approaches to the policy development process have been supplemented over that last decade by a paradigm diversity which has incorporated other theoretical approaches including interpretivism, radical structuralism and radical humanism (Burrell and Morgan, 1979). These approaches have been developed, at least in part, as a result of the perceived incompatibility of more traditional policy analysis approaches to contribute to policy development in organizations of increasing complexity and sophistication. The challenge of developing a model compatible with such complexity is recognized by Taylor (1982:43) who suggests that:

We need a 'total systems' view which sees planning and policy-making as a central human activity; rational, but also creative and intuitive; bureaucratic, yet dynamic and evolving; political, and at the same time concerned with important choices between human values (Taylor, 1982:43).
A Constructivist Perspective to Policy Development

In relation to constructivist approaches to the study of educational policy analysis, the value of paradigm diversity incorporating interpretive and critical perspectives to qualitative studies has been widely recognized (Rist, 1977; Popkewitz, 1984; Jennings, 1985; Foster, 1986; Candy, 1987). Within the constructivist approach to educational research (Magoon, 1977; Anderson, 1990) critical models of interpretive research (Comstock, 1982; Deetz and Kerston, 1983) such as critical ethnography (Noblit, 1984; Simon and Dippo, 1986; Quaintz and O'Connor, 1988; Anderson, 1989; Gitlin, Siegel and Boru, 1989) and critical policy analysis (Prunty, 1985; Grimley, 1986; Smith, 1993) have been developed in relation to the study of educational administration (Yeakey, 1987; Hocking, 1990) and educational leadership (Smyth, 1989). This approach is appropriate to educational organizations in that:

(a) critical/constructivist theory is a legitimate paradigm for educational research relating to educational practice.

(b) the process of policy analysis is an emerging aspect of the policy development process and its theoretical background can be further developed.

(c) the factors influencing policy development processes in schools require further investigation.

(d) there is a need to re-conceptualize the theoretical basis for policy development in educational organizations and systems.

Moreover, educational decision making needs to be based on a paradigm which can challenge the existing assumptions about policy development processes and provide and ethical platform for the development of a policy analysis model compatible with educational organizations. This can best be developed from a critical theory perspective.

Critical Policy Analysis

Critical theory, as a complex set of theories relating to educational transformation and reconstruction, provides a justifiable theoretical context for educational policy analysis. Critical theory, with its aim of human emancipation, strives both to understand and reveal nature the broad political, economic, social, and cultural processes which effect humanity within the context of human consciousness where the meanings of social life are constructed. Critical theory seeks to uncover the sources of domination and repression which covertly permeate human interaction. Once human consciousness is freed from distorted perception, courses of action to achieve a

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meaningful and fulfilling life may be charted by those whose lives are constrained. This paradigm is explained by Prunty in the following way:

In contrast to traditional theories, which claim to be objective and neutral, critical theory is manifestly political, with an a priori commitment to take sides with the oppressed and those whose interests are contravened by external sources of domination, and masked by internal misperceptions of this state. Critical theorists flatly reject any notion that theory should guide practice, seeing this is yet another form of domination. Instead, change comes about as one's awareness of the limitations and constraints upon human potential are clearly perceived.

Rather than being a methodology or approach to policy analysis, critical theory represents a philosophy or framework which attempts to provide a justifiable context and purpose for the policy development process. Critical policy analysis would incorporate a variety of interpretive approaches in an effort to advocate specific policy values and elevate educational policy makers to an ethically more justifiable consciousness. Within a critical perspective, policy analysis in educational organizations could have the function of developing a framework for change and reconstruction, which would render policy assumptions problematic and subject to critique and renewal (Grimley, 1986). Such an critical framework would seem theoretically justifiable to the policy development process in education because of:

(a) the ethical nature of the policy development in education.

(b) the changing nature of the educational process.

(c) the complexity of the process of policy development in education.

(d) the need for constant analysis of policy development processes.

(e) the need for a theoretical reference point for the quality management process.

Such a critical framework could contribute to policy development process by increasing the depth of understanding of the nature of the organization and discover ways in which the organization could become more culturally reconstructive in its policy development processes taking into account possible gender, ideological or cultural bias. Such a critical platform could also assist in finding ways of
increasing learning opportunities within the organization, establishing broader lines of communication and participation in the policy development process and ensuring that policy development is representative of the needs of the community to which the organization belongs. Moreover, as a political process, critical analysis attempts to expose sources of power within the organization and relating these to such factors as the degree of participation by various groups in educational decision-making, the learning opportunities available to various groups and the ways in which authority is hegemonic. In arguing for a 'value-critical' policy analysis which probes the categories of people's thoughts, examining where these thoughts come from, where they lead to, and what ambiguities and inconsistencies they contain, Rein (1983:83) explains the task of policy analysis in the following way:

The task of policy analysis is to bring evidence and interpretation to bear on decision making and social practice. This task involves not only the presentation of evidence about the consequences of pursuing alternative actions but also an interpretation of what it is we are doing in society, why we are doing what we do, and what we might do differently given our puzzlement and worry about what we do.

The strength of critical theory within the context of policy analysis is that it presents a means of critiquing the policy process against a set of values perceived as being necessary for a just and humane organization or state. In espousing certain values which are deemed to be necessary if educational policy is to be ethically acceptable, critical educational policy analysis would provide the ethical basis for the transformation organizational culture. With educational policy in mind, Prunty (1985) suggests five criteria for critical policy analysis, which are summarized below:

1. A critical analysis is overtly political and based on the values of justice, equality, and individual freedom.

2. A critical analysis strives to expose the sources of domination, repression, and exploitation that are entrenched in, and legitimated by educational policy.

3. Critical policy analysis assumes an advocacy role, taking sides with oppressed groups such as the working class, the poor, ethnic and racial minorities, and women.

4. Critical policy analysis incorporates values relating to curriculum (what counts as knowledge),
pedagogy (what counts as valid transmission of knowledge), and evaluation (what counts as valid realization of knowledge).

5. Critical educational policy analysis would be concerned with the 'pathology of consciousness', addressing itself to the ways in which humans unknowingly abet their oppressors.

6. Critical educational policy analysis is based on praxis - the unity of thought and action, theory and practice.

7. Critical educational policy analysis must reflect the complexities of the policy process in relation to the interests of stakeholder groups.

However, while critical theory provides the political orientation and rationale for policy inquiry and development, it does not provide the methodological processes for the practical development of policy itself. The focus will now be on the development of a practical model, based on such a critical platform, and incorporating 'interpretive' methodological processes.

An Interpretive Approach to Policy Analysis
Interpretive or 'participatory' approaches to policy analysis are a more recent development in the policy analysis field and seem to have been developed as a response to the perceived limitation of the traditional model and its elitist, technocratic connotations (Guba, 1985; Durning, 1993; Jennings, 1987; Fischer, 1990; Torgerson, 1986). A number of interpretive models have been developed which vary in the degree to which expert advice is utilized to support stakeholder participation in decision making. These include Providing Analytic Inputs through PPA (DeLeon, 1990), Participatory Democracy (Dryzek, 1989) and Stakeholder Policy Analysis (Durning, 1993). In these models the purpose of analysis is to:

* negotiate an understanding of the values to be maximized and goals to be achieved.
* secure agreement about the meaning of information and data that are used in the analysis.
* test alternatives using the 'mental models' of key participants to help predict their outcomes.
* structure the process to ensure that all major interests are consulted on each key analytic step.
* communicate the results in language familiar to the organization (Durning, 1993:302-303).

Instead of more precise and elegant technical methods, interpretive policy analysis incorporates techniques which involve other participants, such as nominal groups, Delphi,
brainstorming, decision seminars, social planetariums, power sharing prototyping, synechics, interpretive structural modeling, policy grid analysis and Q methodology (Lasswell, 1971; Torgerson, 1986; Kweit and Kweit, 1987; Dunn, 1988; Dryzek, 1990). Jennings (1987:145) describes such policy analysis as a process of 'counsel' where participants are involved in an ongoing dialogue in relation to policy development:

The sort of post-positivistic objectivity that the Counsel Model requires comes from the fact that the concepts and categories employed in social inquiry (or policy analysis) are 'publicly available' concepts - that is, they are drawn from a common, intersubjectively meaningful set of cultural norms, traditional values, and serviceable commonsense understandings of what human beings need and how they react in various circumstances (Jennings, 1987:146)

Within a political framework, interpretive policy analysis seeks a value consensus for policy development with no pre-determined ideal state necessarily guiding the analytical process. However, in order to undertake this process from a teleological perspective the analysis must contain an empirically accurate description of the factual circumstances surrounding the action and an understanding of the norms and values operating within the cultural context to make the action 'appropriate' (Jennings, 1983: 14). One interpretive model, referred to as 'stakeholder policy analysis' provides a methodology which seems compatible with critical theory and to the purposes of educational policy development.

**Organization-stakeholder Policy Analysis**

In this model, developed by Durning (1993), the analysis is undertaken by 'stakeholders' who provide interpretations, perform the analysis and transform the information and opinions into advice. Analytic teams usually consist of experts and stakeholder representatives from both inside and outside of the organization who are required to provide advice on specific issues or issue areas and are often assisted by expert staff members and consultants. Organization-stakeholder policy analysis provides a model which explains the policy making process in educational organizations, especially schools, where policy development increasingly require community participation supported by external advice. Organization-stakeholder policy analysis, being related to organizational democracy and participatory action research, may have an analytic team composed of employees, customers of services and public representatives. The elements of such a model as it could relate to the formulation of policy decisions about quality management development in schools is discussed below.
A Case Study in Educational Policy Analysis

The following is a description of an emerging participatory model for policy analysis in school education with particular reference to the development of leadership for quality management in schools. This model outlines the process of policy analysis which led to a specific quality management course for a number of school leadership teams. A participatory policy analysis model was required because:

* the emphasis of the policy analysis is on improved quality management practice with participants being actively involved in the policy process;

* there are various forms of professional development which could contribute to decision making in relation to quality management;

* the policy analysis process is developmental in that it is guided by the outcomes of the various phases of the leadership development process;

* organizational decision-making and strategic management are problematic processes in schools and school districts.

The model has the following components:

1. Identification of program rationale
2. Generating information for decision making
3. Determining policy options
4. Initiating preferred programs and processes
5. Setting priorities for future action

These components, described in detail below, are illustrated diagrammatically in Table 1.

Identification of Program Rationale
Research suggests that the development of quality management in schools requires a strong leadership commitment in that leaders or leadership teams require expertise in quality management in order that decisions can be made about quality initiatives. The development of such expertise requires the generation of knowledge to enable leadership teams to make decision relating to future professional development both for themselves and for other members of their organizations. Ultimately, this collective knowledge and experience can provide a framework for quality management policy at the district level.

Constructing Knowledge about Quality Management
The policy analysis process incorporated the generation of a range of sources of knowledge to support decision making including understandings emerging from the sharing of individual perceptions, knowledge developed from the
interaction of members of the same team, knowledge developed from a number of networking teams as well as expertise accessed from outside the team. The theoretical framework and associated processes for the generation of knowledge relating to quality management can be referred to as 'policy analysis' in that an ongoing program is undertaken to:

* develop mental models within individuals and teams regarding quality management;
* construct shared beliefs about the values of quality management;
* support leadership decision making in quality management at the school and district levels;
* evaluate school-based quality management initiatives and leadership policy development at the district level.

Table 1. Components of a Constructivist Model for Policy Analysis in relation to Quality Management Leadership Development in School Education

<table>
<thead>
<tr>
<th>Policy Analysis Component</th>
<th>Specific Strategy in relation to Quality Management Leadership Development</th>
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</thead>
<tbody>
<tr>
<td>Identification of Program</td>
<td>* Framing ideas for improved policy through awareness of quality management theory and practice as it relates to school education</td>
</tr>
<tr>
<td>Rationale</td>
<td>* Formulating hypotheses about the possible benefits of quality management in school education</td>
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<tr>
<td></td>
<td>* Seeking evidence of success of quality management in other school systems</td>
</tr>
<tr>
<td>Generating information for decision making</td>
<td>* Administering a questionnaire on quality management to school principals to raise awareness and share current practices, perceptions and understandings</td>
</tr>
<tr>
<td></td>
<td>* providing an opportunity, through a conference on quality management, to develop broader understandings, raise questions and develop mental models</td>
</tr>
<tr>
<td>Determining policy options for leadership training and development</td>
<td>* Identifying specific, shared beliefs about district training and development strategies</td>
</tr>
<tr>
<td></td>
<td>* Prioritizing these strategies</td>
</tr>
<tr>
<td></td>
<td>* selecting preferred strategy in relation to its perceived ability to contribute to district policy and individual school development</td>
</tr>
</tbody>
</table>
Initiation of preferred program and processes

* Implementation of specific quality management training for school teams

Setting priorities for future action

* Identification of future quality management development strategies at the school and district level based on expertise gained from specific training

In order to make decisions about future training and development, school leadership teams needed knowledge about, for example:

* models of quality management
* quality management processes
* sources of information about quality management
* current quality management practice within their schools
* current practices in quality management in other schools
* processes for the introduction of quality management in schools
* the commitment required for the development of quality management in schools
* the readiness of their school for attempting significant cultural change
* team leadership and team-building strategies

Central to this policy analysis model are two major processes for the development of knowledge relating to quality management, which include:

1. a questionnaire to individual school principals to identify possible directions for further professional development, with the results of this information being circulated to participating school principals and regional personnel;

2. an interdistrict Leadership in Quality Management Conference to investigate quality management concepts and identify school and district directions for future professional development.

**External expertise.** This process of policy analysis incorporated the interplay between external expertise and team discussion in relation to future action. In this sense knowledge is constructed as a result of skilled dialogue between team members and between school leadership and external personnel. External facilitation was provided by a range of personnel with different quality management
expertise including District Superintendents, consultants or personnel from other organizations. The function of these facilitators included:

* structuring a questionnaire to gain information for circulation in relation to shared understanding of quality management and leadership development needs;

* organization of experiences to facilitate team learning in quality management;

* the organization of specific quality management skills to be taught to team members;

* assisting school teams in identifying future training and development strategies and making decisions relating to those strategies;

* undertaking evaluation processes to generate information for future team decision making.

**Team learning.** The process involved school teams in constructing knowledge for decision making about quality management within their schools by a facilitator initiating a range of learning situations over a period of time where team members collaboratively developed insights which could contribute to decision making.

**Identification of Policy Options**
The model required school teams to identify possible future training and development processes at the district level. Through the analysis of questionnaire data and conference outcomes the following three broad requirements were identified:

**District policy development.** There was an expressed need by the leadership teams for a long-term strategic plan for the development of Quality Management at the District level. It was maintained that quality management must become a district priority with a significant commitment from district leadership supported by adequate funding so that the momentum of the quality school initiative must be sustained within schools/Districts. It was also proposed that the strategic use of Quality Assurance school review information could be utilized to support planning, set priorities and gain information.

**District networks.** Leadership teams believed that district networks needed to be encouraged including school visits, regular meetings, Secondary/Primary networks, collegial groups, quality management networks, schools willing to participate in inter-visitations, a further conference, the promotion of schools as 'learning communities', regular quality management information updates to schools including
Journal articles and publication lists and the involvement of other organizations (Principals' Councils, the Training & Development Directorate, the Quality Assurance Directorate, the Australian Quality Council, universities or companies).

Quality management training. Specific, relevant training in Quality Management should be a high priority for leadership teams (eg Control Theory/Reality Therapy, Quality Management techniques).

Through discussion with the District Superintendents from the districts involved it was considered that 'quality management training' relating to the development of quality management techniques and processes was the most viable option. It was anticipated that such training would further support leadership in quality management and could be catalytic in supporting broader district policy development and networking processes.

Initiating Selected Program and Processes
School teams who participated in the conference were invited to participate in a two day Quality Management course delivered by the Australian Quality Council. Eleven school teams accepted the offer with a total of twenty-five participants.

Setting Priorities for Future Quality Management Development
School teams completing the two day training course were encouraged to identify strategies for the future quality management within their schools. These strategies included:

* methods for informing other school members about quality management processes;

* specific quality management processes to be introduced in their schools;

* further professional development options for the leadership team;

* training and development options for all organizational members.

* the identification of possible cultural barriers which could inhibit quality management initiatives;

* resources required to introduce quality management initiatives within the school.

Conclusion
A model of policy analysis which emerges from constructivist theory and which incorporates knowledge generated through shared decision making as part of its process seems to have
promise as a policy process for leadership teams in school education.

In relation to leadership in quality management in particular, the process of policy analysis supported team decision making by the generation of a range of kinds of information in the form of shared experience and theoretical insights. This knowledge enabled teams to identify the kinds of future training and development they preferred and, specifically, enabled a cross-district policy of specific training to be adopted.

Within the context of the current restructuring of the NSW Department of School Education, the process of policy analysis seems particularly appropriate as new policy requirements emerge as the realities of the change process become evident. However, policy analysis needs to become part of the culture of decision making and policy development at the school and district levels if its value is to be realized.
References


NISBET, J. D., (1990), 'Policy-oriented Research'


Strategic Action for Quality Management in Primary Schools

Paper presented at the

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Hyatt Hotel Canberra, ACT
July 9, 1997

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Strategic Action for Quality Management in Primary Schools

ABSTRACT

Initiating and sustaining cultural change in primary schools can be supported through a process of action research incorporating ‘strategic action’, initiated by leadership teams at specific stages of the change process, as the catalyst for organizational learning. Within the context of school education, strategic action can be defined as a leadership strategy having the purpose of initiating cultural change in the organization.

This paper considers an action research model which has emerged for the implementation of quality management in a number of primary schools in the Western Sydney region. The model for the action research incorporates the preparation of leadership teams for the introduction of quality management, as well as the ‘strategic action’ undertaken by these teams within their schools as a result of this preparatory professional development.

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Strategic Action for Quality Management in Primary Schools

Introduction

Initiating and sustaining cultural change in primary schools can be supported through a process of action research incorporating ‘strategic action’ initiated by leadership teams at specific stages of the change process. Within the context of school education, strategic action can be perceived as a leadership strategy having the purpose of initiating cultural change within the organization and serving as the catalyst for organizational learning.

This paper considers an action research model which has emerged for the implementation of quality management in eleven primary schools in the Western Sydney region. The model for the action research incorporates the preparation of leadership teams for the introduction of quality management, as well as the ‘strategic action’ undertaken by these teams within their schools as a result of this preparatory professional development.

The Nature of Action Research

Educational action research is a term used to describe a family of activities in curriculum development, professional development, school improvement programs, and systems planning and policy development. These activities have in common the identification of strategies of planned action which are implemented, and then systematically submitted to observation, reflection and change. Clark (1972:23) suggests that action research “aims to contribute both to the practical concerns of people in an immediate problematic situation and to the goals of social science by joint collaboration within a mutually acceptable ethical framework”. Carson (1990:167) makes two observations about the process of action research:

First, despite the different forms it takes, all action research has a common intention: the belief that we may develop our understandings while at the same time bring about changes in concrete situations. Second, because action research intends to draw together research and practice, it runs counter to the present tradition, which views these as separate activities.

From the methodological perspective, the process of action research seems to have at least two qualities, improvement and involvement, which maintain an open process and reduce the possibility that educational research could serve illegitimate purposes.

There are two essential aims of all action research: to improve and to involve. Action research aims at improvement in three areas: firstly, the improvement of a practice; secondly, the improvement of the understanding of the practice by its practitioners; and thirdly, the improvement of the situation in which the practice
takes place. The aim of involvement stands shoulder to shoulder with the aims of improvement. Those involved in the practice being considered are to be involved in the action research process in all of its phases of planning, acting, observing and reflecting. As an action research project develops, it is expected that a widening circle of those affected by the practice will become involved in the research process (Carr and Kemmis, 1986:165).

Current approaches to action research, it is argued, have three important characteristics which seem to be of value to the investigation of educational practice (Carr and Kemmis, 1986:164). Firstly, action research is participatory in character, requiring that organizational members form a community of investigators with the common goal of improving social practice. Second, action research has a democratic impulse, with researchers initiating their own investigations and sharing equally in the research process. Thirdly, action research makes a simultaneous contribution to social science and social change. Action research generates knowledge of a theoretical nature as well as information which can transform educational practice. This emphasis on improvement is explained by Kemmis (1984:34) in the following way:

Put simply, the contribution of educational research to educational practice must be evident in actual improvements in education in three senses: [a] in the improvement of concrete educational practices in our classrooms and other educational settings, [b] the improvement of actual understandings of these practices by their practitioners and those affected by their practices, and [c] in the improvement of the concrete situations in which practices occur.

In a similar argument Hutchinson and Whitehouse (1986:89-90) state that the whole point of action research "is to improve practice on the basis of dialectical critique of practice, to improve understanding on the basis of a dialectical critique of understanding, and to improve the teacher's situation on the basis of a dialectical critique of the situation".

While traditional forms of educational research may contribute to a better understanding of the conceptual nature of educational practice, the positivistic assumptions which underlie such methodology seem inadequate for the epistemological needs of a changing educational environment, especially in relation to the values which underlie educational practice. The process of action research provides a framework from which such an analysis of values can be undertaken. As a collaborative, cyclic and qualitative methodology, action research can improve the cultural, ethical and procedural aspects of educational practice through the strategic action process. In relation to organizational change, the action research process attempts to:

- provide access to a continuous source of new ideas and information relating to educational practice for research participants;
- initiate change processes which recognize that individual educational organizations have needs which are situation specific;
• encourage research participants to accept increasing degrees of responsibility for their own educational practice;
• contribute to the empowerment of participants in the research process by encouraging self-reliance, personal responsibility and self-direction;
• develop a research perspective which recognizes the individuality of the participants;
• be relevant to the needs of participants;
• incorporate the ideas of the participants into the research process;
• recognize the need for participants to develop a complex knowledge base;
• enable the participants to develop knowledge which is relevant to their personal needs and cultural identity;
• recognize the need for participants to be active in the decision making process regarding their own educational practice;
• be accessible to an increasingly large number of organizational members;
• assist in the development of more effective channels of communication which link the educational organization with other organizations.

**Action Research and the Investigation of Cultural Change**

There a number of characteristics of action research which make it an appropriate research paradigm for the study of organizational change in school education.

**Collaborative Investigation**

Action research would seem to be of value to education because such a process represents an ongoing commitment to the improvement of practice through the collaborative analysis of change in schools. Its significance to investigation within an organizational context can be explained in the following way:

Action research is also a deliberately a *social process*. It focuses on the social practices of education, on understandings whose meaning is shareable in the social processes of language and social situations. Not only does it involve the action researcher in recognizing the social character of educational practices, understandings and situations; it also engages the action researcher in extending the action research process to involve others in collaborating in all phases of the research process (Carr and Kemmis, 1986:182).

Sagor and Barnett (1994) point out that ‘collaborative action research’ is itself a valuable quality management strategy in that it provides a systematic process for generating meaningful information for problem-solving and organizational decision making. This makes the research process being undertaken in this study highly appropriate to the investigation of leadership in quality management in that the research methodology becomes a model for participating schools to incorporate into their own practice. Sagor and Barnett (1994:120) define collaborative action research as:
A process whereby teams of colleagues conduct investigations into issues of their own practice. Rather than taking a removed posture and examining the work of others, action researchers focus their attention to systematically reflecting on their own work with the goal being to revise practice so that variation can be further reduced.

Within this study, change will be collaboratively investigated within the context of the development of each leadership team, as well as strategic changes being undertaken within each school.

**Cyclic Investigation**

As a learning process, action research is a form of on-going, cyclic investigation which contains a strong evaluative component. In terms of method “a self-reflective spiral of cycles of planning, acting, observing and reflecting is central to the action research approach” (Carr and Kemmis, 1986:162). This methodological characteristic is also described by Clark (1972:162) in the following way:

The notion of cycles is strengthened by recognizing that there is, at most, a brief cycle of problem definition, diagnosis, solution (PDS) and recycling. The whole process of practitioner and sponsor relations is characterized by both high interdependence and also considerable uncertainty, and recycling of the problem-diagnosis-solution has to occur in this context.

From the methodological perspective, action research is unique in the sense that research findings are re-directed back to the action being investigated, thus providing a renewed set of action criteria for investigation. It is this cyclical nature of action research which defines it as a social process. In this study a number of developmental phases were investigated, with the outcomes of each phase contributing to the planning of the next. Evaluative questionnaires seeking information from all participants (Phases 1 & 2) and analytical questionnaires to school principals (school-based phases) were utilized during the action research.

**Cultural Transformation**

The concept of action research incorporates the notion of transformation of educational practice as its underlying philosophy. The concept rejects the idea that change can be successfully imposed on an organization. Rather, it is based on the premise that change is most successfully achieved through a process of ‘transforming’ one educational practice or situations into another more educational justifiable one. Change, therefore, becomes a developmental process taking place over time and subject to intervention and redirection through the initiation of strategic action. The significant point is that strategic changes are predominantly developed within the organizational environment itself and reflect specific educational needs which have been identified by organizational members themselves. The strategic action and its evaluation becomes the responsibility of all those involved with it. This process is aptly described by Carr and Kemmis (1986:192) in the following way:
Action research, being concerned with the improvement of educational practices, understandings and situations, is necessarily based on a view of truth and action as socially-construed and historically-embedded. First, it is itself an historical process of transforming practice, understandings and situations - it takes place in and through history. Any action research study or project begins with one pattern of practices and understandings in one situation, and ends with another, in which some practices or elements of them are continuous through the improvement process while others are discontinuous (new elements have been added, older ones have been dropped, and transformation have occurred in still others). Similarly, understandings undergo a process of historical transformation. And the situation in which the practices are conducted will also have been transformed in some ways.

Perceiving reality as a 'cultural construction' means that it is subject to critique and can be transformed or reformed. Organizations, as the manifestation of cultural values, can be perceived as 'cultural sites' which are subject to influence, innovation, transformation and reform. In this sense, culture is perceived as a temporary reality which serves the practical intercepts of the organization participants at a particular point in time. Educational practice is therefore constrained within the cultural perspectives of practitioners and is consequently restricted by this ideology. Cultural values need to be constantly re-defined and transformed so that the interests of all organizational members are being served. A cultural view of organizations perceives action as being influenced by forces which transcend the specific context in which the action is taking place. A critique of practice, however, may not necessarily result in improved action, but may simply increase understanding of the present situation or change existing technology. This study concerns the development of a 'quality culture' in schools and the role of leadership teams in the development of such a culture.

The Theoretical Foundation for Action Research

The process of action research, as in any other research methodology, is undertaken from the theoretical perspectives of the researcher or research community participating in the study. Such a perspective represents the theoretical assumptions from which the investigation is undertaken. Clark (1972:76-77), for example, maintains that:

A sound knowledge of theory is significant for the action researcher because this guides his selection of problems and their interpretation. It also provides the point of reference for the development of knowledge about organisational change.

Tripp (1990) describes 'Socially Critical’ action research as one approach which takes a critically reflective stance to the action research process. Fundamental to this model is the view of society as being essentially unjust, but capable of becoming more just through the critical analysis of both human action and the ideological notions which
surround the concepts of equality and justice. The research process seeks to emancipate practitioners from perceived restrictive ideologies they may hold which frame educational practice and inhibit true equality in education. As Tripp (1990:161) argues, socially critical action research is “seen to be the best means of opposing, modifying, and replacing socially reproductive technical practices with ones that will increase the possibilities for social justice”. This reflects the notion of ‘fourth generation’ action research, a paradigm for the future of action research, which is described by McTaggart and Garbutcheon-Singh (1988:426-27) in the following way:

Action research will focus on a more broadly understood conception of practice. It will be conducted more by groups interested in social and educational amelioration. It will be better informed and tested theoretically - its critical theorems will be subjected to group reflection. The authenticity of its probes and gains will be critically examined in language communities ranging from the local action group to those trying to make gains in the articulation of social theory.

Action research will become part of a form of life for groups broadly committed to social action and educational reform. It will often be associated with specific projects committed to equality of access to education, and legitimate participation. It will be emancipatory or it will not be called action research at all.

This approach, however, rejects the notion of research ‘facilitation’, arguing that the focus for action research needs to emerge from the abilities of practitioners themselves to render their practice problematic in order to develop a self-directed critically-reflective practice. In this sense ‘facilitation’ of the action research by an external participant removes the complete ownership of the research process from the practitioners. However, within this study, the role of a facilitator plays a distinct role in the early parts of the action research process, so the critical model, while educationally acceptable, does not meet the requirements of this research.

**Action Research as Social Intervention.**

The action research approach in this study can best be described as a ‘social intervention’ process which takes a normative stance to action research and requires the analysis of the attitudes, values, norms, as well as the internal and external relationships which determine the culture of the organization. The research facilitator and researcher/practitioners work collaboratively to develop strategies which will seek to initiate cultural change which can be observed and modified until the problematic situation can be resolved. Clark (1972:94) notes that:

the goal, or focus, of the organizational change strategy must be related to the relative emphasis upon concept and experience. At the socio-organizational level a conceptual minimal threshold is also certainly required before action research can successfully relate to organizational change.
The action research process serves a *normative* function in that it seeks improvement of educational practice rather than attempt to replace current organizational structures and values with an alternative theoretical paradigm as critical action research would espouse. The research process is undertaken on the assumption that existing organizational conditions can, and ought to be, made more educationally valuable.

**A Model for Action Research**

The model developed during this research was more a 'challenge oriented' model than a 'problem-oriented' model in that the research did not necessarily emerge from identified 'problems' in school management that need to be addressed. Rather the philosophy of 'quality management' was introduced to school teams as an alternative paradigm to challenge schools to re-think their current approaches and to initially try something new [see Figure 1].

**Figure 1. The Organizational Sequence of Strategic Action for the Leadership in Quality Management Program**

**Focus: Leadership Team Development**

<table>
<thead>
<tr>
<th>Phase 1: Issues Investigation and Awareness raising relating to Quality management and the Function of Leadership Teams in its introduction</th>
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<tbody>
<tr>
<td>Leadership in Quality Management Conference</td>
</tr>
<tr>
<td>Twenty school teams investigate the concepts of quality management to increase understanding and to identify professional development directions and needs.</td>
</tr>
<tr>
<td>Research Process</td>
</tr>
<tr>
<td>Evaluation questionnaire on elements of the conference content and processes.</td>
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</tbody>
</table>

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<table>
<thead>
<tr>
<th>Phase 2: Specific Skill Development for Leadership Teams</th>
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</thead>
<tbody>
<tr>
<td>Tools and Techniques for Improvement Teams</td>
</tr>
<tr>
<td>Eleven school teams undertake a two day course on the tools and techniques for implementing Quality Management presented by the Australian Quality Council.</td>
</tr>
<tr>
<td>Research Process</td>
</tr>
<tr>
<td>Evaluation questionnaire on the content, experiences and presentation of the course.</td>
</tr>
</tbody>
</table>
Focus: Strategic Action by Leadership Team

Phase 3: Introduction of Selected QM Strategies

<table>
<thead>
<tr>
<th>Quality Management Initiation</th>
<th>Research Process</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leadership teams develop strategies to introduce Quality Management as a result of participating in the Quality Management course.</td>
<td>Questionnaires to Principals of participating teams to identify specific leadership strategies undertaken, planned future strategies, strategies able to be sustained and difficulties of sustaining innovation.</td>
</tr>
</tbody>
</table>

Phase 4: Networking by Extended Leadership Team

<table>
<thead>
<tr>
<th>Lead Team Strategy Sharing</th>
<th>Research Process</th>
</tr>
</thead>
<tbody>
<tr>
<td>Participating schools teams hold a network seminar to share successful QM strategies</td>
<td>Analysis of documentation supporting sustained QM strategies which have been accepted as part of the school culture. Interviews with principal to discuss the details of the strategy.</td>
</tr>
</tbody>
</table>

The action research process became increasingly collaborative with the extension of quality management processes throughout schools by each leadership team, as well as through the extension of the leadership team in each school. Other personnel from outside the original participant group also became involved in the research, including District Superintendents and other quality management practitioners from other organizations.

Action research existed in at least two levels during the research. The initial professional development for the leadership teams generated two action research phases, with the information generated from the conference providing the directions for the training in the second phase. At another level, school teams themselves developed their own leadership strategies to be implemented in their schools after undertaking the quality management training. These included, for example, the trialing of specific quality management techniques, the sharing of new knowledge and the evaluation of the outcomes of these techniques.

The action research process, therefore, became entirely school-based in Phases 3 and 4 with the outcomes of strategic action within each school becoming the catalyst for further
action research as the change process progressed. The action research process also began to take a long-term perspective as school teams realized that long-term strategic planning was a necessary component of the cultural change process.

The long-term, on-going nature of the research process is itself in line with the quality management philosophy being studied. This paper only documents the initial stages of an ongoing research process of learning about quality management by the initiation of quality management in schools. It is hoped that this initial research will be continued so that the future outcomes can be investigated and that participating school team members may conduct formal studies of quality management within their own schools, or that other researchers may facilitate further innovations.

The Role of the Facilitator
Brown et al (1982:2) describes facilitators as “those who assist action researchers to carry out the work of planning, action, observation and reflection.” This role of the facilitators relates to technical action research (where the facilitator is an outside agent whose job it is to get teachers to work on issues that do not stem directly from their concerns) or practical action research (the classic process consultancy with the facilitator in the action but not in the action, and the researchers prevented from taking responsibility for every aspect of the action research). McTaggart (1991:27), however, argues that the role of the facilitator requires careful consideration given that given that more recent ‘fourth generation’ action research models, based on critical theory, require complete ownership of the action research by the participants.

Facilitation in this research adopts the model proposed by Kosmidou and Usher (1991) who suggest that the discourses of the researchers and facilitators cannot be separated in that the facilitators must be a co-researcher/practitioner contributing both the process of action research as well as the outcomes of the research. Separating the two roles or externalizing the roles reduces the empowerment and ownership necessary for action research. In this model ‘facilitation’ has a discourse which requires facilitators and researchers/practitioners to be co-researchers who share in the development of the research process and outcomes of the research. Kosmidou and Usher (1991:28) argue that at the most basic level the facilitator can be seen as assisting, but this assistance can take many forms, can operate at different stages of the action research process, and can have a number of complex effects.

The discourse of the facilitator points to the task of ‘enabling’ and ‘assisting’ practitioners, reinforcing the idea that action research is something that is owned by co-researchers rather than by researchers alone, the facilitator’s task lies in helping the practitioners get to where they want to get, not in ‘getting’ them to where the researchers think they should get to. However, since researchers may be unclear about where they want to get to and unclear about how to get there, facilitators are assigned a role in relation to outcomes as well as processes. Furthermore, in this they can become an integral part of the inquiry, assuming the position of equal participants and thus of genuine co-researchers.
The facilitator is not perceived as someone who merely stimulates questions and initiates action, and then withdraws. Having started something, the facilitator then stays with the action research and sees it through to the end, so that the facilitator becomes part of the research team, an equal partner in the collaborative inquiry. In particular, the discourse of the facilitator needs to support the development of ‘critical theorization’ of subjectivity through dialogue with the researcher/practitioners to promote critically reflective thinking. In this model the strategic action needs to be authentic to the researcher/practitioners, in the sense that it must be relevant to their needs, with facilitation focused on, for example:

- supporting the researcher/practitioners
- unblocking situations which might stall or threaten the future of the research
- conflict resolution between participants
- helping teachers ‘name’ or identify their experience and subject it to critical scrutiny
- keeping the action moving so that the research process progresses and learning is sustained

The issues of facilitation concern the kinds of relationships in terms of power, autonomy and ownership that exists between the facilitator and the practitioners. This relationship manifests itself in ways practitioners access the facilitator’s knowledge, the management of relationships between participants and the management of organizational protocols. In this research ‘facilitation’ began with a focus on the development of the leadership team through an awareness raising conference and specific training. As the research progressed from the development of leadership team knowledge and skills, ‘facilitation’ began to focus more on school-based action by the leadership team with the strategic action being directed by each team in their school. During the phases of this research the facilitator undertook the following responsibilities:

- Liaison with participating schools through the school principal in relation to program expectations and perceived outcomes;
- Liaison with organizations who contributed to the various stages of the research phases;
- Constructed evaluation instruments and undertook the analysis of the evaluation data;
- Management of strategic innovations when required including decisions about the appropriate timing of the innovation and the delivery of such innovations.
- Collating information about the progress of each team for circulation to all teams

During their involvement in the action research process, researcher/practitioners developed the expertise to become program innovators in their organization by contributing to:
- the planning of their own conceptual, human relations and technical requirements;
- the development of the leadership team;
- the initiating of strategic innovations;
- the provision of evaluative feedback in relation to educational practice;
- the development of school-based strategic plans for quality management.

**Strategic Action**

From the critical perspective, strategic action can be defined as a specific, purposive innovation having the function of exposing the ideological assumptions upon which existing cultural practices are based in order to initiate ethically justifiable cultural change. Action research is the process through which strategic action is implemented in order that existing values are transformed into improved educational practice. Tripp (1990:159) points out that:

Strategic action involves action based on understanding that results from the rational analysis of research quality information, in contrast action that is the result of habit, instinct, opinion, or mere whim on the one hand, and irrelevant, subjective, or incomplete knowledge on the other.

Alternatively, strategic action can be a form of a planned innovation which can influence the cultural values which permeate an organization or exist as a form of cultural critique directed at the transformation of cultural values. The study of strategic action in schools, therefore, requires a research paradigm which can take account of the increasing complexity of education organizations and which provides information which will be ethical acceptable and of practical value to educational organizations.

Consequently, strategic action is the key purpose of the action research process and can only be regarded as this way if such action is the result of systematic analysis of existing practice. To ensure improvement and involvement, each phase of strategic action developed during the action research process could incorporate increasing levels of sophistication in the analysis of practice and would include an increasing number of participants in this analytical process.

In this study 'strategic action' existed in the form of leadership strategies introduced by teams within their schools as an outcome of a number of specific professional development initiatives for a number of school teams. School principals, as key members of each of the teams, were provided with a list of the possible leadership strategies, listed in Table 1, approximately three months after the professional development phases and invited to indicate which of the strategies had been introduced and which, if any, were likely to be future strategies. Again, after a period off twelve months, principals were requested to indicate which of the future strategies, identified in the first survey, had been sustained during this period.
Phases of Strategic Action for Introducing and Sustaining Quality Management in Primary Schools

Based on this action research model, the implementation of quality management in these schools had the following phases eventuating during this action research process. Phases 1 and 2 can be described as 'leadership team development' phases, while Phases 3 and 4 can be described as 'school-based action' phase.

Leadership Team Development

These two phases were undertaken to prepare leadership teams with understandings and skills to be able to initiate quality management practices within their schools, and taken together, represent the professional development component required to support the leadership capacities of these teams to introduce quality management processes.

Phase 1: Issues investigation and awareness raising relating to Quality Management and the function of Leadership Teams in its Introduction

As an introductory phase, this existed in the form of a Leadership in Quality Management Conference and included the processes of:

- awareness raising of the potential of quality management as an approach to organizational change
- encouraging interest in the approach among schools
- the development of a conceptual framework for school teams
- the identification of future professional development in quality management of school leadership teams

Phase 2: Specific Skill Development for Leadership Teams

This was a specific professional development initiative in the form of a quality management course to prepare teams to introduce the quality management process and was developed as an outcome of the 'Issues Investigation' phase. Specifically, team members developed a capacity to be able to:

1. Describe the evolution of Quality within a range of organizations but with specific reference to education;

2. Discuss quality in the Australian context and its impact on organizational change in public sector organizations in Australia;

3. Explain the role of process management in a holistic way within the context of continuous improvement in organizations;
4. Discuss the role of the ‘Plan, Do, Study, Act’ cycle in continuous improvement and process management, and to investigate its potential for educational change in school education;

5. Use the creative tools of quality management including brainstorming, fishbone diagrams, affinity diagrams and force-field analysis;

6. Describe a school process using a flow chart and to seek ways of improving the process;

7. Use the simplest statistical tools of quality management including histograms and Pareto charts;

8. Describe the role of data collection in the implementation of quality management.

School-based Action by Leadership Teams

These two phases included actions taken by leadership team within their schools to begin a process of cultural change associated with aspects of quality management. This included the introduction of selected quality management strategies and the eventual networking within and between schools to enable aspects of quality management to be sustained within the schools.

Phase 3: Introduction of selected Quality Management Strategies
As a school-based phase, this included the development by leadership teams of specific leadership strategies for the introduction of quality management within their schools, and included:

- The sharing of new knowledge, insights and skills acquired by the leadership team during the professional development program with other staff members within the school;

- The implementation by the leadership team of selected techniques and tools experienced during the professional development program to improve selected school processes;

- The leadership team individually working through the quality management course training material to further understand their content and potential;

- The leadership team reflecting on the professional development experience and considering future possible directions in relation to quality management within the school.
Phase 4: Networking by Extended Leadership Teams
This eventuated as a result of strategies leadership teams introduced during the strategic action phase and included:

- The extension of the leadership team to include representatives from other interest groups within the school including teachers, community members and students;

- The development, by this extended team, of a long term plan for further strategic action within the school;

- The development of district networks for the sharing of quality management experience and practices providing the opportunity to dialogue current quality management strategies with quality management practitioners from other school districts.

Conclusion

This paper has outlined an action research model developed during the process of implementing quality management approaches in a number of primary schools over a twelve month period by school leadership teams.

The study investigated ‘strategic action’ which resulted from the involvement of the participation of these leadership teams in a professional development program. This strategic action was in the form of leadership strategies initiated by leadership teams in their efforts to introduce quality management within their schools. The strategic action initiated by these teams included strategies focusing on individual development, strategies focusing on team development, strategies focusing on school development and strategies focusing on inter-school cooperation.

All school teams participated in phases 1 and 2 of the research and were able, to varying degrees, to develop leadership strategies for the introduction of quality management within their schools. Some schools had entered a fourth phase of strategic action which included extended team development, further professional development in areas associated with quality management and sharing programs with other schools.

Most of the school teams participating had experienced difficulties in maintaining their initial expectations which they had developed after the professional development phases. The reasons for this included a lack of time to devote to quality management, other more pressing priorities required by the Department of School Education or lack of the resources required to sustain the initiative.
Further research is required to identify the examples of strategic action which are successful in sustaining quality management initiatives and those factors which inhibit the efforts of these schools in sustaining quality management approaches.
Table 1. Strategic Action undertaken by Leadership Teams as an outcome of Quality Management Professional Development

<table>
<thead>
<tr>
<th>Date: May, 1996</th>
<th>Date: May, 1996</th>
<th>Date: May, 1997</th>
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<tbody>
<tr>
<td>Introductory Strategy</td>
<td>Anticipated Future Strategy</td>
<td>Sustained Strategy</td>
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**Strategies focusing on Individual Development**

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<tr>
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<tbody>
<tr>
<td>Leadership team individually working through the quality management course training materials to further understand their content/potential.</td>
<td>6</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>Individuals within the school undertaking further quality management training.</td>
<td>0</td>
<td>5</td>
<td>1</td>
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**Strategies focusing on Team Development**

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<tr>
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<tbody>
<tr>
<td>As a leadership team within your school, working through the course training materials to further understand their content/potential.</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Further professional reading in quality management undertaken by the leadership team.</td>
<td>5</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Leadership team undertaking further specific training to develop their potential as a team.</td>
<td>1</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Leadership team within the school undertaking further quality management training.</td>
<td>0</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>Incorporating use of QM ideas in an Executive Development Course and in the PSDP initiative</td>
<td>0</td>
<td>0</td>
<td>1</td>
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</table>

**Strategies focusing on School Development**

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<tr>
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<tbody>
<tr>
<td>Liaison with consultants or other organizations who have specialist knowledge in quality management.</td>
<td>1</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>Sharing of new knowledge, insights or skills acquired by the leadership team with other staff members within the school.</td>
<td>8</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>Activity</td>
<td>3</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------</td>
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</tr>
<tr>
<td>Sharing with community members of new quality management knowledge, insights or skills acquired by the leadership team.</td>
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<tr>
<td>Leadership team sharing ideas about quality management development at the school.</td>
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<tr>
<td>Leadership team, as a result of quality management training, initiates team development for other staff and community members within the school.</td>
<td></td>
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<tr>
<td>Whole staff within the school undertaking further quality management training.</td>
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<tr>
<td>Materials/resources relating to quality management borrowed for staff development purposes</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Materials/resources relating to quality management purchased for staff development purposes.</td>
<td></td>
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<tr>
<td>Implementation by the leadership team of any techniques and tools experienced during the training course to improve school processes.</td>
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<tr>
<td>Selection by the leadership team of a particular curriculum or administrative area within the school as a focus for quality management.</td>
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<tr>
<td>Development of a long-term quality management plan or strategy for the school by the leadership team.</td>
<td></td>
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<tr>
<td>Development of a 'quality policy' by the leadership team to set the parameters for quality management within the school.</td>
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<tr>
<td>Review, by the leadership team, of current quality management practices as they exist within the school.</td>
<td></td>
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<tr>
<td>Leadership team reflection on previous experience and on future directions in relation to quality management.</td>
<td></td>
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<tr>
<td>Adoption by staff (teachers and Ancillary) of a 'continuous improvement' philosophy based on analysed data.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Leadership team introduces other theoretical approach associated within the broader quality management philosophy</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
</tbody>
</table>

**Strategies focusing in Interschool Cooperation**

| Involvement in inter-school networks to share progress in quality management. | 1 | 6 | 0 |
| Visits to other organizations who are initiating quality management processes. | 1 | 4 | 0 |
| Holding a combined 'sharing conference' or similar activity with other schools undertaking quality management processes. | 0 | 6 | 1 |
| Leadership team or other school members undertake specific quality management training in collaboration with any other school. | 0 | 5 | 0 |
References


APPENDIX I

A Conference Paper and Journal Article
providing a theoretical overview of
Leadership in Quality Management in School Education
A Quality Systems Model for the Management of Quality in NSW Schools

Paper presented at the

UWS Nepean Annual EdD Conference

Clan Lakeside Lodge, Terrigal

July 20-22, 1997

by

Geoff Berry

NSW Department of School Education
A Quality Systems Model for the Management of Quality in NSW Schools

Introduction

There is an increasing interest in the development of 'quality systems' in all kinds of organizations as a means of organizational change through the improvement of key processes. Many organizations are embracing the quality management philosophy and incorporating quality assurance standards as an integral part of their quality systems.

There is emerging evidence that schools could also benefit from the development of quality systems through their impact on a school’s capacity to provide services which support both individual and organizational learning. However, although some initial models for quality systems development in schools have emerged, there are currently no clear approaches which could provide a strong theoretical basis.

This paper outlines a model, incorporating three elements, for the development of quality systems in schools. This model is based on the belief that quality systems in school education should be based on a notion of 'quality' reflective of the values inherent in school education, aligned with the broader functions of school education, recognize the complexity of schools as learning communities, be philosophically acceptable to school community members, be able to demonstrate a capacity for educational improvement., and provide a focus for school self-evaluation and external review.

The paper also addresses the significance of 'quality assurance' as a means of auditing the quality system, and concludes by considering the role of leadership in the development of such quality systems, as well as the initial support leaders or leadership teams require to initiate this approach.

The Quality Management Process

'Quality management' provides an organizational paradigm for the development of quality systems in schools and can be described as the processes or systems incorporated into an organization's culture which ensure that the services provided by the organization meet or exceed the requirements of the customers or clients of the organization. Defined in a broad sense, quality management has come to mean "that aspect of the overall management function that determines and implements the quality policy (intentions and directions) of the organization" (Van Vught & Westerheijden, 1992:13). Within a 'systems' definition of organizations, quality management is the management of 'processes' within the organization in order that such processes are continually improving in their ability to satisfy 'customer' needs. The holistic nature of quality management in both establishing an organizational quality system and in assuring the success of such a system is outlined by Oakland (1989:10), who suggests that quality management incorporates:

the prevention of quality problems through planned and systematic activities. These will include: the establishment of a good quality management system and
the assessment of its adequacy, the audit of the operation of the system, and the
review of the system itself.

Although the notion of quality management has its origins in private industrial
corporations, there is increasing interest in quality management as it relates to the public
sector, including educational organizations. In discussing the development of public
sector quality management within the international context of the USA, Canada and the
UK, Offner (1993:4) provides a more detailed definition of the process:

Quality Management is a corporate management philosophy aimed at continuous
improvement of all processes, products and services of an organization. It
provides a framework for transforming manufacturing and service industries into
efficient, effective quality operations aimed at satisfying the needs of the
customer, present and future.

Quality management, moreover, is about transforming traditional management practices
to focus on customer requirements, teamwork and total involvement of all organizational
members. In this sense, quality management is a philosophy for developing a ‘quality
culture’ (Acker-Hocevar, 1996; Liberator, 1993; Boone, 1995) in which all
organizational members are committed to, and responsible for, continuous improvement
of organizational processes. It requires training in specific concepts, tool and techniques
for all organizational members and systematically considers ways to improve and
measure performance of processes throughout the organization. As a long-term approach
to cultural change, ‘quality management’ can be considered as a whole-school
philosophy for continuous improvement in organizations, the key principles of which are
described below.

Customer driven process. The methods and processes of the organization are designed
and managed to meet both internal and external customer expectations. Suppliers and
customers are viewed as partners in the quality initiative.

Emphasis on teamwork. Teamwork could be described as the primary element of the
quality management approach to quality organizations and represents the organizational
structure upon which the quality improvement process is based. Participation is primarily
achieved through the establishment of cross-functional and/or cross departmental
problem solving teams in the form of quality improvement teams or quality circles.

Continuous improvement. The quality management process is based on the principle that
widespread cultural change can be best achieved through the incremental process of
gradual, small-scale, achievable projects incorporating the use statistical tools and
techniques (expressed in the Japanese notion of ‘Kaizen’) rather than on radical
structural reorganization. The performance of similar processes in different parts of the
organization is compared through internal benchmarking.

Problem prevention. Quality is built-in at the design and processing stage rather than
being inspected out as defects in the end product. The organization rewards quality work
and suggestions for improvement, usually through non-pecuniary means.
Participation in decision making. Quality management is based on the notion of participation through a 'total involvement' approach which requires continuous, first-hand involvement of top management as well as the participation of all organizational members in the development and implementation of quality management strategies.

Management by fact. Management decision making is based on qualitative and quantitative data from feedback about the performance of processes and products. Gut feelings and intuition are considered inadequate bases for decision making.

Individual responsibility. In order that quality management be successful as a process of quality improvement, each organizational member is required to take responsibility for the quality of their own performance. Organizational members are perceived as interdependent on one another within the customer/supplier relationship. Rather than depending in an external authority structure to enforce, coerce or induce desired behaviours, quality management is concerned with moving the focus of control from outside the individual to within.

Commitment to staff training. All organizational members require education and training in ways of working in a quality environment, practicing error prevention rather than detection, as well as the use of problem-solving techniques and tools. Senior management requires education in relation to the philosophy of quality management and the implications for organizational change associated with a quality management culture. All organizational members require skills in relation to team membership and the use of techniques for problem-solving.

Quality management, as a philosophy of continuous improvement in organizations, requires that an organization is perceived as a 'system' or series of integrated 'sub-systems' made up of processes which can be continually improved in order to achieve the key function or functions of the organization. The major challenge of this philosophy is to be able to conceptualize the organization in this way and to ensure that there are continuing efforts to improve the capacity of the system to achieve its purposes. Quality management incorporates the organization's conceptualization of 'Total Quality' and how the organization can be perceived as a system within itself and as an entity relating to its broader environment. If 'quality management' is the philosophy for continuous improvement, then the 'quality system' is the vehicle by which this philosophy is manifested. The nature of quality systems will be considered below.

The Nature of Quality Systems

A fundamental concept underlying the quality improvement movement is the notion of the 'quality system', which describes the set inter-related processes which are undertaken by the organization to provide assurances that a culture of continuous improvement exists within the organization. Such a system operating in an organization needs to be managed in order that it is clearly articulated, relevant, understandable, functional and open to analysis and improvement. Moreover, the notion of a 'quality system' is central to the emerging quality management movement as it relates to public and private sector organizations, and supported by quality assurance, constitutes an approach to managing
quality within organizations. Oakland (1989:146) perceives the concept of a quality
system holistically as an inter-related set of components:

A quality system may be defined then as an assembly of components, such as the
organizational structure, procedures, processes and resources for implementing
quality management. The components interact together and are effected by being
in the system, so the isolation and study of each one in detail will not necessarily
lead to an understanding of the system as a whole. Often the interactions between
the components, such as materials and processes, procedures and responsibilities,
are just as important as the components themselves. Clearly, if one of the
components is removed from the system, the whole thing will change.

From a manufacturing perspective, Harris and Chaney (1969:21) argue that a quality
system has the function of setting quality standards, appraising product conformance to
standards, taking corrective action on quality problems and implementing improvement
in the organization. It is maintained that the success of a quality system is dependent on
‘human factors’ which include the individual, physical and organizational factors which
influence an individual’s performance. Within this context, the authors define a quality
system in the following way:

The people, equipment, and information organized to assure that products are
made to certain standards can be thought of as a quality system. It is this total
system that performs operations directed towards that achievement of specific
quality objectives for each set of quality characteristics. The system concept is
important in the consideration of quality assurance objectives because none of the
elements of the system can be considered in isolation (Harris and Chaney,

Quality Systems in the Public Sector

It is suggested by Pollitt (1990:441) that management in public organizations has a duty
to ensure that quality systems are in place, and, beyond that, to check that these systems
have certain characteristics which render them intelligible not only to the professional
service deliverers but also to the public and its representatives. This argument is based on
the premise that, as a function of management within the organization, a quality system
serves the mission of the organization by providing assurances that the outcomes defined
as valuable by the organization are achieved. Within this context, managers require a
long-term strategy to enable them to “identify systems, standardize system processes,
implement improvement, study the results and plan continuous improvement” (Brockett

There is, for example, an increasing interest in the development of quality systems in
educational organizations with emphasis being placed on the development of quality
systems in universities and other institutions of higher education (Atkinson, 1994; Sallis,
1993). This perceived importance of the existence of organizational ‘quality systems’ in
the public sector has been noted by Hart and Shoolbred (1993:16) who state that quality
systems “generate a quality culture and this is at the heart of successful organizations”.
The notion of a ‘quality culture’ is described by Roth (1992) as being driven by a
knowledge and skill-based culture rather than a rule-based culture, could include:
• Planning throughout the organization
• Systems for implementing plans
• A system of audit and review
• A system for benchmarking the performance of various processes
• Systems for measuring performance improvement
• Training and development throughout the organization

In considering the specific nature of a quality system, Downey (1992) suggests a model for quality systems, referred to as the 'Quality Fit Framework', which is based on the three dimensions or 'leverage points' of purpose, structure, and relationships along with associated characteristics of a quality system. This system framework is composed of the following eighteen premises:

**Purpose:** A quality system has four premises relating to purpose.

1. Focuses on the customer
2. Provides for a meaningful shared vision
3. Has a sense of mission and constancy of purpose
4. Believes in continuous improvement

**Structure:** A quality system has seven premises related to structure.

5. Acts as a systemic organizational structure
6. Focuses on optimization
7. Is a rational organization
8. Has an integrated webbed management structure
9. Focuses on process
10. Understands variation
11. Uses a data orientation

**Relationships:** A quality system recognizes that organizations are human endeavours and has seven premises related to relationships or dynamics.

12. Mobilizes the workers
13. Has collectively, cooperatively independent workers
14. Has an organizational culture of shared values and beliefs
15. Understands how people are motivated
16. Recognizes that most failures are attributed to faults in the system
17. Provides for a community of learners
18. Provides for constant communication and feedback

Although the process of 'quality assurance' or 'systems review' is not included as part of the quality system within this model, the capabilities within this model attempt to capture the totality of organizational factors which may be incorporated within a quality system and provide a framework based on the principles of quality management. A quality system, therefore, attempts to identify the key processes on which the organization needs to focus in order to identify and achieve its purpose or mission. Furthermore the quality
system outlines the methodology which will be utilized to enable these processes to be improved.

Ultimately, the nature of an organization’s quality system will depend on an agreed concept of ‘quality’ permeating the organizational culture. In schools ‘quality’ needs to be defined broadly as a long-term process of continuous improvement towards perceived standards of excellence within the context of core ethical values accepted by the school community. The development of quality systems in school education needs to take this complexity into account.

**Quality Systems in School Education**

The importance of developing a quality system as a means of managing quality in NSW schools is clearly outlined in the set of school review guidelines entitled ‘School Review Framework’ (NSW DSE 1995a, 1995b, 1995c), where the quality system is defined as “the structures, processes, procedures and responsibilities that exist to ensure that the school functions at its optimum level for the improvement of student outcomes” and that within a school ‘a culture of continuous school improvement is promoted through the school’s quality systems’ (NSW DSE, 1995b:11).

There is emerging evidence for the development of quality systems guidelines developed specifically for school education, although this is still in its earliest stages. The significance of quality systems to the provision of educational services is pointed out by Greenwood and Gaunt (1995:127-28) who argue that a quality system in schools should contain two elements:

1. A system to assure that the organization carries out its function of developing all aspects of ‘education services’ to its immediate customers - parent and child - and its external customers - employers and institutions of higher and further education. It must ensure that every department within the organization is aware of the imperative need to deliver a quality service to all its internal customers.

2. On a second level, the system must be developed to ensure that a consistent approach is taken by all teachers to the delivery of a quality service to their pupils. It must also be capable of creating a culture of continuous improvement’ in the minds of all pupils.

The first element above refers to the need for the school to be a quality organization at the macro level through the development of standards commensurate with standards in other educational organizations. Such standards could exist in the form of state, national or international standards associated with quality assurance. The second refers to the development of internal quality management processes to enable the school to achieve its unique mission. This requires the school to develop a quality management approach which permeates the whole organization.

Cuttance (1994:6) in defining a quality system as “the capacity and organizational competencies of a school to maintain current levels of performance and to generate
continuous improvement and fundamental development to reach high levels of performance” suggests a conceptual framework to enable the development of a school-based quality management policy. The function of the quality system is perceived to provide a clear focus for quality assurance audit and review. In attempting to conceptualize the notion of a ‘quality system’ Cuttance (1995:13), in a similar approach to Downey (1994) discussed earlier, has identified a number of dimensions and characteristics which provide one model for quality management [see Figure 1].

**Figure 1. Cuttance’s model for the Dimensions and Characteristics of a Quality System for schools**

<table>
<thead>
<tr>
<th>Dimensions and Characteristics of a Quality System</th>
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<tbody>
<tr>
<td><strong>Organizational Dimension</strong></td>
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<tr>
<td>External</td>
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<tr>
<td>Leadership</td>
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<td>Ownership</td>
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<td>Decision making</td>
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<td>Systems Perspective</td>
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<td>Mission and Objectives</td>
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<td>Future Orientation</td>
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<td>Monitoring and Assurance</td>
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</table>

Within the ‘quality system’ model discussed above, a ‘quality culture’ would exist if a ‘quality system’ was in place which enabled the identification of current and anticipated student needs, the existence of student services to meet these needs and the ability of the school to continually improve its service delivery to students. In this context of the school as a service organization, the ‘quality system’ incorporates those processes, policies and procedures which ensure that the organization has the capability to provide the required services to meet the changing needs of students, teachers and parents. The ‘quality system’ provides a standards framework for the analysis and development of the ‘quality culture’ necessary for the provision of educational services to students. A ‘successful’ school would be one which has the ability to meet increasingly stringent standards in providing appropriate educational services to continually meet the emerging needs of its students.

However, within schools the notion of a ‘quality system’ is problematic in that such organizations are politically, structurally and functionally different from the manufacturing context from which the ‘quality system’ concept originated. Moreover, this concept has only recently begun to appear within the educational arena and lacks the definitive meaning it might have gained in relation to manufacturing or non-educational service industries.

**A Model for Quality Systems in School Education**

Acknowledging the dimensions and characteristics for a quality system developed by Downey (1994), Cuttance (1995) and Greenwood and Gaunt (1995), described above, a
model incorporating three inter-related elements will be presented below for quality systems development in NSW public schools [See Figure 2]. These three elements are

1. Developing an understanding throughout the organization of 'organizational processes' within the context of 'systems thinking'.

2. Establishing and action research cycle for the continuous improvement of processes, and

3. Problem identification through organizational self evaluation to identify key to be improved

**Figure 2. Elements in the Development of a Quality System in schools**

**Quality**

**Element One**
Developing an understanding throughout the nature of 'processes' within the context of systems thinking

**Element Two**
Establishing an Action Research Cycle for the continuous improvement of processes

**Element Three**
Problem identification through organizational self evaluation to identify key processes to be improved

**Management**

In establishing a quality system, each of the three elements needs to be developed concurrently, although a sequential approach may be undertaken to initiate the development of such a system. In this model the emphasis in on process improvement which requires that a 'systems thinking' philosophy be in existence so that the notion of
'process' can be understood, and a systematic self-evaluation process focusing on the organization as a system to enable problematic processes to be identified and improved. The model incorporates a broad notion of 'quality', including quality as being associated with shared organizational values, quality as an organizational improvement process and quality as a standard by which organizational improvement can be measured.

**Element One: Developing an understanding throughout the organization of the nature of 'processes' within the context of systems thinking**

The first element requires that organizational members understand the nature of 'systems thinking' as an organizational theory or paradigm and to view the organization as part of a broader system. However, the concept of a 'system' needs to be clearly defined as it can be used within a variety of contexts.

The Oxford Dictionary, for example, defines the word 'system' as "complex whole; set, organized body of connected things or parts; the animal body as organized whole; comprehensive body of doctrines, theories, beliefs, etc.; forming particular philosophy. Form of government etc.; scheme or method of classification, notation etc.; orderly arrangement or method". Parseghian (1973:23) maintains that a system is "a group of interacting items that form a unified whole or that are under the influence of forces in some relationship". Senge (1990:304) maintains that systems thinking is "a shift of mind from seeing parts to seeing wholes; a framework for seeing patterns and inter-relationships rather than things; a discipline for seeing the structures that underlie complex situations". Within the context of this paper, a 'system' is defined as an ongoing series of interacting processes, procedures and practices which, taken together, represents an holistic conceptualization of the elements of an organization. According to Downey, Frase and Peters (1994:56), this requires a shift in thinking from

- straight line to circular causality;
- independent to interdependent thinking;
- external to internal focus;
- knee-jerk, short-term, fragmented problem solving to proactive, long-term, holistic solution seeking;
- thinking something is wrong with a person to acknowledging a problem in the system.

This means that the physical, geographical and social parameters of organizations are less clear in the systems model and that the distinctions that have attempted to separate one organization from another is less significant. Systems theory focuses on interorganizational links, fluid relationships and pulsating organizational boundaries which sees the system constantly changing to meet the needs of clients, customers and associates. For example, a school may become linked with other organizations associated with the education of students. Within school education, the metaphor of the 'learning community' encapsulates the association of the school with the global concept of 'learning' with the social, more finite concept of 'community' providing the possibility for numerous kinds of extensions to the system called the school. Other links may also be
established with other schools within an administrative district, providing learning opportunities within the a broader organization called a 'district'.

While the systems notion of an organization acknowledges the complexity of the organization it also increases the difficulty of conceptualizing organizations and of finding ways of measuring organizational quality and the effectiveness of organizational processes. Systems thinking rejects the notion of organizations as static, singular or restricted entities, by redefining organizations as borderless, open-ended, flexible and changing sets of purposive interactions and processes.

In order to begin to consider the notion of 'quality systems', systems thinking requires the identification of key organizational processes, which could include for example [a] developing the purpose of the organization including the identification of common values and beliefs within the organization, [b] developing organizational policy and practice, [c] developing organizational culture and [d] existing links with other organizations. Furthermore, such processes would need to be aligned with a 'golden thread' of core values woven through all aspects of organizational life (eg mission, policy, operations, plans, processes and relationships) to ensure that all actions and decisions associated with these key processes reflect these core values, beliefs and assumptions. Within this systems model, a 'process' is defined as a purposive chain of actions, decisions or procedures having the function of achieving a desired outcome, a distinct starting and finishing point, and linking other processes.

This first element of the quality system could include the establishment of a 'quality policy' representing a framework for quality intention and directions. It is suggested by Oakland (1989:17) that a 'quality policy' ought to:

1. Establish an 'organization' for quality;
2. Identify the customer's needs and perception of needs;
3. Assess the ability of the organization to meet these needs economically;
4. Ensure that bought-out materials and services reliability meet the required standards of performance and efficiency;
5. Concentrate on the prevention rather than detection philosophy;
6. Educate and train for quality improvement;
7. Review the quality management systems to maintain progress.

Focusing on the organization as a system and the development of a systems perspective to organizational change, this first element of the quality system requires that organizational members regularly consider the organization's internal philosophical alignment and its alignment with broader educational policy to ensure that the core values underlying the purpose of the organization permeate all policies, practices, operations and relationships which constitute the organization itself.
Element Two: Establishing an Action Research Cycle for the Continuous Improvement of identified key processes

The second element of this model requires the establishment of an ongoing ‘learning’ cycle which focuses on the identification and improvement of key processes considered to be vital to the achievement of the mission and purpose of the organization.

Such a learning cycle can be manifested in ‘action research’, which represents an ongoing commitment to the improvement of organizational practice through the collaborative analysis of change in schools. Sagor and Barnett (1994) point out that ‘collaborative action research’ is a valuable quality management strategy in that it provides a systematic process for generating meaningful information for problem-solving and organizational decision making. Sagor and Barnett (1994:120) define collaborative action research as:

A process whereby teams of colleagues conduct investigations into issues of their own practice. Rather than taking a removed posture and examining the work of others, action researchers focus their attention to systematically reflecting on their own work with the goal being to revise practice so that variation can be further reduced.

The concept of action research incorporates the notion of transformation of educational practice as its underlying philosophy. The concept rejects the idea that change can be successfully imposed on an organization. Rather, it is based on the premise that change is most successfully achieved through a process of ‘transforming’ one educational practice, situation or process into another more educational justifiable one. Change, therefore, becomes a developmental, incremental process taking place over time and subject to intervention and redirection through the initiation of strategic action. The significant point is that strategic changes are predominantly developed within the organizational environment itself and reflect specific educational needs which have been identified by organizational members themselves. The strategic action decided upon and its evaluation becomes the responsibility of all those involved with it. This process is aptly described by Carr and Kemmis (1986:192) in the following way:

Action research, being concerned with the improvement of educational practices, understandings and situations, is necessarily based on a view of truth and action as socially-constructed and historically-embedded. First, it is itself a historical process of transforming practice, understandings and situations - it takes place in and through history. Any action research study or project begins with one pattern of practices and understandings in one situation, and ends with another, in which some practices or elements of them are continuous through the improvement process while others are discontinuous (new elements have been added, older ones have been dropped, and transformation have occurred in still others). Similarly, understandings undergo a process of historical transformation. And the situation in which the practices are conducted will also have been transformed in some ways.
Cyclic Investigation
As a learning process, action research is a form of on-going, cyclic investigation and, in terms of method, is a self-reflective spiral of cycles of planning, acting, observing and reflecting (Carr and Kemmis, 1986:162) or ‘problem definition, diagnosis, solution (PDS) and recycling’ as described by Clark (1972:162). From the methodological perspective, action research is unique in the sense that research findings are re-directed back to the action being investigated, thus providing a renewed set of action criteria for investigation. An example of such an investigative cycle is the Plan-Do-Study-Act Cycle (PDSA Cycle) commonly utilized in quality management to improve organizational processes.

The Plan-Do-Study-Act (PDSA) Cycle
The PDSA cycle is a four-stage process improvement cycle utilized by process improvement teams in organizations which have embraced the quality management philosophy. As an on-going cycle for organizational improvement, the PDSA cycle has the purpose of identifying and solving problems associated with existing processes utilizing a range of information generating techniques. The key stages of this cycle are described below.

Planning stage. This stage emerges from the identification of a problem currently existing within an organizational process. It involves the formulation of a process improvement team, followed by the action of this team in identifying the probable causes and possible solutions in relation to the problem.

Doing stage. This stage requires that the a selected approach to the solution to the problem be trialed, on a small scale, by the process improvement team for an agreed period of time. During this phase, other aspects of the process remain unchanged.

Studying stage. During the implementation of the trial solution to the problem, data is gathered to generate information about the success of the selected change. Decisions are made by all participants in the process in regard to the perceived improvement to the process. If no improvement has been achieved an alternative change may be trialed, or further information about the process sought.

Acting stage. Should the selected change have led to a more successful process, then the change is institutionalized as part of the processes throughout the entire organization, or perhaps trialled on a larger scale of for a longer period of time.

Such an action research cycle provides the mechanism for the continuous improvement of the processes significant to the organization at a particular point in time.

Element Three: Problem identification through organizational self evaluation to identify key processes to be improved

The third element in this quality systems model is the regular self-evaluation of the processes associated with organizational policies, operations, and programs in relation to their success in the achievement of the purpose of the organization. Goddard (1992:84) explains the nature of self-evaluation in the following way:
The purpose of self-evaluation is to build the school's capacity through its own internal scrutiny. The procedures should be integral to the school's development and planning. Self-evaluation should complement the work on teacher appraisal for professional development and foster collaborative projects amongst staff that focus on practice... Most, if not all, schools require help with self-evaluation, which in turn provides the framework for specific reviews and whole school inspections.

Such school-based evaluation, also referred to as 'school-based review' (Pearce, 1986; Clift, 1987; Hopkins, 1987; Wideen and Hopkins, 1989) is itself a key organizational process undertaken periodically and having the function of generating information for the identification of key areas of improvement.

Organizational Self-evaluation in NSW Schools

Recently a process for school review and evaluation has emerged in NSW which provides an example of this element of the quality systems model being developed within this paper. This process can be referred to as the NSW Department of School Education School Accountability and Improvement Strategy (NSW DSE, 1997). The initial development of this process has been described by Boston (1997) in the following way:

Each school will be supported and advised on accountability and improvement strategies by a chief education officer. In the first year of implementation of the scheme there will be 25 chief education officers assigned to this task across the state. Each chief education officers will be based in a district office and will support schools in that district and a significant number of schools from nearby districts. The chief education officer will be responsible to an assistant director-general for the implementation of appropriate accountability and improvement strategies at the school level.

This strategy is based on the organizational 'self-evaluation' model described above and requires each school to form a school 'self-evaluation committee' which will conduct an annual review of key aspects of school performance and produce a report on these findings. In this model, the self-evaluation committee has the function of determining current school achievements and possible areas for school improvement. During the existence of the former quality assurance review process a framework for school self-evaluation emerged to focus on key processes within schools including, teaching and learning, leadership and culture, and school development and management (NSW DSE, 1995a, 1995b, 1995c). This framework has been included as part of the current accountability and improvement model and exists in the form of statements for the analysis of educational practice and school functioning to assist schools in on-going self analysis.

Such a process of self-evaluation can be differentiated from 'quality assurance' which is a form of systems audit undertaken by a body external to the organization being reviewed for the purposes of certification. This process, as an integral process of quality management, will be further considered below.
Quality Assurance in School Education

A 'quality assurance' approach based on school and systems accountability was introduced in NSW public schools in 1992 and ceased to function in 1996. This approach, better described as a process of external school review is reflected in the following statement (NSW DSE, 1992:1):

The purpose of quality assurance is to assist the development of schools and to provide a public account of the effectiveness of schools in meeting community needs in schooling. Quality assurance provides members of the school community with an important voice in the evaluation of their school - the school's programs, achievements and future directions.

This process included the establishment of teams to work with school communities in reviewing the performance and development of their schools; assessing and reporting on the effectiveness of the programs and support services provided to schools; collaborating with a wide range of operational groups in the system to assist them to develop effective quality assurance practices; and, reporting on systemwide issues affecting school development and performance to directors of school programs (Cuttance, 1993:2).

Although perceived by some as having the capacity for school improvement (Henry, 1995), this former quality assurance review process lacked all the components of quality assurance in that various levels of quality assurance to suit specific organizational needs did not exist, no specific external standards guided the school review process and the focus of the review was not necessarily on the quality system operating within the school, even if the school had such a system in place. Before a school could be expected to undertake a quality assurance audit, it would be expected that quality management would be in operation within the school and elements of a quality system in place.

Quality Systems Certification through Quality Assurance

Within the context of a 'quality systems' approach to school improvement, quality assurance has a specific function associated with the implementation of the quality system itself. Quality assurance, moreover, is usually associated with documented aspects of the quality system, with these documented procedures and policies being assessed in the light of national or international standards. 'Quality assurance' could be sought for various departments or sections of the organization and its achievement is based on the match between documented procedures and the functioning of these procedures in practice.

International Quality Standards

With the increasing globalization of education and the abilities of organizations to develop international networks for the improvement of processes and outcomes, the opportunity exists for quality assurance at this level in educational organizations.
Currently, the most stringent approach to the audit and review of a 'quality system' is through the implementation of national or international quality standards guidelines. These guidelines, developed to provide a framework for organizations to develop their quality systems, are designed to enable organizations to undertake external audit and review to provide assurances that products and services are being supplied to specific requirements. Quality systems standards guidelines attempt to support this requirement by providing a framework for an external audit of the organization's quality system as it applies to sections of the organization or to the organization as a whole.

In relation to educational organizations two approaches, the AS/NZS 3905 Quality System Guidelines and the Malcolm Baldrige Award criteria, exist for quality assurance at the international level and these are discussed below.

The ISO 9000 Approach

The International Organization for Standardization (ISO) 9000 series represents a universally accepted model for the development of quality systems within manufacturing and service industries. Oakland (1989:145) explains its function in the following way:

the International Standards Organization (IOS) Standard 9000 Series sets out the methods by which a management system, incorporating all the activities associated with quality, can be implemented in an organization to ensure that all the specified performance requirements and needs of the customer are fully met.

The ISO 9000 series is manifested throughout Australia and New Zealand through the AS 3900 Standard (1995) with the AS/NZS 3905.2:1995/NZS 3905-1:1995 component of this series being the standard for education and training organizations (Joint Standards Australia/Standards New Zealand Committee, 1995). Within this approach a quality system is defined as the organizational structure, responsibilities, procedures, processes and resources for implementing quality management. Management has the responsibility to develop, establish and implement a quality system as the means by which stated policies and objectives are accomplished. The quality system is structured and adapted to the organization’s particular type of business and takes account of the appropriate elements outlined in the International Standard. Quality assurance functions in such a manner as to provide proper confidence that the quality system is well understood and effective, the products or services do actually satisfy customer’s expectations and that emphasis is placed on problem prevention rather than dependence on detection after occurrence.

Currently, however, the emphasis of this approach is more appropriate to the 'training' function of organizations rather than organizations which serve predominantly as the providers of broader 'educational' functions, such as schools. An example of quality assurance applied to a fundamentally 'training' organization can be found in the systems guidelines developed by the Western Australian Department of Training (1995) which include the following components of a quality system:

- Quality Standards: A established set of standards which reflect the needs and expectations of the owners, funders and customers of training organizations
and current understandings of best practice as agreed characteristics of quality training organizations;

- Organizational Self-Assessment: A process through which a training organization undertakes its own assessment to determine whether products, services and management processes meet the quality standards;

- External Validation: A systematic and independent assessment of an organization's management processes and related products and services achieved through a validation of an organization's self-assessment.

- External Assessment: An alternative to the self-assessment and external validation processes in which a comprehensive and independent assessment of an organization's management processes and related products and services is conducted entirely by an approved external organization.

- Quality Endorsement: A process through which training organizations that meet all the relevant quality standards are recognized by the WA Department of Training and the State Training Board;

- Quality Improvement: processes where information gathered through self-assessment and other quality management processes are used to develop and implement strategies to improve the quality of the organization's services.

Within these guidelines, quality assurance serves an accountability purpose in providing clients with the confidence that the organization consistently delivers quality products and services, as well as a 'quality improvement' purpose to ensure that these products and services continually meet or exceed client expectations through a cycle of identifying and acting on opportunities for improvement. Oakland and Porter (1991:66) maintain such guidelines provide a systematic way of applying the philosophy of total quality, to analyze, to improve and to measure process variability and capability, arguing that: the role of quality assurance approaches such as the ISO 9000 can make a significant contribution to improvement. They suggest that:

The review of existing formal and informal procedures and the adoption of best practices is a fundamental step in the TQM process. It is important to produce a documented system of what is actually done. The danger in all improvement activities is that people prefer to improve processes first before writing down what is done. This results in an undisciplined approach, and progress is usually not sustained. Measurement and recording systems required by a good quality system will also result in more effective operations. Many organizations in the educational sector are considering the contribution of ISO 9000 to quality improvement.

Fox (1991:45), however, goes on to point out that some service organizations and service departments of manufacturing companies "often pursue accreditation to the ISO 9000 standard and cause themselves unnecessary dislocation, disruption and cost in order to achieve a standard which really has been written for a completely different set of circumstances". Clearly, there would need be a strong link between such quality assurance standards and the improvement of student learning and education for quality assurance in this form to be valued within school education. However, while not perceived as the panacea for quality but rather as a baseline model for quality assurance
which can be upgraded and improved, this model claims to be applicable to all organizational types (ISO, 1987:1).

The value of such internationally recognized standards to schools could be in their ability to provide an understanding of the nature and complexity of quality assurance in organizations generally. Quality assurance guidelines, such as AS/NZS3905.5:1995, although valuable for service organizations associated with a ‘training’ function, could be perceived as restrictive or bureaucratic in more complex organizations such as schools. As noted by Shepherdson (1993:42):

It would be possible for a system to be ‘bought in’ - but this does not generally engender ownership or indeed, commitment by all. Most alternatives are superstructures rather than infrastructures - built on. Rather than built in. It is essential to grow the system within the organization rather than impose a structure for accountability; this is because the reaction to the exogenous system is often to subvert or at least to ignore it. Systems for accountability can often be counter productive, generating whole sub-systems and consuming large amounts of time and energy.

As they currently stand, these guidelines are limited in their value to schools in that they are too specific for the range of functions and the complexity of schools and other educational organizations.

Malcolm Baldridge National Quality Award
An alternative approach for quality assurance in school education at the international level is the Malcolm Baldridge National Quality Award Education criteria (ASQC, 1995), which include the following classifications for organizational assessment:

- **Leadership**
  The school’s leadership system, values, expectations, and public responsibilities

- **Information and Analysis**
  The effectiveness of information collection and analysis to support student performance

- **Strategic Planning**
  The effectiveness of strategic planning and deployment of plans, with a strong customer and operational performance requirements

- **Human resource development and management**
  The success of efforts to realize the full potential of teachers and students to create a high performance organization

- **Process management**
  The effectiveness of systems and processes for assuring the quality of products and services

- **Outcomes**
  the school’s performance and improvement in key educational areas - service quality, productivity and operational effectiveness.

- **Customer focus and satisfaction**
The effectiveness of systems to determine student requirements and satisfaction and the demonstrated success in meeting customer expectations

These broad criteria attempt to identify the key elements likely to be found in all educational organizations. The effectiveness of this model depends on the comprehensiveness of this set of criteria and its ability to be able to provide a framework for both school self-evaluation initially, followed by and interschool comparisons for award achievement. Schools apply to be part of an assessment program undertaken by an external team and compete for an award based on the comparative analysis of the degree to which organizational reflect the stated assessment criteria.

Although still in the pilot stage, this approach provides the beginning for more appropriate systems guidelines for the development of quality systems standards for educational organizations at the global level.

Leadership in the Development of Quality Systems

The quality system model above for the management of quality in schools, with its three key elements and links with quality assurance, has attempted to take account of the complexity of schools as learning organizations. This complexity has implications for school leadership, which has the responsibility for initiating and sustaining such an approach in schools (Paine et al, 1992; Langford and Cleary, 1995).

Understanding the principles of quality management: Leadership within the organization would need to fully understand the principles of quality management and its implications for their particular organization before the beginning of any implementation at a broader organizational level. Such an understanding would need to be accompanied by a commitment to lead the introduction of the philosophy within the organization and to support staff during the change process.

Training and development: Training and development for all organizational members would be a significant aspect of each element of the quality system. Leadership would need to facilitate this on-going professional development process to ensure that organizational members are aware of the principles of quality management and systems theory, know how to utilize the tools and techniques for process improvement and have the skills to be able to function in process improvement teams.

Involvement in the process: Members of the leadership team would need to be involved in all elements of the quality system and be equal partners in the learning process. In this sense leadership would be required to model the quality management philosophy and apply quality management principles in relationships with internal and external customers.

Resource management: Leadership would need to ensure that the resources required to initiate and sustain the quality system on an on-going basis were available. This could included constancy, training materials, and technology for the management of organizational processes.
Moreover, organizational leaders themselves would require specific professional development associated with quality management and quality system development in order to lead this process in schools. Such leadership development needs to become a priority for school principals and executive if the development of quality system is to become a reality in school education in NSW.

Conclusion

This paper has considered 'quality management' as a philosophy for developing and managing a 'quality system' within an organization. By considering the concept of a 'quality system' as perceived within the context of school education, a model for the development of a school's quality system has been outlined which includes the elements of developing an understanding throughout the organization of the nature of 'processes' within the context of systems thinking continuous process improvement through an action research cycle and problem identification through organizational self evaluation to identify key processes to be improved. The function of quality assurance in auditing the organization's quality system has also been addressed as part of the total concept of quality management.

Certainly, the existing cultural traditions of school education and the challenges of a different and unfamiliar paradigm, with its accompanying conceptual framework and language, would clearly present challenges to the introduction of the quality system concept within schools. The implications for leaders or leadership teams in initiating and sustaining such an approach are clearly profound.

Subsequently, there is a need for research into strategies being utilized to develop and implement quality systems in schools to enhance the limited knowledge base relating to quality management in such organizations. Such research could investigate the value of models such as the one presented in this paper in supporting the development of quality systems. Research could also investigate such issues as the role of leadership in quality systems implementation and the kinds of training and development required across the organization to support each element of the quality system.

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PLEASE NOTE

The greatest amount of care has been taken while scanning the following pages. The best possible results have been obtained.
Leadership and the development of quality schools

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Introduction

The significance of leadership in the development of quality initiatives in organizations is well documented in the quality management literature. Many quality management models clearly state the need for top management to be the first to undertake quality management training, or that a quality committee or a quality champion should take the initiative in establishing quality processes. Fox (1991, p. 10), for example, identifies the need for a "TQM steering committee", which includes a "quality champion", a "quality sponsor" and a "TQM co-ordinator" as part of the management commitment, and suggests that there are four aspects to top management responsibility, which are to: develop a vision for the future; set specific quality objectives; establish the budget for quality; and provide leadership. There is emerging evidence to suggest that it is through the example and commitment to quality of senior management that the whole organization is able to adopt a quality ethos. Ellis (1993), for example, argues that such management commitment is demonstrated by:

- establishing the process of quality improvement;
- relevant statutory/with respect to quality improvement necessary;
- inclusion of quality instructions and processes in curriculum;
- leadership for the development of quality in schools.

Leadership for quality

Leadership is required policy to be developed culturally appropriate in a school community and its values. The notion implies the existence of a form of social action, a shared vision for fundamental change in the development characterized by a dialogue, and a shared commitment to a learning organization. Such leadership is of particular importance in schools, where cultural, political and organizational factors make the management of quality problematic.

For leaders to make decisions about the development of quality culture within their schools they require a thorough understanding of the theoretical basis of current approaches to quality management in education. In an effort to contribute to this theoretical understanding, considers the paradigm of total quality management (TQM) as a broad philosophy for the development of quality culture in schools. Describes how TQM is being identified increasingly as a viable paradigm for the development of a quality culture in school education and has been the focus for improvement efforts in individual schools internationally and in school districts, particularly in the USA.

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quality alternatives which need to be considered, and decisions need to be made in relation to the content and structure of quality initiatives.

Such leadership is also necessary because the notion of quality, quality management and quality assurance are relatively new to schools and may require those in leadership positions to initiate strategies for a better understanding of quality issues at the organizational level. It may be that someone, or a group of organizational members, finds it necessary to develop specific expertise before quality processes can be attempted.

As there is no definite evidence that specific quality strategies can be unproblematically transferred from other industries to the educational context, leadership is required to develop a shared understanding of quality within the school or group of schools and to grow such initiatives from existing practices. The identification and further development of a quality system in a school, for example, would require a thorough knowledge of the existing organizational processes within the school, the skills to be able to identify the various possible components of such a system and the ability to manage it. This challenge for leadership is described by Siegel and Byrne (1994, p. 52) in the following way:

It is one thing for a leader to have the vision; it is quite another for that vision to guide the behavior of an entire organization. Leaders in successful quality settings have been able to conceptualize the theory in ways that translate into practice, steer the change process, and guide their people in determining not only how to perform their jobs, but even more importantly, what those jobs should be.

This conceptualization process for leaders needs to begin with an investigation of the nature of quality in organizations and then to consider the philosophical principles of existing quality management approaches.

Such a quality culture is described by Saraph and Sebastian (1993, p. 73) in the following way:

Quality culture is the total of the collective or shared learning of the quality-related values as the organization develops its capacity to survive in its external environment and to manage its own internal affairs. While the notion of a quality culture seems educationally desirable in that schools are concerned with cultural development and change for the improvement of learning, it is problematic because the concept has a specific meaning within the context of the quality movement. This meaning needs to be explored through the analysis of the concept of quality on which the notion of quality culture is based. In maintaining that quality is a "slippery concept", Pfeffer and Coote (1991, p. 31), however, highlight the difficulty in reaching a common understanding or universal definition of this term. Murgatroyd (1991, p. 14), for example, associates the concept of quality with standards and values by offering three definitions of quality:

1. Quality is defined in terms of an absolute standard and evaluations are based on the application of these standards to the situations experienced across a variety of organizations, irrespective of their strategy of differentiated services (established standards definition).

2. Quality is defined in terms of the objectives set for a specific programme or process in a specific location at a specific time (specific standards definition).

3. Quality is defined as "fitness for use" as attested by the end-users on the basis of their direct experience (fitness for use or market-driven definition).

Similarly, Cuttance (1985) identifies two definitions of quality by making the distinction between quality as the intrinsic values associated with a service or product and quality as the meeting of customer requirements. In this sense there is a need to meet customer expectations in relation to the perceived value or worth attached to a product or service, while also ensuring the product or service has intrinsic merit as defined by widely held professional standards. Cuttance (1985, p. 4) notes that it is the notion of quality as "value" or "worth" in relation to customer expectations that describes the nature of quality as interpreted within the quality management context:

The term quality is thus used in a different way to that of its use in everyday language. In particular, the "quality" of a product or service should be interpreted as its "value" or "worth" as measured by the extent to which it meets the needs of the customer.
Within this notion of quality it is assumed that most organizations produce a product or service which is intended to satisfy the needs of users or customers with quality, therefore, being the “totality of features and characteristics of a product or service that bears on its ability to satisfy stated or implied needs” (British Standards Institute, 1992). This relativist notion of quality is supported by Sallis (1993, p. 13), who perceives quality as: “a philosophy or methodology which assists institutions to manage change, and to set their own agendas for dealing with the plethora of new external pressures”. In this sense, quality is a concept implying “fitness for purpose”, measuring up to specification as well as meeting particular customer needs.

The relativist definition views quality not as an attribute of a product or service, but as something which is ascribed to it. Quality can be judged to exist when a good or service meets the specification that has been laid down for it. Quality is not the end in itself, but a means by which the end product is judged to be up to standard (Sallis, 1988, p. 23).

Quality, therefore, can be perceived in relation to accepted quality standards associated with a particular sphere of interest, “appropriateness to purpose”, through the ability consistently to meet or exceed perceived customer needs and an organizational capacity for continuous improvement of processes and systems.

...equity, excellence, democracy and justice provide the dimensions for a theory of quality for schools, which suggests that quality schools need to communicate civilization, meet the personal needs of students and ensure that students are responsive to the needs of society. Quality schooling, it is suggested (Aspin et al., 1994, p. 45):...is not so much about being equipped to operate as a qualified functionary in society; having the capacity to respond to economic norms and to perform competently in various modes of economic production. It is much more about the capacity of the individual to enhance and enrich the society of which he or she is being educated to become a part – someone who is going to be a giver, an enlarger and an enhancer, as well as an inheritor and recipient. Quality schooling is as much about the future of the society we see for ourselves, even if at several generations hence removed; a world better and richer than the one we currently inhabit.

In educational organizations quality can be explained as a specific form of culture which includes a long-term process of continuous improvement towards perceived standards of excellence within the context of core ethical values, standards of excellence and a process of continuous improvement. The process of developing such an organizational culture can be referred to as quality management, and the most common approach to quality management in many private and public sector organizations is total quality management (TQM). The nature of this philosophy and its emergence in school education will be considered below.

### The total quality management paradigm

Defined in the broad sense, quality management has come to mean “that aspect of the overall management function that determines and implements the quality policy (intentions and directions) of the organization” (Van Vught and Westerheijden, 1992, p. 13). Quality management, as a quality improvement process, can be perceived within the context of planned organizational change. The notion of organizational change needs to be considered if quality management is to be understood. For example, organizational change can be in the form of the motion of the organization as a whole as it relates to motion in its environment – change that is macro-evolutionary, historical, and typically related to clusters or whole industries.

Alternatively, change could describe the motion of the parts of the organization in relation to each other as the organization grows, ages and progresses through its life cycle – change that is micro-evolutionary, developmental and typically related to size or
shape, resulting in co-ordination issues. Furthermore, change could be the result of struggles for power and control among individuals or groups with a stake in the organization to make decisions or enjoy benefits as an expression of their interests—change that focuses on political dimensions and involving revolutionary activity.

In this sense change is complex and continuous, with each aspect of the movement of organizations having implications for the kind of quality improvement processes undertaken. Change is the result of circumstances beyond the control of the organization, as well as being the result of planning and rational decision making within the organization. Within this notion of organizational movement, the management of quality relates to planned cultural change to enable quality improvement processes to eventuate.

Although difficult to define, the concept of culture can be perceived as being closely associated with the notion of shared attitudes, behaviours, values and assumptions. Within this context, Krooher and Klukohn (1952) maintain that:

"Culture consists of patterns of behavior acquired and transmitted via symbols, constituting the distinctive achievement of human groups, including their embodiments in artifacts; the essential core culture consists of traditional (historically derived and selected) ideas and especially attached values; culture systems may, on the other hand, be considered as products of action, on the other as conditioning elements for future action."

Quality management, therefore, is based on change towards the development of quality values which might include a customer focus, teamwork, safety for all stakeholders, candour, total involvement, intimacy, integrity, unity, consensus and excellence (Hart and Shoobred, 1983, p. 17). A quality culture would incorporate components such as "shared values, commitment to getting it right, open and explicit communication, time for teamwork, training in quality, total involvement, sensitivity to others' needs" (Ellis, 1993, p. 31). Within this holistic framework for organizational change, quality management is a long-term change philosophy requiring a cultural transformation within an organization which could incorporate the development of a shared vision for the future of the organization, a professional development programme to equip stakeholders with the required skills to achieve goals, a focus on providing services which satisfy customer needs and a process of review and evaluation (Offner, 1993).

Unlike many organizations, however, schools are complex in nature and their concern with a multitude of educational purposes, including human development, community growth and learning outcomes, makes the management of quality problematic.

**TQM in schools and school systems**

Substantial interest in TQM in education has begun to emerge (Sallis, 1993), although this interest has been focused primarily on higher education institutions (Coate, 1990; Cope and Sherr, 1991; Cornesky et al., 1991; Masters and Leiker, 1992; Needham et al., 1992; Reynolds, 1992; Saunders and Walker, 1991; Sutcliffe and Pollock, 1992; Tannock, 1991; Van Vught and Westerheijden, 1992; Winter, 1991), technical and further education (TAFE NSW, 1994, 1995) and training institutions (Ellis, 1993; Shaw and Roper, 1993). Other educational areas where interest in TQM has been shown include educational administration (Hough, 1993), vocational education (Laarni, 1992) and curriculum development (Macchia, 1992). This increasing interest in TQM in relation to education generally is based on the perception of educational institutions as being predominantly service organizations where the focus is on such factors as quality, delivery, safety, cost, organizational responsibility, infrastructure, external relationships, customer protection and compliance (Smith, 1993, p. 48).

The concept of TQM requires that schools are perceived as service organizations designed to fulfill the needs of their clients or customers. Within the educational context, services could include educational programmes, advice, care, information, opportunities to participate or specific skills training. In relation to schools, the emphasis for TQM could be on transforming teaching, curriculum, organizational and management processes within educational institutions in a way which serves student, parent and community interests. Murgatroyd (1991, p. 13) explains the nature of such a quality management process in the following way:

The key task of a service organization, like a school, is to build an effective chain of customers...To create a learning organization dedicated to this requires the school to think from the experience of the student backwards to educational design and structure. Rather than see structure as a normalisation of control systems, structure should facilitate responsiveness to student needs in the students' own terms.

The relatively recent introduction of the TQM philosophy to school education has been
perceived generally as a desirable undertaking for the school improvement process, even though some attempts to implement the process in schools have been unsuccessful (Beavis, 1985). In arguing the benefits of TQM to schools, Gore (1993, p. 335), for example, maintains that TQM is very applicable to education in that:

- The central concept of TQM, continuous improvement, is fundamental to education. Where else would the idea of a culture oriented to continuous improvement be more appropriate than in institutions whose purpose is to support improvement and individual growth?

It is suggested by Gore (1993, p. 375) that, although schools need to develop their own approach, some aspects of TQM are very relevant, these being:

- the role of leadership;
- the articulation and development of a vision and the development of culture;
- management by fact;
- a focus on team building and processes that cross functional boundaries;
- management and enhancement of human resources;
- benchmarking;
- cycle time reduction;
- customer focus, satisfaction and measurement.

This belief that the TQM philosophy has a logical application to school organizations is supported by Murtagroyd (1993, p. 245), who maintains that quality improvement is culturally located in that "improving quality becomes an over-riding mission for the school. It is not a fad, or a game or a new activity for a given academic year. It is an essential part of the development strategy for the school and is something that is everyone's responsibility." There is the belief that TQM principles can enhance learning at the individual and organizational levels, that schools need to become truly "learning organizations" and that schools can learn a great deal about quality management from other kinds of organizations.

**A definition of TQM**

TQM has emerged as the most well-known approach to the development of organizational culture for quality management, representing a philosophical framework for the management of quality in organizations which claims to be applicable to both private and public sector enterprises and institutions. Oakland (1989, p. 14) defines TQM in the following way:

Total Quality Management (TQM) is an approach to improving the effectiveness and flexibility of businesses as a whole. It is essentially a way of organizing and involving the whole organization; every department, every activity, every single person at every level.

Within this definition, TQM is conducive to the continuous improvement of quality within all kinds of organizations and, as a long-term change process, can contribute to organizational growth and renewal. From this perspective, TQM represents a quality management process which is concerned with people, systems and culture, incorporating processes such as leadership, systems thinking, and employee empowerment continuously to improve an organization's capacity to meet current and future customer needs. In suggesting that the outcomes of TQM are improved quality, enhanced effectiveness and a change of institutional culture, Smith (1993, p. 57) maintains that TQM is a managed process that seeks organization-wide improvement through:

- planning for new products and services;
- innovation in existing services;
- continuous improvement in all existing service processes;
- daily control of service processes.

**The TQM philosophy**

In TQM, every element of the organization is involved in the enterprise of continuous improvement, with each individual sharing responsibility regardless of his or her position or status. It is maintained by Sallis (1993, pp. 36-7) that TQM is a philosophy of organizational culture change which, through employee participation and co-operation, focuses on the satisfaction of customer expectations:

TQM is about creating a quality culture where the aim of every member of staff is to delight their customers, and where the structure of their organization allows them to do so. In the total quality definition of quality the customer is sovereign...It is about providing the customers with what they want, when they want it and how they want it. It involves moving with customer expectations and fashions to design products and services which meet and exceed their expectations.

TQM is based on the notion of organizations as systems and sub-systems which function as a unified whole, with emphasis on the interface between the various elements of the organization as much as on the nature of the elements themselves. As a quality improvement philosophy based on systems thinking, TQM has a range of characteristics which distinguish it from other quality management processes such as those based on
inspection, quality indicators or achievement objectives. These key elements have been interpreted by TQM enthusiasts and practitioners in a number of ways, although each provides an insight into the TQM paradigm.

In defining TQM as a "cooperative form of doing business that relies on the talents and capabilities of both labor and management to continually improve quality and productivity using teams", Jablonski (1991, p. 4) argues that TQM is based on six principles which include: developing a focus on customers, processes as well as results, prevention rather than inspection, mobilizing workforce expertise, fact-based management and providing feedback for improvement. Within this model, TQM requires participative management, continuous process improvement and the use of teams. Similarly, Lamprecht (1993, p. 24) emphasizes the function of process improvement as a central factor in TQM and defines total quality as having five components:

1. Employee participation.
2. Continuously improving all processes.
3. Monitoring your processes using appropriate statistical techniques.
4. Surveying your customers and benchmarking your competitors.
5. Innovation, in order to remain competitive.

In defining customer service, continuous improvement, systems thinking and leadership as fundamental elements, Bonstingl (1992, pp. 6-7) maintains that there are "four pillars" of total quality management:

1. The organization must focus, first and foremost, on its suppliers and customers.
2. Everyone in the organization must be dedicated to continuous improvement, personally and collectively.
3. The organization must be viewed as a system, and the work people do within the system must be seen as ongoing processes.
4. The success of total quality management is the responsibility of top management.

Fox (1991), in advocating the need for the further development of TQM in Australian organizations, suggests six sequential steps for the development of a TQM culture in organizations. The steps Fox (1991, p. 8) suggests are based on what is referred to as "the TQM trilogy", which includes the concepts of quality, quality systems and quality measurement. The "six steps to TQM" are:

1. Demonstrate top management commitment.
2. Establish the current state of quality.
3. Determine the quality strategies.
4. Educate management in TQM.
5. Raise quality awareness everywhere.
6. Institute never-ending improvement.

Characteristics of TQM

It is apparent from the models discussed above that the philosophy of TQM is long-term, large-scale and all-embracing, incorporating all organizational members and activities into the quality improvement process, rather than being focused on limited aspects of the organization. This includes the internal interrelationships among the various components of the organization as well as its relationships with customers. TQM is about developing a new culture in the form of quality-based decision making permeating all aspects of the organization. This notion of quality is based on the well documented W. Edwards Deming's 14 points which form the philosophical platform of the quality movement. These points are:

1. Create constancy of purpose for improvement of product and service.
2. Adopt a new philosophy.
3. Cease dependence on mass inspection.
4. End the practice of awarding business on price alone.
5. Improve constantly and forever the system of production and service.
6. Institute training.
7. Institute leadership.
8. Drive out fear.
9. Break down barriers between staff areas.
10. Eliminate slogans, exhortations and targets for the workforce.
11. Eliminate numerical quotas.
12. Remove barriers to pride of workmanship.
13. Institute a vigorous programme of education and re-training.
14. Take action to accomplish the transformation.

These, and other essential characteristics of TQM, are summarized below.

Customer-driven process

The methods and processes of the organization are designed and managed to meet both internal and external customer expectations. Suppliers and customers are viewed as partners in the quality initiative.

Emphasis on teamwork

Teamwork could be described as the primary element of the TQM approach to quality organizations and represents the organizational structure on which the quality improvement process is based. Participation is achieved primarily through the establishment of cross-functional and/or cross-departmental, problem-solving teams in the form of quality improvement teams or quality circles.
Continuous improvement
The TQM process is based on the principle that widespread cultural change can be best achieved through the incremental process of gradual, small-scale, achievable projects incorporating the use of statistical tools and techniques (expressed in the Japanese notion of kaizen) rather than on radical structural reorganization. The performance of similar processes in different parts of the organization is compared through internal benchmarking.

Problem prevention
Quality is built in at the design and processing stage rather than being inspected out as defects in the end product. The organization rewards quality work and suggestions for improvement, usually through non-pecuniary means.

Participation in decision making
TQM is based on the notion of participation through a "total involvement" approach which requires continuous, first-hand involvement of top management as well as the participation of all organizational members in the development and implementation of quality management strategies.

Management by fact
Management decision making is based on qualitative and quantitative data from feedback about the performance of processes and products. Gut feelings and intuition are considered inadequate bases for decision making.

Individual responsibility
In order that TQM be successful as a process of quality improvement, each organizational member is required to take responsibility for the quality of their own performance. Organizational members are perceived as interdependent on one another within the customer/supplier relationship. Rather than depending in an external authority structure to enforce, coerce or induce desired behaviours, TQM is concerned with moving the focus of control from outside the individual to within.

Commitment to staff training
All organizational members require education and training in ways of working in a quality environment, practising error prevention rather than detection, as well as the use of problem-solving techniques and tools. Senior management requires education in relation to the philosophy of TQM and the implications for organizational change associated with a TQM culture. All organizational members require skills in relation to team membership and the use of techniques for problem solving.

Perceived barriers to TQM in schools
Although the TQM process seems compatible with the school improvement process, there is a range of issues which emerge in relation to TQM as a philosophy for quality improvement in schools, and these may form a barrier to the intended change process, some of which are considered below.

Philosophical barriers
The TQM philosophy is not a panacea for development of quality schools and cannot be seen as the only means through which a school or school system can achieve improvement in quality. Other instructional or organizational reforms, such as effective schools, essential schools, co-operative learning, accelerated learning and outcome-based education, also need to be considered.

Application to improved student learning
The emphasis on organizational culture, which is fundamental to the TQM philosophy, is an approach to quality improvement which is new to schools as organizations. It could be argued that this emphasis lacks credibility within the teaching profession which is more concerned with the practicalities of the teaching/learning process. The linkage between TQM and improved learning outcomes may not be clear - if, in fact, it exists.

Difficulties with statistical analysis
TQM requires that information for problem solving and decision making be generated through the use of statistical techniques. This approach may be relevant to industrial or product-oriented enterprises where outcome are directly observable and measurable. The introduction of such techniques in schools for decision making and policy development may be inappropriate or culturally removed from the accepted intuitive and professional judgements, as well as the political process, that permeate educational policy.

The customer/supplier relationship
As well as requiring students, parents, community members and other stakeholders to be considered as customers, TQM is based largely on an internal linear customer/supplier relationship which requires that each person within the organization be considered as customer to other organizational members, while at the same time supplying services to other personnel. This customer/supplier relationship may not be an appropriate concept to describe the long-term, close and emotional relationship that teachers develop with students, colleagues and parents within the context of their professional role. Moreover, even if appropriate, the customer/supplier relationship may be more complex in educational organizations where roles and
responsibilities are complex and multi-functional.

The right first time (RFT) philosophy
One aim of the TQM process is to establish an organizational culture which is error-free in that the quality system assures that mistakes are eliminated. While this may be a commendable objective in many industrial contexts, its possibility and value are debatable in educational organizations. Experimentation and the examination of alternative ideas and processes seem to be requirements of the learning process and, subsequently, a desirable aspect of the educational process.

The customer-defined quality concept
TQM requires that the notion of quality is customer-driven, in that the fulfillment of customer needs is the ultimate definition of quality. This perception of quality may be unrealistic in relation to the value-laden environment of schools, with quality being more a negotiated phenomenon drawing on student, parent, professional and department expectations and aspirations.

The industrial culture in education
TQM is predominantly an industrial or manufacturing organizational culture which assumes that the organizational structure is hierarchical in nature and that organizational personnel have clearly defined roles and responsibilities. Schools are more flexible in their role definitions and the identification of a school's quality system may be much more difficult.

Perceived lack of a teaching/learning focus
Quality strategies for focusing on operations and administrative functions at the micro-level may be relevant to the support structure for the delivery of services, resources and programmes to schools. They may not be applicable to the improvement of schools' primary work, which is the theory and practice of teaching and learning, or to the evaluation of performance at the system level.

Introduction processes
The introduction of TQM requires that top management be committed to the philosophy of TQM and be prepared to undertake initial TQM education and training in order that they can take a central role in its implementation. The complex nature of schools and the demanding role of school executives could well prevent or restrict this initial phase to take place satisfactorily.

Stages of organizational development
TQM may be more appropriate to organizations at particular stages of their development. Schools do not necessarily pass through these stages, in that they are ongoing and permanent establishments.

Need for some inspection processes in schools
TQM requires the concept of built-in quality rather than the use of quality control or inspection processes. Within schools, the processes of assessment, appraisal and testing are recognized as legitimate and necessary processes to ascertain accountability and measure improvement, and their removal may cause community concern. However, despite these perceived barriers, there are a number of advantages relating to the existence of TQM in school education, and these benefits have provided an incentive for some individual schools and school systems to initiate TQM approaches.

Perceived advantages of TQM in school education
TQM has a number of characteristics which make it philosophically compatible with the development of educational organizations, provided that TQM initiatives can be linked with the core educational purpose of schools. From the experience of some schools and school systems it is evident that the TQM philosophy can provide a conceptual framework for educational organizations to develop the culture relevant to their individual purposes. The TQM process could be compatible with school organizations for a number of reasons, which include the following:

- Theoretical compatibility. Schools are already undertaking processes which reflect the TQM philosophy. These include the use of curriculum development teams, the relatively high level of responsibility with teams, the development of models for quality improvement which serve specific needs of the organization.
- Educational compatibility. The TQM process values people and their achievements, therefore reflecting compatibility with the developmental purposes of the educational process.
- Equity principles. TQM requires education and training of all organizational personnel – a philosophy which is compatible with the purposes of schooling. Moreover, individuals are given the opportunity to contribute on an equal basis through team structures.
- Ethically comparable. TQM is based on responsibility, commitment and trust
which are values widely held as being ethically worthwhile.

- **Compatible with existing organizational structures.** TQM does not necessarily advocate structural change to educational organizations or educational systems, which in a large enterprise like school education could be difficult to achieve and counter-productive as a strategy for change and improvement.

- **Long-term commitment to improvement.**

  TQM is a long-term approach to quality improvement based on organizational self-actualization. This philosophy seems compatible with school education as long-term personal, organizational, cultural and societal development.

These advantages have led to the development of a range of TQM initiatives in a number of educational systems worldwide, as well as a developing literature based on quality management in education. There is emerging but limited research into quality management in schools or school systems to support school leaders in developing quality philosophies for their organizations. In the USA, where most research has been undertaken, such research exists in the form of philosophical analyses of the value of quality principles to student learning (Langford and Cleary, 1995), analyses of the development of TQM within and between school systems (Horine et al., 1994) and comparative case studies between business and school organizations (Siegel and Byrne, 1984). Research in Great Britain and Australia is less prevalent and includes an investigation of the potential of TQM in British schools (Greenwood and Gaunt, 1994), the implementation of TQM to secondary schools in Australia (Beavis, 1995; Paine et al., 1992) and the development of TQM in primary schools (Robinson, 1996). This research has concentrated on both quality management at the individual school level and at the school systems level, with a number of quality management models emerging within these levels.

### Models for TQM in schools

One focus for TQM initiatives in schools has been on the individual school as a system. Those who advocate TQM efforts in individual schools (Glasser, 1986, 1990, 1993; Gore, 1993; Greenwood and Gaunt, 1994; Murgatroyd, 1993; Paine et al., 1992) argue that TQM has implications for the improvement of student learning outcomes and maximizing the potential of the school to support student learning. This approach maintains that individual schools incorporate quality management processes into their existin culture in a way which supports the organizational learning needs. Two models for school-based quality management are discussed below.

#### The quality marketing model

The quality marketing model (Murgatroyd, 1991, 1993) for the quality management process in schools is based on a competitive philosophy, which sees individual schools competing against each other in an open market for students and resources. Quality is sustained through each school establishing a particular niche in its educational philosophy and policies. TQM is equated with the notion of customer-driven quality although the complementary processes of contract conformance and quality assurance (equally with quality control) are perceived as being necessary but of lesser importance to the quality process.

#### The quality learning model

The quality learning model (Glasser, 1990, 1993; Gossen and Anderson, 1995; Langford and Cleary, 1995) for the quality management process in schools concentrates on the relationship between the student and the teacher in the learning process. In this model, students are encouraged to accept responsibility for the quality of their work, with the teacher ensuring that the emotional, physical and psychological conditions for learning are in existence. Quality is equated with the continuous improvement of learning outcomes at the ability of students to take responsibility for this improvement.

#### TQM in school systems

A second focus for TQM initiatives in schools has been directed at the improvement of educational systems, that is, school districts composed of a cluster of individual schools making up the system. Those who advocate TQM at the district or school system level (AASA, 1992; Horine et al., 1994; Langford and Cleary, 1995; Rhodes, 1990; Siegel and Byrne, 1994; Weller and Hartley, 1994) argue that all organizations, regardless of their differences in purpose and structure, share a common quality language and similar quality concepts can apply to all organizations. A further argument is that school improvement initiatives can be undertaken more efficiently and effectively at a district level where all schools are part of the improvement process and that school systems need to be restructured in order to meet emerging global economic and societal futures. This approach has two key characteristics which have implications at the school level:
Organizational networks. The fundamental assumption underlying district-based approaches is that the process of developing TQM in schools and non-school organizations can be undertaken within a similar conceptual and methodological framework. Quality, it is argued, can be enhanced in any organization through the sharing of inter-organizational information and practices, and the development of mutual support networks. Quality is dependent on a range of business and public sector organizations functioning as a unit for the mutual benefit of all involved. Individual schools have the advantage of sharing the knowledge and expertise of a range of TQM organizations, therefore becoming part of a larger TQM system.

Resource optimization. The district approach requires that a number of schools within a specified district function as part of a common quality improvement structure, which is non-competitive and collaborative in nature. It is argued by the American Association of School Administrators (AASA) (1992) that TQM can be thought of as content-free, applicable to any instructional or structural reform, and that the limited resources available to educational systems can be utilized within a district to maximize advantages within each school.

Conclusion

Leadership needs to undertake a fundamental role in the development of organizational systems to generate and sustain cultural change in schools. The development of a quality culture in schools requires school leaders to develop a thorough understanding of, and commitment to, a quality philosophy as a means of school improvement, and expertise in quality management processes and techniques for the establishment of organizational quality systems.

This is a difficult undertaking in organizations like schools where cultural, organizational and political factors influence decision-making processes, and render planning and management processes problematic. Regardless of the existence of theoretical models and the emerging positive research relating to quality management in schools, cultural change is a challenge for leadership, especially in schools where strong cultural traditions may have been developed over time. The cultural change process may need to begin within the existing cultural platform of the school. There may well be cultural, psychological or attitudinal barriers to the intended change process, as well as the more practical concerns of school change, requiring strong and sustained leadership if quality management is to permeate the school culture.

As a long-term process of cultural change, however, TQM seems valuable as a whole school approach for continuous improvement in that it provides leaders with a paradigm from which they can develop a quality philosophy conducive to the needs of their organization.

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APPENDIX A

Quality Management Questionnaire Instrument
Quality Management Training Questionnaire

The following questions seek information about the factors which influence leadership training in quality management for school principals.

Within the context of this study, 'quality management' is all the processes, procedures and practices undertaken within a school to ensure that agreed upon requirements for quality educational outcomes are being met. Principals have a key leadership role in the implementation of quality management but it could be that more specialized training is required for them to undertake this leadership role.

Not a great deal is known about the management of quality as it exists in educational organizations - 'quality management' processes have had more application to other industries. Subsequently, it is uncertain as to what is required to enable principals to be better prepared to undertake quality initiatives in their schools.

It is anticipated that this study will identify some of the possible requirements for future professional development for school principals in the area of quality management.

A selection of primary school principals from the Metropolitan West Region who have been involved in Quality Assurance School review during 1993/1994 are being invited to participate in this study.

Information generated from the participating schools will be treated in the strictest confidence in every respect. I would appreciate it if you could take the time to consider the following questions and return the completed form to:

Mr Geoff Berry,
Centre for Teaching and Learning,
Cnr. Lucas Road & Morris Streets,
Seven Hills, 2147.

Requested return date: before Friday, December 9, 1994.

Should you require any further advice relating to the completion of the questionnaire, I would be pleased to assist in any way.
(Work: 838 8959) (Home phone: 047 586617)

Thank you for your assistance.
BEGINNING OF QUESTIONNAIRE

Questionnaire Instructions

*For questions with brackets please tick or write the appropriate numbers. For questions with a choice a numbers, please circle the appropriate number for each criterion. Please answer in prose form for the open-ended questions. In most questions space is provided for comments to enable you to qualify your response, should you wish to do so.*

******************************************************************************

Part A: Leadership experience

1. How many years in your career have you been a school principal?

   Less that one year [ ]
   1 to 3 years [ ]
   4 to 10 years [ ]
   11 to 15 years [ ]
   16 or more years [ ]

2. How many years have you been the principal of your current school?

   Less that one year [ ]
   1 to 3 years [ ]
   4 to 10 years [ ]
   11 to 15 years [ ]
   16 or more years [ ]

3. In how many schools have you served in the position of school principal?

   Number of schools [ ]

4. What other leadership experience, besides principal, have you had either within or outside schools?

   ---------------------------------------------------------------------------
   ---------------------------------------------------------------------------
   ---------------------------------------------------------------------------
   ---------------------------------------------------------------------------
Part B: Quality management

5. From your personal point of view, what does the term 'quality management' embrace as it relates to primary school education?

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________

6. What has influenced you most in the formation of this point of view about quality management?

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________

Part C: Quality management training

7. Have you completed any specific 'quality management' training?
   Yes [ ]
   No [ ]

If yes, please describe this training

________________________________________________________________________

________________________________________________________________________

8. Are you currently undertaking any specific 'quality management' training?
   Yes [ ]
   No [ ]

If yes, please describe this training

________________________________________________________________________

________________________________________________________________________
9. What is your highest academic qualification?

Teachers certificate [ ]
Diploma in Teaching [ ]
Bachelors degree [ ]

BA/Dip Ed or equivalent [ ]
Graduate Diploma [ ]
Masters degree [ ]

Professional doctorate [ ]
Ph.D. [ ]

Other (please specify) ____________________________

10. In what ways, if any, did the completion of the above qualification contribute to your understanding of quality management in education?

________________________________________________________________________________________

Part D: Professional development in quality management

11. To what degree have the following kinds of professional development, if experienced, been of value to you.

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<th>No value</th>
<th>Min. value</th>
<th>Some value</th>
<th>Signif. value</th>
<th>High value</th>
<th>Not experienced</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reading printed information relating to quality management...............</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>School-based, staff-led professional development relating to quality management...............</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>School-based, community-led professional development relating to quality management...............</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Professional development relating to quality management from a Director of Schools....</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
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<td>No value</td>
<td>Min. value</td>
<td>Some value</td>
<td>Signif. value</td>
<td>High value</td>
<td>Not experienced</td>
</tr>
<tr>
<td>--------------------------------------------------------------------------------------------------</td>
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<td>------------</td>
<td>------------</td>
<td>---------------</td>
<td>------------</td>
<td>-----------------</td>
</tr>
<tr>
<td>Professional development from QA Directorate personnel as consultants</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Professional development from quality management consultants other than DSE</td>
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<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Attendance at external courses relating to quality management</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Viewing audio-visual programs relating to quality management</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Attendance at quality management conferences</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Personal professional reading relating to quality management</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Attendance at meetings of professional organizations where quality management has been an agenda issue</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Observation of, or involvement in, other organizations (public or private) which are implementing quality management systems</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Other forms of professional development (please specify)</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Comment</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
12. To what degree did the following aspects of the QA Review undertaken by your school contribute to your understanding of quality management?

<table>
<thead>
<tr>
<th></th>
<th></th>
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<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-review processes</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Information from interviews</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Information from observations made during the review</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Information from document analysis..</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Team leader contribution</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Contributions from member/s of the review team</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>The concluding staff meeting</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>The report recommendations</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Overall review experience</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Other review aspects (please specify)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
</tbody>
</table>

Comment ____________________________________________

13. Could the QA Review undertaken by your school have been more useful in assisting with your understanding of quality management?

Yes [ ] No [ ] Uncertain [ ]

If yes, in what ways? ____________________________________________

14. In what ways, if any, was your personal participation in the QA Review a professional development experience?

________________________________________________________________________

Page - 6
15. To your knowledge, what continuing support (state, regional or cluster), if any, exists for school principals in their quality management initiatives.

16. In what ways, if any, do you keep informed about current developments in quality management in education?

17. Have there been any occasions where you have presented or described the quality management approaches being undertaken at your school to any other organizations? (eg shared your approach to quality management with other interested groups or audiences)

Yes [ ] No [ ]

If yes, please describe this/these occasions: ________________________

18. To what degree do you feel you are knowledgeable about quality management developments being undertaken in other schools within NSW?

- No knowledge.................[ ]
- Minimal knowledge..........[ ]
- Some knowledge.............[ ]
- Significant knowledge.....[ ]
- Highly knowledgeable......[ ]

Comment_____________________________

19. How would you describe your current degree of interest in quality management in education?

- No interest....................[ ]
- Minimal interest............[ ]
- Some interest.................[ ]
- Significant interest........[ ]
- High interest................[ ]

Comment_____________________________
Part E: Quality concepts

20. To what degree does each of the following definitions of 'quality' reflect your beliefs about 'quality' in education?

(a) Quality is defined in terms of the application of an absolute standard to situations experienced within an organization or across a variety of organizations.

<table>
<thead>
<tr>
<th>No reflection</th>
<th>Minimal reflection</th>
<th>Partly reflected</th>
<th>Significantly reflected</th>
<th>Highly reflected</th>
<th>Uncertain</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</tr>
</tbody>
</table>

(b) Quality is defined in terms of the objectives set for a specific program or process in a specific location at a specific time.

<table>
<thead>
<tr>
<th>No reflection</th>
<th>Minimal reflection</th>
<th>Partly reflected</th>
<th>Significantly reflected</th>
<th>Highly reflected</th>
<th>Uncertain</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>

(c) Quality is defined as 'fitness for use' as attested by end-users on the basis of their direct experience with the product or service.

<table>
<thead>
<tr>
<th>No reflection</th>
<th>Minimal reflection</th>
<th>Partly reflected</th>
<th>Significantly reflected</th>
<th>Highly reflected</th>
<th>Uncertain</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>

Other definition of 'quality' (Please specify)


21. In what ways, if any, is 'quality' measured at your school?


Page - 8
22. How would you describe your current understanding of the following quality concepts?

<table>
<thead>
<tr>
<th>Quality concept</th>
<th>No understanding</th>
<th>Minimal under.</th>
<th>Some under.</th>
<th>Significant under.</th>
<th>High under.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality assurance</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Quality control</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Quality systems</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Quality culture</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Quality tools</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Quality circles</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Quality policy</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Quality indicators</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Quality function deployment</td>
<td>1</td>
<td>2</td>
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<td>5</td>
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<tr>
<td>Statistical quality control</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Total Quality Management</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Continuous quality improvement</td>
<td>1</td>
<td>2</td>
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<td>4</td>
<td>5</td>
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<tr>
<td>Benchmarking</td>
<td>1</td>
<td>2</td>
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<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Other quality concepts (please specify)</td>
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<td></td>
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</tr>
</tbody>
</table>

Which, if any, of these concepts would seem appropriate to quality management at your school?
Part F: Quality systems development

23. To what degree are the following 'quality management' approaches operating within your school?

<table>
<thead>
<tr>
<th>Approach</th>
<th>Not operating</th>
<th>Minimal degree</th>
<th>Some degree</th>
<th>Signif. degree</th>
<th>High degree</th>
</tr>
</thead>
<tbody>
<tr>
<td>Periodical school-based audit and review initiated and undertaken solely by the school</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Quality Control (Inspection) based on testing, assessment and evaluation of specific outcomes</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Quality Assurance Systems guidelines based on Australian or International Standards</td>
<td>1</td>
<td>2</td>
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<td>4</td>
<td>5</td>
</tr>
<tr>
<td>National or International indicators of quality improvement..</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>NSW 'Best Practices' relating to teaching/learning, school management, administration and governance</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Total Quality Management...........</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
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<tr>
<td>Quality Circles...............</td>
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<td>Other quality management approaches (please specify)</td>
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<tr>
<td></td>
<td>1</td>
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<td>5</td>
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<td></td>
<td>1</td>
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<td>5</td>
</tr>
</tbody>
</table>

Comment

______________________________________________________________________

______________________________________________________________________

______________________________________________________________________

24. Which of these approaches, if any, are you intending to introduce or further develop within your school?
25. To what degree are each the following information gathering techniques used in problem identification and problem solving at your school?

<table>
<thead>
<tr>
<th>Technique</th>
<th>No use made</th>
<th>Minimal use</th>
<th>Some use</th>
<th>Significant use</th>
<th>High use</th>
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</thead>
<tbody>
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<tr>
<td>Affinity networks</td>
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</tr>
<tr>
<td>Process charts</td>
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<tr>
<td>Flow charts</td>
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<td>Cause and effect diagrams</td>
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<td>Force-field analysis</td>
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<tr>
<td>Benchmarking</td>
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<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Career-path mapping</td>
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<td>2</td>
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<td>5</td>
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<tr>
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<td>5</td>
</tr>
<tr>
<td>Interviews</td>
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<td>2</td>
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<td>5</td>
</tr>
<tr>
<td>Evaluation questionnaires</td>
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<td>5</td>
</tr>
<tr>
<td>Surveys</td>
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<td>2</td>
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<td>4</td>
<td>5</td>
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<tr>
<td>Other techniques (Please specify)</td>
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<td>3</td>
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<tr>
<td></td>
<td>1</td>
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</tr>
</tbody>
</table>

Comment

______________________________

26. Which of these techniques, if any, are you intending to introduce or further develop within your school?

________________________________________________________________________

________________________________________________________________________
27. To what degree are you taking a leadership role in the following processes, if they are currently being developed at your school?

Developing an understanding within the staff/community about quality improvement... 1 2 3 4 5 0

What strategies are being used to develop this understanding?

Developing a commitment to a commonly shared vision for the future and the individual/group responsibility required for this... 1 2 3 4 5 0

What strategies are being used to develop this commitment?

Developing a team structure to support the achievement of specific policies programs associated with the vision... 1 2 3 4 5 0

What team strategies are being developed at your school?

Developing a training program to equip stakeholders with the required skills to contribute to school improvement processes... 1 2 3 4 5 0

What training strategies are being developed at your school?
Developing a focus on providing services which satisfy the needs of the organizational stakeholders

What service strategies are being developed at the school?

Developing a process of school-based review of the quality system for accountability and improvement purposes

What school based review strategies are being developed at your school?

28. What kind of training in the following areas, if any, is currently part of the Training and Development program at your school?

(a) Job specific technical training

(b) Training in communication/interpersonal relations skills

(c) Training in quality improvement and problem-solving techniques

(d) Training in team participation skills
29. To what degree do you consult with the following stakeholders in relation to the management of quality at your school?

<table>
<thead>
<tr>
<th></th>
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<th></th>
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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive staff</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Teachers</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Ancillary staff</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Students</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>School Council</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Director of Schools</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>P &amp; C Association</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Parents</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Other community members</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Department of School Education</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>NSW Teachers Federation</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Other schools</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Local business</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
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<td>Universities</td>
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<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Other personnel (please specify)</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>1</td>
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<td>5</td>
</tr>
</tbody>
</table>

30. What benefits, if any, have resulted from this consultancy process?
31. Does your school have a Quality Policy?
   Yes [ ]
   No [ ]
   Uncertain [ ]
   Unfamiliar with this concept [ ]

Comment


32. When was this policy initiated?
   Before the QA Review [ ]
   After the QA Review [ ]
   Uncertain [ ]
   Policy non-existent [ ]

Comment


33. To what degree is the Quality Policy operating at your school documented?
   Fully documented [ ]
   Partially documented [ ]
   Not documented [ ]
   Uncertain [ ]
   Policy non-existent [ ]

Comment
34. Are there any comments you could make in relation to the perceived or actual value of a Quality Policy at your school?

Part G: Perceived future training requirements

35. To what degree do you require further training in the use of the following management skills?

<table>
<thead>
<tr>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>Analytical skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(ability to comprehend the complexity of systems/processes)</td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Evaluation skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(ability to conduct program and curriculum evaluation)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Information management skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(ability to use computers to store and manipulate information)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Measurement skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(ability to generate information from statistical data)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Negotiation skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(ability to reach mutual agreement or consensus)</td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Oral communication skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(ability to relate verbally to all stakeholders)</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Organizational skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(Ability to plan and implement programs)</td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Problem solving skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(Ability to find viable solutions to problems)</td>
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<td>----------------------</td>
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</tr>
<tr>
<td>Public relations skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(Ability to present a positive school image to the community)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reflexive skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(ability to make sound judgements based on reflection on/in action)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Research skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(ability to generate theoretical knowledge using qualitative and quantitative methods)</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Team membership skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(ability to work with others in a problem solving situation)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Written communication skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(ability to document policy and correspond with all stakeholders)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Financial skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(ability to budget and manage financial resources)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Interpersonal skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(ability to relate to other members of the school community)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Time management skills</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(ability to use time effectively)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other management skills (Please specify)</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
</tbody>
</table>

36. What kind of professional development, if any, would you like to see introduced to enhance principals' leadership capabilities in quality management?
Part H: School organization

37. What is the departmental classification of your school?

PP1 [ ]
PP2 [ ]
PP3 [ ]
PP4 [ ]
PP5 [ ]
PP6 [ ]

Other (please specify)

38. What is the current student enrolment at your school?

Total number of students __________

Percentage of LBOTE students _______%
Percentage of Aboriginal students _______%
Percentage of Special Education students _______%

39. Is the school part of the Disadvantaged School Program?

Yes [ ]
No [ ]

40. Does your school have a Special Education Unit?

Yes [ ]
No [ ]

41. Is your school defined by the Department of School Education as a `School of Excellence' in any area?

Yes [ ]
No [ ]

If yes, in what area? ________________________________
42. How many years has a School Council been operating at your school?

(a) _______ year/s

(b) School council not operating [ ]

43. What are the current staff allocations for each of the following categories?

Executive staff

Deputy Principal..................[ ]
Assistant Principal...............[ ]
Executive Teacher.................[ ]
Advanced Skills Teacher.........[ ]

Other (please specify)
_______________________________[ ]

Teaching Staff (please indicate fractional employment)

Classroom teachers...............[ ]
Teacher Librarian...............[ ]
ESL teachers.........................[ ]

STLD................................[ ]
Early Learning Difficulties........[ ]
IO/IM teacher.........................[ ]

Community language teacher.......[ ]
Basic Skills teacher...............[ ]
Teacher's Aide.......................[ ]

Other (please specify)
_______________________________[ ]
_______________________________[ ]

Ancillary Staff (please indicate fractional employment)

School Assistant..................[ ]
General Assistant................[ ]

Others (please specify)
_______________________________[ ]
_______________________________[ ]
44. What is the current growth rate of the school?

Student numbers increasing [ ]
Student numbers remaining constant [ ]
Student numbers declining [ ]

Comment: __________________________________________

45. When was the school first established?

Year of establishment _______

END OF QUESTIONNAIRE

Thank you for your assistance.
APPENDIX B

Certificate of Approval to conduct research
Certificate of Approval to Conduct Research

I have approved the following research

Researcher: Mr G. Berry

Topic: The Strategic Development of Quality Systems in Metropolitan West Region Primary Schools

Overview: An analysis of policy development processes being used in the development of quality assurance systems in primary schools in the Metropolitan West Region

The researcher is aware that school principals have the right to decline to participate in the research, to impose additional conditions or to withdraw at any time from the study. No employee of the Department of School education is compelled to participate. The researcher has also undertaken to fully inform you regarding the nature of the activity, to protect the privacy of all participants and to provide you with a summary report at the conclusion of the study.

Any queries regarding the research should be directed to Roger Stephan, Planning, Evaluation and Resource Manager, at Regional Office.

[Signature]

DR ALAN RICE
Director Teaching and Learning

6/6/94
Dear Mr Berry,

THE STRATEGIC DEVELOPMENT OF QUALITY SYSTEMS IN METROPOLITAN WEST REGION PRIMARY SCHOOLS

I refer to your request to conduct the above research in approximately forty eight primary schools in the Metropolitan West Region.

Your request has been carefully considered and I am pleased to inform you that permission has been granted for your study to proceed. Please use the attached Certificate of Approval to Conduct Research as evidence of regional approval.

Research in the Metropolitan West Region must conform to the guidelines set out in Metropolitan West Region: Research Guidelines. Your attention is drawn to the following:

1. The participation of schools is at the discretion of principals and principals reserve the right to withdraw schools from research at any time.
2. The privacy of schools, school staff, regional staff, parents and students is to be maintained at all times.
3. An executive summary of your final research report is required for presentation to the schools involved and to the Regional Research and Evaluation Committee.

I wish you well in your study and would appreciate being kept informed of its progress.

Thank you for your interest in this important area of school management and development.

Yours sincerely,

[Signature]

DR ALAN RICE
Director Teaching and Learning

6/6/94
APPENDIX C

Suggestions from a senior Policy Analyst relating to the structure of the Quality Management Questionnaire
Dear Geoff,

I refer to your recent letter and our telephone conversation regarding your application to conduct research in a number of schools in Metropolitan West Region.

As previously advised, your revised application differs greatly from your earlier one. The in-principle approval you were given therefore no longer applies. Since research to be conducted in three or fewer regions requires the approval of each region rather than state office, it is appropriate for you to apply to Metropolitan West's research applications committee. Roger Stephan is the executive officer of that committee.

I have read your questionnaire with interest and have made a number of specific comments throughout. I make the following general comments:

- The survey is far too long. I suggest that it be reduced by 50%.
- Many of the items involve concepts that may not be fully understood by some principals. Moreover, it may not be apparent from responses that the concepts have been misunderstood. This will greatly diminish the accuracy of your data.
- Many of the questions are difficult to understand and require several re-readings before their intended meanings are understood.

I hope these comments are helpful and I wish you success in your studies. Please feel free to contact me again if you require further assistance.

Yours sincerely,

Don Gordon
Principal Policy Analyst

29/3/84
APPENDIX D

Quality Management in Metropolitan West Primary Schools:
A Review of Principals' Perceptions

(Initial Report, October, 1994)
QUALITY MANAGEMENT QUESTIONNAIRE

A Report of the Findings

**********

Appreciation is extended by the researcher to the 21 principals from primary schools in the Metropolitan West Region who participated in this study. It is hoped that the information they have provided will extend our knowledge of quality management and contribute to its further development within our region.

**********

October, 1994

by Geoff Berry

Department of School Education and Faculty of Education, Macquarie University

This research has been supported by a grant from the Australian Teacher Education Association, Inc: ATEA Inc.
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Quality Management training .................................................. 7
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Strategic Quality Management ............................................... 12
Information gathering techniques .......................................... 13
Quality Policy ........................................................................ 15
Quality Assurance Review .................................................... 19
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**Quality Management Questionnaire**

This document represents the analysis of the Quality Management questionnaire forwarded to a number of primary schools within the Metropolitan West Region during 1994.

A copy of the draft questionnaire was forwarded to three personnel within the Department of School Education for initial comments on length, format and consistency.

As a result of these comments, an initial questionnaire was forwarded to five principals (a total of six principals were invited to participate with one declining) in order to trial the questionnaire and gauge its value in relation to gaining information pertaining to quality management in schools. As a result of this process a second questionnaire was produced to examine factors influencing the development of "Quality Policy" in schools. These factors included quality management training, principals professional development, concepts of 'quality' and 'policy' held by principals, and the influence of the QA Review.

A total of 23 principals were invited to participate in the second questionnaire of which 21 agreed to participate. A total of 16 principals returned this questionnaire.

Although only a small sample of principals, the respondents represented diversity in their experience. Most were experienced
school administrators with at least 4-10 years of experience as principal, with a significant number having at least four years experience in their current school.

<table>
<thead>
<tr>
<th>Years of service as a principal</th>
<th>Less than 1</th>
<th>1-3</th>
<th>4-10</th>
<th>11-15</th>
<th>16 or more</th>
<th>No response</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1</td>
<td>3</td>
<td>6</td>
<td>5</td>
<td>5</td>
<td>1</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Years of service as principal in current school</th>
<th>Less than 1</th>
<th>1-3</th>
<th>4-10</th>
<th>11-15</th>
<th>16 or more</th>
<th>No response</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1</td>
<td>5</td>
<td>14</td>
<td>1</td>
<td>-</td>
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</tr>
</tbody>
</table>

Most principals indicated that they possessed an academic qualification at graduate or post-graduate level.

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<tr>
<td>5</td>
<td>-</td>
<td>8</td>
<td>1</td>
<td>2</td>
<td>5</td>
<td>-</td>
</tr>
</tbody>
</table>

The principals participating in the research were from schools ranging from PP5 to PP1, with the majority of schools being classified as PP2 or PP4. These schools vary widely in their cultural identity and have student numbers ranging from less than 50 to over 800. Eight of the respondents indicated the student numbers at their schools were remaining constant, nine indicated numbers decreasing and four indicated the their numbers were increasing. A School Council was operating in a majority of the schools and eight schools indicated that they were part of the Disadvantaged School Program.
Table 3. School classifications

<table>
<thead>
<tr>
<th>PP1</th>
<th>PP2</th>
<th>PP3</th>
<th>PP4</th>
<th>PP5</th>
<th>PP6</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>7</td>
<td>3</td>
<td>7</td>
<td>1</td>
<td>-</td>
</tr>
</tbody>
</table>

Information from both questionnaires has been incorporated into this report. In some instances, however, because the questions from each of the questionnaires varied, numerical data relating to the number of respondents will vary. Written comments from all respondents were incorporated into the results.

The Concept of Quality

Principals could identify with all three definitions of 'quality' to a certain degree, although there was a perception that these definitions could be too academic and restricted in relation to the school situation. One comment suggested that quality might best be defined in terms of a 'quality school' rather than as an isolated concept.

There appears to be a strong belief that quality is contingent upon particular situations, rather than being an 'absolute standard' applying to all situations. One principal's comment that quality is largely dependent on the tone or climate developed by the school leadership seems to reflect the complexity of the concept as perceived by the respondents.

Knowledge of 'quality management' Approaches

With the exception of QA Review and school-based evaluation, principals indicated generally that they had limited knowledge of the
Table 4. Degree to which definitions of quality are reflected in principal's beliefs about quality

<table>
<thead>
<tr>
<th></th>
<th>None</th>
<th>Min.</th>
<th>Some</th>
<th>Signif.</th>
<th>High</th>
<th>Uncert.</th>
<th>No Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality as an absolute standard</td>
<td>3</td>
<td>3</td>
<td>2</td>
<td>6</td>
<td>-</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Quality as objectives set for a specific program/process</td>
<td>-</td>
<td>1</td>
<td>3</td>
<td>7</td>
<td>4</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Quality as 'fitness for use'</td>
<td>-</td>
<td>-</td>
<td>7</td>
<td>3</td>
<td>4</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>3</td>
<td>4</td>
<td>12</td>
<td>16</td>
<td>8</td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>

Quality management approaches. The approaches of Total Quality Management and Quality Systems are least understood by the respondents. There seems to be a developing knowledge of 'best practices' as identified through the school review process, but it seems that the dissemination of these practices is not widespread.

There was a perception that quality control is essential in any school or organization, although one respondent questioned the meaning of the term 'inspection' in relation to quality control and this may reflect the difficulty in gaining consensus in interpreting the meaning of these relatively new concepts. The comment by one principal that there has never been proper or meaningful in-service offered in relation to QA or TQM may explain the lack of knowledge of these approaches. It could also be the case that Quality Assurance Systems based on Australian or International Standards have limited relevance to schools and knowledge of such systems has not been necessary.
Table 5. Degree of knowledge of quality management approaches

<p>| Periodical school-based audit and review initiated and undertaken solely by the school........ | 1 | - | 3 | 6 | 5 | 1 |
| Quality Control (Inspection) based on testing, assessment and evaluation of specific outcomes... | - | 1 | 7 | 3 | 4 | 1 |
| Quality Assurance School Review as undertaken in conjunction with the Quality Assurance Directorate........ | - | - | - | 1 | 13 | 1 |
| Quality Assurance Systems guidelines based on Australian or International Standards........ | 1 | 7 | 4 | 3 | - | 1 |
| National or International indicators of quality improvement.. | 4 | 4 | 6 | 1 | - | 1 |
| NSW 'Best Practices' relating to teaching/learning, school management, administration and governance........ | 1 | 1 | 6 | 3 | 4 | 1 |</p>
<table>
<thead>
<tr>
<th>Total Quality Management........</th>
<th>1</th>
<th>6</th>
<th>7</th>
<th>1</th>
<th>1</th>
<th>-</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>8</td>
<td>19</td>
<td>33</td>
<td>18</td>
<td>27</td>
<td>6</td>
</tr>
</tbody>
</table>

**Quality Management Training**

Less than half (8) of the respondents had undertaken quality management training in the past. The 'training' that had been undertaken was short term and generalized. Three principals noted that completion of the Certificate of School Leadership, which they had completed, contained a component relating to quality management.

Other completed training was in the form of Departmental T&D courses, a TAFE management course and as part of master's degree studies. Other
sources of information relating to quality management came from aspects of Principals' conferences and from membership of Quality Assurance review teams. One respondent had attended a Total Quality Management course relating to public sector management but the lack of background knowledge and experience of the respondent limited its value. No respondent indicated that they were currently undertaking any formal quality management training.

**Professional Development Experience during 1993/4**

Generally, respondents had limited professional development experience in any form of quality management during the last two years, with only a few principals indicating that they had experienced significant or high professional development experience in any form. One principal summed up the situation in the following way:

> The Department of School Education has done very little to fully inservice/educate its school executive staff in relation to 'quality management', other than the usual 'quick fix', 'bandaid' type courses which have often been delivered out of context (in isolation).

'Access to printed materials' and 'school-based staff led professional development' were the only forms of professional development experienced by a large number of the respondents but they had only 'some' experience in this medium. It seems that principals' knowledge of quality management may be based on materials on the subject sent to their schools from time to time.

It seems clear that opportunities to undertake professional development outside the school have either not been available or
utilized by most respondents. These include 'external' forms of professional development such as contributions by community personnel who may have some expertise, use of quality management consultants, attendance at specific quality management courses, use of audio-visual programs on quality initiatives, attendance at conferences on 'quality' issues or assistance from the Department of School Education.

Other professional development activities identified were professional reading undertaken by those particularly interested in 'quality management' and attendance at principals' meetings. It was noted that Directors of Schools, due to their work overload, had limited opportunity to contribute to such professional development.

Management Skills

Principals indicated a strong confidence in their managerial abilities although some respondents were unsure of the meaning of terms such as 'reflexive skills' and measurement 'statistical' skills. The managerial skills of measurement, research and information management were the only areas where some respondents indicated a lack confidence.

Other managerial skills identified as being of value were financial skills, time management skills and interpersonal skills. It was noted that knowledge and skills in financial management is vital in that this supports all school programs.
Table 6. Professional Development experienced during 1993/4

<table>
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<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>Reading printed information relating to quality management......</td>
<td>2</td>
<td>1</td>
<td>10</td>
<td>2</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>School-based, staff-led professional development relating to quality management</td>
<td>3</td>
<td>2</td>
<td>7</td>
<td>2</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>School-based, community-led professional development relating to quality management</td>
<td>11</td>
<td>2</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Professional development relating to quality management from a Director of Schools</td>
<td>5</td>
<td>6</td>
<td>4</td>
<td>1</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Professional development from QA Directorate personnel as consultants......</td>
<td>8</td>
<td>3</td>
<td>4</td>
<td>1</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Professional development from quality management consultants other than DSE</td>
<td>10</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Attendance by at external courses relating to quality management......</td>
<td>10</td>
<td>2</td>
<td>3</td>
<td>1</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Viewing audio-visual programs relating to quality management......</td>
<td>10</td>
<td>2</td>
<td>3</td>
<td>1</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Attendance at quality management conferences......</td>
<td>11</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>-</td>
<td></td>
</tr>
</tbody>
</table>

Perceptions of Policy Concepts

All four definitions of ‘policy’ were identified by respondents as being relevant to policy development in their schools. Only a minority of respondents considered that policy defined as ‘a common philosophy’ had little relevance to their organizations.
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</tr>
</thead>
<tbody>
<tr>
<td>Analytical skills (ability to comprehend the complexity of systems/processes)</td>
<td>-</td>
<td>4</td>
<td>5</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>Evaluation skills (ability to conduct program and curriculum evaluation)</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>10</td>
<td>4</td>
</tr>
<tr>
<td>Information management skills (ability to use computers to store and manipulate information)</td>
<td>1</td>
<td>3</td>
<td>3</td>
<td>6</td>
<td>3</td>
</tr>
<tr>
<td>Measurement skills (ability to generate information from statistical data)</td>
<td>1</td>
<td>4</td>
<td>3</td>
<td>7</td>
<td>1</td>
</tr>
<tr>
<td>Negotiation skills (ability to reach mutual agreement or consensus)</td>
<td>-</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>8</td>
</tr>
<tr>
<td>Oral communication skills (ability to relate verbally to all stakeholders)</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>Organizational skills (Ability to plan and implement programs)</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>9</td>
<td>7</td>
</tr>
<tr>
<td>Problem solving skills (Ability to find viable solutions to problems)</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>9</td>
<td>6</td>
</tr>
<tr>
<td>Public relations skills (Ability to present a positive school image to the community)</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>6</td>
<td>9</td>
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<tr>
<td>Reflexive skills (ability to make sound judgements based on reflection on/in action)</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>11</td>
<td>4</td>
</tr>
<tr>
<td>Research skills (ability to generate theoretical knowledge using qualitative and quantitative methods)</td>
<td>2</td>
<td>7</td>
<td>5</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Team membership skills</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>7</td>
<td>8</td>
</tr>
</tbody>
</table>
(ability to work with others in a problem solving situation)

Written communication skills.......................... - - 3 4 8
(ability to document policy and correspond with all stakeholders)

2 15 32 89 69

The notion of policy held by respondents can be summed up by one principal who suggested that "policy tends to be a conglomerate of the above, reflecting varying degrees of these criteria, depending on the type/breadth/purpose of the policy".

Table 8. Relationship between policy definitions and policy processes

<table>
<thead>
<tr>
<th>Definition</th>
<th>No reflection</th>
<th>Minimal</th>
<th>Some Signif.</th>
<th>High reflection</th>
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</thead>
<tbody>
<tr>
<td>Policy is action resulting from a legitimate planned process...............</td>
<td>-</td>
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<td>3</td>
<td>5</td>
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<tr>
<td>Policy is a set of guidelines for future action by providing broad directions and structures........</td>
<td>-</td>
<td>2</td>
<td>1</td>
<td>6</td>
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<tr>
<td>Policy is the accepted official statement of collective action which is representative of the organization................</td>
<td>-</td>
<td>1</td>
<td>2</td>
<td>9</td>
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<tr>
<td>Policy is a commonly held philosophy relating to values, knowledge, beliefs and aspirations of those it represents...</td>
<td>2</td>
<td>-</td>
<td>2</td>
<td>7</td>
</tr>
</tbody>
</table>

Strategic Quality Management

All respondents perceived all of the strategic processes to have some priority within their schools, with many attributing significant or
high priority to these processes. It was noted by respondents that these 'quality management' priorities can be addressed in schools through educational leadership strategies, the development of quality management plans and with the assistance of expertise within school communities. There was a unanimous belief by respondents that 'quality' is a planned process requiring strategic management. All criteria, including concept development, commitment to shared vision, systems development, training, service provision and organizational evaluation were perceived as necessary.

Respondents indicated most strongly the need for organizational leadership in the quality improvement process, as well as the need for schools to provide a range of educational services based on the needs of stakeholder groups. The difficulties of implementing these priority processes in schools with a teaching executive staff and a small teaching staff was pointed out by one respondent. It was suggested that "whilst the priority remains high there is a much heavier load on staff generally whereas in larger schools so much more can be delegated".

Information Gathering Techniques
The most commonly used information-gathering techniques were identified as brainstorming, interviews, questionnaires, benchmarking and process charts.

Techniques such as pareto charts, SWOT analysis, force-field analysis, market research and cause/effect diagrams were rarely or never used by
Table 9. Strategic Priorities within schools

<table>
<thead>
<tr>
<th>Not a priority</th>
<th>prty.</th>
<th>prty.</th>
<th>prty.</th>
<th>prty.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Developing an understanding within the staff/community about quality improvement</td>
<td>-</td>
<td>1</td>
<td>4</td>
<td>7</td>
</tr>
<tr>
<td>Developing a commitment to a commonly shared vision for the future and the individual/group responsibility required for this</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>Developing systems to support the achievement of specific strategies associated with the vision</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>8</td>
</tr>
<tr>
<td>Developing a training program to equip stakeholders with the required skills to contribute to school improvement processes</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>8</td>
</tr>
<tr>
<td>Developing a focus on providing services which satisfy the needs of the organizational stakeholders</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>8</td>
</tr>
<tr>
<td>Developing a process of school based review for systems accountability and improvement</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>9</td>
</tr>
<tr>
<td>Developing organizational leadership to ensure that quality systems are in place and operational</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>11</td>
</tr>
</tbody>
</table>

| Total | 0     | 3     | 9     | 57    | 43    |

respondents. A number of respondents indicated limited or no knowledge of these concepts, although one respondent suggested that these techniques could be currently in use in schools but defined as something different. Other information gathering techniques were identified as surveys, informal discussions and regular staff meetings.
Table 10. Use of information gathering techniques in problem identification and problem solving

<table>
<thead>
<tr>
<th></th>
<th>No use made</th>
<th>Minimal use</th>
<th>Some use</th>
<th>Significant use</th>
<th>High use</th>
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<tr>
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<td>Affinity networks</td>
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<td>2</td>
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<td>Flow charts</td>
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<td>4</td>
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<td>3</td>
<td>-</td>
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<tr>
<td>Pareto charts</td>
<td>14</td>
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<td>-</td>
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<tr>
<td>Cause and effect diagrams</td>
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<td>Force-field analysis</td>
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<tr>
<td>Benchmarking</td>
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<td>Career-path mapping</td>
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<td>2</td>
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<tr>
<td>Market research</td>
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<td>4</td>
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<tr>
<td>SWOT analysis</td>
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<td>-</td>
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<tr>
<td>Interviews</td>
<td>-</td>
<td>1</td>
<td>5</td>
<td>6</td>
<td>4</td>
</tr>
<tr>
<td>Evaluation questionnaires</td>
<td>-</td>
<td>1</td>
<td>2</td>
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<td>4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>64</strong></td>
<td><strong>35</strong></td>
<td><strong>39</strong></td>
<td><strong>47</strong></td>
<td><strong>23</strong></td>
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</tbody>
</table>

Quality Policy

Most respondents indicated that a separate 'quality policy' did not exist within their schools and that they were unfamiliar with the notion of a 'Quality Policy' as a separate document. The concept itself was unfamiliar to some respondents. One principal, however, indicated that the development of a Quality Policy was a priority for 1995.
One respondent noted that a 'Quality Policy' possibly existed, "depending on how you define a Quality Policy - We, in my opinion have a Quality School Management Plan that is, in effect, a Quality Policy". Another principal noted that even without a separate policy relating to "Quality", the "fitness for use" definition of quality was being achieved at the school, although it was suggested that there is still a need to do something about raising awareness in relation to quality management.

In a number of instances, 'Quality Policy' was perceived to be part of, or synonymous with, the strategic management plan. In this sense 'quality' was perceived as existing within the schools vision, mission, strategic management processes and action plans (including long term/short term goals). These respondents indicated that their schools had well documented policies, with emphasis on quality, on all aspects of school organization. Some respondents did not believe there was value in developing a separate 'quality policy' as 'quality' was seen to permeate all other organizational policy and practice. Such policies had in-built evaluation cycles which lead to improvement. As noted by one principal - "Every school should be seeking continual improvement in all operations - why have a policy?"

<table>
<thead>
<tr>
<th>Table 11. Existence of a Quality Policy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
</tr>
<tr>
<td>-----</td>
</tr>
<tr>
<td>5</td>
</tr>
</tbody>
</table>
Those respondents who indicated that a 'Quality Policy' existed within their schools identified a number of benefits emanating from its existence. These included:

(a) The provision of specific guidelines for all interest groups;
(b) The existence of written interpretation of school organizational procedures;
(c) The existence of a process to enable new staff to be familiarized with organizational procedures;
(d) Assistance in targeting the pursuit of excellence and celebrating achievements;
(e) Contributions to change in staff morale - commitment to task - ownership of programs - energy and enthusiasm;
(f) Predictability in both administrative and educational outcomes;
(g) The provision of a guide for the inexperienced or incompetent personnel to gauge their practice;
(h) The provision of indicators for accuracy in the interpretation of outcomes.

Some factors were identified which limit the development of a Quality Policy in schools. These included a lack of stakeholder understanding of the quality management process, the degree of staff and community interest in quality management, differing concepts of quality among stakeholder groups and need for appropriate administrative technologies to implement the quality management policy. Of most significance, though, was the availability of personnel with expertise in quality management and, in particular, time available for Quality Policy development. Some respondents noted problems experienced in relation to the development of a Quality Policy. These included time constraints, pressures relating to the implementation of new Department of School Education curriculum documents, keeping QM documents current, assisting stakeholder groups in understanding their role in the process and maintaining compatibility between policy and practice.
Future strategies for the further development of a Quality Policy included the completion and amendment of Quality Policy documentation, the development of a policy which specifically targets 'Quality' across all school procedures and the formal inclusion of P&C representation on committees. Although the existence of a Quality Policy was in the minority, respondents overwhelmingly indicated the existence of policy development strategies which could be identified as part of a quality system. School-based strategic planning and evaluation are policy development strategies being undertaken in the schools of all respondents. The use of 'best-practices' was the only strategy not used by the majority of schools.

<table>
<thead>
<tr>
<th>Table 12. Policy development strategies in operation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategy not operating</td>
</tr>
<tr>
<td>-------------------------</td>
</tr>
<tr>
<td>School-based strategic planning processes... -</td>
</tr>
<tr>
<td>Use of teams to improve school processes.... 3</td>
</tr>
<tr>
<td>School-based monitoring and evaluation of school systems and processes............ -</td>
</tr>
<tr>
<td>Auditing of policy documentation to monitor written procedures............ 3</td>
</tr>
<tr>
<td>Use of 'best practice' benchmarks relating to policy development processes.... 9</td>
</tr>
<tr>
<td>Use of 'critical success factors' (performance indicators) to assess the achievement of policy outcomes........ 2</td>
</tr>
<tr>
<td>17</td>
</tr>
</tbody>
</table>

Some procedures were identified for ensuring that personnel involved in the implementation of the Quality Policy understood their
Responsibilities. These included the negotiation of role statements, performance management practices, T&D practices, supervision and the development of management plans for school staff.

'Quality Policy' monitoring and evaluation processes included informal data gathering, questionnaires, meetings, feedback from interest groups, committee self-evaluation, semester reports by action group coordinators and semester reports to School Council for approval of such documents as the School Management/Development Plan.

Quality Assurance Review

The value of each aspect of the QA Review process varied widely among the respondents, reflecting principals' perceptions of the QA Review which ranged from highly worthwhile to almost useless. Concerns were expressed about the validity of parental responses to review questions and the ability of the review team as virtual strangers to be able to contribute meaningfully to school development.

There was no indication that the QA Review is generally perceived to contribute in a significant way the further development of quality management, although it is clear that the process contributes to some degree. The vast majority of principals indicated that the review did not result in specific recommendations relation to quality management development. Recommendations which were perceived as contributing to quality management development related to such areas as evaluation and assessment, leadership approaches and policy relevance.
Approximately 50% of the respondents believed that the QA Review could have been more useful in contributing the quality management in their schools, while three were uncertain. Suggestions for further contribution to quality management included the framing of more achievable recommendations; planning a follow-up review after recommendation have been implemented; a clear rationale for nominating focus areas and question development; a better understanding of quality management by review team members; a focus on development and evaluation processes; the examination of a broader range of school processes; and, to consider 'quality management' as an area for review investigation.

A number of ways in which the QA Review contributed in unexpected ways to the development of quality management were identified. These included its contribution to staff self-esteem and morale; community awareness of school accountability; principals' reflection on their leadership roles; the development of an annual review process; perceptions of different stakeholder groups about decision making processes; and, the review of goal setting and evaluations.

Two respondents maintained that the QA review did not contribute in any unexpected ways to the development of quality management. One principal noted that the review was "an interesting exercise but I don't feel it resulted in any significant change to the quality management other than the implementation of the specific recommendations".

Page - 20
Table 13. Contribution of the QA School Review to quality management development

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-review processes............</td>
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<td>4</td>
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<tr>
<td>Overall review experience......</td>
<td>2</td>
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<td>8</td>
<td>4</td>
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<tr>
<td>The concluding staff meeting...</td>
<td>3</td>
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<td>9</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Information from interviews....</td>
<td>2</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Information from observations made during the review...........</td>
<td>3</td>
<td>1</td>
<td>7</td>
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</tr>
<tr>
<td>Information from document analysis...</td>
<td>2</td>
<td>3</td>
<td>6</td>
<td>4</td>
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<tr>
<td>Team leader contribution.......</td>
<td>1</td>
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<td>4</td>
<td>1</td>
</tr>
<tr>
<td>Contributions from member/s of the review team............</td>
<td>3</td>
<td>2</td>
<td>5</td>
<td>5</td>
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<tr>
<td>The report recommendations.....</td>
<td>3</td>
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</tbody>
</table>

23 27 50 34 10

Discussion

From the perspective of the principals who participated in the questionnaire, 'quality' is associated with the unique culture of the each school and seen to permeate all aspects of the organization rather than be perceived to exist a separate entity or policy. Respondents generally believed 'quality' to exist within their schools without the use of specialist techniques or quality management approaches to develop it. One respondent noted that:

The notion that there is some magic process for obtaining quality is a myth. The culture of the school, which is created by the leader in conjunction with staff, delivers quality. It all depends on the staff, the leader and the culture).

Beliefs about the general value of the QA Review varied, but it was generally accepted that the QA Review process did not significantly
contribute to 'quality management development' but it may have the potential to do so.

Principals have not experienced a great deal of professional development in relation to 'quality management' as it related to 'quality systems' or 'quality assurance' and have had little opportunity to evaluate these concepts in relation to their relevance to education.

While principals identified strongly with the strategic management priorities suggested, it is clear specific 'quality techniques' are not perceived as necessary to achieve such priorities. The fact that respondents believed themselves to have strong management skills may explain why they have not found it necessary to introduce further problem-solving techniques.

Although some factors relating to quality management in schools, such as professional development experience, seem to be same regardless of the size or complexity of the school, less experienced principals generally placed more value on the QA Review and seem more likely to embrace the 'quality systems' approach to quality management than more experienced principals. One clear indication seems to be that principals require more access to a variety of professional development in relation to quality management in order to be able to make informed judgements as to its value to their schools.
Appendix 1: School enrolments

<table>
<thead>
<tr>
<th>School</th>
<th>Total student numbers</th>
<th>%LBOTE students</th>
<th>% Aboriginal students</th>
<th>% Special Ed. students</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
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<td>0</td>
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Appendix 2: Existing Staff Allocations (approximate)

<table>
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<th>School</th>
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<th>ET</th>
<th>AST</th>
<th>Class</th>
<th>ESL</th>
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</table>

Page - 23
26 Hall Parade,
Hazelbrook, NSW, 2779
November 20, 1994

Elizabeth James,
Principal,
Wisemans Ferry Public School,
Old Northern Road,
Wisemans Ferry, 2775.

Dear Elizabeth,

Thank you participating in the quality management questionnaire last term. Please find enclosed some preliminary findings based on the 21 schools participating. The time and effort you took to complete the questionnaire is very much appreciated and the analysis of the data was most informative.

I am currently in the process of working with a larger number of schools - about 50 - who have undertaken QA this year. I have been able, as a result of your cooperation, to develop an instrument which focuses on the professional development needs of principals in relation to their leadership role in the quality management process. This larger sample may enable the comparative analysis of some of the variables which influence leadership development relating to quality management.

Should you have any suggestions in relation to quality management leadership development, or if you have undertaken any other quality management initiatives within your school, please keep me informed - I am very interested in any development. Any comments in relation to the survey findings are also welcome. If you want a copy of the analysis of the next round of questionnaires, let me know and I'll send you one when it is complete.

Once again, thank you for your assistance.

Yours sincerely,

Geoff Berry
APPENDIX E

Ethics Approval Certificate to conduct research
Interim ethics approval has been granted for the following project:

**THE STRATEGIC DEVELOPMENT OF QUALITY MANAGEMENT POLICY IN NSW PRIMARY SCHOOLS**

Approval will be for a period of twelve months, commencing 25 February 1994, subject to the following conditions:

1. **The information letter to principals of schools who will be invited to complete questionnaires should be amended to include:**
   
   a. **The School within Macquarie University with which the Principal Investigator (PI) is associated, i.e. School of Education, and a contact telephone number for the PI.**
   
   b. **The name, School affiliation, and contact telephone number of the supervisor of the research.**
   
   c. **An estimate of the time required to complete the questionnaire. The statement “the questionnaire will not require a great deal of time” is not adequate.**
   
   d. **Subjects should be assured that they can withdraw from the study at any time without penalty. This means that they can request that their questionnaires not be used in the study.**
   
   e. **The letter should be printed on Macquarie University letterhead or that of another institution if that is appropriate.**

2. **The information letter to the principal of the school in which the case study will be conducted should be amended to include:**
   
   a. **The School within Macquarie University with which the PI is associated and a contact telephone number for the PI.**
(b) The name, School affiliation, and contact telephone number of the supervisor of the research.

(c) The principal should be assured that if he/she chooses to terminate participation in the research, that this can be done "without penalty".

(d) The letter should be printed on Macquarie University letterhead or that of another institution if that is appropriate.

(3) The information letter to prospective participants in the case study should be amended to include:

(a) The School within Macquarie University with which the PI is associated and a contact telephone number for the PI.

(b) The name, School affiliation, and contact telephone number of the supervisor of the research.

(c) The statement "you may discontinue at any stage ..." should be changed to "you may discontinue without penalty at any stage ...".

(d) The information letter and the consent page signed by participants should be incorporated into a single form, one copy of which is signed and retained by the participant, and one copy of which is signed and retained by the PI. In this way, both parties involved in the research have a complete, signed copy of the agreement which was made.

(e) The letter should be printed on Macquarie University letterhead or that of another institution if that is appropriate.

(4) The Committee requires that all applications submitted for review be typed. A typed copy of your application should be submitted to the Committee for its records by 31 March 1994.

At the end of the approval period you will be required to submit an application for renewal of the approval if the project is still current.

Please remember that if your project aims change in a manner which results in alteration of the protocol, the Ethics Review Committee (Human Subjects) should be notified. At all times you are responsible for the ethical aspects of your research.

Dr J Ungerer
CHAIR, ETHICS REVIEW COMMITTEE (HUMAN SUBJECTS)
APPENDIX F

Letters to School Principals relating to their participation in the Quality Management Questionnaire
26 Hall Parade,
Hazelbrook, NSW, 2779.

October 27, 1994

Phone: (02) 838 8877 (work)
(047) 58 6617 (Home)

************,
Principal,
************ Public School.

Dear ,

I am writing to you to request your assistance in gaining information relating professional development in quality management for school principals.

This is part of post-graduate research to be undertaken by me through the School of Education, Macquarie University. The research is being supervised by Dr John Braithwaite, School of Education, Macquarie University (Phone 805 8642).

A major component of the research is a questionnaire to be administered to principals of primary schools from the Metropolitan West Region who undertook Department of School Education quality assurance school reviews during 1993/94. I was involved as a team member in that process during terms 2 and 3, 1993, with the Sydney West Unit.

Basically, the research will seek to find out about such factors as Principals' current and previous professional development relating to quality management, current attitudes towards quality management, as well as perceptions about the future directions of training in this area.

The information from the schools selected will be collated to provide an overview of the leadership training requirements of primary school principals in relation to quality management. The information generated from the research will assist with future T&D for principals within our region.

I also intend to invite some respondents to participate in interviews as a follow-up to the questionnaire responses.

'Developing Excellence in Teaching, Learning and Leadership'
The research has gained the approval of the NSW Department of School Education and the relevant document is attached.

Information provided from each school will, of course, be confidential, and no mention of individual schools will be made. As a participant, it is understood that you may chose to withdraw without penalty from the research at any stage. Should you choose to do so, no written or oral responses you have provided will be used or referred to in the research.

The questionnaire will take approximately 30 minutes to complete, but it may be necessary for me to contact you after receiving your completed questionnaire should there be any clarification required on my part. I may also be requesting, as part of the analytical process, any policy documents relating to quality management that schools may be willing to share.

I hope that you will agree to assist with the questionnaire, and I will contact you by phone in the near future to discuss it further with you.

Yours sincerely,

Geoff Berry
November 21, 1994

Phone: (047) 58 6617 (Home)
      (02) 638 8959 (Work)

Dear **********, 

Thank you for agreeing to participate in the research I have discussed with you recently. At present 53 principals from Met. West who undertook school review during 1994 have agreed to assist by completing the questionnaire.

Please find enclosed the questionnaire relating to school-based quality management which will be a major part of the research.

I understand (from experience) how busy principals are, so I hope that the completion of the questionnaire will not take up too much of your time.

I have provided as much space as possible for comments and I would appreciate any explanations relating to your choices. These comments will be invaluable in interpreting responses.

Any suggestions about the structure, content or nature of the questionnaire would also be appreciated (eg ambiguities, length, etc.)

I would appreciate it if the questionnaire could be returned by December 9, if possible.

Thank you again for your assistance.

Yours sincerely,

Geoff Berry

'Developing Excellence in Teaching, Learning and Leadership'
APPENDIX G

Analysis of Scales examining the relationship among Quality Systems concepts
Investigating the correlation between principals’ conceptual understanding of quality management and the existence of a Quality System

The notion of a ‘quality system’ in relation to the implementation of quality management was a key construct being investigated in this study, and is defined as the practical strategies which an organization utilizes to implement the philosophy of quality management.

Principals within this study were invited to provide information on two aspects of such a ‘quality system’. These were the ‘quality management approach’ being undertaken within their school and the ‘problem solving techniques’ being utilized by them as part of their quality system.

In order to investigate the concept of ‘quality systems’ further, the relationship between principals’ understanding of quality management and the two components of a quality system referred to above were investigated. The analysis of these three scales was undertaken to identify any existing relationship between principals’ understanding of certain quality concepts and their utilization of specific problem solving techniques or quality management approaches. The SPSS program was utilized to generate five kinds of data.

Item range scores. For each item in the three scales respondents could select numbers between 1 and 5 to indicate their beliefs about the item. In all cases the number ‘1’ indicated the least degree of agreement and number ‘5’ the highest degree of agreement with the item criteria. Item range scores showed the upper and lower limits of all the responses for each item in the scale.

Mean response scores. For each item, the mean was calculated for the total responses, in order to gain an indication of how the respondents as a group rated the item.

Item v Total Correlations. For each item in each of the three scales, the correlation between each item and the combined score for the rest of the items (i.e. without the contribution of the item in question), was calculated. This provided an indication of the relationship of each item to the total scale.

Cronbach Alpha. This index enabled the internal consistency of the set of items in each scale to be calculated.

Correlation coefficients. The relationship among the three scales (principals’ understanding of quality concepts; principals utilization of quality management approaches; principals’ use of problem solving techniques) was calculated in order to determine whether any existing relationship could have some statistical significance.

Each of the three scales will be discussed below within the context of the analytical processes described above.
Principals' understanding of quality concepts

Principals were invited to rate their current understanding of a number of quality management concepts on a five point Likert type scale, with '1' indicating 'no understanding' to '5' indicating 'high understanding'. The 13 quality concepts selected for the scale were those commonly referred to in the literature on quality management and describe in broad terms key elements of the quality movement. Members of organizations undertaking quality management as an organizational change process would be likely to be familiar with these terms and understand their purpose. Table A describes each of the items in the scale, along with the scores for each of the statistical calculations.

Respondents ranged from having no/limited knowledge to high knowledge across all items, except for an understanding of ‘Quality function deployment’, where, at best, respondents only had ‘some knowledge’ (26 out of the 34 respondents indicated either little or no knowledge). The mean for participant responses ranged from 1.9 for the item ‘quality circles’ to 3.9 for the item ‘quality assurance’, with a mean for the total scale of 3.0, indicating the respondents generally had ‘some’ understanding of the quality concepts in the scale.

Item v total correlations were generally quite high ranging from 0.46 for the item ‘quality function deployment’ to 0.86 for the item ‘quality tools’, indicating that all items had acceptable relationship with the construct being investigated. A Cronback alpha of 0.94 indicated high internal consistency within the scale.

Principals' utilization of quality management approaches within schools

Principals were invited to rate the degree to which they were utilizing a number quality management approaches within their schools. The six quality management approaches selected for the scale were those which are commonly utilized in both private and public sector organizations, and represent organization-wide strategies for organizational change and improvement. Again, using a Likert type scale, principals were invited to rate the degree to which each approach was existing within their schools. Table B describes each of the items in the scale, along with the scores for each of the statistical calculations.

Responses on all items from participants were spread across the range from indications that approaches to quality management were ‘not operating’ to ‘operating to a high degree’. Mean scores for these responses ranged from 1.6 for the item ‘International indicators of quality improvement’ to a score of 3.4 for ‘periodical school-based review initiated and undertaken solely by the school’, with a mean for the total set of items of 2.4. This seemed to indicate that respondents generally were only implementing such approaches in a minimal way.
Item v total correlations were low but acceptable, and were made slightly higher by the deletion of one of the items entitled ‘quality circles’, where 33 out of the 34 respondents indicated that this approach was not in use. A Cronbach alpha score of 0.63 indicated reasonable internal consistency, which would have been 0.61 had the deleted item been included.

**Principals’ Utilization of problem solving techniques**

Principals were invited to indicate the degree to which 14 problem solving techniques were being utilized by them for the problem solving within their schools. Each technique was included on the scale because of its accepted usage in both private and public organizations for the purposes of generating data for decision making. In this scale, participants were also invited to rate their degree of usage of these techniques on a Likert type scale. Table C describes each of the items in the scale, along with the scores for each of the statistical calculations.

Responses ranged from no/little utilization of a technique to high usage of a technique. However, there was evidence that some techniques, such as ‘surveys’, ‘questionnaires’ and ‘brainstorming’ were widely utilized by respondents, while other such as ‘affinity networks’, ‘process charts’, ‘flow charts’, ‘force field analysis’, ‘career path mapping’, and ‘market research’ were not used to a high degree. Mean scores ranged from 1.1 to 4.0 with a mean for the total set of items of 2.6, indicating that generally the problem solving techniques within the scale were not widely utilized by these principals.

Item v total correlations varied between 0.21 and 0.56, indicating that some items had only a limited relationship with the construct of ‘problem solving techniques’ which was being investigated. A Cronbach alpha score of 0.72 was acceptable, but could have been enhanced by the deletion of some of the items which were less related to the construct being investigated.

**Correlations between the three constructs**

The analysis undertaken above of the three scales may assist in understanding variables which might have some contribution to the development of such a quality system. The three scales discussed above seem to, in themselves, be worthy of further investigation, given their Item v total correlations and their internal consistency scores.

A major purpose, therefore, of this analysis was to identify any relationship which might exist between principals’ understanding of a number of quality concepts and the two identified components of a quality system. This analysis, therefore, sought to investigate:

(a) Principals’ understanding of quality management concepts and their utilization of quality management approaches; and

(b) Principals’ understanding of quality management concepts and their use of
problem solving techniques

Table D contains the correlation coefficients which indicate the strength of the relationship among the three constructs. With a correlation coefficient of 0.43, there seems to be some existing relationship between the two 'quality system' variables (ie Quality Management Approaches and Problem Solving Techniques). Given this, there would seem to be some justification for the investigation of the relationship between each of these variables and Principals’ understanding of Quality Management Concepts.

There seemed to be some correlation between principals understanding of quality concepts and their implementation of approaches (0.37), and techniques (0.74), the correlation with the use of problem solving techniques was clearly stronger. It would seem that the implementation of practical strategies relating to quality management in schools could have some relationship with a conceptual understanding of the nature of quality management.

This finding points the way for more detailed research relating to the links between principals’ conceptual understanding and the possible practical approaches utilized within their schools, as a means of developing a better understanding of what constitutes a 'quality system'.
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<tr>
<th>Item</th>
<th>Description</th>
<th>Item Range</th>
<th>Mean Score</th>
<th>Item v Total Correlations</th>
<th>Alpha with Item deleted</th>
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<td>Process of external audit of organization’s documented quality management procedures</td>
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<td>3.9</td>
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<td>Quality Control</td>
<td>Process of inspecting final products to assess the degree to which specification have been met</td>
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<td>3.3</td>
<td>0.74</td>
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<td>3.2</td>
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<td>Quality Tools</td>
<td>Specific data gathering and problem solving techniques</td>
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<td>2.7</td>
<td>0.86</td>
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<td>Quality Circles</td>
<td>Organization wide problem solving team structure</td>
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<td>Stated intent of the organization in relation to the achievement of policy</td>
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<td>Quality Indicators</td>
<td>Specific reference points to gauge improvement in key areas</td>
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<td>3.5</td>
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<td>Quality Function Deployment</td>
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<td>3.4</td>
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<td>Benchmarking</td>
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<td>3.4</td>
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Cronbach Alpha 0.94
Table B. Mean scores, Item vs Total Correlations and Cronbach Alpha Coefficients relating to Principals’ utilization of quality management approaches

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<tr>
<th>Item</th>
<th>Item Range</th>
<th>Mean Score</th>
<th>Item vs Total Correlations</th>
<th>Alpha with Item deleted</th>
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<td>Periodical school-based audit and review initiated and undertaken solely by the school</td>
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<td>3.4</td>
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<td>Quality Control (Inspection) based on testing, assessment, and evaluation of specific outcomes</td>
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<td>3.2</td>
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<td>National or International indicators of quality improvement</td>
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<td>NSW ‘Best Practices’ relating to teaching/learning school management, administration and governance</td>
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<td>0.55</td>
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<td>2.3</td>
<td>0.32</td>
<td>0.60</td>
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<td>Cronbach Alpha</td>
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<td>0.72</td>
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Cronbach Alpha 0.72
**Table D. Correlation Coefficients showing the relationship between the constructs of ‘understanding quality concepts’, ‘utilization of quality management approaches’ and ‘utilization of problem solving techniques’**

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Portfolio Theme

The Function of Leadership Teams in Facilitating Organizational Change in Primary Schools

This document includes a Portfolio Overview describing the development of the candidate’s interest and experience in the quality management movement as well as evidence of professional research and practice submitted for the degree of Doctor of Education, University of Western Sydney.

Geoff Berry

September, 1997
PLEASE NOTE

The greatest amount of care has been taken while scanning this thesis,

and the best possible result has been obtained.
Introduction

This document is composed of a set of journal articles, conference papers, and professional development activities being submitted for the degree of Doctor of Education, University of Western Sydney, Nepean, and comprises Component One of two components which constitute the documentation being submitted for this degree.

Portfolio Components

Taken together, the two components of the Portfolio provide the evidence required for the award of Doctor of Education. Each of the components is submitted as a separate document. These components are as follows:

Component 1: Journal articles, conference papers and reports

Theme: The Function of Leadership Teams in the facilitation of Organizational Change in Primary Schools

This documentation includes an overview of the development of the research during the period between 1993-1997, as well as preliminary investigations which have a bearing on the research theme. This component also seeks to establish links with Component 2 of this Portfolio which contains a Thesis based on a questionnaire relating to quality management in NSW primary schools.
Component 2: Thesis

Title: Quality Management in New South Wales Primary Schools: Implications for Leadership Development

This component contains the findings of a questionnaire involving primary school principals from the Western Sydney area. The Thesis focuses on these principals’ perceptions of the nature and value of quality management in primary schools and makes recommendations for leadership development in this area.
Acknowledgments

A number of organizations have been involved in the research in various capacities during the period between 1993 and 1997. These include the NSW Department of School Education, The Australian Organization for Quality, The Australian Quality Council, University of Western Sydney and a number of primary schools within the Western Sydney region. The cooperation and support of these organizations has made this research portfolio possible. The contributions made by these organizations and, in particular, the principals of the schools involved in the research, is highly appreciated. Thanks is also extended to all those who provided critical comments and suggestions during the preparation of journal articles and the presentation of conference papers.

It is hoped that the outcomes of this research will contribute to the further development of quality management in primary schools and in the potential of leadership teams to initiate school improvement processes.
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Overview of Research and Professional Practice relating to the Function of Leadership Teams in Facilitating Organizational Change in Primary Schools

The preparation of school leaders and the development of school leadership teams has been a continuing interest of the researcher since serving as a lecturer in Educational Administration at the Port Moresby Inservice college during 1990. During this period experience was gained through teaching and program development in the Community School Headteacher’s Course and the Diploma of Educational Studies Program for school administrators in PNG seeking to prepare them for the undertaking of further academic studies in education. The need to develop supportive, skill-based leadership programs in collaboration with these Headteachers was apparent, considering the key nature of their position in the PNG educational system and the enormity of cultural change impacting on their work as principals in community schools. Two journal articles and a paper presentation resulted from this experience and focused on reviewing the notion of ‘professional development’ in relation to the need for educational leadership in the PNG system. [The abstracts of these articles appear in Figure 1 below while the complete papers can be found in Appendix A]. This interest in the need to focus on the development of leadership in educational organizations continued after this experience in PNG.

A Developing Interest in Quality Management in Schools

The researcher’s initial interest in the possibilities of ‘quality management’ in school education emerged through participation in sixteen school reviews while a team member within the NSW Department of School Education Quality Assurance Directorate during terms 2 and 3, 1993. During this period, at a stage when the school review process was
Figure 1. Abstracts of Journal articles and a Conference Paper relating to Leadership Development in Papua New Guinea

Title
Towards an Alternative Model for the Professional Development of Teachers in Papua New Guinea Community Schools

Journal

Abstract
There is a current need for evaluative research into the process of professional development in Papua New Guinea in order to establish a more appropriate theoretical basis for professional development programs. Current programs are based on the training of selected personnel on the assumption that knowledge and skills will be disseminated throughout the educational system. While this model may have some success in the development of technical skills, it does not seem to contribute to the development of teacher self-direction through such means as knowledge of contemporary issues, research skills, critical reflection, program planning/evaluation or self-directed learning. Moreover, the model assumes that educational improvement is best achieved if the majority of personnel adopt a passive role and attempt to unproblematically implement imposed, standardized programs. Such a model, it is argued, can best result in ‘training’ programs and is not adequate for the professional development of educational personnel. There is, therefore, a need for those formulating learning programs for school personnel in Papua New Guinea to come to terms with the concept of ‘professional development’.

Title
Community School Leadership Development in Papua New Guinea: perspectives for change

Journal
South Pacific Journal of Teacher Education, 22 (2), pp. 177-188, 1994

Abstract
Community school personnel in Papua New Guinea are expected to undertake an increasingly complex leadership role in making education more relevant to the needs of the community, yet current administrative training does not acknowledge this leadership perspective. In the light of this changing role, the current model for the in-service development of community school leaders in Papua New Guinea appears limited theoretically. This is because existing programs are inadequate epistemologically and do not fully equip community school leaders with the knowledge required to cope with educational change. Existing programs are based on a technical rationality which serves bureaucratic purposes rather than contributing to teacher empowerment and organizational renewal. A new approach is required which recognizes the increasing complexities of community school leadership and which links leadership training with the process of professional development.
Title
A Developing Perspective for the Inservice Training of Community School Headteachers in Papua New Guinea

Conference

Abstract
From an international perspective it has been argued that training programs for teachers in developing countries are not adequately meeting the professional needs of these personnel. In relation to the structure and content of training courses are centralized and participants cover the same materials with the same course repeated year after year with little change. Certainly in Papua New Guinea there is an existing need for more diversity in inservice training programs for educational personnel associated with community schools, many of whom have limited access to inservice courses for cultural reasons associated with tradition or through geographical isolation. Community schools, which provide government funded primary education for children from grades 1-6 throughout PNG, have a major role of educating children to maintain the values of their traditional cultures within the context of an emerging national identity. This is an enormous task given the increasing dissatisfaction with village life and the trend towards urbanization. This paper will examine aspects of the emerging theoretical transformation taking place which is carrying the process of inservice training for Headteachers from a centralized, bureaucratic process towards a school-centred, professional development orientation.

first being developed, the researcher had the opportunity to examine the strengths and limitations of the process in relation to its claimed potential for school development.

Shortly after this QA experience a paper presentation was undertaken which provided a critical evaluation of the school review process. [The abstract of this paper appears in Figure 2 below, while the complete paper is located in Appendix B].

Further interest in quality management in schools was generated through experience within Australian Organization for Quality Education Committee during 1994 until the committee ceased to function during 1995. This committee, composed of representatives from the University of Western Sydney, TAFE, the Department of School Education and
Figure 2. Abstract of Conference Paper relating to Quality Assurance School Review in NSW Public Schools

Title
Quality Assurance School Review: Towards a Critical Model for the development of Educational Organizations

Conference
Paper presented at the International Congress for School Effectiveness and Improvement, Melbourne, January 3-6, 1994

Abstract
Quality assurance school review, as a result of the devolution of management responsibility to individual organizations, is being developed in Australian educational systems for school accountability and development purposes. It could be argued that, while this review process is currently successful as an accountability process, the means by which the process contributes to school development is misunderstood.

The current model guiding the school review process in NSW can contribute to the development of a continuing process of organizational stakeholder policy analysis, based on constructivist approaches which attempt to gain the perceptions about designated aspects of the organization from all major stakeholders. The process could be the catalyst for school development through a cultural movement within schools towards critical policy analysis which could investigate the assumptions underlying organizational values relating to future planning. In many cases school review can be the first stage in a cultural shift towards a more open and critical policy development process.

The incorporation of critical policy analysis into a school’s strategic planning processes could challenge the assumptions upon which existing policy development processes are based and contribute to the conceptual movement necessary for substantial educational change to be made at the organizational level.

private enterprise, had investigated the concept of developing a course for educators in basic quality concepts, but this course did not eventuate. Two 'Quality in Education’ seminars did eventuate in 1994, attracting some interest from university, TAFE and school educators, but long-term programs for quality in education did not occur in school education as a result of these seminars. The existence of this committee, however, did create a continuing interest among educators in the concept of the further development of quality initiatives in education.
The expanding interest in quality in schools was also reflected in the NSW Department of School Education priorities for 1993/4 which included 'quality teaching' and 'quality learning'. The existence of these priorities also supported the researcher's interest in further understanding the nature of 'quality' in schools. These priorities existed within the notion of schools as 'learning communities, which began to emerge within NSW during 1994.

**Researching Professional Development Needs in Quality Management**

Although there seemed to be a developing interest in the concept of 'quality schools', especially within the USA, there were limited research findings or current research being undertaken which might serve as a knowledge base relating to quality management in Australian schools or in relation to professional development needs in this area. There was little indication as to the status of 'quality management' in schools, or its perceived value. This interest led the researcher to consider possible approaches to support quality management development within primary schools, but further information was required in order to develop support strategies. For example little information was available about:

- current levels of understanding by school personnel of quality management approaches;
- approaches to quality management currently in operation in schools;
- perceived professional development requirements to support quality management initiatives;
- the degree of interest existing in schools to undertake quality management innovations.

Discussions with school leaders during 1994 also highlighted the interest many leaders had in the possibilities of quality management as a paradigm for school improvement, but
it seemed that these school leaders had limited understanding of the nature of quality management as it applied to school education.

**Questionnaire Research**

The lack of this kind of knowledge led to the development of a Quality Management Questionnaire which was sent to a number of school principals during 1994 in order to gain a better understanding of their quality management requirements. The theoretical framework for the development of the questionnaire was based on current literature on quality management in schools and school systems. The outcome of the analysis of an initial version of this questionnaire, involving 21 school principals from primary schools in Western Sydney, was a report entitled ‘Quality Management in School Education’, which examined perspectives on quality management as a process of continuous improvement in these schools. [Appendix C contains a copy of this Report].

The report presents the findings of these principals’ responses relating to the value of quality management as a change process for school education. Respondents, all being primary school principals in the Western Sydney area, were invited to provide information about their understanding of a range of quality management concepts, the utilization of quality management processes within their schools and their beliefs about the kinds of professional development required for leadership in quality management.

From the perspective of the principals who participated in the questionnaire, ‘quality’ was associated with the unique culture of each school and seen to permeate all aspects of the organization rather than be perceived to exist as a separate entity or policy. Respondents generally believed quality to exist within their schools without the use of
specialist techniques or quality management approaches to develop it. All respondents had experienced the quality assurance review process in their schools and their beliefs about the general value of this process varied, but it was generally accepted that QA review did not significantly contribute to 'quality management development' but had the potential to do so. Principals had not received a great deal of professional development in relation to 'quality management' as it related to 'quality systems' or 'quality assurance', and had little opportunity to evaluate these concepts in relation to their relevance to education.

While principals identified strongly with the strategic management priorities suggested, it was clear specific 'quality techniques' were not perceived as necessary to achieve such priorities. The fact that respondents believed themselves to have strong management skills may explain why they did not believe it necessary to introduce further problem-solving techniques.

Although some factors relating to quality management in schools, such as professional development experience, seemed to be the same regardless of the size and complexity of schools, less experienced principals generally placed more value on the QA review and seem more likely to embrace the 'quality systems' approach to quality management than more experienced principals. One clear indication seemed to be that principals require more access to a variety of professional development in relation to quality management in order to be able to make informed judgements to its value in schools.
Following this initial questionnaire and subsequent report of the findings, a revised questionnaire was developed and circulated to a wider group of 52 school principals. The outcome of this research was a thesis relating to the quality management professional development needs of principals from Western Sydney primary schools. [See Appendix D for an overview of this Thesis]. The findings of this thesis supported the outcomes of the earlier report that principals' interest in quality management was high but their understanding was limited.

**Leadership in Quality Management Program**

It was as a result these findings, along with interest in quality management shown by schools within the region generally, as well as the success of a senior executive Induction Conference based on leadership for quality schools [see Appendix E], that a Leadership in Quality Management Program was initiated. This multi-phased professional development program sought to prepare a number of school leadership teams for the implementation of quality management within their schools. The components of this program and its implementation are described in a journal article and conference paper. [Abstracts of these articles can be found in Figure 3 below, while the completed articles are located in Appendix F]

At the time of the implementation of the Leadership in Quality Management Program, the researcher held the position of Senior Education Officer, Teaching, Learning & Leadership, within the former Metropolitan West region, NSW Department of School Education. This position as a training and development consultant, included the
Figure 3. Abstracts of a Journal Article and Conference Paper relating to the Leadership in Quality Management Program

Title
The Preparation of Leadership Teams for Quality Management in Primary Schools

Conference
Paper presented at the Annual Postgraduate Research Conference, Werrington, University of Western Sydney, October 26, 1996.

Abstract
Research undertaken within primary schools within the Western Sydney area in relation to their knowledge of and interest in ‘quality management’ as a paradigm for school change revealed that these principals required leadership development in this area for a number of reasons. It was found that although these principals have a high interest learning more about ‘quality management’ they have little understanding of its conceptual framework, were utilizing few quality management techniques and has almost no previous or current training in this area. However, these principals indicated that professional development programs were necessary in order to raise their awareness of the quality management paradigm and the provide the knowledge and skills necessary for its implementation in schools. This paper will consider a ‘Leadership in Quality Management’ program, developed as a result of this identified need, which was undertaken by school leadership teams from schools within the Western Sydney area of NSW.

Title
Leadership Strategies for Quality Management in Primary Schools

Journal
Leading & Managing, 3 (2), 1997

Abstract
There is an increasing interest among educators, especially within the USA, Canada, Great Britain and Australia, in the possible advantages in ‘quality management’ as a means of enhancing school effectiveness and improvement. ‘Quality management’ can broadly be described as the process of developing organizational systems for long-term change towards a culture of continuous improvement. This interest reflects the developing widespread global movement towards ‘quality’ within all organizations, be they private or public, manufacturing or service. Current approaches to quality management in these organizations stress the importance of leadership in all stages of the quality management process. Consequently, those in leadership positions require preparatory training and continuing professional support to develop the expertise required for the implementation of quality management strategies. The paper investigates the potential of ‘Quality Management’ as one paradigm for creating organizations to meet these challenges of schools in a changing society. Paralleling the increasing existence of quality management approaches to organizational improvement generally in other sectors, there is increasing interest in quality management in school education especially in the USA, the UK and in Australia.

There is not, however, a great deal of research into the effectiveness of quality management as a means of school improvement although there is a strong commitment to this process by those who have undertaken it. The research that does exist confirms the significance of ‘leadership’ as a crucial component in initiating and sustaining quality management processes in organizations choosing to undertake this approach. It is for this reason that this research has concentrated on investigating the significance of leadership teams in the introduction and sustaining of quality management in primary schools.

The paper will then consider a ‘Leadership in Quality Management’ program, undertaken by school leadership teams from schools within the Western Sydney area of NSW during 1995 and 1996, which was designed to prepare these leaders to incorporate quality management into their schools.
implementation of a number of regional leadership development programs in collaboration with the Training & Development Directorate, NSW Department of School Education. The role also required that the leadership needs within the region be identified and, as a result of this, the development of programs to meet this need. The components of this role, the notion of school leadership developed as a result of this experience as a training and development consultant, and the programs developed during this experience in this role is included in a review/discussion paper entitled `Leadership Development in School Education: A Strategic Overview of Leadership Development Models and Directions for Further Development’ which was circulated within the NSW Department of School Education during the restructuring period in late 1995. This report, undertaken at a time of widespread organizational change within the NSW Department of School Education, provided a re-conceptualization of educational leadership as it applied to school education for a new era in training and development. [Appendix G contains this document].

Based on this emerging concept of leadership, the Report described the range of leadership development programs existing within the Met West region of the NSW Department of School Education and the models of professional development on which there programs were based. The report identified the following kinds of professional development models for the delivery of leadership development programs within the region:

- Multi-phased school development programs
- Multi-phased staff development programs
- Executive and senior executive Induction
- Conference/seminars/Symposia on aspect of leadership
- Skill development courses
An information/Support service

The report included a description of each program as it currently existed, its relationship with the training and development models listed above, along with recommendations for the future development of the program within the restructure of the NSW Department of School Education as it emerged during 1996. [Appendix H contains this document].

**Leadership Development associated with the Degree Candidature**

The research associated with this candidature took place during the period 1994 and 1997 and was predominantly questionnaire based. The results of this research included a number of leadership strategies for quality management developed by participating schools and an action research process for introducing quality management in schools. Figure 4 provides an overview of the various phases of the research process. The candidature offered a range of learning experiences relating to the interface between the research process, academic writing and professional practice. The outcomes of this research and practice include the personal growth experienced during the time of candidature as well as an approach to support leadership teams in facilitating organizational change in primary schools.

*Program management and coordination*. During the period of candidature the professional position held provided the opportunity to be involved in the presentation, coordination and evaluation of a range of leadership development programs both within the former NSW Department of School Education Met West region and also during the current District organization. These programs became both the catalyst for education research as well as the focus for such research. Of particular significance was the Leadership for Quality Management conference which created the opportunity for further
Figure 4. A summary of the sequence of the Data Gathering Process incorporated into the research during the period of the EdD Candidature

**Stage 1: October, 1994**
Trial questionnaire involving 21 school principals from the Western Sydney area investigating principals' perception of quality management in primary schools

**Outcome:**
- A Report leading to the need for further research into the area of quality management in primary schools

**Stage 2: November, 1994**
Revised questionnaire involving 34 school principals from the Western Sydney area investigating principal's perceptions of quality management in primary schools

**Outcomes:**
- A Thesis recommending the development of a professional development program for leaders in the area of quality management
- The initiation of a Leadership in Quality Management program for leaders and leadership teams interested in developing quality management within their schools

**Stage 3: November, 1995**
Analysis of the evaluation questionnaires at the completion of the Leadership in Quality Management Conference

**Outcome**
- A specific course to develop specific quality management skills for eleven of the teams who attended the Quality Management Conference

**Stage 4: April, 1996**
- Evaluation questionnaire relating to the quality management course and the identification of proposed action strategies for participating leadership teams in relation to quality management implementation
- The identification of a range of possible leadership strategies which could utilized by school teams in their efforts to introduce quality management within their schools
### Stage 5: May, 1996

A questionnaire to the senior member of these leadership teams to determine the kinds of strategies which had been undertaken, or which were planned, in relation to the implementation of quality management as a result of undertaking the skills course.

**Outcome**
- The beginning of an action research process to investigate the strategies utilized by these leadership teams to initiate and sustain quality management within their schools

### Stage 6: May, 1997

A questionnaire to the senior member of the leadership teams specifying the specific strategies the team had indicated that their would be implementing during 1997, requesting information about the implementation of these, and the difficulties experienced during this process.

**Outcome**
- The identification of leadership strategies which has been undertaken to sustain the development of quality management within these schools
- The identification of problems that leadership teams had experienced in their attempts to implement quality management over a twelve month period

Research into quality management in a number of primary schools. Another component of this includes the development and presentation of specific professional development sessions on various aspects of leadership and team development in a number of school throughout the Western Sydney area.

**Contributing to a Research Community.** The period of candidature provided opportunities to participate in a number of research groups and networks. This involvement included participating in a number of research seminars with students from both Macquarie University and University of Western Sydney, Nepean. These seminars provided a forum for discussion on current educational and research issues as well as the opportunity to discuss aspects of personal research.
Presentation at a variety of conferences, both within the university and in national/international contexts provided the opportunity to present emerging elements of the research and to receive constructive feedback from fellow participants. Presenting research findings to the Masters students at the University of Western Sydney, Macarthur and presenting the Quality Management Unit of the Certificate of School Leadership and Management (CSLM) program within one NSW Department of School Education district further enhanced the network of interested professionals in the area of quality management in school education.

**Scholarly Writing.** The submission of four refereed journal articles and the presentation of six conference papers provided the opportunity to refine aspects of the research to publication standards. The processes of planning, editing and refereeing these papers assisted in the linking the theoretical and practical components of the study, the dissemination of research findings and the development of a literary style. Referees’ comments were of particular value in refining the structure and logic of papers as well as raising critical issues about the content. Furthermore, the extensive professional reading associated with the ‘scholarship’ element of the candidature resulted in a more critical/reflective approach to current organizational theory and practice and a questioning attitude towards accepted organizational structures, beliefs, norms and culture.

**Educational Leadership.** One of the key purposes of involvement in the EdD program was to further enhance the capacity for leadership in my professional practice. Holding the position of Senior Education Officer, Teaching, Learning & Leadership with the
NSW Department of School Education and more recently, Senior Education Officer, Student Welfare, provided the opportunity to take a leadership role in the development of a range of professional development programs. The combination of the research and professional experience associated with the candidature enhanced my understanding of consultancy as a profession and my abilities as a training and development consultant and facilitator. A further outcome is a desire to undertake further research and to work professionally within a national and international context in the areas of leadership development and organizational change.

**Research methodology.** The research process can best be described as a ‘policy study’ in that the theoretical models which emerged for the leadership development process were designed to influence educational practice both directly and indirectly. Although the study emerged from a theoretical framework and contributed to the development of a theoretical model for the function of leadership teams, there was a direct link with policy decision making at the school level. In this sense the research influenced policy in relation to training and development at a regional level in the earlier phases of the research, and then at the school level during the more recent stages. This ‘policy orientation’ of the study is described in two conference papers. [The abstracts of these papers appear in Figure 5 below, while the complete papers are located in Appendix H].

**Depth of theoretical understanding.** Of particular significance was the requirement of the candidature to develop a thorough understanding of the current theoretical knowledge associated with the field of study chosen. In the case of this research such theory included areas such as educational leadership, quality management and professional development
as it related to school education. The development of these theoretical understandings supported both the practical development of leadership programs as well as providing the groundwork for the research component of the candidature. Involvement in the EdD program enabled research to be undertaken which contributed to this knowledge, especially in relation to leadership strategies for school teams in the introduction of quality management at the school level. This theoretical position is outlined in detail in two position papers. The abstracts of these papers appear in Figure 6 below, while the complete papers are located in Appendix I].
Figure 5. Abstracts of Conference Papers relating to the Policy Orientation of the Research Process

Title
Constructing Organizational Futures through Educational Policy Analysis

Conference

Abstract
The process of policy analysis, as a component of organizational policy development has been traditionally associated with public sector policy development at the highest level of political decision making. In complex and politically sensitive organizations, policy analysis has significant potential as a research process to generate knowledge for organizational decision making and as a means of supporting organizational change. The value of policy analysis to educational organizations such as schools seems evident in that schools are increasingly responsible for site-based management, organizational leadership and community involvement in educational decision making. Moreover, schools are influenced by political, organizational, cultural, ethical and societal factors which permeate educational organizations and render the policy making process problematic. The concept of policy analysis, which is interpreted generally as a component of the process of policy development, is central to this paper and will be examined in detail, especially in relation to the policy development process in education. This paper will seek to propose a theoretical and methodological basis for such a model and present an example of how policy analysis is being undertaken to support decision making in relation to a leadership development program.

Title
Strategic Action for Quality Management in Primary Schools

Conference

Abstract
Initiating and sustaining cultural change in primary schools can be supported through a process of action research incorporating ‘strategic action’, initiated by leadership teams at specific stages of the change process, as the catalyst for organizational learning. Within the context of school education, strategic action can be defined as a leadership strategy having the purpose of initiating cultural change in the organization. This paper considers an action research model which has emerged for the implementation of quality management in a number of primary schools in the Western Sydney region. The model for the action research incorporates the preparation of leadership teams for the introduction of quality management, as well as the ‘strategic action’ undertaken by these teams within their schools as a result of this preparatory professional development.
Fig. 6. Abstracts of a Conference Paper and Journal Article providing a Theoretical Overview of Leadership in Quality Management in School Education

<table>
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**Abstract**
There is emerging evidence that leadership is an indispensable element in the process of initiating and sustaining the development of quality culture in organizations. Such leadership is of particular importance to schools, where cultural, political and organizational factors make the management of quality problematic. For leaders to make decisions about the development of quality culture within their schools, they require a thorough understanding of the theoretical basis of current approaches to quality management in education. In an effort to contribute to this theoretical understanding, the paper considers the paradigm of total quality management (TQM) as a broad philosophy for the development of quality culture in schools. The paper describes how TQM is being identified increasingly as a viable paradigm for the development of a quality culture in school education and has been the focus for improvement efforts in individual schools and in school districts, particularly in the USA.

<table>
<thead>
<tr>
<th>Title</th>
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**Abstract**
There is an increasing interest in the development of ‘quality systems’ in all kinds of organizations as a means of organizational change through the improvement of key processes. Many organizations are embracing the quality management philosophy and incorporating quality assurance standards as an integral part of their quality systems.

There is emerging evidence that schools could also benefit from the development of quality systems through their impact on a school’s capacity to provide services which support both individual and organizational learning. However, although some initial models for quality systems development in schools have emerged, there are currently no clear approaches which could provide a strong theoretical basis.

This paper outlines a model, incorporating three elements, for the development of quality systems in schools. This model is based on the belief that quality systems in school education should be based on a notion of ‘quality’ reflective of the values inherent in school education, aligned with the broader functions of school education, recognize the complexity of schools as learning communities, be philosophically acceptable to school community members, be able to demonstrate a capacity for educational improvement, and provide a focus for school self-evaluation and external review. The paper also addresses the significance of ‘quality assurance’ as a means of auditing the quality system, and concludes by considering the role of leadership in the development of such quality systems, as well as the initial support leaders or leadership teams require to initiate this approach.
Quality Management in New South Wales Primary Schools: Implications for Leadership Development

Principals' Perspectives on Quality Management as a Process of Continuous Improvement in Western Sydney Primary Schools

by

Geoff Berry, B.A., M.Ed.

A Thesis submitted as partial fulfillment of the requirements of the degree of Doctor of Education at the University of Western Sydney, Nepean

September, 1997
ABSTRACT

'Quality management' is an emerging paradigm for cultural transformation in public and private organizations both overseas and in Australia, and is based on the notion that organizations must continually improve their systems and processes to better meet the needs of their customers or clients. The most common manifestation of 'quality management' is 'Total Quality Management' (TQM) which attempts to illustrate the need for quality management to be implemented on an 'organization-wide' or 'system-wide' basis.

While quality management is well established in many manufacturing and government organizations, the process is only beginning to be considered as an improvement process in educational organizations.

Schools in NSW have had the experience between 1992 and 1996 of the Quality Assurance school review, but this process sought school accountability rather than the development of processes for continuous improvement.

Although gradually beginning to emerge, research into quality management in education is not abundant and there is not a well-developed theoretical basis. There is, however, an increasing interest in its potential among educators, even
though there is limited reliable evidence to support quality
management as a successful improvement process in schools.

This study seeks to develop a better understanding of the
nature and potential of quality management in primary schools
and to determine possible professional development strategies
for principals in relation to the introduction of quality
management within their schools.

A Quality Management questionnaire was utilized to seek the
insights, understandings and opinions of thirty-four primary
school principals within the Western Sydney area in relation
to quality management in their schools and the kinds of
leadership support required to initiate and sustain this
process.

The policy orientation of the research is evident through
suggested options for leadership development which emerge from
the findings of the questionnaire utilized during the
research. Furthermore, the notion of schools as 'learning
communities' is a vision for school education which requires
the transformation of the cultural elements of schools to
enable all school members to be active managers of their own
learning. There is a need to develop systems and processes to
allow this vision for schools to emerge, and this research
accepts this challenge.
This thesis, based on the outcomes of the questionnaire, includes a theoretical framework based on an overview of current models relating to quality management in primary schools and concludes with considerations for the further development of the process in primary schools in NSW.
Acknowledgements

In relation to the undertaking of this research project, appreciation is extended to the principals of participating primary schools for their willingness to be part of the study and to share information about quality management. Appreciation is also extended to Professor John Braithwaite, University of Tasmania, for his assistance in the development of the research methodology and for critical reviews of sections of the thesis; the staff of the Faculty of Education, Macquarie University, for their support in developing the research focus and assistance with ethical issues associated with the research process; Dr Mon Khamis, University of Western Sydney, Nepean, for his continued advice and support during the preparation of the thesis; Dr Steve Dinham for his comments and advice on the final drafts of the thesis; Professor Neil Baumgart for assistance with the statistical analysis of data; the staff of the Faculty of Education, University of Western Sydney, Nepean, for their interest in the research and the opportunities provided to share the findings of the research; fellow doctoral students from the University of Western Sydney, Nepean, for their comments and suggestions; and, Professor Patricia Broadfoot, Dr John Willinski and Dr Bruce Robinson for their suggestions relating to elements of the thesis.
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