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PROBLEMS IN PROMOTING THE
PROFESSIONAL DEVELOPMENT OF STAFF
IN NEW ZEALAND SECONDARY SCHOOLS
(A PRIMA FACIE STUDY)

THESIS
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ABSTRACT

This study examines the problems which exist in promoting the professional development of staff in New Zealand secondary schools. It has been approached as a first phase study to establish an initial knowledge base in a field which has not hitherto been the subject of wide research in New Zealand.

The introduction clarifies the use of the term 'professional development' in the context of this study and a review of overseas literature draws attention to themes and developments common to this field.

An overview of the structures and the systems used to provide and promote professional development and the listing of current provisioning for professional development opportunity lead to a multi-disciplinary analysis of data as a comment on the state of the art in New Zealand.

A study fellowship to Australia in 1986 enabled comparative research to be conducted and alerted the author to some of the problem areas in this field in New Zealand.

The study concludes with the suggestion of tentative solutions to resolve problems identified in this phase of the research. It recommends that further research at a later stage be undertaken to eliminate error from conjectures made in the concluding chapter of this study.
INTRODUCTION: TERMINOLOGY

The term professional development is used throughout this dissertation to denote the growth process, personal and professional, of the practicing teacher or administrator in the secondary school system.

A number of terms are currently employed to describe the phenomenon of continuing in-service professional development. Continuing education is the generic term which most comprehensively covers the whole range of educational activities which aim to bring about growth in the professional (Bolam, 1986). This term has the widest application in relation to all phases of the development of the professional.

Continuing Education refers to any systematic course of study or set of experiences intended to achieve increased awareness of and improve skill in the use of, or a deepened appreciation for those aspects of culture (including technical culture) and environment (including work environment) about which a participant is interested or concerned.

(Schlechty and Whitford, 1983, page 63)

In this definition, Schlechty and Whitford have drawn attention to the scope of continuing education in that it spans both education related to the individual and education related to the specific nature of the work of the individual. This dual role of continuing education is clearly illustrated by Bolam (1986) who ascribes two purposes to continuing education. One purpose ascribed to continuing education is the enhancement of the personal, general education of the individual. The other purpose of
continuing education is the provision of on-going professional and vocational training in relation to individual career, professional needs and also school and system development needs.

This dual purpose of continuing education is extended to the term 'Professional Development' by many writers in the field when they refer to personal professional development and in-service professional development as two sides of the same coin.

The concept of the continuing education of the teacher in-service gives rise to use of the terms in-service education and in-service training as aspects of professional development of staff in secondary schools. Both Morant (1981) and Bolam (1986) go to some length to explain their use of the term 'In-Service Education' as opposed to 'In-Service Training' by defining it as a concept similar to that of professional development.

The broader concept of in-service education is bound up with the notion of bringing about teachers' professional academic and personal development through the provision of a whole series of study experiences and activities of which training should be rated as but one aspect. Hence in-service training should not be considered as an alternative to in-service education but as part of the total framework of in-service education.

(Morant, 1981, page 3)

One of the most prolific writers in the field of professional development is Bolam (1982, 1986) who in a recent international survey defined 'In-Service Education of Teachers' (INSET) as:
Those education and training activities engaged in by primary and secondary school teachers and principals, following their initial professional certification, and intended primarily or exclusively to improve their professional knowledge, skills and attitudes in order that they can educate children more effectively.

(Bolam, 1986, page 18)

The term teacher education is used by the Education Department in Britain, Australia and New Zealand to identify a key function of these departments and in all cases encompasses the three teacher education phases of pre-service, induction and in-service professional development which according to Bolam (1986) and Fielding (1983) should be viewed as a continuum.

The James Report (1972) U K defines teacher education as:

The whole range of activities by which teachers can extend their personal education, develop their professional competence and improve their understanding of professional principles and techniques.

The Report of the Joint Review of Teacher Education (1986) Australia, deals with aspects of pre-service, in-service and post-experience training as complementary aspects of teacher education. It recognizes personal professional development and in-service professional development as parts of the total framework of teacher and administrator professional development for which the Commonwealth Government accepts responsibility.
The Hill Report (1979) N Z states in Chapter 11, paragraph 11:2:

A wide range of activities is currently provided under continuing teacher education, including:

- full time study leave for the acquisition of specialist training or the completion of degrees,
- attendance at teachers centres,
- local and national in-service short courses,
- annual review days and 'teacher-only' days,
- technical refresher leave for technical institute tutors,
- correspondence courses organized by the Advanced Studies for Teachers Unit,
- University study - part-time or extra-mural.

The term **staff development** is one generally applied to the professional development of teachers. It is interesting to note a growing trend to include all members of the school community in the developmental activities related to organizational growth and renewal. Griffin (1983) states that:

> The term staff development means any systematic attempt to alter the professional practices, beliefs and understandings of school persons towards an articulated end.

(Griffin, 1983, page 4)

He emphasises the fact that staff development involves all of those persons who make up the organizational entity called the school and this includes administrators, support personnel and others who work towards accomplishing the mission of the school. The inclusion of Parent-Bodies, Community members and Department officers in the professional development activities of the school is documented by

The term teacher development is often used interchangeably with that of staff development but is much narrower in its scope as it does not generally extend to include all those who contribute to the educational enterprise of the school. Teacher development is described as

a process of personal development through professional and practitioner experience.

(Fielding, 1983, page 1)

There is agreement about the difficulty of comprehensively defining such a complex concept as professional development. Both Rubin (1971) and Bolam (1982) refer to the complexity of the phenomenon of professional growth. Even the commonly used abbreviation INSET (in-service education of teachers) is frequently used to mean different things although this is the term generally employed by CERI/OECD reports into the continuing education of teachers and is used by Education Departments in Britain, Australia and New Zealand.

For the purposes of this inquiry the term 'professional development' is used as it has a wide application to all aspects of teacher and administrator in-service education and encompasses the meaning and intent of all terms used in relation to the professional growth and education of secondary school staff.
CHAPTER ONE
LITERATURE REVIEW

1:1 AN ISSUE OF IMPORTANCE

1:2 SCHOOL EFFECTIVENESS AND PROFESSIONAL DEVELOPMENT

1:3 ROLE OF THE PRINCIPAL

1:4 SYSTEM AND INDIVIDUAL ATTITUDES TOWARDS PROFESSIONAL DEVELOPMENT

1:5 SUMMARY
CHAPTER ONE
LITERATURE REVIEW

A very small body of New Zealand literature is available on the subject of the continuing education and professional development of teachers. In contrast, there is a considerable wealth of literature on this topic published in the United States of America, Great Britain, Canada, Australia and by the OECD, (Organisation for European Co-operation and Development) Paris.

1:1 AN ISSUE OF IMPORTANCE

In New Zealand, as a result of the Educational Development Conference 1973/1974 initiated by the Minister of Education, Phil Amos, working parties were established to examine various fields of education in preparation for a phase of public discussion. The publication of the report of one of these working parties was Improving Learning and Teaching (1974) and contains a statement of priorities which clearly identifies the issue of continuing education of teachers as central to bringing about attitudinal change in order to achieve development and improvement in education.

The report states:

Our first set of priorities is attitudinal ....

But attitudes are not enough; we need the means to express them through the complex network of educational structures and functions. It is because we realise that many of our detailed recommendations call for greater skill, knowledge and weight of responsibility on the part of teachers that we place as our first major priority for educational development the continuing education of teachers. In traditional terms, we call for a very great increase in in-service training; for the simple facts of the matter are that nothing will
happen to make any substantial improvement to learning and teaching unless teachers want it to happen and are in a position to make it happen.

(Educational Development Conference 1974 Improving Learning and Teaching, Chapter 23, page 253)

There is little doubt that the concept of promoting the professional development of teachers as a means of bringing about educational development and improvement is clearly recognized by writers in this field (Rubin 1971, Griffin 1983) and by committees set up to make recommendations to those with the power to make educational policy and implement changes.

Rubin asserts that:

The veneration of professional growth must have its place among other educational priorities.

(Rubin, 1971, page 8)

The most commonly and generally espoused aim of professional development is that it can improve the educational experiences of students in our schools. This is borne out by statements in the James Report (1972) UK, The Educational Development Conference Reports (1974) NZ, The Scott Report (1986) NZ and the Report of the Joint Review of Teacher Education (1986) Australia, which imply that a major component of quality education is the adequate supply of professionally competent teachers and that their professional development is therefore critical to improved education outcomes for all students.

With this overarching aim in mind it is necessary to distinguish between the personal and vocational functions
of professional development because as Bolam (1986) points out there is one kind of INSET (In-Service Education for Teachers) which is intended to meet the wider professional development needs of teachers (e.g. an M.Ed. course) and another kind of INSET which is intended primarily to meet the needs of a specific system like a school or local education authority. Bolam suggests that the former purpose of professional development is to meet the educator's individual, personal education and career needs and that the latter aims to lead to more effective teaching and learning. He presents the possibility of conflict arising over these dual functions of professional development especially in relation to responsibility for provisioning. This conflict is articulated by Henderson (1978, 1979) and Eraut (1972) as symptomatic of the dual nature of teaching. On one hand is the concept of teachers as autonomous, responsible professionals implying that they should have exclusive control over their professional development while on the other hand is the concept of the teacher as an employee, implying that training should be controlled by the employer. This latter notion of employer responsibility for the professional development of those involved in education is central to the effective functioning of teacher professional development as a means of growth, adaptation to change, improvement and renewal. While schools continue to be seen as social institutions in which change is deemed essential by many groups in society, they must continue to respond to and survive a number of cultural crises. As Griffin (1983) points out:

what better means to respond to the crisis than to provide ways for persons in the process to grow and understand the change? Again, staff development programmes can be conceived of as the most potentially effective means to promote growth, understanding and change.

(Griffin, 1983, page 4)
Tnat it is the teacher within the school who is the most effective vehicle and focus for improving the educational process is affirmed by Rubin (1971) and Bolam (1986). Teachers must be assisted in clarifying their personal perceptions of self, school and society and this may be seen as an intermediary aim of professional development and one that will have the most powerful long-range impact on educational improvement (Rankin, 1983).

A somewhat idealistic view is presented by Retallick (1983) who criticizes the more supervisory elements of staff development and recommends that teachers take control of their professional development by undertaking detailed investigation of and reflection upon their own teaching practices. He holds out hope for the 'self-evolving' teacher of the future and suggests that schools can become critical communities while teachers develop a new image as researchers and critical inquirers as opposed to practitioners needing close supervision and control of their work to promote development.

Schechtly and Whitford (1983) identify three main functions of continuing education. Firstly, an establishing function by which continuing education serves to support the introduction of new programmes and procedures; secondly, an enhancement function whereby continuing education could serve to develop the capacities, skills and knowledge of practitioners and thirdly, a maintenance function which refers to the maintenance of operational and organizational procedures and protection of the quality of the organization. These writers assert that schools need to maintain stability, especially when they are constantly challenged by change and
and thus ascribe considerable importance to this last function.

If we agree with Rubin who says that:

It is the teacher already in the school who must serve as the agent of reform.

(Rubin, 1971, page 54)

then it is on the school (and the teacher within the school) that we must focus as the potential agent for change. This view is reiterated by the proponents of the school-based or school-focused in-service model (Henderson 1978, Forrest 1980, Bolam 1986). They assert that it is at school-level that the most effective and productive in-service teacher education is carried out.

The main justification for teacher and administrator professional development is based on the notion that it can benefit all participants in the enterprise of schooling. This notion is clarified and supported by the literature reviewed. Professional development is advanced as one means of enabling change and improvement to occur in practice in schools. It should therefore be recognised as an issue of importance in a profession where the dynamics of change and improvement present constant challenges.

1:2 SCHOOL EFFECTIVENESS AND PROFESSIONAL DEVELOPMENT

A recent and growing body of literature now exists to support the widespread movement towards achieving effectiveness in schools. It promotes the view that schools do have differences and that these differences affect the quality of education offered to the students. (Rutter 1979, Goodlad 1983)
The first major research study which confirmed that schools did indeed make a difference to the quality of the schooling the students received was: *Fifteen Thousand Hours: Secondary Schools and their Effects on Children* Michael Rutter et al (1979). Rutter has argued effectively, with supporting data, that the ethos of individual schools can be changed so as to reduce the incidence of student misbehaviour, improve student performance and make schools more satisfying places. The message that schools can be made better places is encouraging and provides an incentive for those with the power to effect changes to take action. The changes that are required in people as well as curricular content and instructional procedures and processes have a direct relationship to staff professional development.

Staff development programmes, it seems to some, hold the promise of creating a means of problem amelioration more effective than many of the panaceas which have been and continue to be put forward.

(Griffin, 1983, page 2)

Griffin points to the current body of literature and research which supports the proposition that the school itself is the key unit for school improvement. (Schiffer 1980, Bolam 1982, Goodlad 1983) and that staff development is the obvious vehicle to employ in achieving this end.

Schiffer (1980) has argued that staff development programmes should focus upon co-operative and system-wide strategies for change rather than the more traditional treatment of teachers who must somehow be helped to overcome deficient knowledge and skill. The system-wide context for staff development is strongly supported in the writings of Bolam (1982, 1986)
who asserts that major interest groups in education are pressing for what he calls the 'relatively autonomous' school, which characteristically is in a position to make its own educational policy, solve its own practical problems, take initiatives, design and evaluate improvements and respond to change.

A similar concept is presented in the strategy of 'School Development' proposed by Prebble and Stewart (1981, 1985) who argue that

a policy of school based staff development and training will lead to greater school effectiveness.

(Delta Monograph, 1981, page 1)

Judith Little (1981) acknowledges several critical factors which contribute to what she labels the 'thinking school'. Chief among these is collaboration; the fostering of the collective participation of staff in a school, the sharing of ideas and purposes and the provision of time to practice improvements. School improvement implies an 'orderly tuning' process and not necessarily a 'deficiency model' for teacher education and improvement and consequently for school development and improved effectiveness (Henderson 1978). There is also a need to recognize the tension between staff development for the purpose of changing schools and the need to maintain stability within the institution (Griffin 1983). 'School-based' or what is now more commonly termed 'School-focused' in-service education as a model for staff and school development is well advanced, promoted and supported
In Britain, Australia, Canada, the United States and to a lesser extent in New Zealand. As the James Report (1972, pg 57) UK succinctly states:

In-service training should begin in the schools. It is here that learning and teaching take place, curricular and techniques are developed and needs and deficiencies revealed. Every school should regard the continued training of its teachers as an essential part of its task, for which all members of the staff share responsibility.

In acknowledging that school-focused education of teachers is no panacea for all institutional ills, Bolam (1982) states that it can make a significant contribution to the improvement of education if we accept that it:

like education itself, is a slow and incremental process based for much of the time on informed judgments rather than on objective, scientific evidence.

(Bolam, 1982, page 228)

Bolam goes on to describe school-focused staff development programmes as a "potent energising strategy for innovation and improvement".

An important element in creating effective schools is the attention paid to the professional development of staff (Sergiovanni and Starratt 1979, McKenzie 1983, Prebble & Stewart 1981, 1985).

The shift towards drawing staff professional development activities into a school-based, problem-solving framework is a positive attempt to recognise the school as the key unit for educational improvement and change. The school becomes an arena in which professional development is promoted and in which it is recognised as an important element inextricably woven into the context of school development and effectiveness.
ROLE OF THE PRINCIPAL

The responsibility for managing change in schools and promoting the professional development of staff lies with the principal.

The role of the principal in regard to management of change is acknowledged by McKenzie (1983) and Buckley (1985). The principal's responsibility for promoting the professional development of staff is documented as one of the criteria for Senior Administrators in the NZPPTA Secondary Classification Review (1984). This document prepared jointly by the Education Department, Secondary School Boards Association and New Zealand Post Primary Teachers Association defines the New Zealand principal's responsibility as having to:

Maintain a program of professional development and ensure that all teachers have access to that program.

(NZPPTA Secondary Classification Review, page 6)

The principal's responsibility in relation to professional development of staff and related training needs is implied in the Hill Report, Review of Teacher Education, NZ (1979). Buckley (1985) asserts, on the basis of evidence that he assembled through his studies of the training of heads of schools in Western Europe, that if changes are to be brought about in schools then heads have an important part to play as change agents and they need training to play this part.

Training programmes should aim to develop the leadership skills of the heads themselves but also aim to effect the school directly .......

Such programmes need considerable resources and a national will to invest in the future. Given these conditions they may well prove to be the most effective method of changing heads and changing schools to match the changes which are taking place in society.

(Buckley, 1985, page 184)
Rubin (1971) appears to support this view when in his proposal of strategies to promote professional development he states that:

The responsibility for revitalizing the professional growth of teachers lies with educational leadership. The Principal, the supervisor and the superintendent must all begin to regard the arrangement of procedures for improvement of teaching as one of their primary obligations.

(Rubin, 1971, page 261)

Literature relating to the key role played by the principal in school improvement via staff development covers a variety of fields. The instructional leadership and supervisory role of the principal is well documented by Harris (1975), Neagley and Evans (1975) and Smyth (1980). The principal's role in initiating and sustaining school development and improvement initiatives and school-focused in-service is emphasised by Henderson (1978), Bolam (1982), McKenzie (1983) Prebble & Stewart (1985) and Mc Mahon (1986). Proponents of the 'effective schools movement' have emphasised the importance of motivation and management of change as vital leadership roles contributing to school and staff development (McKenzie 1983, Renihan and Renihan 1984, Prebble & Stewart 1985, Bolam 1986).

In presenting the proposition that the individual school could become the key unit for educational improvement, Goodlad (1983) asserts that considerable responsibility for leadership rests with the principal who in turn, must receive training and the opportunity to develop professionally in order to put staff development to effective use. Management training for school leaders is an essential element in

SYSTEM AND INDIVIDUAL ATTITUDES TOWARDS PROFESSIONAL DEVELOPMENT

An education system which subscribes to the notion that professional development of staff can bring about managed change and increased school effectiveness must work towards developing attitudes conducive to this ideal at all levels of the system.

Bolam (1982) strongly asserts that successful promotion of staff professional development can only occur if the national policy framework is supportive and if schools recognize their responsibility to be accountable to the wider community.

Unless professional development is given a high profile in terms of planning, financing and developmental research its potential as a vital force in bringing about change, growth and improvement cannot be realised. Literature from both Britain and Australia reflects the attitudes of Education Departments who believe that potential benefits of professional development to improve the quality of education should be recognized and acted upon. Teacher Education (which spans pre-service, induction and in-service continuing education) is the subject of regular inquiry and review in both these countries and the recommendations which are subsequently made form the basis of future long term planning. For example, as a result of the National Inquiry into Teacher Education (1980) in Australia,
the status of continuing professional development as an
issue of importance was assured. Page 68 of the Report
states:

The committee (of inquiry) anticipates that over
the next twenty-five years the continuous
development of practising teachers will become
the major means of safeguarding and improving
the effectiveness of the teaching force and
thus the quality of learning in Australia's
10,000 schools.

There must be national systematic strategies for the promotion
of professional development and they must arise within a
continuum that spans pre-service, induction and in-service
education for teachers and administrators (James Report 1972,
Friedman et al 1980, Bolam 1982).

The policy-makers and planners at national and district level
must be well informed on the subject of professional
development if the most effective programmes are to be
implemented. Bolam (1986) suggests that the information
synthesized for OECD membership countries in his conclusion
to In-Service Training and Development: An International Survey
presents policy-makers and those who influence them with the
opportunity to extract ideas and practices to improve
in-service education in their own countries. National
strategies for professional development should rest on sound
research information and long-term planning.

Both Griffin (1983) and Bolam (1986) suggest conceptual
frameworks for staff professional development structuring and
programme planning. Griffin's framework has six elements:
people, interactions and context with secondary elements of
purpose, activities and evaluation. In Bolam's presentation
of a comprehensive conceptual framework for continuing
education he provides both analytical and planning models to
cover the policies, structures and programmes related to in-service agencies, tasks and users.

Henderson (1979) comments that one of the broad aims of in-service training should be to enable a teacher to monitor and shape his or her own professional development. Teacher and administrator attitudes to professional development could be shaped by the emphasis placed on all aspects of continuing teacher education within the system and in particular within schools.

The need to develop positive attitudes towards accepting a degree of responsibility for their own professional development is most important. In Australia (1980 and 1986) and in Britain (1972 and 1981) reports on Teacher Education have stressed this aspect. Merritt (1981) states that in his opinion there is a need for genuine concern and commitment on the part of the teacher together with a willingness to reappraise practice and approach professional development with humility. Providing incentives for professional development is a strategy suggested by Friedman et al (1980) to improve teacher attitudes.

He outlines the possibility that the agencies concerned with the professional development of staff make adjustments to the incentive system so that the rewards for professional growth outweigh the rewards for complacency! Alcorn (1987) also raises this question and raises the further possibility of teacher development programmes being mandatory. She proposes the notion that teachers should be accountable for their continuing professional development.
There is a definite possibility that some of the newer trends in teacher education are contributing to improved teacher attitudes. The move away from the 'defect and deficiency' point of view or what Jackson (1971) terms the 'repair and remediation' aspect of teacher development towards a 'growth approach' has obvious advantages. Teachers view their professional growth activities as enabling; are willing to become more sensitive to what is happening in their classrooms and will accept support in their efforts to improve. Henderson (1979) and Bolam (1982) support this view and extend its application to the school as well as the individual.

Teachers and administrators who are involved in participative and collaborative methods of assessing and developing individual and school professional development programmes approach these activities with more positive attitudes (Little 1981, Winrow 1985). A high degree of self-determination in planning the substance and activities that contribute to the continuing education of teachers in-service is favoured by Tyler (1971). Fielding (1983) outlines a model incorporating teacher development stages in which role identification and integration are viewed as part of the individual teacher's development process. He suggests that the provision of flexible programme experiences could foster self-selection of professional roles suited to each individual.

That the success of professional development programmes depends on promoting positive attitudes and a willingness to accept some responsibility for personal and professional growth on the part of the individual is substantiated by many writers (Rubin 1971, Griffin 1983, Bolam 1986, Winrow 1985). Success
is also dependent on the effectiveness and scope of strategies employed by the system. In any planning for in-service education it is imperative that the policy-makers recognize the overlap between 'Curriculum Development' and 'Professional Development' (Watkins 1973).

If we aim to improve the educational experiences of our pupils then the system must support and promote continuing professional development and recognize that it underpins all other change and growth in education.

1:5 SUMMARY

Four major issues have emerged from the literature as recurring themes.

Firstly: the importance of professional development as an educational issue and one accorded considerable priority overseas is affirmed. This affirmation is borne out by evidence of educational policy in Australia and Britain which directs attention to strategies for action in the arena of staff professional development.

Secondly: there is evidence to support the view that staff professional development is recognised overseas as a vital element contributing to school improvement and effectiveness. Professional development is an acknowledged means of effecting change and fostering school development.

Thirdly: the role of the principal in promoting the professional development of staff is highlighted. The principal's own professional development needs are identified as being basic to the role played in effectively facilitating the development of the staff and the school.
Fourthly: the success of initiatives to promote professional development at system, school and personal levels is dependent on the promotion of positive attitudes towards the importance of this educational issue. Its status and promotion from national level downwards determines the extent to which it can be employed as a useful strategy to improve the effectiveness of schooling.

In New Zealand the publication of the Picot Report: Administering for Excellence: Effective Administration in Education (May, 1988) made major recommendations regarding the restructuring of the Department of Education and the devolution of decision-making to institutional level. These recommendations have met with the approval of the Minister of Education and have been substantially adopted in the policy outline for post-Picot education in this country. Tomorrow's Schools: The Reform of Education Administration in New Zealand (August 1988) affirms the view that the principal has a key role to play in relation to providing for the professional development of staff in secondary schools.
CHAPTER TWO

STATE OF THE ART IN NEW ZEALAND

2:1 THE PRESENT STRUCTURE AND SYSTEMS

2:2 PROVISIONS FOR PROFESSIONAL DEVELOPMENT

2:3 ANALYSIS OF DATA FROM HISTORICAL, SOCIAL CULTURAL, ECONOMIC AND POLITICAL PERSPECTIVES
CHAPTER TWO

STATE OF THE ART IN NEW ZEALAND

THE PRESENT STRUCTURE AND SYSTEMS

The Teacher Education Directorate is located at Head Office of the Department of Education, Wellington. According to the Directory of Organisation and Responsibilities, Department of Education, 1980, responsibility for teacher education within the structure of the department rests with the Assistant Secretary Tertiary who must:

- Supervise and control... (Through the Director Teacher Education) the responsibilities of the department in pre-service and in-service teacher education.

(Directory of Organisation and Responsibilities, 1980, pg 4d)

The New Zealand education system is still centrally controlled although there are strong moves being made towards devolution of responsibility for all aspects of education to district and local level. By the end of 1989 substantial restructuring of the system will have occurred based on the recommendations of the Picot Report, May 1988. At present, however, and until the new systems are set in place, the country is divided for administrative purposes into three educational regions: Northern, Central and Southern. Each region manages several districts and all district funding in relation to the in-service vote is channelled through the Regional Superintendent.

Since 1984 there has been a pattern to the planning and provisioning of in-service education and this is reflected in the annual policy document for in-service programmes issued to the Regional Superintendent of Education (RSE) by
the Director Teacher Education. The paper Local in-service Training 1987/88, dated August 1986 indicates the manner in which the in-service vote is spread across three broad categories: Category A, Category B and Category C. Education Officers in each region, who have responsibility for specific educational developments have an input into shaping the pattern and ensuring that priority is accorded to their particular field of interest. This input influences the in-service training topics in Category A and Category B.

In-service initiatives in Category A are related to implementation of national educational policy funded from the general budget and supplemented by involved groups such as the Board of Studies.

This allocation includes specially approved funding for particular in-service activities associated with the implementation of new policy.

(Local In-service Training, 1987/88, pg 1)

The 1987/88 programme included Careers Education, Effective Classroom Discipline and Senior School Curriculum, Achievement and Assessment as topics for in-service training courses to be offered on a national basis.

Activities in Category B are related to major developments associated with Pre-schools, Schools, Teachers and the Curriculum. Thirty-six topics were cited for in-service district based courses in 1987/88.

Up to 40% of each annual allocation is to be used for the implementation of curriculum and subject developments as listed.

(Local In-service Training, 1987/88, pg 1)
In Category C is the remaining 60% of the allocation which is available for regional distribution.

The balance of the in-service allocation is available to district and local in-service programme developers to plan programmes they consider will meet local in-service needs.

(Local In-service Training, 1987/88, pg 2)

The distribution of the regional allocation involves a three-tiered participatory system which caters for broad representational input from all interested parties into the design of the in-service activities available to practitioners. The extent to which decision-making and resource allocation is devolved to the committees varies in each region.

In theory, Regional Advisory Committees on the In-service Education of Teachers (RACINSET) meet twice a year; early in the year to review and report on the regional programme and late in the year to allocate their major resource: Teacher Relief Days (TRD's). The department, universities, teachers' colleges, teacher unions and all teaching sectors are represented on these committees. The distribution of TRD's to each teaching sector (Early Childhood, Primary and Secondary education) is the primary function of the committee although the RACINSET constitution for the Northern Region committee indicates that they have far wider powers and responsibilities.

RACINSET is an advisory committee to the Regional Superintendent. It is to advise the RSE on the needs and direction of in-service in the region and through him or his representatives to convey this to NACIST. Likewise communication from NACIST is to follow the reverse pattern and through the membership of RACINSET to members of regional teacher associations, district committees and teachers in schools and early childhood centres.

(RACINSET Constitution: Northern Region, pg 1)
The aims, activities and composition of regional and district committees should be common to all three regions (Northern, Central and Southern) according to Ross Wilson, Senior Education Officer, responsible for In-service Education in the Northern Region.

On the basis of information gathered from a personal interview with Bill Richardson (Appendix A) and discussion with members of Northern Region RACINSET, it has been established that the National Advisory Committee on In-service Training (NACIST) has not met for a number of years and no longer functions as a national co-ordinating and directive body for in-service training. Reference is made by Teacher Education staff to a committee which exists at Head Office level to direct national in-service courses, held at the department's residential training centre, Lopdell House, in Auckland. It is also noted that nationally representative meetings have been convened to discuss in-service training with staff of Teacher Education Division. In March 1987 a residential course was organised for such a committee on the topic of, "Planning for Future Teacher Development Programmes (In-service Education)" at Futuna House, Wellington.

Members of Northern Region RACINSET assert that their group does not meet often enough to make a pro-active contribution to the design of in-service activities within the region. They are, however, optimistic that a programme being planned to encourage principals of secondary schools to promote in-service professional development will be trialled by mid 1988. Frances Townsend, the Teachers' College representative on RACINSET has prepared an outline for an annual in-service course for principals which aims to inform
then of professional development initiatives and programmes in operation in several schools and generally promote their interest in the professional development of staff (Appendix A). In general, once the committee has advised the district committees of the number of TRD's each will receive it plays no further part in the system, other than preparing an annual report for the Director Teacher Education. There is no communication from RACINET to the Teacher Associations or secondary schools.

The Inspectorate at Central Region controls and co-ordinates the distribution and use of TRD's centrally and these are allocated to schools on application to liaison inspectors or the Inspector of Schools responsible for the implementation of the regional in-service programme. The schools in Central region receive a comprehensive booklet outlining the courses to be offered and the procedures established for course direction and attendance.

In Southern Region there is a degree of centralised control coupled with a flexible approach and involvement of the committees in decision-making.

In theory, the District Advisory Committees on the In-service Education of Teachers (DACINET) exist at early childhood, primary and secondary level and comprise representatives from the department, teachers' college, teacher union and a member representing each of the local or Area Committees in the district. As a result of participant observation conducted at three DACINET meetings in 1987/88, a first hand account of the work of this committee in the Auckland district can be given. The duties of the committee are two-fold.
Firstly, they liaise closely with the Inspector of Schools in charge of In-service in making an equitable distribution between schools of TRD's to be used for School Based In-service Training (SBIST) and secondly, they have assumed responsibility for the organisation and evaluation of the annual district-wide Teacher Only Day (TOD). The committee is required to make a report on TOD to the Regional Superintendent.

In the Central and Southern regions teacher only days for individual schools, with in-service training activities based in the school are favoured. The Central Region Inspectorate booklet, *Secondary Teachers In-service Programme 1988*, makes no mention of an official district committee although it states that a convenor is appointed in each of the seven in-service training districts and that:

In order to provide advice for the convenor, small local committees exist. These consist of a principal's representative and a small number of representative teachers who can be contacted quickly. The offer of committee membership is annual and is issued by the convenor.

*(Secondary Teachers In-service Programme, Central Region, 1988, pg 7)*

In the Auckland district the local or Area In-service Committees are extremely active and participate in the co-ordination and provision of in-service activities for teacher only days. It is at this level that some of the most interesting developments are occurring. The Area committees are representative of every school in the local area. Secondary principals are requested to appoint a school in-service co-ordinator who represents the school and staff needs and requests on the committee.
The Western Districts Area In-service Committee in the Auckland District has been instrumental in promoting interest in staff professional development in local schools. They have recently published the results of a survey conducted in secondary schools in 1983/84 entitled, Participation, Benefits and Possibilities of In-service Education, Western Districts Area Committee, 1987, which makes recommendations related to the future design of in-service provisions for schools in the area.

**SUMMARY**

There appears, on the basis of prima facie evidence assembled to date, to be an evident structure within the department to allow for the equitable provisioning of in-service training for staff in secondary schools. The structure provides, in theory, for considerable practitioner participation in the planning of in-service programmes and activities. The committee system should provide opportunity for teachers and administrators to inform their representatives on local, district and regional committees of their views and needs and through these representatives, promote the type of in-service programmes they prefer. The representatives on these committees should in turn feed information back to teachers and administrators in schools and make recommendations to Teacher Education Division which could influence in-service education policy.

In practice, however, the situation in Northern Region is that a very small group of practitioners are involved in direct participation as school in-service co-ordinators, district committee members or regional committee members.
with the exception of Teacher Only Day staff in schools are not informed of the means by which they can contribute to the activities of these committees. They are also not involved in the selection of their teacher union representative who is usually a regional executive member of the New Zealand Post Primary Teacher Association (NZPPTA), who volunteers for this position. This was confirmed by Christine Jaeger, the current NZPPTA representative to the Auckland District and Northern Region committees. There has been no effort made by the NZPPTA to consult its members about in-service education for at least ten years.

There is too, considerable disparity in the degree of autonomy given to the committees. For example, in the Northern Region RACINSET and DACINSET are active bodies although their influence is not communicated to practitioners. In Central Region the committees are closely supervised by the Central Region Inspectorate with district committees functioning quite differently to those in Northern Region. Because the Southern Regional Office of the Department of Education has forwarded no documented outline of the structure of in-service provisioning in that region no comment can be made on the role of the committees in this third education region.
Teacher Education in New Zealand embraces both the pre-service and in-service education of teachers. There is considerable documented reference to both In-service Education for Teachers (INSET) and In-service training. The term 'professional development' is not used in official education department policy documents relating to teacher education. There is, however, evidence that a more comprehensive approach to this field is being promoted by Teacher Education Division. This is stated in a report on a national meeting held to discuss "Planning for Future Teacher Development Programmes (In-service Education)", sent in April 1987 to members of Regional In-service Committees. Paragraph 3, page one of the report states:

Following discussion on the purpose of teacher development programmes, a number of key points were noted such as the link between teacher professional growth and student benefit. One group stated it thus 'a teacher development programme is to promote professional growth, in attitudes, knowledge and skills in order to enhance the learning process.' It was also acknowledged that the term "In-service Training" does not adequately describe the purpose of programmes. It was recommended that a term such as "Teacher Development Programmes" was a possible alternative.

There is no central information agency which provides a comprehensive view of the many provisions for the professional development of secondary school staff which do currently exist. Each regional office of the department publishes information on the regional and district in-service training programmes. The New Zealand Education Gazette (the official circular of the Department of Education) is another source providing information on professional development opportunity. School principals are mailed
regular information bulletins about district, regional and national courses by the department and the universities, teachers' colleges, polytechnics, and teacher resource centres communicate information in the same way. Each school is requested by the District Advisory Committee on In-service Education to appoint an in-service co-ordinator to assist with the communication of this information to the staff.

The provision for professional development in this context relates to the whole range of continuing educational experiences available to secondary school staff. The provisions for professional development can be separated into formal and informal (ad hoc) opportunities for teachers and administrators in schools. No documentation is available from the Department of Education in New Zealand which contains comprehensive reference to the range of formal in-service educational opportunities available to practitioners.

Formal, regularly available and departmentally supported opportunities are gazetted in the official Education Gazette. They cover both in-service training related to specific teaching subjects and areas of responsibility in schools and in-service education which includes broader aspects of personal and professional growth such as further education and research opportunities.

Secondary teachers can apply for study scholarships for up to one year's leave with pay for full time study to complete a degree or post-graduate diploma. Teacher bursaries may be applied for to provide assistance with fees for approved university courses (Herbison 1975 pg 21, Forrest 1979 pp1-2,
Hill Report 1979 pg44, NZ Education Gazette December 15, 1986, pg 943). All New Zealand universities offer postgraduate degree and diploma courses in education studies. Massey University has for a number of years also offered extramural courses in Educational Administration and Auckland University is currently offering papers in this field through the Centre for Continuing Education (Herbison 1975 pg 22, Forrest 1979 pg 2, Hill Report 1979 pg 44, Massey University Calendar 1988, Auckland University Principals' Centre Newsletter 1987).

Teachers' Colleges offer a range of after-school-hours and weekend courses for teachers, of from four hours to up to fifty hours duration. Short duration Classes for Teachers and substantial courses of Advanced Studies for Teachers are taught face-to-face. The correspondence award courses offered by the Advanced Studies for Teachers Unit at Palmerston North Teachers' College cover a variety of subjects including educational administration, guidance counselling, health education and education outside the classroom (Herbison 1975 pg 22, Forrest 1979 pg 3, Hill Report 1979 pg 44, NZ Education Gazette, Dec 1987 pg 998, Auckland College of Education Advanced Studies for Teachers Handbook 1988, Palmerston North Teachers' College ASTU Courses 1988).

Scholarships and university teaching fellowships are available under the auspices of a number of trusts and boards. Many of these grants are administered by the University Grants Committee and others are regularly gazetted. Examples of these are Fulbright Awards, Subject related travel and exchange

The Teachers' Refresher Course Committee organizes vacation refresher courses on the basis of teacher and administrator requests to the committee on forms published in every gazette. These courses are directed by teachers nominated by colleagues and the courses and attendance costs are financed to some extent by the education department (Herbison 1975 pg 21, NZ Education Gazette April 15 1988 pg 308).

National residential in-service training courses are gazetted. These courses are scheduled on the basis of national education policy priorities for in-service training and annual courses such as induction training for new principals. Courses are of one week's duration and although attendance is usually by invitation there is provision to make application to attend through the Regional Inspectorate (Hill Report 1979 pg 44, Forrest 1979 pg 4, NZ Education Gazette Dec 1987 pg 1000).

The regional offices issue invitations to schools to send staff to regional and district courses related to subject and curriculum development. The number of staff invited from each school is determined by the size of the school. These are usually one day or two day non-residential courses, held on a district-wide basis (Forrest 1979 pg 6, Hill Report 1979 pg 44, Secondary Teachers In-Service Programme Central Region 1988).
Schools are allocated a number of teacher relief days for school-based in-service training. In some regions these are allocated en bloc to the schools to use at their discretion; other regions allocate days to schools on the basis of application being made and a satisfactory case being presented to run a course. The inspector in charge of in-service education communicates this allocation to schools.

All schools in New Zealand may hold one annual Teacher Only Day in term time without pupil attendance. This day may be used for co-ordinated district-wide activities or be school based (Hill Report 1979 pg 44, Secondary Teachers In-Service Programme Central Region 1988 pg 3). In the Northern Region for the past four years Teacher Only Day has been organised on a district-wide basis. In Central Region schools may either pool resources and work in clusters or organize individual school professional development activities. The Auckland DACINSET report on the 1987 Teacher Only Day made favourable reference to the quality of courses provided by pooling district resources compared to the courses run several years earlier when only a few, or individual, schools were involved.

Many education districts have well established Teacher Resource Centres which provide a central meeting venue for teachers and display and make resources available. In addition the directors of these centres organize a number of in-service courses for teachers. For example the Kohia Teachers Centre located in central Auckland advises secondary school principals of activities via a regular news bulletin.
Secondment of staff to the regional offices of the Department as inspectors and advisers is a practice which contributes to professional development. Secondment periods extend from one term to one year in most cases. The Regional Inspectorate is responsible for staff selection for secondment and also nominate teachers and administrators for annual Woolf Fisher Fellowships for terms of three weeks to three months study and travel abroad.

The role played by the Regional Inspectorate and advisory service in providing information and support for secondary school personnel constitutes a valuable form of professional development. School inspection and review visits, currently organised at five-yearly intervals may be viewed as a means of evaluating and promoting school and staff development.

The Research and Statistics Division of the Department of Education sponsors research programmes in schools. The schools and individuals involved in such projects benefit personally and professionally from these experiences. A research project is currently being undertaken by staff from the Auckland University Education Department to investigate the strategies principals of secondary schools will employ to implement the democratic values espoused in the 1987 Curriculum Review (Application for Research Contract, The Curriculum Review - Implications for Principals, Robinson, 1987).

A number of professional publications are available to practitioners and contain articles and information related to professional development initiatives and opportunities. All
schools receive copies of the *New Zealand Education Gazette* the official circular of the Department of Education and publications of the New Zealand Post Primary Teachers Association which take the form of a monthly newsletter and thrice yearly publication of the PPTA Journal.

The following New Zealand publications are available on subscription payment.

New Zealand Council for Educational Research (NZCER) Newsletter

New Zealand Journal of Educational Administration (Joint publication of the New Zealand Educational Administration Society and Auckland University Principals' Centre)

New Zealand Journal of Educational Studies NZCER Wellington

Set NZCER Wellington

Delta Wellington (Journal of the Education Department, Massey University)

Input Wellington (Newsletter of the NZ Association for Research in Education)

There are also a large variety of less formal avenues for staff professional development and the most effective and most used forums for the exchange of ideas, collegial support and ad hoc development of teachers and administrators are the professional and subject associations such as The Principals' Centre Auckland University, the Secondary Principals' Association, the Auckland Mathematics Association and the Commercial Teachers' Association.
Many responsive schools in New Zealand are now employing a school development process to respond to the collective in-service education needs of staff. One third of principals who responded to the Principals' Questionnaire (Chapter 4:2) were currently employing a School Development Process (Prebble and Stewart 1981, 1985) as a strategy for staff professional development. If schools have staff who have had some prior training in group processes and are familiar with the model for school development proposed by Prebble and Stewart for New Zealand schools, this can provide a means of improving school effectiveness, providing specific skill training and promoting professional growth of staff (Alcorn 1987). Taradale High School in Napier and Waitakere College in Auckland are examples of secondary schools with co-ordinated professional development programmes for staff (Cardno and Nobbs, 1987).

Use of school-based in-service time and collegial agreement to cover classes for absent staff members provides the school with a time resource which can be devoted to a range of professional development activities such as school-run management training for heads of departments, inter-school visitations, visits to resource and teachers' centres, in-class supervision and support and developing and implementing new teaching programmes.

A number of staff in administrative positions receive on-the-job training by working with experienced staff, informal mentoring and being given the opportunity to accept responsibility (Alcorn 1987).
Schools can make use of staff from tertiary institutions and the private commercial sector who are willing to act as consultants, assist with training and provide resources. The Polytechnics for example offer courses in management training for senior administrators and computer courses for teachers (Management Skills for Schools, Carrington Technical Institute, 1987). These courses are only run if sufficient interest is indicated. The universities and teachers' colleges are prepared to release staff to contribute to district and school based courses and the commercial sector has recognized the need for management training for principals by offering an annual Mobil Management Scholarship for this purpose.

On the basis of both informal and prima facie data gathering to establish teacher and administrator attitudes towards professional development (Chapter 4:2) the following perceptions emerge.

There are clearly many formal and informal provisions for professional development of staff in New Zealand secondary schools yet, in a survey of secondary school principals conducted in April 1988, to ascertain the extent to which principals consider the present in-service education opportunities meet staff professional development needs at all levels, the majority of respondents considered that this was the case 'to some extent or not at all'. Most principals recorded strong dis-satisfaction with the current provisioning for professional development especially for school administrators and principals in particular yet a number also admitted that professional development of staff
was not accorded a high priority status in their schools (Chapter 4:2).

In New Zealand most secondary school staff understand the term in-service training and use it as a synonym for both in-service education and professional development. Thus a narrow interpretation of the concept of professional development is commonly employed. In a survey of practitioner attitudes to professional development provisioning, conducted in June 1988, the attitude that responsibility for professional development lies both with the practitioner and the employer equally was expressed by the majority in the sample surveyed. The cost for providing for professional development was however, seen as totally the employer's responsibility by a large majority and this confirms impressions conveyed by informal comments of various groups of secondary school staff such as the Auckland Secondary Schools Deputy Principals' Association; that there is an expectation that professional development will be provided by and financed by the employer - and that professional development is interpreted by the vast majority to mean in-service training. Further, the attitude is expressed that the provisioning in this area is less than satisfactory (Principal's Survey, Chapter 4:2) and that communication of professional development opportunities to practitioners is in general only fair and in the case of the Department of Education it is poor (Practitioners' Survey, Chapter 4:2).

In the light of evidence provided earlier in this chapter to substantiate the claim that staff professional development is widely catered for the question of why these perceptions persist must be asked. Why for example is there virtually
Jean Herbison (1975) stated that:

The co-ordination and expansion of in-service education should be promoted by:

- a clear statement of government policy establishing its commitment to the continuing education of teachers and the expenditure involved.

(Herbison, 1975, pg 24)

No clear policy statement has as yet been made by the government to assure the status of continuing professional development for teachers and administrators.

Clem Hill in the 1979 Review of Teacher Training listed the range of activities then provided under continuing teacher education and concluded:

From the information gathered, it became obvious that in-service education is still not, either in quality or quantity, reaching enough teachers in the profession.

(Hill Report, 1979, pg 44)

It would appear, on the basis of information gathered to inform this study (Chapter 4:2), the survey conducted by the Western Districts Area In-Service Committee (1984) and comments from colleagues, that the provisions for professional development are still not reaching (or being communicated to) practitioners. The question of the extent to which communication of opportunities for professional development affects participation needs to be addressed. Research into the manner in which opportunities for professional
development are conveyed to practitioners has revealed that this information is fragmented, fed piecemeal through the Education Gazette over the course of an academic year and delivered to practitioners by a variety of means such as communication from the school in-service co-ordinator, the principal, the Education Department, professional associations and colleagues. The need for a comprehensive publication to direct attention to the whole range of professional development provisioning has not been recognised by Teacher Education Division. This is a method which could have been employed to widen practitioner perception of the concept of professional development and of opportunity to participate.

The Picot Report (1988) challenges practitioner attitudes and perceptions with new directions in the area of professional growth and staff development. The Picot task force proposes that the Board of Trustees will be responsible for implementing a staff development programme on the advice of the principal (pg 48).

Principals themselves will require training, information and support to do the job well. This should be part of the preparation of teachers intending to become principals. It would encompass voluntary pre-appointment training undertaken in the teacher's own time; and, after appointment, entitlements to training which focus on the role and functions of the principal, ............

..... Such training would cover communication skills, the identifying and solving of problems, staff management and development, setting objectives and evaluating outcomes. ........

..... The new role of the principal may have implications for the professional management development of teaching staff at middle and senior levels and this would be considered in the context of the staff development programme.

(Picot Report, pg 53)
If these recommendations are adopted and incorporated into the New Zealand Education Act amendments then the redefined role of the principal should include firstly, a statement regarding the training and responsibility of the principal in relation to staff professional development and secondly, an indication that teachers seeking career advancement will be required to accept a degree of responsibility for their own professional development.

In relation to teachers' professional development the Picot Report (1988) states that the committee believes that teachers will find themselves working in a system which provides them with resources and the in-service training to do the job (pg 52). It would appear that as far as teachers are concerned the Board of Trustees and the principal are nominated as the providers and that fostering in teachers a recognition of professional responsibility to develop on-the-job will possibly be a task undertaken by the principal.

In view of the fact that principals are currently dissatisfied with the provisions now made for their in-service training by the system (Principal's Survey, Chapter 4:2) and the implications of the proposed total devolution of in-service training funds to the institutions recommended by the Picot Report (pg 92) many questions arise. For example, who will be responsible for principal in-service education? How and when will principalship training begin to prepare incumbents to meet their new responsibilities? Who will co-ordinate principal and teacher in-service training and provide resources and expertise to assist principals in setting up staff development programmes in schools?
At present it seems that principals have a negative perception of their own professional development provisioning and a recent article by Noeline Alcorn draws attention to the communication problem which exists and possibly contributes to this perception.

Many good things are happening in educational management training in New Zealand at present. Unfortunately many of them are little known outside their own area and even within a city the size of Auckland it is possible for those working in the field to be unaware of what is happening elsewhere and believe they are working in isolation or in a vacuum.

(Alcorn, 1987, pg 45)

One such example of the good things happening in relation to principal professional development is the Aoraki Principals' Training Scheme (B Richardson, Interview Transcript, Appendix A) initiated by principals with a strong commitment to their personal and professional development. The Aoraki principals group has received financial support from Teacher Education Division for the services of a consultant and provision of potentially effective training courses beginning in October 1988.

Another initiative advertised in the Education Gazette, 1 June 1988, is a management training course for principals organised by Christchurch Teacher's College.

There seems to be a need for a more systematic approach to developing and delivering in-service professional development. There is a need for the co-ordination of efforts and for communication within and about the systemic provisioning of professional development opportunity. Above all there is
a vital need to raise the level of awareness, understanding and participation of practitioners. These matters will be addressed to some extent in the concluding chapter of this dissertation (Chapter 5).

2:3 ANALYSIS OF DATA FROM HISTORICAL, SOCIAL, CULTURAL, ECONOMIC AND POLITICAL PERSPECTIVES

INTRODUCTION
The following analysis of data is an attempt to classify preliminary information from various perspectives in order to use this material as a starting point to which, at a later point, further error elimination can be applied.

Data is classified on the basis of five perspectives. From an historical perspective to establish the low priority accorded to professional development and the narrow view taken of the concept of professional development; from a social perspective to comment on the attitudes towards the social benefits and impact of professional development; from a cultural perspective to question the extent to which professional development is woven into the cultural habitus of schools; from an economic perspective to analyse the costs of professional development for all concerned and from a political perspective to analyse the location of power in the decision-making and resourcing processes.

The analysis is limited by the scope of the present dissertation which does not lend itself to the establishment of a wide knowledge base conducive to intensive exploration and analysis. The lack of research conducted on the topic of professional development in New Zealand and the very small
amount of New Zealand literature and documentation on the topic has led to the undertaking of a first phase exploratory research design. In the very near future further research must be undertaken to disconfirm or substantiate the tentative conclusions which emerge as a result of this prima facie analysis.

HISTORICAL PERSPECTIVE

From an historical perspective the field of continuing professional development of staff in secondary schools has received very little attention as an educational priority and has been subject to narrow treatment because the term 'professional development' is generally interpreted as in-service training.

In New Zealand the term 'continuing education' is used by the Education Department to mean post-school, tertiary and adult education. Its use does not generally apply to the continuing education of teachers. The term 'teacher education' is used to cover pre-service and in-service education of teachers, however, it is the term 'in-service training' that is most commonly employed in denoting the system's approach to the provision of professional development for staff.

Since the early 1940's Teacher Education Division has, through its regional, district and local agencies promoted the concept of in-service training (Herbison, 1975). There has been little done to promote the wider concept of in-service education. The distinction between these terms is made clear in the Introduction to this dissertation. A
very recent document from Teacher Education Division entitled "Planning for Future Teacher Development Programmes (In-service Education)", April 1987, discloses the use of the term 'teacher development' for the first time by Teacher Education Division in a policy statement. A senior officer of the Division has also stated:

The term we are now employing is professional development, bracket, in-service, to get away from the training reference, the wrong sort of connotation I think.

(B. Richardson, Interview Transcript, Appendix A, pg 7)

What becomes clear is that in New Zealand the whole concept of professional development has been narrowed down to such an extent that even the wider term 'in-service education' is commonly understood to mean in-service training. No wider meaning or application of the term 'professional development' has been communicated to practitioners so that historically this perception has gained credence and is the one that persists.

Professional development has not featured as a high status issue among many conflicting and competing issues over the last two decades. The department officers responsible for this area also have responsibility for pre-service training of teachers and although induction training for beginning teachers has virtually devolved in entirety to the schools, in-service education is competing with the more urgent and pressing needs of the pre-service sector. This perhaps explains why Teacher Education Division has been unable to perform a promotional and co-ordinating function in the area of professional development. In addition, no national inquiry into teacher education has been initiated since the Gander Ministry set up a steering committee to
investigate this field in 1977. The Hill Report, *Review of Teacher Training* (1979) was the result of this inquiry but paid scant attention to the professional development of secondary school staff and very few of its recommendations were adopted. The report of *The Curriculum Review* (1987) set up to design guidelines for a national curriculum by the Marshall Ministry in 1984, devotes considerable attention to the professional development needs of teachers and makes several important recommendations concerning the professional development needs of teachers and administrators (pg 18). To date no action has been taken to implement these recommendations. Both the *Scott Report* (1986, pp6, 35) and the *Picot Report* (1988, pp 52, 53, 68) contain sections which propose improvements for the provisioning of professional development of staff. These proposals are couched within the terms of reference dictated by priority issues such as accountability in the case of the Scott Report and principals' management responsibilities and teacher registration in the case of the Picot Report. Professional development per se is not identified or recognized as an issue in its own right.

When a senior staff member of Teacher Education Division was asked why a review of teacher education was not being urgently promoted with the Minister he cited several recent reports: The *Scott Report* (1986), *The Curriculum Review* (1987) and the *Picot Report* (1988) and stated that all had made recommendations which could impact on future professional development policies.

The implications for Teacher Education are just as great depending on what recommendations are taken up.

(B Richardson, Interview Transcript, Appendix A, pg 10)
This, in fact, confirms the view that teacher education in general, and the professional development of secondary school teachers in particular is a facet of educational development which has in the past and in the present been subsumed by other more urgent and popular issues such as the accountability of teachers, the restructuring of the national curriculum and the administration of education which have dominated the scene in 1986, 1987 and 1988 respectively.

SOCIAL PERSPECTIVE

On the subject of who benefits from professional development
Noeline Alcorn (1987) states:

Though there may well be a variety of answers to this question I believe that the continuing professional development of teachers in general, and management education in particular should benefit individuals, their pupils and their colleagues.

(Alcorn, 1987, pg 39)

There is indeed strong support for this view in overseas literature and reviews of teacher education. The prime justification for resourcing and promoting the professional development of staff is the improvement of the educational experiences of students in schools. Most practitioners would subscribe to this view and are most often motivated to respond to professional development opportunity because they can see immediate benefits accruing to their teaching practice and thus to the students they teach (Chapter 4:2).

The Scott Report (1986) states that the quality of teaching is a major factor in pupil learning outcomes and addresses the need to involve teachers in self assessment and on-going professional development as a means of achieving a high quality of teaching in New Zealand (pg 6). Most teachers
would agree with this view but also assume that providing for their professional development, usually narrowly interpreted as in-service training, is the employer's responsibility and while the recommendations of national commissions of inquiry are applauded there is generally little expectation that better provision for in-service training will be delivered. It is surprising that in view of the wide and comprehensive provisions available for staff professional development the misconception persists that teachers and administrators in New Zealand are very poorly catered for.

This misconception possibly results because the wider concept of professional development, in the form of taking charge of and making an effort on behalf of one's personal and professional development is not commonly recognized or accepted by secondary school staff. The personal benefits of professional development activities are sometimes only recognized in terms of monetary or promotional incentives and these are not present in relation to university and teachers' college post-graduate courses. This certainly reduces their attraction unless they are seen as professionally worthwhile and satisfying regardless of incentive.

The attitude of secondary school staff to professional education opportunities is evident in the lack of interest shown in enrolment for teachers' college courses. The director of Classes for Teachers and Advanced Studies for Teachers courses at the Auckland College of Education referred to 476 enrolments in 1987 out of which 91 were secondary teachers. She points out that lack of incentive
is not the only constraint on secondary teacher enrolment and comments:

I think they're too exhausted. They are under a lot of pressure and they work very hard.

(F Townsend, Interview Transcript, pg 3)

This supports the view expressed by practitioners (Chapter 4:2) that 'time' is a major constraint on involvement.

In spite of the lack of monetary and promotional incentives a large number of secondary school staff enrol in extra-mural post-graduate courses offered by Massey University. On the staff of one large secondary school eleven members of a staff of eighty-one are currently involved in what they consider to be personally and professionally worthwhile in-service education (Waitakere College, 1988, Staff Extra-mural Study Survey).

Alcorn reiterates the need for professional growth and development of staff when she states:

We all know of courses which have proved to be a waste of time but this does not affect our conviction that professionals who do not continue to grow, to develop new knowledge and skills will ultimately be of little value to their organization since their rigidity and lack of adaptation to a changing environment will lead to irrelevancy.

(Alcorn, 1987, pg 39)

There is much to be gained by convincing all parties who can benefit personally and benefit others in the system that the potential of professional development as a means of improving the educational experiences of the students by improving teaching performance and satisfaction and making schools more effective places should be realised and promoted. The social impact of professional development in contributing to better teachers, better teaching, better employees for the state and generally a better quality of education service should not be underestimated (Winrow 1985, Harris & Fasano 1988)
Bates (1982) expresses the view that analysis in educational administration should be approached from a cultural perspective.

Culture, is in fact, the prime resource of educational practice......
It is culture that gives meaning to life.
The beliefs, languages, rituals, knowledge, conventions, courtesies and artifacts - in short the cultural baggage of any group, are the resources from which the individual and social identities are constructed.  

(Bates, 1982, pg 149)

Using a cultural perspective to locate the extent to which the professional development of staff is recognized as an important facet of the 'way of life' in a school is an interesting exercise.

A New Zealand principal comments on the topic of professional development as follows:

Realistically we must develop staff at all levels within the financial, time and energy restraints in which we work. The principal must actualize theory into practice as part of the organizational learning culture; sharing power, modelling and making staff accountable.

(Principals' Survey: Comments, Appendix B)

In this principal's belief there is obviously a place for professional development within the culture of the school. The principal's values and interpretation of the term 'professional development' are implicit in the statement.

Schools, like other organizations have differing cultures determined by the norms, values and perceptions of the people in them. The school culture is reflected in the systems and structures which operate within the school and which are influenced by the leaders style, the dominant organizational culture and the informal cultural networks which contribute to the collective life of the school.
Handy (1985) refers to culture in its organizational sense. He identifies four types of culture: club culture associated with power, role culture associated with bureaucracy, task culture associated with interdependence and existential culture associated with autonomy. Organizations can develop and use a range of appropriate cultures or procedural norms through which the senior staff can transmit values such as teamwork, professional responsibility and support and a positive approach to professional development (Winrow 1985). The organizational culture of the school, through its systems can facilitate closer participation, collaborative learning and the development of professional relationships in a supportive and open environment.

Professional Development can only be as effective or as rapid as the conditions in the organization allow it to be. It needs to be infused with an appropriate culture and leadership style.

(Winrow, 1985, pg 124)

Bates (1982) approaches an analysis of school culture on the premise that culture in schools can be managed, transmitted and transformed. This suggests that culture could be a dynamic force to employ in promoting shared meanings of the concept of professional development and weaving this into the cultural fabric of the school.

Bates defines two types of 'cultural baggage'; the factual and the mythical which are common to schools. It is the mythical aspect of culture which is concerned with meaning and in Bates' terms:
Myths are then, an important cultural resource in schools ..........constituting the groundwork of belief, morality, ritual and rules within which social and personal identity are managed and transformed.

(Bates, 1982, pg 149)

He identifies metaphors, rituals and negotiations as three key aspects of cultural myths. These provide the means through which the cultural reality of the school is shaped and managed. The language of the school, the forms and structures and the power sharing mechanisms all reflect the shared meanings held by the members of a school.

It is possible to locate the cultural position of staff professional development as an issue within the cultural habitus of the educational system and educational institutions by investigating and analysing the language in which policies and programmes for professional development are couched. Bates asserts that:

Metaphor is a major weapon in the presentation of self and the management of situations .... (and) metaphors carry both personal identity and social commitment.

(Bates, 1982, pg 150,151)

It has, for example been established that there is no systematic use of or definition of the term professional development in official departmental policy statements or documents. Schools and individuals in them would have widely differing views of the term and in fact, the concept. This is acknowledged by a principal who states:

I think you would find a wide range of mis-understanding of what people understand by 'professional development'.

(Principals Survey: Comments, Appendix B)

Initial evidence collected in this exploratory study would confirm that the most common interpretation staff place on
the term 'professional development' is that of 'in-service training courses' and that this view is held by both teachers and administrators because this is the Education Department's interpretation and the one most regularly communicated in official documents and policy statements.

From a phenomenological perspective Greenfield (1975) suggests that the path to understanding more about schools and the people in them lies through interpretation and analysis of the experiences of the people involved. Therefore a number of questions should be asked of the practitioner so that the texture of professional development within the cultural fabric of the school can be felt through the experiences and perceptions of the individuals themselves.

To what extent is staff professional development woven into the language of the educational system, the school, the individual? Do the structures, practices, values and beliefs at system, school and individual level reflect an emphasis on staff professional development? What myths, metaphors and rituals are used in relation to professional development and contribute to the shared educational and professional language and meanings of teachers and administrators? What individual perceptions do teachers and administrators hold of professional development based on the values central to their lives and every-day experiences in schools? How is the issue of staff professional development communicated; brought to the notice of staff and who speaks officially, and how regularly, about such matters? Schools should be prepared to involve their staff in regularly reviewing and evaluating their experiences so that they may become and
remain critical, reflective communities and ultimately responsible for their own learning and development.

ECONOMIC PERSPECTIVE
The Picot Report, Administering for Excellence (1988) contains an important recommendation in relation to 'vote in-service':

Funding for in-service training - some $9.6m - will be transferred to primary and secondary institutions.

(Picot Report, 1988, pg 92)

The report does not detail the method by which this transfer will be achieved, nor does it make any reference to the role of the in-service committees in the distribution of this resource. What it does imply, however, is that a number of factors which have hitherto constrained the expenditure of funds may no longer apply. These constraints are currently imposed by Treasury Department in the form of regulations to limit spending for in-service activities to payment for teacher relief days, associated travel, accommodation and miscellaneous expenses. Any attempts by district and local groups or by schools to develop and initiate a diversity of professional development activities have been hindered by the restrictive financial regulations which, for example have not made it possible for a school to employ a consultant for a school development programme or for assistance to be provided for professional association initiatives (Appendix A).

At the present time approximately 50% of vote in-service is retained for national priority initiatives by Teacher Education Division. Of the 50% allocated to regions, 40% is assigned to national curriculum and subject development.
in-service training and the remaining 60% allocated as a block of teacher relief days (TRD's) and associated funding, to the regional in-service committees. Budget figures obtained from two regions are as follows:

- **Northern Region**: $169,00 (6033 TRDs)
- **Central Region**: $141,00 (6024 TRDs)

Funds not tied to TRDs are allocated to miscellaneous expenditure and TRDs are allocated to teacher relief days (TRDs) and associated funding.

Each region would also expect additional funding for TRDs for special purposes which would be nationally funded. The cost of a TRD in 1988 for each secondary teacher released from the classroom is $135 with additional associated costs for travel, accommodation and miscellaneous (resource) expenditure. At present when schools are given a block of TRDs for school based in-service training they are expected to use school funds for all other costs related to running courses.

Teachers and administrators who undertake professional development activities beyond the range of those financially supported or subsidised by the department must be prepared to meet these costs personally although many schools will provide financial assistance from their own limited resources to support teacher and administrator attendance at specialist courses which will benefit the school. Teachers generally accept that they have a professional responsibility to meet the costs of professional association membership and subscription to professional publications and such work-related expenses were tax-deductable until March 1988. Since then, work-related expenses such as study for further qualifications, membership fees for professional associations, professional development courses, purchase of professional
books and resources may no longer be used to reduce taxable income. Teachers and administrators in schools will be able to apply to the Educational Department for reimbursement of some expenses within very narrow limits. For example travel expenses to attend a National In-Service Course will be refunded. For reimbursement of all other expenses teachers will have to rely on the ability of School Boards to provide financial assistance from the general expenses grants allocated to schools.

POLITICAL PERSPECTIVE
The status accorded to the professional development of teachers and administrators at political party level presents an interesting perspective on this facet of education in New Zealand. While the current Labour government issued no party manifesto in relation to education before the 1987 elections, upon re-election the Prime Minister undertook the Education portfolio as his personal responsibility. The previous Labour minister, Russell Marshall was responsible for initiating the "Curriculum Review" in 1984, with the specific aim of increasing community input into the design of educational service. The Curriculum Review (1987) makes a number of important recommendations in relation to the professional development of teachers (pg 18) and indicates that a review of 'teacher training' is imminent (pg 19). The current minister, David Lange, has also promoted the issue of community involvement in education. It is evident
that the recommendations of the Picot Report, *Administering for Excellence* (1988) will result in the local management of all educational institutions by representatives of school communities. The Picot Report also makes some far reaching and very promising recommendations in relation to improved professional development opportunity for the managers in the system in particular and teachers in general (pp 48, 52, 53, 60, 61, 68).

The National Party education manifesto, 1987, *A Nation at Risk* called for 'sweeping changes to education policy' which would be brought about by ensuring the accountability and disciplining of members of the teaching profession. This document made reference to the professional development of practitioners in these terms:

> Evidence of professional development will be a pre-requisite of promotion.

*(A Nation at Risk, 1987, 9:2)*

and went on to assert that management skills in education would be provided:

> National will institute immediately management training courses to ensure that those on promotion from the classroom into management roles are equipped to shoulder their new responsibilities.

*(A Nation at Risk, 1987, 9:3)*

Although aspects of professional development continue to be mentioned in government and opposition policy statements there is still no guarantee that this issue will be singled out in the near future and recognised as a central issue in efforts being made to improve the quality of education in this country. Considerable power could be wielded at government level to provide an impetus to those responsible for professional development opportunities to streamline policies. For example in Australia and Britain, the area
of staff professional development has been given status and singled out as an issue of considerable importance as a result of being made the subject of national inquiry (James Report, 1972, Britain and Report of the National Inquiry into Teacher Education, 1980, Australia). Both these documents provided policy statements and guidelines to ensure that professional development programmes could be implemented and resourced and linked improvements in teacher education to improvements in the quality of teaching.

In relation to identifying the locus of power at departmental level it would appear that Teacher Education Division could exert far more influence than they do, if only by making effective use of the channels for policy and decision-making which already exist. Since the demise of both the Standing Committee on Teacher Education and the National Advisory Committee on Teacher Training, the division has, by default, usurped the role but obviously not the responsibilities of these committees. Teacher Education Division may continue to function in its present form for at least three years until the proposals for total devolution of vote in-service funds to educational institutions are implemented.

Recommendations for the establishment of a new Ministry of Education contained in the Picot Report state that:

The ministry will be responsible for policy for all sectors ........

(Picot Report, 1980, pg 59)

The Minister of Education's response to recommendations in the form of the policy document Tomorrow's Schools; The Reform of Education Administration in New Zealand (1988) contains an assurance that specific task forces to assist with policy development will be established (pg 20).
It is to be hoped that the power sources responsible for policy in the future will be well advised on the formulation of a policy for the professional development of staff in secondary schools. In view of the policy to devolve funding for staff development to institutional level (Tomorrow's Schools, 1986, pg 11) management policies to guide the use of this resource will now be needed.

The secondary school teacher union, The New Zealand Post Primary Teachers' Association (NZPPTA) through its representation on all committees involved in in-service education decision making (Chapter 2:1) has the potential to make considerable input into the provisioning for teacher professional development. The professional development of staff is not however a current issue of major concern for the union nor is it likely to be so in the near future according to executive of NZPPTA. As far as one has been able to ascertain, members who represent NZPPTA on the in-service committees are volunteers from regional executive groups. There is no feed-back to the general membership nor any evidence over the last ten years of any consultation with the membership to ascertain their professional development needs. There are no policy statements available from NZPPTA head office on the subject of staff professional development other than references to this aspect of education in relation to the Secondary Classification Review, (1984)
which deals with assessment criteria and procedures for teacher and administrator classification and declassification. In relation to the professional leadership criteria for holders of positions of responsibility and senior administrative positions in secondary schools it states:

The teacher shall maintain a programme of professional development and ensure that all teachers have equal access to that programme.

(Secondary Classification Review, 1984, pg 6)

Neither NZPPTA nor the Teacher Education Division in New Zealand make any distinction between teachers and administrators in schools. This lack of recognition of the specific role that educational administrators play in the system gives rise to anomalies such as a reference to the teacher in relation to a job performance criterion which relates specifically to an administrative function. NZPPTA has taken no step to differentiate between the terms teacher and administrator in the system.

A further reference to provisions for professional development of staff is contained in a paper presented by NZPPTA executive at the 1984 national conference which recommends:

That in-service training and support are an important element in the proposed system (of classification) as is the availability of guidance and advice to all teachers in both list B and A.

(NZPPTA, 1984, recommendation 6)

The Secondary Classification Review has been supported by both the Secondary Schools Boards' Association and the Department of Education. Secondary teacher classification regulations could be implemented by 1989 in conjunction with proposals to establish a Teacher Registration Board (Picot Report 1988 pp 68-70, Tomorrow's Schools 1988 pg 23). The Picot Report states:
We have proposed a structure in which there are positive incentives to improve teaching performance. Within that structure the principal and trustees of an institution will be required to assess the current status of teacher knowledge, skills and qualifications and to implement a staff development programme to help teachers enhance their skills.

(Picot Report, pg 68, 7:3:7)

The structure proposed in the report involves the setting up of a Teacher Registration body to monitor the eligibility of entrants to the teaching profession. The same body could also act as an independent review agency if procedures for declassification (removal from the teacher register) need to be instituted. The Secondary Classification Review proposes both criteria for registration and declassification designed by the secondary teacher union the NZPPTA and supported by its membership.

The union could be influential in realising the potential for promoting professional development contained in the recommendations of the Picot Report (pp 48, 52, 53). NZPPTA will need to recognise that the issue of professional development is an issue of major importance for the next decade and alert their membership accordingly.

SUMMARY

The analysis of data in this chapter has been presented in the form of an exploratory study in this field to assist identification of the problems which exist in relation to promoting the professional development of staff in New Zealand secondary schools.

What has been established is that a number of problems do exist. Historically the issue of staff professional development and its direct relationship to improving the quality
of education has not been articulated or accorded status in New Zealand. It is an issue which has in fact been subsumed by competing educational issues to the extent that it continues to be relegated to a few references within national reviews on other subjects. From this perspective also the perception of professional development has generally been narrowed down by all parties in the system to mean in-service training. The impact that professional development could have as a dynamic social force to benefit individuals and the system has not been communicated to practitioners or promoted. Professional development can also have a strong cultural impact as a pervasive element in the 'way of life' of schools. It has the potential to be both the vehicle for transforming and the consequence of shared values and meanings within the cultural habitus of the school.

The present economics of professional development demand an input from practitioners who recognize that they have a professional responsibility towards continuing to learn. Teachers and schools are constrained by both time and the present system of resourcing professional development. The Picot Report (1988) proposes major change in relation to the administration of in-service education funding which will enable schools and the system to provide more flexible provisioning for professional development. This report also proposes a new structure for policy-making in relation to professional development and in doing so provides opportunity for political influence to be brought to bear on the problem of promoting professional development as an issue of educational importance in New Zealand. The new Ministry of Education, yet to be established, the government and the
teacher union could all contribute to the political exploitation of proposals which reveal a potential means of achieving the urgent implementation of professional development programmes to improve the quality of education in New Zealand.

The reform of education administration in New Zealand, outlined by the Minister in the policy document *Tomorrow's Schools* (1988) provides a unique opportunity for imperative action. The design and implementation of a comprehensive policy for professional development of teachers and administrators in schools is more important now than it has been at any other time in New Zealand's educational history.

In the next two years, the newly appointed Chief Executive of the Ministry of Education, Russell Ballard, will oversee implementation of the reforms proposed by the Picot task force. The position of the professional development issue in future national guidelines for education will depend to a large extent on whether the connection between this issue and the quality of education is voiced, recognised and acted upon.
CHAPTER THREE

AUSTRALIA: COMPARATIVE STUDY: TWO STATES

3:1 INTRODUCTION

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CHAPTER THREE
AUSTRALIA: COMPARATIVE STUDY: TWO STATES

3:1 INTRODUCTION

Material for this chapter was originally compiled as a result of a study tour to Australia in August 1986 under the auspices of the Woolf Fisher Fellowship Trust. The purpose of the study was to investigate the provision made for continuing professional development of secondary school administrators in New South Wales and Queensland. In the course of visits to and interviews with personnel at the Departments of Education, schools, colleges of advanced education and universities practice and literature were identified which made it possible to extend the scope of the investigation to include Commonwealth initiatives in promoting the professional development of teachers and administrators.
3:2 COMMONWEALTH PROFESSIONAL DEVELOPMENT INITIATIVES

The Commonwealth (federal) Government in Australia has indicated its strong commitment to the achievement of quality education in Australian schools. In several reports on Teacher Education it acknowledges federal responsibility to support the general professional development of all teachers as a means of improving schooling.

In 1960 the Commonwealth Government initiated a major national inquiry into teacher education. The report of this inquiry has had considerable impact on subsequent initiatives taken by the Commonwealth Government to promote professional development. Many of the recommendations of the report became policy and the status of professional development as an issue of continuing importance in Australian education was assured.

The Report of the National Inquiry into Teacher Education (1980) states:

The committee (of inquiry) anticipates that over the next twenty-five years the continuous development of practising teachers will become the major means of safeguarding and improving the effectiveness of the teaching force and thus the quality of learning in Australia's 10,000 schools. (page 66)

The Commonwealth Professional Development Program was subsequently launched in the early 1980's. The Australian Schools Commission had been responsible since 1973 for controlling in-service education grants to states who then organized state and regional in-service committees which were responsible for allocating and recommending use of funds. This system was greatly augmented by the Professional Development Program which allowed additional direct funding to states for developmental activities and specific
Commonwealth programs such as: Computer Education (1985), Specific Enhancements to Resources and Services (1986), A Project of National Significance: Professional Development of Principals Program (1984-1986), Responsive Schools Project (1986). Funding from the Professional Development Program has thus, since 1984, been directly allocated to states and territories in the forms of grants for professional development purposes and has also been used to support objectives in teacher education determined at Commonwealth level.

The Commonwealth Government established guidelines for Teacher Education in 1983 which included provision for regular review of their policies. In early 1984, they asked the Commonwealth Tertiary Education commission (CTEC) and the Commonwealth Schools Commission (CSC) to consult and review teacher education provisioning with a view to preparing co-ordinated advice on the policies and resources for improved teacher education.

An investigation was commissioned by the CSC to inform this review. The work undertaken by Dr F Coulter and Mr L Ingvarson, Professional Development and the Improvement of Schooling: Roles and Responsibilities, was published by the Commonwealth Schools Commission in 1984. It has been used extensively to inform the most recent report on teacher education, Improving Teacher Education: Report of the Joint Review of Teacher Education (CTEC AND CSC, 1986) and its major influence has been the subsequent recognition of the need for improved co-ordination of teacher education activities. This 1986 report affirms the current policies
of the Commonwealth which continue to promote professional development. It considers that financial support for continuing professional development should be regarded as a responsibility shared among the Commonwealth, the employing authorities and the profession. It states that:

The role of the Commonwealth, therefore, should be to work collaboratively with authorities in the States and the Northern Territory in identifying and establishing national objectives in in-service education and in devising appropriate strategies to meet agreed needs.

(page 22)

An important aspect of the initiatives undertaken at Commonwealth level is the commitment made to conduct regular inquiries into 'teacher education'. Of particular relevance to New Zealand is the fact that the reviews of teacher education have included comprehensive coverage of continuing professional development of teachers and administrators; and that academics involved in researching this field have been consulted. The connection between promoting professional development and achieving school improvement is clearly recognised and articulated in policy statements in Australia. This is not the case in New Zealand.
The Education Department in New South Wales has within its organizational structure a clearly located section which functions to cater for the continuing education of teachers and administrators. The Division of Services of the NSW Education Department is responsible for continuing education and the Head of this Division is responsible for the operation of two sections.

The Teacher and School In-service Section is involved in continuing education through the provision of in-service activities for teachers and administrators. It is responsible for determining the in-service needs of teachers and administrators and researching methodologies associated with improving the effectiveness of organizations and the re-training of teachers. It develops ways of facilitating personal and intellectual growth of teachers and administrators organizes training of regional personnel in consultancy skills associated with school and staff development and establishes courses appropriate to staff personnel undertaking career changes.

The Curriculum In-Service Section is involved in continuing education through provision of in-service activities for teachers and administrators. It is responsible for researching teaching methodologies associated with curriculum models and processes. It develops in-service activities in curriculum development and implementation and is responsible for the training of regional consultants. It liaises closely with the Teacher and School In-Service Section, the State Development Committee and the Directorate of Studies.
The Head of the Continuing Education sub-division is responsible for policy, planning and funding of in-service activities in the state. State in-service education is also substantially funded by grants from the Commonwealth Government and these funds are administered by the New South Wales In-Service Education Committee (NISEC). This committee is composed of representatives of state and Catholic education authorities and of non-systemic, non-governmental schools and is responsible for recommendations on the application of funds provided by the Commonwealth for developmental activities.

The committee makes available to all schools a comprehensive booklet entitled, "In-Service Activities: Organization and Participation", which outlines the composition, function and operation of NISEC and the regional in-service committees (RISEC) which it supervises. There are ten regional committees in NSW composed of representatives of both government and non-government schools and parent organizations.

The Division of Services of the Department of Education funds a number of state in-service activities in addition to those initiated through NISEC and RISEC. The Continuing Education sub-division encompasses services to support the State Development Committee. This committee investigates and initiates professional development activities for the teacher and administrator in NSW schools and Teachers' Centres throughout the state and supplies professional development resources which it finances. The "Total School Development Program" is an example of an in-service project launched by the State Development committee in 1982 as a continuing
education initiative for improving school effectiveness through staff and school development. From 1962 to 1964 over sixty resource modules were produced for in-service use within schools, with teacher, parent and community groups on topics related to school and professional development.

The majority of policy decisions and funds of the state committee are administered at regional level and applications for most in-service and professional development activities in the state are approved at this level. RISEC for example, approves in-service course proposals and applications for participation in local and regional activities. It organizes funding for "Within and Between School" in-service activities and the setting up of consultancy task-forces. It is responsible for approving major and minor study grants. The regional committees are autonomous, and this enables them to assess and meet the particular needs of each area of the state.

The State In-Service Committee retains responsibility for approving funding of state-wide in-service activities, making grants to Parent-Teacher bodies, Parent and Community Groups, Teachers' Centres, Professional Teachers' and Administrators' Associations and financing of resources and publications to promote in-service education.

It is interesting to note the level of participation required of practising NSW educators in the in-service activities organized by NISEC and RISEC. There is an expectation that teachers and administrators display initiative and make a contribution to their professional development needs by being
Willing to propose and organize in-service activities. Of particular note is the criteria for course approval which states that at least 50% of hours spent on the activity will be outside school hours.

Five major points emerged from the NSW study as being relevant to New Zealand initiatives in promoting the professional development of staff. These are firstly, the existence of a clearly defined section in the Department of Education with documented responsibility to cater for continuing professional development; secondly, the inclusion of the term 'administrators' in all statements relating to in-service education; thirdly, the publication of a comprehensive guide to teacher and administrator participation in determining in-service education needs and programmes; fourthly, the expectation that staff would accept a degree of personal and professional development responsibility and finally, the close liaison and administrative links between continuing education and curriculum development in NSW.

None of these strategies and system structures are evident in New Zealand at the present time.
In-service education for secondary school personnel in Queensland is organised through a central agency of the Department of Education entitled Secondary In-Service Education Section, attached to the Division of Secondary Education and located at the Bardon Professional Development Centre in Brisbane.

The Co-ordinator, In-Service Education, is responsible for the work of the section and co-ordinates funding and provision of resources, identification of in-service needs of teachers and administrators, setting of priorities for in-service initiatives and the development of programs to meet priority objectives. This specific professional development unit exists in addition to the Curriculum Services Branch of the Department of Education which is responsible for all areas of in-service connected with curriculum implementation and development. The work of the Curriculum Services Branch is integrated with that of the Secondary In-Service Education Section.

Because the Queensland Education Department has established a permanent directing agency in the form of the Secondary In-Service Education Section it has committed itself to re-organizing and providing for in-service education of teachers and administrators beyond curriculum areas. It has clearly demonstrated its concern for the on-going professional development of all secondary personnel.

The regular reports of the In-Service Section to state and regional directors and inspectors reveal the broad range of
professional development opportunities offered to teachers and administrators in Queensland. Extracts from reports of the Co-ordinator, In-Service Education (secondary) dated February, March, April and August 1986, refer to many on-going projects for professional development. The Review of Provisions for In-Service Education for Teachers and Administrators was initiated to provide information for decision-makers about in-service currently being provided as well as about teachers’, administrators’ and others’ perceptions of in-service opportunities that ought to be provided. A Consultancy Development Project was implemented to provide for the professional development of specialist teachers to act as consultants and promote awareness and teacher expertise in areas such as Drug and Alcohol, Computer and Multi-Cultural education. Special Needs Support Groups have been established to assist teachers to modify programs and prepare learning material for students with special needs. The Excellence in Teaching program is a practical effort to foster effective teaching and provide the teacher with realistic, constructive steps to deal with existing discipline problems. Of special interest for the purpose of the current study was the Subject Masters Project which recognizes the need for training of middle-managers as Heads of Department. It comprises a program of residential workshops, collegial meetings and workshops for principals and subject masters to negotiate role-expectations and training needs to cater for their on-going professional development.

In Queensland, the members of the educational service, like their colleagues in New South Wales, are expected to contribute to their personal and professional development by recognizing
that a proportion of time devoted to in-service must be contributed outside of school hours. This expectation was generally positively accepted by secondary school personnel. Provision for 'Teacher-only-Days' was also made on the basis of teachers being willing to attend such in-service group activities during school holidays as well as in school time.

Four major points emerged from the Queensland study as being of relevance to the New Zealand scene for future development. Firstly, and of particular significance were the regular reviews and evaluation of in-service education initiatives by the staff of the Secondary In-Service Education Section; secondly, the involvement of practising administrators in the evaluation and design of their professional development programmes; thirdly, the efforts being made to cater for the training of middle managers in schools and fourthly, the contribution made by staff in terms of own time devoted to professional development activities.
3:5 PROFESSIONAL EDUCATION OPPORTUNITIES: NSW AND QUEENSLAND

In both New South Wales and Queensland there appears to be considerable evidence of consultation, communication and liaison between the universities and Colleges of Advanced Education (CAE) and the state Departments of Education. Not only do most universities and CAE's have faculties which cater for the continuing professional education of teachers and administrators but the majority also offer a wide range of extra-mural (distance learning) courses in Higher Education Studies for teachers and administrators. The Commonwealth Directory of Qualifications and Courses in Educational Administration (1984) draws attention to graduate and post-graduate courses in Educational Studies and Educational Administration offered at fourteen tertiary institutions in the states of NSW and Queensland.

Staff in the Education Faculties at universities and CAE's are often actively involved in joint projects with, and research on behalf of, the Departments of Education. For example at the University of New England, Armidale, Dr P Duigan of the Centre for Administrative and Higher Educational Studies undertook the evaluation of the Commonwealth Schools Commission initiated project for the professional development of Principals in NSW: A Project of National Significance. Dr R J S McPherson of the same faculty was involved in the design and implementation of an Executive Leadership Project in conjunction with the Continuing Education sub-division of the NSW Education Department. In Queensland the North Brisbane College of Advanced Education was responsible for launching the Effective Reading in Content Areas (ERICA) program which was
developed by their staff and still retains a high profile as an initial and in-service teacher training activity in the state.

It is interesting to note that in spite of what appears to be adequate provisioning for continuing professional studies for teachers and administrators, the Coulter and Ingvarson (1984) investigation into teacher education identified lack of co-ordination at both national and state level as the major weakness of in-service professional development. In particular they commented on the fact that curriculum initiatives stimulated at school level were often unsupported by relevant teacher education initiatives in the tertiary sector.

By comparison, Colleges of Education in New Zealand offer no post-graduate courses and the Advanced Studies for Teachers courses offered do not generally appeal to secondary school staff. All four New Zealand universities offer post-graduate studies in Education but only Massey University currently offers an extramural Masterate course in Educational Administration.

There is little, if any, involvement of university staff in the design and implementation of professional development programmes in New Zealand although the universities are represented on Regional In-Service Committees and the Board of Studies.
In New South Wales and Queensland, Teacher Union and Professional association publications issued on a regular basis contain material which contributes to the professional development of teachers and administrators. In addition there are regular publications (other than the official Gazettes) from the Departments of Education in both states which provide professional reading material. INSIGHT (A Journal of the NSW Department of Education) published bi-annually, is designed to encourage administrators and future administrators in education to consider and discuss educational issues with a view to furthering their leadership skills. "Fostering Staff Development at School", by N A Johnson, and "Improving the Prospects of School Focused Developmental Programs" by K Eltis are examples of the topics for professional reading in 1987 issues.

In Queensland IMPACT is a monthly publication of the Department of Education and contains news and topics of professional interest to teachers and administrators in secondary education such as information on the "Excellence in Teaching" project. The Board of Teacher Education in Queensland sponsors occasional publications such as PROJECT 21 'Teachers for the Twenty-First Century: A Review of Teaching as a Profession'. This publication contains recommendations on models for the continuing education of teachers.

In both NSW and Queensland OCCASIONAL PAPERS are commissioned and published by the Department of Education. These papers form a valuable source of current information for teachers, educational administrators and the policy-makers and planners
at all levels of the system. For example, F G Sharpe's paper, "Quality Leadership - Quality Education", published in March 1986 is excellent reading.

Practicing teachers and administrators in Australia also have available to them a number of subscription publications which are the source of valuable reading in the field of educational development and research. For example, The Practising Administrator, is a professional publication for practitioners involved in or interested in educational administration. It is published in NSW and contains articles such as: "Participative Decision-Making at Oberon Central" by P Murphy, R Telfer and J Wood. (Vol. 3, No 3, 1981, pp 6-9). The Australian Administrator published by the School of Education, Deakin University provides practitioners with a means of keeping up-to-date with developments in the educational field. It contains articles of both practical and theoretical interest such as: "The Principal as an Educational Leader: To be or not to be?" by W J Smyth, (Vol 1, No 1, Feb 1980, pp1-4). The Journal of Educational Administration is the official publication of the Australian Educational Administration Society. It is one of only two journals in the world that is recognized as an 'international forum' in the field of educational administration. It contains articles such as: "Agency and Structure-Influence on a Principal's Initiation of Change in School Practices" by B Evans, (vol 31, No 3, Nov. 1987, pp 272-283). The Australia Journal of Teacher Education is published by Claremont Campus, Western Australia College of Advanced Education. It is a forum for discussion and articles in this specialist field and contains papers
such as: "Personal Construct Theory as a Basis for a Non-deterministic Model of Teacher Education", by T Fielding (Vol 8, No 2, Oct 1983, pp2-16). A special issue of The Journal of Education Policy has provided an Australasian forum for debate and the article, "Towards a Policy on Continuing Professional Development of Teachers: Australian Perspectives", by M Harris and C Fasano, (vol 3, No 3, 1988) is one of particular importance and interest in relation to the current study.

For many New Zealand educators access to Australian publications, especially those which are pertinent to administrative practice and policy, is extremely important as there are, by comparison, few professional journals published in New Zealand and no regular publication other than the Official Gazette which is sponsored by the New Zealand Department of Education.
The preceding overview of Australian initiatives for the continuing professional development of teachers at Commonwealth and State level (NSW and Queensland) provides a basis from which to draw comparisons between strategies the systems employ in Australia and those currently employed in New Zealand. Some comparison of attitudes and perceptions in these two countries is also possible.

In Australia, at both federal and state level, policy is formulated and clearly articulated in relation to government commitment to the continuing professional development of staff in the teaching service. This is not the case in New Zealand. There is no formulated or stated government policy which establishes commitment to the continuing education of teachers. Jean Herbison, writing in 1975 in her article, "In-Service Education in New Zealand", suggested that the co-ordination and expansion of in-service education could only be promoted by "a clear statement of government policy" (page 24) to achieve further development of the continuing education of teachers in New Zealand. The New Zealand government has yet to make such a statement.

In Australia the need for regular review and evaluation of the provisions made for Teacher Education, including continuing professional development, has been recognized. Two major national inquiries into teacher education (1980 and 1986) were conducted and have provided directions and the setting of objectives for planning and policy-making. There is also evidence of state initiatives to regularly review in-service provisions and consult practitioners.
so that their views can have an impact on future planning.

In New Zealand the Campbell Report (1977) and the Hill Report (1979) can be identified as the most recent reports which reviewed and evaluated teacher education. While the Campbell Report was particularly concerned with pre-service and induction training of teachers it highlighted the inadequacies of in-service education for beginning teachers in secondary schools and recommended that the continuing education of those responsible for teacher induction, including school administrators, was a priority. The Hill Report was wider in scope and made specific recommendations in relation to the need for systematic in-service education of school administrators and principals, who were in turn responsible for promoting the professional development of staff. A major recommendation of the Hill Report was that a national body for teacher education and training be established. It is significant to note that as yet none of these recommendations have been acted on.

In Australia and New Zealand pre 1980 recommendations for greater funding and larger budgets for in-service education have been adversely affected by national economic trends resulting in curtailment of spending in this area. While in New Zealand the whole issue of continuing professional development of teachers has been subsumed by other major educational issues this does not appear to have been the case in Australia. In spite of financial limitations the issue of professional development has remained a national and much publicised priority in relation to school development, improvement and effectiveness and a means of improving the quality of education ("Quality and Equality:
Commonwealth Specific Purpose Program for Australian Schools (1985). In New Zealand since the 1973/74 Educational Development Conference the themes of curriculum change, development and resourcing, community involvement in educational decision-making and teacher accountability have dominated the scene of review, evaluation and research. Extremely important recommendations in relation to the status and contribution of the continuing education of teachers have been contained in reports designed to review the above-mentioned issues. For example, statements are made in the Educational Development Conference working party reports (1973/74), The Review of Teacher Training report (1979), The Quality of Education report (1986) and The Curriculum Review report (1986) to support the view that any objective of bringing about change and improvement in schools must be supported by a genuine commitment to provide adequate continuing education for practitioners. To date there is little evidence that these recommendations will affect the future status of teacher education as a priority educational issue in New Zealand.

On the basis of investigation into the provisions made for the professional development of staff in Australian secondary schools in NSW and Queensland assurances were given that the concept of 'professional development' was clearly understood by practitioners. Australian secondary school teachers and administrators were generally aware of the policy initiatives and in-service priorities which the Commonwealth and State education service were committed to.
Commonwealth and State Education Department publications carried references to policies and priorities in the field of continuing education and Department of Education publications provided a regular source of professional reading. Teachers and administrators in NSW and Queensland were generally accepting of the expectation that they must be jointly responsible, together with the employer, for their personal and professional development. The attitude towards an input of personal time and money for in-service activities was mostly positive. In New Zealand on the basis of prima facie evidence collected to date, there is generally a lesser awareness of the wider concept of 'professional development' among practitioners beyond a narrow interpretation as 'in-service training'. The commonly held view is that in-service training constitutes professional development and that this is something which should be delivered by the employer. Contributing to continuing professional development in terms of time and money is an idea not well received. One explanation of the present limited perception of professional development which persists in New Zealand is a lack of published or promotional material available to practitioners and another is the low status this issue continues to hold in political and educational forums.

In Australia wide provision appears to be made at tertiary level for post-graduate and graduate professional studies relevant to secondary school personnel. In New Zealand the majority of advanced studies for teachers and university graduate and diploma courses have traditionally attracted clients in the primary teaching service and it is only recently that a wider range of suitable university
post-graduate courses have been offered to cater for teachers and administrators in the secondary service.

A matter of considerable interest is the reversal of the role played by teacher unions and professional associations in these two countries. In Australia the professional associations play a major role in decision-making forums and in consultation to determine planning and provisioning for professional development. The teacher unions play a less important role in these professional areas. In New Zealand the situation is completely reversed and it is the teacher unions and not the professional associations who are represented in forums where important decisions regarding in-service education are made.

The most outstanding contrast between the two countries' systems that became apparent from the very start of investigation into the field of professional development in the States of New South Wales and Queensland was the fact that in both States there existed clearly defined, permanently and adequately staffed sections within the Education Departments to deal exclusively with the continuing professional development of teachers and administrators.

The fact that 'administrators' were identified as a group in the service with specific and different continuing educational needs is a vital aspect of the comparative developments in the field of teacher education in these two countries. In New Zealand the Directorate of Teacher Education is currently a sub-division located within the area of responsibility allocated to the Assistant Secretary Tertiary. It is responsible for all aspects of teacher
education; pre-service, induction and in-service and its brief in relation to in-service teacher education is contained in half a line in the 1980 Directory of Organization and Responsibilities for the Department of Education (page 48). Furthermore, there is no reference made, in any policy documents relating to the present organization and responsibilities of the department or in any statements relating to in-service provision or planning, to the continuing education of 'administrators'. The Secondary Classification Review NZPPTA (1984) however, documents the professional leadership responsibilities of both PR holders (middle managers) and senior administrators in New Zealand schools as including the maintainence of professional development programmes for staff. Without adequate provision being made for the professional development of administrators, their contribution to the professional development of those for whom they are responsible is questionable and problematic.

The Picot Report (1988) highlights this concern by proposing that the principal will advise the Board of Trustees in the matter of staff development programmes. The Minister of Education, David Lange, has adopted this proposal and states in the policy position document, Tomorrow's Schools (1988), that this will be one of the principal's responsibilities as the professional leader of the school.
CHAPTER FOUR

RESEARCH DESIGN AND METHODS

4:1 DESIGN

4:2 SURVEYS

4:3 SUMMARY
CHAPTER 4
RESEARCH DESIGN AND METHODS

DESIGN

The research design of this study is influenced by the need to establish a knowledge base in the field of 'professional development for staff in New Zealand secondary schools'. The Introduction contains comment on the concept and language of 'professional development' and defines the various terms used to describe aspects of professional development. The researcher has reviewed both New Zealand and overseas literature in order to focus on current trends and themes in the field of professional development. The literature review has assisted in a narrowing of attention to problematic issues which have made the scope of the task more manageable and has also served to confirm that problems do not exist exclusively in New Zealand but are common to many OECD countries where attempts are being made to promote the professional development of staff.

Overall a descriptive method of research has been employed in the next two chapters. The main objective of the research undertaking has been to establish what is currently happening in relation to the professional development of secondary school staff. Descriptive research according to Best (quoted in Cohen and Manion, 1985) is concerned with:

- conditions or relationships that exist;
- practices that prevail; beliefs; points of view, or attitudes that are held;
- processes that are going on; effects that are being felt; or trends that are developing.

(Cohen and Manion, 1985, pg 68)
Data gathering has been aimed at establishing prima facie evidence to arrive at a description of the aspects identified by Best as the concern of the investigator in a descriptive approach to research. All these aspects are relevant to the investigation of the problems which affect promotion of professional development of staff in New Zealand secondary schools.

In Chapter 2 'State of the Art in New Zealand' the assembly of documentary data relating to the structure, policy and distribution of resources to provision professional development of staff has been necessary. Teacher Education Division policy statements and letters to Regional Officers have been a prime source of information. Communication documents to schools from formal and informal agencies concerned with the organization of professional development activities provided information on current professional development opportunities available to secondary school staff.

Small scale surveys have been used to gather data on conditions at this point in time with the intention of describing the nature of existing provisions (Regions Questionnaire: Chapter 4:2), describing perceptions and attitudes of practitioners (Principals' and Practitioners' Questionnaires: Chapter 4:2) and checking documentary data (Interviews: Appendix A).

Because the researcher is a practising principal in a New Zealand secondary school it has been possible to get
immersed in 'the field' and employ some of the techniques of field research methodology at a very elementary level such as observing, noting impressions, listening, informal questioning, noting answers and participant observation in as many professional development activities and procedures as possible. For example, attendance at Principals' Conferences and District Advisory Committee on the In-service Education of Teachers (DACINSET) meetings has provided opportunity for participant observation. As a result of attendance as the Auckland District Secondary Schools Principals' Representative at a DACINSET meeting in April 1987 considerable relevant background and operational data was gathered and presented as a report to Auckland principals (Appendix A).

In Chapter 3 'Australia: Comparative Study: Two States' the researcher has described conditions in the field of professional development in New South Wales and Queensland on the basis of a data collected on a study tour to Australia in 1986. The intention has been to establish standards against which the existing conditions in New Zealand can be compared.

At this point it must be re-stated that the research design for this study is in essence exploratory and concerned primarily with the establishment of an initial prima facie knowledge base and formulation of a problem statement in a critical tradition on the topic of professional development as it concerns secondary school practitioners in New Zealand.
Corson (1987) argues for a more critical tradition in educational administration research. He states that we need a new approach to educational research which first incorporates science; secondly recognizes the influences of subjective bias in all that we do in this difficult area and thirdly allows for, even insists on our fallibility: the probability that we are in error.

(Corson, 1987, pg 32)

The exploratory and tentative approach to this research undertaking is influenced by the research perspective proposed by Corson who is in turn influenced by the epistemology of Popper, the philosopher and scientist. Popper presents a concept of 'conjectural knowledge' that could be used by other researchers in a climate of constructive critical review (Corson, 1987). His theory of knowledge is based on the premise that knowledge grows by the elimination of error from conjecture and this offers the educational researcher a critical dimension to the process of research. For Popper there are four stages in the research process. Firstly identification of the problem and understanding of the problem situation; secondly tentative theory which grows from some pre-existing problem; thirdly elimination of error in which a critical method of trial and testing to eliminate error is employed; fourthly a return to the first stage in which a new problem is stated and a new tentative theory is presented for further testing (Corson, 1987).

In the Introduction and first three chapters of this dissertation the researcher has attempted to describe and analyse data and factors which could assist in identification of the problem and lead to an understanding of the problem situation. Effort has been made to formulate the problem in
language which makes it possible for the researcher to suggest tentative solutions in response to the problem statement. The problem is stated thus:

It would appear that there are several problems in promoting professional development of staff in New Zealand secondary schools. These problems exist at system, school and individual levels and currently hinder the recognition and realization of the potential inherent in professional development as a means of improving schools and the educational experiences of students.

In Chapter 5 several tentative solutions are presented for critical review by future researchers and may become the subject of further conjecture and further error elimination on this topic at a later date.

4:2 SURVEYS

A form of systematic sampling has been used to elicit information from individuals in key positions within the system and to gather data from various cohorts of practitioners in New Zealand educational institutions.

INTERVIEWS

Four in-depth interviews were conducted to obtain information and clarify issues where little or no documented material was available. While all four interviews contributed information and allowed opportunity for checking facts and have generally influenced the conclusions reached, material from only two interviews has been used extensively and quoted in the text. These interviews (*) are included in Appendix A.

* Bill Richardson: Senior Education Officer, Teacher Education Division, Department of Education.
* Frances Townsend: Co-ordinator - Continuing Education, Auckland College of Education.

Athol Forrest: Principal, Palmerston North Teachers' College and Director - Advanced Studies for Teachers Unit. Past Director, Teacher Education Division.


For each of the abovementioned interviews an interview schedule was prepared with mainly unstructured questions and forwarded to each interviewee before the interview. These interview outlines were followed closely in the actual interviews. All interviews were tape recorded and this data has been retained and transcribed.

QUESTIONNAIRES
Three questionnaires have been used to gather data of a prima facie nature in order to inform this study for which there is a minimal amount of documented research data and no research studies recorded since 1979.

Regions' Questionnaire:
With the support of the Assistant Secretary Tertiary, Arch Gilchrist who was Acting Director General of Education in New Zealand, a questionnaire was sent to the Regional Superintendent in each of the three educational regions: Northern, Central and Southern, to obtain basic information on the methods of provisioning adopted in each region. Two
regions, Northern and Central, have provided answers to the questionnaire and documentary material as well. This data has been essential to the researcher to enable an understanding of the manner in which the system provides for in-service education at regional level, both in theory and in practice. Although Teacher Education Division indicated verbally, via initial discussion with Bill Richardson, that each region should operate in a similar manner with regard to receipt and distribution of finances allocated for in-service education, the answers to the regional questionnaire have been useful in directing attention to the degree of control exerted by Northern and Central region especially in the case of Regional and District Advisory Committees on the In-service Education of Teachers. (Questionnaire form is contained in Appendix B)

Principals' Questionnaire:
A group of principals who attended the inaugural convention of the Secondary Principals' Association of New Zealand (SPANZ) in April 1988 were approached to participate in a survey designed to gather information regarding principals' appraisal of provisioning for professional development and the methods employed to supplement formal provisions. Of the 349 principals of New Zealand secondary schools 106 attended the convention. It could be assumed that those who did attend were concerned about their own personal and professional development because the SPANZ charter places principal professional development among its major objectives. All convention members were requested to complete the questionnaire yet only 34 completed questionnaires were
returned to the researcher. It must be acknowledged that the responses to this survey have been obtained from a biased sample; a sample biased in the first instance in favour of participating in professional development activities and biased in the second instance by personal motivation to respond to a survey on an issue which was of personal and professional interest.

The sample surveyed is 32% of principals who are members of SPANZ and 9.7% of all secondary school principals in New Zealand. The 34 responses comprise 12 principals from Northern Region, 14 principals from Central Region and 8 principals from Southern Region schools.

Principals were asked to assess the extent to which they considered the present in-service education opportunities offered met the needs of practitioners. (Questionnaire form is contained in Appendix B)

Principals' perceptions of the extent to which professional development needs of teachers are being met in relation to in-service education in the areas of curriculum and evaluation is shown in Table 1. All figures shown are percentages.

Table 1 - Curriculum and Evaluation In-Service

<table>
<thead>
<tr>
<th>Opportunities meet needs</th>
<th>very well</th>
<th>well</th>
<th>to some extent</th>
<th>not at all</th>
</tr>
</thead>
<tbody>
<tr>
<td>National courses</td>
<td>0</td>
<td>5.9</td>
<td>52.9</td>
<td>41.2</td>
</tr>
<tr>
<td>District courses</td>
<td>5.8</td>
<td>11.8</td>
<td>76.5</td>
<td>5.9</td>
</tr>
<tr>
<td>School-based courses</td>
<td>17.7</td>
<td>29.4</td>
<td>52.9</td>
<td>0</td>
</tr>
</tbody>
</table>
Principals express the view that school-based courses are best meeting the needs of teachers in relation to in-service education in curriculum and evaluation. That national provision meets these needs to some extent or not at all is the perception of 94% of respondents. This provision on a district basis is seen as similarly failing to meet needs by 82% of respondents.

Principals perceptions of the extent to which professional development needs of middle managers are being met are shown in Table 2. All figures shown are percentages.

Table 2 - Middle-Manager In-Service

<table>
<thead>
<tr>
<th>Opportunities meet needs</th>
<th>very well</th>
<th>well</th>
<th>to some extent</th>
<th>not at all</th>
</tr>
</thead>
<tbody>
<tr>
<td>National courses</td>
<td>0</td>
<td>5.9</td>
<td>14.7</td>
<td>79.4</td>
</tr>
<tr>
<td>District courses</td>
<td>0</td>
<td>2.9</td>
<td>67.7</td>
<td>29.4</td>
</tr>
<tr>
<td>School-based courses</td>
<td>0</td>
<td>11.8</td>
<td>67.7</td>
<td>20.6</td>
</tr>
</tbody>
</table>

Principals perceive middle management professional development needs are best catered for by school-based courses. The majority however express strong dis-satisfaction with national course provisioning in this area. None of the present avenues for providing courses for middle managers are meeting this need very well.

Principals' perceptions of the extent to which the professional development needs of senior administrators (principals, deputy principals, senior master/mistress) are being met are shown in Table 3. All figures shown are percentages.
Table 3 - Senior Administrator In-Service

<table>
<thead>
<tr>
<th>Opportunities meet needs</th>
<th>very well</th>
<th>well</th>
<th>to some extent</th>
<th>not at all</th>
</tr>
</thead>
<tbody>
<tr>
<td>National course</td>
<td>2.9</td>
<td>2.9</td>
<td>26.5</td>
<td>67.7</td>
</tr>
<tr>
<td>District course</td>
<td>0</td>
<td>2.9</td>
<td>32.4</td>
<td>64.7</td>
</tr>
<tr>
<td>School-based courses</td>
<td>0</td>
<td>2.9</td>
<td>41.2</td>
<td>55.9</td>
</tr>
</tbody>
</table>

The majority of principals believe that the professional development needs of senior administrators are not met at all. Overall, school-based courses are identified as meeting these needs somewhat better than provision at either district or national level.

A summary of the degree to which in-service education courses meet the needs of practitioners 'not at all' is expressed in Figure 1. While school-based and district courses are acknowledged as meeting the needs of teachers and middle-managers to some degree the indication is that national courses fall far short of meeting such needs and that the needs of senior administrators are seen as being poorly met by courses or lack of courses at all levels.

Figure 1 - In-Service needs met 'not at all'
Specific strategies employed by principals to promote professional development and supplement formal professional development opportunities (in-service courses) are ranked below on the basis of the extent to which principals in the sample surveyed employ each strategy.

Figure 2 - Strategies Employed by Principals

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Encouraging attendance at professional association meetings</td>
<td>100%</td>
</tr>
<tr>
<td>School-based teacher only days</td>
<td>94%</td>
</tr>
<tr>
<td>Inter-school visitations and consultations</td>
<td>88.2%</td>
</tr>
<tr>
<td>Job descriptions</td>
<td>85.3%</td>
</tr>
<tr>
<td>Staff meetings schedule to cater for professional development</td>
<td>82.4%</td>
</tr>
<tr>
<td>Professional development programme for the school</td>
<td>61.8%</td>
</tr>
<tr>
<td>Encouraging staff to engage in educational administration studies</td>
<td>50%</td>
</tr>
<tr>
<td>Professional development consultation cycle (Prebble and Stewart model)</td>
<td>50%</td>
</tr>
<tr>
<td>School development process (Prebble and Stewart model)</td>
<td>23.5%</td>
</tr>
<tr>
<td>Employment of management consultant</td>
<td>2.9%</td>
</tr>
</tbody>
</table>

The extent to which school structures and provisions are used to promote professional development is expressed overleaf in Figure 3.
Principals were requested to make comment verbally and in writing on any aspect of professional development which was of concern to them. They were also asked to note any supplementary activities used in their school to provide professional development opportunities for their staff. An interesting range of comments and supplementary activities were noted and are contained in Appendix B. Verbal comment was also made to the researcher. The most commonly expressed concern was a reference to the scope of the term professional development and the point of view held by many principals that practitioners interpret this as in-service training.

Practitioners' Questionnaire:
Principals from three New Zealand schools: De La Salle College (Northern Region), Taradale High School (Central Region) and Southland Girls' High School (Southern Region), agreed to involve their staff in a survey of practitioner attitudes towards aspects of professional development provisioning.
It must be acknowledged that the schools selected for the survey provide a biased sample in as much as the principals of these schools have stated and acted on their commitment to promote the professional development of staff. The schools surveyed are however of three distinct types: a Catholic integrated school, a state co-educational school and a state girls' school.

The responses from the schools comprise 85% of total staff at De La Salle College, 83% of total staff at Taradale High School and 80% of total staff at Southland Girls' High School. In all, 82.6% of the possible sample completed the questionnaire (n = 114). (Questionnaire form is contained in Appendix B)

Practitioner responses to the question of who should accept responsibility for teacher and administrator professional development are illustrated in Table 4. All figures shown are percentages.

Table 4A - Perceptions of Responsibility

<table>
<thead>
<tr>
<th>scale</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>practitioner</td>
<td>.9</td>
<td>11.4</td>
<td>38.6</td>
<td>33.3</td>
<td>15.8</td>
</tr>
<tr>
<td>employer</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table 4B - Perceptions of Responsibility

<table>
<thead>
<tr>
<th>scale</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>practitioner</td>
<td>0</td>
<td>10.8</td>
<td>45.9</td>
<td>27.9</td>
<td>15.4</td>
</tr>
<tr>
<td>school</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
There is a definite weighting on these attitudinal scales towards the responsibility for professional development of practitioners being viewed as a shared responsibility but with the greater share of responsibility perceived as lying with the employer and the institution.

Practitioner responses to the question of who should bear the costs of professional development are illustrated in Table 5. All figures shown are percentages.

Table 5 - Perceptions: Financial Responsibility

<table>
<thead>
<tr>
<th>Employer bears</th>
<th>Employer bears</th>
<th>Employer bears</th>
<th>Employer bears</th>
<th>Employer bears</th>
</tr>
</thead>
<tbody>
<tr>
<td>0% of cost</td>
<td>25% of cost</td>
<td>50% of cost</td>
<td>75% of cost</td>
<td>100% of cost</td>
</tr>
<tr>
<td>0.9</td>
<td>2.6</td>
<td>23.7</td>
<td>26.3</td>
<td>46.5</td>
</tr>
</tbody>
</table>

The financial provision for professional development is viewed very much as the employer's responsibility and nearly half of the respondents indicate that they consider any cost in relation to their professional development should be borne by the employer.

An analysis of practitioner attitudes towards current methods employed to communicate professional development opportunities to staff reveal that practitioners perceive the principal as the most effective communicator and the Department of Education as the least effective. All other agents of communication are perceived by the majority to be 'fair': i.e. school in-service co-ordinator, The Education Gazette, professional associations and word-of-mouth collegial communication.
Constraints to involvement in professional development activities are ranked as a percentage of the total sample in Figure 4.

**Figure 4 - Constraints to Involvement**

<table>
<thead>
<tr>
<th>constraint</th>
<th>perception</th>
</tr>
</thead>
<tbody>
<tr>
<td>time</td>
<td>70.9%</td>
</tr>
<tr>
<td>money</td>
<td>12.7%</td>
</tr>
<tr>
<td>energy</td>
<td>6.4%</td>
</tr>
<tr>
<td>lack of information</td>
<td>5.5%</td>
</tr>
<tr>
<td>lack of incentive</td>
<td>4.5%</td>
</tr>
</tbody>
</table>

Perceptions of the benefits accruing to groups in educational endeavour as a result of professional development are ranked as a percentage of the total sample in Figure 5.

**Figure 5 - Perceptions: Benefits of Professional Development**

<table>
<thead>
<tr>
<th>benefit to:</th>
<th>perception</th>
</tr>
</thead>
<tbody>
<tr>
<td>students</td>
<td>59.1%</td>
</tr>
<tr>
<td>practitioners</td>
<td>18.2%</td>
</tr>
<tr>
<td>school</td>
<td>16.4%</td>
</tr>
<tr>
<td>system</td>
<td>5.4%</td>
</tr>
<tr>
<td>colleagues</td>
<td>.9%</td>
</tr>
</tbody>
</table>

Practitioners attitudes towards the worth of specific professional development activities are revealed in the data contained in Table 6.
Table 6 - Perceptions: Worth of Activities

<table>
<thead>
<tr>
<th>perceptions</th>
<th>activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>most worthwhile</td>
<td>school development day</td>
</tr>
<tr>
<td></td>
<td>on-the-job experience</td>
</tr>
<tr>
<td></td>
<td>professional education</td>
</tr>
<tr>
<td></td>
<td>in-service training</td>
</tr>
<tr>
<td>worthwhile</td>
<td>vacation refresher courses</td>
</tr>
<tr>
<td></td>
<td>subject/professional associations</td>
</tr>
<tr>
<td>least worthwhile</td>
<td>secondment to department</td>
</tr>
<tr>
<td></td>
<td>professional reading</td>
</tr>
</tbody>
</table>

4:3 SUMMARY

The research design employed for this dissertation is intended to be compatible with a first phase, exploratory study of a problem situation in a field which is not currently well served by relevant literature or research studies in New Zealand.

The conjecture made at the outset that problems exist in promoting the professional development of staff in New Zealand secondary schools has been examined, approached and analysed from a range of perspectives. In the course of data gathering and analysis certain assumptions which were initially considered to be central to the problem situation have been disconfirmed. For example, the assumption that insufficient opportunity for professional development was provided for practitioners has been considered. In the light of evidence assembled, the claim that insufficient professional development opportunities are available is unsubstantiated: in fact it has been established that a
wide range of opportunities are offered (Chapter 2:2). In the course of initial attempts at error elimination the nature of the problem situation has changed. Attention is now directed towards perceptions and attitudes of practitioners as a possible problem area and this has raised a further hypothesis to be tested.

Thus the researcher has embarked in a small way upon a Popperian cycle of research in which at all stages throughout the research process the problems expressed could lead to the statement of tentative theory which offers itself as a basis for error elimination and constructive criticism leading to a possible re-formulation and re-statement of both further problems and further tentative theories.
CHAPTER FIVE

CONCLUSIONS

5:1 PROBLEM IDENTIFIED

5:2 CONCLUSIONS

5:3 TENTATIVE SOLUTIONS

5:2 FURTHER RESEARCH STUDIES
CHAPTER FIVE
CONCLUSIONS

5:1 PROBLEM IDENTIFIED

Problems in promoting the professional development of staff in New Zealand secondary schools lie at system level, school level and at the level of the individual practitioner.

On the first level, system problems are identifiable in the structure and processes employed by the state agency responsible for professional development co-ordination, communication and resourcing. At the school level it is suggested that key people in the educational institutions have not been alerted to the potential of professional development nor provided with sufficient training in strategies to promote professional development of staff in schools. At the practitioner level lie problems which relate to the perceptions and attitudes, personal and professional, held by practitioners which currently militate against participation in the process of professional development.

Research on the topic of professional development conducted in Australia (New South Wales and Queensland, 1986) has been a valuable source of information on overseas structure and practice. This data (Chapter 3) has informed the conclusions tentatively reached.
CONCLUSIONS

Houle (1980) introduces the concept of professionalization as a reasonable goal for members of an occupational group seeking to dignify and elevate their work so that it can be accepted by society as a profession. He asserts that a professionalizing occupation should be concerned with continuing refinement:

Every occupation that lays claim to the distinction conferred by the term profession seeks constantly to improve itself in certain distinctive ways. These characteristics — such as increased competence in solving problems, a capacity to use more complex knowledge, and a more sensitive awareness of ethical problems — are related to the entire life career of the individual practitioner and to the stature of the occupation to which he or she belongs. Therefore a lifetime of learning is required to establish, maintain or elevate the level of accomplishment suggested by each of these characteristics.

(Houle, 1980, pg 10)

Two basic ideas are identified by Houle (1980) in an action plan for the continuing education of professionals. Firstly he states that continuing education should be viewed as part of a process of learning which continues throughout the life span and secondly he states that the primary responsibility for learning rests with the individual. Located within the dual nature of the teaching profession, in which the teacher is both an employee and a professional, is a problematic issue. The dual role of the teacher contributes to a basic perceptual and attitudinal problem which underpins many of the difficulties inherent in promoting the professional development of practitioners in the teaching profession.
As a professional the teacher or administrator in schools should be responsible for his or her personal and professional development. As an employee, the teacher or administrator could, however, expect the employing authority to accept responsibility for training related to employment. The controlling and employing authority in the system should therefore accept considerable responsibility as the agency which determines standards of entry into the profession, the design of pre-service training courses and the provisioning and promotion of in-service continuing professional development.

The generally accepted goal that legitimizes professional development as a structured, continuous and vital but expensive process involving all who serve in schools, is the effect it can have on improving the learning experiences of the students. Thus the system, the school and the individual professional share, severally and jointly, the responsibility for achieving this goal.

It is neither advisable nor possible to divide professional development into one category which meets personal needs and another which meets in-service continuing education needs. The individual who enrolls in a post-graduate extra-mural diploma course stands to benefit not only in terms of personal enrichment but also by increasing his or her effectiveness as a practitioner and consequently improving the educational experiences of the students. By the same token, a national course provided for newly appointed principals might bring the individual administrator personal satisfaction as well as professional gains and increased
expertise which benefits the institution. Professional
development, incorporating personal and in-service aspects,
should not be viewed as a dichotomy. It is essential that
personal and in-service continuing education aims are
mutually directed to bring about improvement which could
benefit all participants in schooling.

An analysis of exploratory attitudinal data (Chapter 2:3)
indicates that practitioners in New Zealand secondary schools
acknowledge the benefits accruing to students as a result
of professional development endeavour. At the same time
they currently accept to only a very small degree a
professional responsibility for in-service development in
relation to personal expenditure and time commitment. By
contrast, practitioners in New South Wales and Queensland
expect to contribute both time and money to their professional
development. Research conducted in these two Australian
States lends credence to the view that the priority
accorded to professional development at system level could
be a factor contributing to greater acceptance of professional
responsibility by practitioners.

Professional development for professionals in New Zealand
secondary schools might need to be recognized and promoted
as a joint responsibility of the system, the school and the
individual professional. If a positive attitude to this
notion can be fostered then a number of possible strategies
can be employed successfully to promote professional
development.
It is further concluded that, in spite of structural, co-ordinating, communication, training, attitudinal and promotional problems to which tentative solutions will be suggested, a comprehensive range of professional development opportunities is already currently available to staff in New Zealand secondary schools (Chapter 2:2). In addition it is evident that the ingenuity, creativity, energy and enterprise of many secondary school administrators and teachers is employed to a considerable extent to make good use of formal provision and provide and engage in supplementary (ad hoc) activities which develop staff professionally (Appendix B).

An analysis of New Zealand data related to the topic of promoting the professional development of staff in secondary schools has been approached from historical, social, cultural, economic and political perspectives (Chapter 2:3). The analysis has suggested targets at which the proposed tentative solutions might be aimed and has enabled the problem statement, which generates both the conclusions and the solutions, to be articulated.

TENTATIVE SOLUTIONS

A number of strategies are proposed at system level, school level and individual level as tentative solutions to the problems of promoting the professional development of staff in New Zealand secondary schools.

At system level and to a lesser extent at school and individual levels, knowledge of strategies employed by OECD countries (Chapter 1) and the New South Wales and Queensland
Education Departments (Chapter 3) has informed and guided the formulation of proposed solutions.

The administration of education in New Zealand will be undergoing complete reform over the next few years. The Picot task force set up in 1987 to review education administration has recommended a flexible, responsive and accountable system which places decision-making as close as possible to the point of implementation. Most of the recommendations made in *Administering for Excellence: Effective Administration in Education* (The Picot Report) (1988) are affirmed by the Minister of Education in his response to this report. *Tomorrow's Schools: The Reform of Education Administration in New Zealand* (1988) sets out the policy position of the Government. This policy statement confirms that the institutions will have control over their educational resources within overall guidelines for education set by the state and further, introduces the concept of consumer purchasing of specialized services (*Tomorrow's Schools*, 1988, pp 1-2).

A piecemeal, fragmentary approach to finding solutions which will alleviate national problems in promoting the professional development of staff in New Zealand secondary schools will not succeed. This is the way the system has approached the issue of professional development in the past and present, and a lack of coherence and communication are evident as major problems. A comprehensive, co-ordinated, managed attempt may be required to guide institutions to work within broadly conceived, long-range plans; with a policy framework which supports institutional endeavours to develop school-focused approaches to professional development. From such
an approach professional development becomes a process which can be promoted in the context of programmes developed to meet the needs of each institution. The objectives and scope of such programmes, if clearly communicated to the professionals in the system, could encourage practitioners to accept that they have a professional responsibility to participate.

An alternative approach to the problem would be to allow institutions and their professional leaders to seek for and employ independent agencies and continue to use ad hoc means to provide for professional development programmes for staff. In essence, the Picot Report (1988) proposals would favour such a consumer need-generated approach. This could be a satisfactory strategy if there were assurances that the consumer was aware of both the needs and the potential means available for addressing these needs in relation to staff professional development.

The researcher has little confidence in the success of this possible, alternative approach. What is advocated, now, as an overall strategy to promote professional development in New Zealand secondary schools is the enlargement of practitioner awareness of opportunity. There is an essential and urgent need to communicate, to professional leaders and practitioners in schools, the range of opportunity available for staff professional development and their role in responding to this. It is possible that the 'system strategies' proposed will operate for a limited time-span to enable the adoption of a cohesive, orchestrated and equitable approach to institution-based professional development in the closing decades of this century. By the
year 2000 the leaders of secondary schools in New Zealand could be adequately trained to take responsibility for the tasks devolved upon them by the educational reforms proposed in *Tomorrow's Schools*. In particular they could, in future, be sufficiently trained to respond to the requirement that they accept institutional responsibility to cater for the professional development of staff in their schools.

It is suggested that the professional development of principals will not cater to this ideal if the system were to abrogate its management responsibility, at the initial stages of devolution, to the extent that is indicated in the policy proposals for education reform (*Picot Report* 1988, *Tomorrow's Schools* 1988), with particular reference to the professional development issue.

5:3:1 SYSTEM LEVEL STRATEGIES

Analysis of data from an historical and political perspective (Chapter 2:3) indicates that the Chief Executive of the Ministry of Education, and, through him, the Minister of Education will need to articulate the importance of the professional development issue if it is to successfully compete for attention and action among the many currently competing and conflicting demands for educational resources.

A statement of policy to ensure a high priority status for professional development as an educational issue is essential.
The Minister of Education has stated that there will be no permanent, independent body established to formulate educational policy.

As the need arises the Minister will establish specific task forces to assist with policy development for limited periods of time.

*(Tomorrow's Schools, 1988, pg 20)*

The establishment of a task force to review the in-service, continuing education (professional development) of teachers and administrators in schools will be necessary.

The Ministry of Education should include in its Operational Unit *(Tomorrow's Schools, 1988 pg 19)* a permanent section whose function is defined as that of overseeing and co-ordinating the implementation of professional development policy.

The financial resources of 'vote in-service', some $9.2m, is to be devolved in its entirety to educational institutions as a recommendation of the Picot Report *(1988)* and made available to Boards of Trustees as funding incorporated in the institution's bulk grant *(Tomorrow's Schools, 1988 pg 11)*. In preparation for this eventuality the Ministry must urgently adopt management strategies to ensure effective use of this resource. National guidelines for education should include guidelines for institutional professional development programmes.

*A permanent Continuing Education Section should be established within the Ministry of Education Operational Unit to design and co-ordinate the implementation of professional development programmes within national guidelines.*
The task of such a section within the Ministry of Education would include policy design and might incorporate the following tabulated strategies to assist the implementation and maintenance of institution-based professional development programmes:

- regular review of teacher education (pre-service, induction and in-service continuing education.)

- regular evaluation and assessment of continuing teacher and administrator education needs as perceived by practitioners and researchers.

- co-ordination of in-service professional development activities and opportunities.

- communication of all of the above to practitioners.

- provision of consultative services to institutions and in particular to principals.

- promulgation of new terms within the 'language' of professional development. In particular: inclusion of the term administrators in all documentation; an avoidance of the use of the term in-service training when in fact the terms in-service education, teacher development or professional development are contextually the correct usage; clarification and communication of the concept of professional development by correct and regular use of the term.

- publication of a national educational journal
In comparison with developments in the field of Continuing Teacher Education in Australia, Britain, the United States and Canada (Chapter 1), New Zealand does not seem to have publicly or politically promoted the potential of staff professional development as a means of achieving school effectiveness and improving the quality of education.

The launching of a publicity campaign to promote the view that professionals within the educational system could and should continue to grow professionally and thereby benefit all participants in the system is a strategy proposed to underpin any efforts to promote professional development of staff in New Zealand secondary schools.

Mandatory involvement in in-service education is suggested as one means of heightening the awareness of practitioners to a level where participation in professional development activities is viewed as an acceptable expectation which the system holds for employees in its service and is part of one's commitment to the teaching service as an employee. This is conditional on the system itself being prepared to demonstrate reciprocal accountability, in that it has both the means and the vision to provide and promote professional development programmes for staff in New Zealand secondary schools.

The policy proposals for reform in Tomorrow's Schools (1988) indicate that the Teachers' Centres and Education Centres that currently exist will be attached to the Teachers Colleges (pg 32). It may be feasible for the Teachers/Education Centres to assume responsibility, in liaison with
the Higher Education Institutions (Universities, Polytechnics and Teachers' Colleges) for providing initiatives, programmes and consultancy services for the continuing professional development of teachers and administrators in secondary schools.

Teachers' Centres and Education Centres attached to Colleges of Education could provide the professional development services required by institutions and individuals within the teaching service.

5:3:2 SCHOOL LEVEL STRATEGIES
In secondary schools the principal has a very important gate-keeper and promotional role to play in regard to practitioner understanding of the system and the dissemination of information related to the professional development of teachers and administrators. It is essential therefore, that principals are well trained, well informed, well supported and encouraged to view the professional development of staff as a responsibility and a priority. If the practitioner is to make a constructive input into the design and scope of in-service professional development programmes then needs must be identified and communicated. Principals could make a major contribution to the effective development of such programmes if their own in-service needs in this area are catered for. They must be alerted to the need to maximise involvement and participation of all practitioners as a means of effectively using and improving all in-service continuing education opportunities which the system and the schools provide.
Principalship training, pre-appointment and post-appointment, must cater for the preparation of professionals as school leaders, managers and providers of professional development programmes for staff (Picot Report 1988, Tomorrow's Schools 1988).

The current level of dis-satisfaction felt by principals in relation to insufficient systemic effort to meet their in-service needs is substantiated by data referred to in Chapter 5 and expressed in social terms (Chapter 2:3) from the principals' perspective.

The current training provision for principals of New Zealand secondary schools is limited to a one-week post-appointment in-service training national residential course. The present system of promotion and appointment to senior administrative positions (including that of principal) permits application for these positions (from practitioners with the pre-requisite service experience) from any middle-management position of responsibility within the secondary teaching service. Thus, there is no guarantee that a principal has served in a senior administrative position (senior master/mistress, deputy principal) before appointment. In fact, leadership and management experience might have been limited to responsibility as head of a small subject department. The gaining of further and relevant qualifications or mandatory involvement in professional education studies are also not pre-requisites for principalship - although the Picot Report (1988) implies that this may soon be the case (Chapter 2:2, pg 38).
Access to pre-appointment qualifications for aspiring principals and adequate on-going in-service continuing education for principals is essential in order to equip them for the role of principalship defined in Tomorrow's Schools: The Reform of Education Administration in New Zealand, 1988.

A variety of strategies could be employed to ensure that professional development activities and opportunities for principals and the practitioners for whom they are responsible are relevant, effective, meet the needs of individual schools and the challenges of change imposed by society.

Principalship training should include elements which introduce principals to the concept of professional development programmes which encompass:

- school effectiveness and improvement
- school development processes
- in-service training for teachers and administrators
- instructional leadership
- financial management
- school and organizational culture
- responding and adapting to the external environment
- evaluation and research
- promoting professional development
- professional development programme design guidelines
- curriculum design and development
- the politics of education
- ethical and values issues in education

as a means of personal, professional and institutional development for the school leader and the school.
Principals, now and in the future, should be encouraged to critically review and evaluate their professional development practices and design objectives and outlines for professional development programmes to cater for the in-service continuing education needs of all their staff.

In this endeavour principals will need assistance and guidance from qualified consultants and experts in in-service education at system level who will be responsible for the provision of professional development for principals.

5:3:3 INDIVIDUAL LEVEL STRATEGIES
A multi-perspective analysis of New Zealand data (Chapter 2:3) indicates that a range of practical strategies could be employed to overcome perceptual and attitudinal problems in promoting professional development.

It is suggested that perceptions of and attitudes towards professional development could alter favourably if the foregoing strategies recommended at system and school level are employed. These strategies could lead to a clearer understanding of the scope and advantages of professional development, increase professional responsibility, the recognition of benefits which may accrue as a result of participation and alert practitioners to the opportunities for professional development available to them (Chapter 2:2).

A practical strategy for achieving greater commitment to professional growth and improvement is a promotion of 'shared vision' within a school. If the culture and structure of the school are conducive to collaborative, shared, goal-setting, decision-making and problem-solving and individuals
are encouraged to view participation in professional and school development programmes as an investment in mutual, constructive endeavour, then this could motivate them to respond more positively to opportunities to improve and learn and grow on-the-job.

A few New Zealand secondary schools provide settings where professional development programmes are seen as desirable. A minimal recommendation for such schools is that they should integrate and fine-tune corporate endeavour and employ a School Development Process (Prebble and Stewart, 1985) to this end, if they are not already doing so.

The School Development Process is described as:

the process by which the members of an institution develop the capacity to reflect on the nature and purpose of their work together. It involves an emphasis on data-gathering, collaborative problem-solving, structural change and programme and curriculum improvement.

(Prebble and Stewart, 1985, pg 7)

Corporate, collegial school management and development which involves every member of the institution, individually and as a unit, in making a professional commitment, is suggested as a strategy for promoting the professional development of each individual in the school.

SUMMARY

From national level, through schools to an individual level, a commitment to professional development is needed and it will also be necessary to establish supportive conceptual policy frameworks if the promotion of professional development is to occur in New Zealand.
The Principal, as the educational and professional leader of the school, should be targeted at system, school and individual levels as the prime subject for immediate attention because the restructuring of educational administration has made them the hub of educational management. It is suggested that it is the responsibility of the Minister of Education to ensure that strategies to provide for the professional development of principals are urgently implemented. It might then follow that principals who have their own development and training needs adequately catered for will possibly be in a position to design and implement professional development programmes to meet the needs of secondary school staff.

5:4 FURTHER RESEARCH STUDIES

It is evident from the initial recommendations of the Picot Report (1988) and the Minister of Education's affirmation of the majority of the report's proposals in Tomorrow's Schools (1988), that the topic of professional development is at least briefly addressed. It is, however, once again raised as an issue within wider contexts such as those of teacher registration, responsibilities of Boards of Trustees and the management tasks of principals.

The principal is nominated as the agent for achieving the successful design and implementation of institutional goals (Tomorrow's Schools, 1988). In particular, principals will be required to advise the Board of Trustees who:

will be responsible for approving a staff development programme on the advice of the principal.

(Tomorrow's Schools, 1988, pg 5)
It will be necessary to assess the professional development needs of principals themselves and research successful strategies for the implementation of school-focused, institution-based staff professional development programmes.

This thesis has provided an initial knowledge base in the field of professional development study and constitutes a first phase exploration of issues and factors which do not at this stage lend themselves to more searching investigation, testing and error elimination. The purpose of further research in this field might be to attempt to answer the many questions raised in this thesis with the intention of providing guidelines for practising administrators in secondary schools wishing to establish successful school-focused professional development programmes. In summary these questions are:

1. What more can be done at national level to ensure a high status for 'professional development issues'?

2. What systemic, structural provision can be made to assist principals in their task of designing, implementing and maintaining programmes of staff professional development?

3. Who can be responsible for future training programmes for principals?

4. What could the curriculum of such programmes be?

5. What specific guidelines will need to be incorporated in principalship training to help principals establish staff professional development programmes?

6. How else can principals widen practitioner perceptions of the concept and potential of professional development?

7. How can the culture of a school be managed so that it can contribute to professional development?

8. To what extent might successful strategies be borrowed from overseas research and practice and adapted to enrich professional development programmes for staff in New Zealand secondary schools?
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Interview with Frances Townsend

Co-ordinator: Continuing Education i.e. Advanced Studies for Teachers
ASTU Courses until 1987
Classes for Teachers
In-Service Courses for Teachers

at the Auckland College of Education

Date: 3 March 1988

Question
How are needs for Advanced Studies for Teachers' Courses assessed?

The Advanced Studies for Teachers Unit in Palmerston North decides which ASTU courses will be offered and a time allowance is given to college staff to tutor ASTU students. All courses are extramural although at times vacation courses are included.

The college also offers Advanced Studies for Teachers courses which are substantial courses of 50 hours duration held after school hours. The number of courses offered depends on availability of staff time. For example, a few years ago when college enrolment numbers were reduced we looked around to find out where AST courses would be most needed and where people needed training. Courses in Economic Studies, Health Education and Computers were considered.

Only Economics got off the ground. It is generally a matter of asking lecturers in new areas if they would be interested in offering AST courses.

In setting up AST courses, Department of Education regulations have to be followed. A Consultative Committee of representatives from the Department, PPTA and University
must be set up. Programmes are then made up and submitted to the College council and forwarded to Head Office of the Education Department because there can be cross-crediting between AST and ASTU courses.

The initiatives taken are simply that we say there is a need and then set up a course. Schools are advised through the Gazette. A course is offered on the understanding that if college staffing is available and sufficient interest is shown then it goes ahead.

There are several courses in Economics set up. Insufficient secondary people applied except for 1 year when 10 teachers completed the course.

Question
Can you comment on whether the courses set up meet the needs of secondary school personnel? For example, would you agree that most courses are geared to non-graduates?

Answer
I agree, they are generally geared to the non-graduate primary sector, but regardless of that we do not have secondary personnel clamouring for courses more suited to them. There is evidence of this in the Classes for Teachers which are shorter courses than AST.

Classes for Teachers are short duration courses operating from 4 pm to 6 pm after school and run for a minimum of 4 hours to a maximum of 16 hours. They are classes for teachers - sometimes run by teachers who are paid to write and run the courses. They have been offered for a number of years and interest has mainly been shown by Primary and Intermediate school teachers. The most successful and
In-demand courses in recent years have been on 'computers'.

I wonder if secondary teacher lack of interest could be related to the pressures of the examination system in schools because primary and intermediate teachers have a completely different attitude to going out and getting qualifications for themselves.

**Question**

*In your opinion what stops secondary teachers doing this?*

**Answer**

I think they're too exhausted. They are under a lot of pressure and they work very hard. Then there is the lack of monetary rewards, no promotion avenues as encouragement for gaining another qualification and a bias towards university courses. They would much rather do a Massey course because they are familiar with university study. A 50 hour AST course means a commitment of half a year!

It's highly likely that colleges of education may offer post-graduate courses in the future but even then unless these are coupled with incentives there will be few takers.

They will only appeal to secondary school staff if they are associated with leave incentives and a substantial salary increment. Teachers are not keen to spend their own time on further study but they may be prepared to get involved if given school time.

In my opinion there are complex reasons for secondary teachers not being attracted to the Classes for Teachers. The facts
are that out of 476 enrolments in 1987, 385 were primary or intermediate school staff.

Secondary staff have other commitments, I agree, yes, there are extra-curricular activities and many staff meetings after school and unless teachers feel the cause is a worthy one they are not going to commit themselves.

There is also the matter of communication. All communication about courses is posted to the principal. We operate on a shoestring budget and can send out only single copies. The principal is responsible for getting the information to the Head of Department and interested staff. Very often the in-service courses are not promoted.

You should find out what happened to the 'Summer School' courses offered by Auckland Technical Institute a few years ago. Apparently there were insufficient takers and because of the lack of response they've not offered again.

Many of the courses we offer are dependent on promotion and the subject associations are often the avenue for getting a course off the ground. They disseminate the news. The Maths courses are a good example last year and this year.

Question
Are staff at the College of Education able to act in the capacity of consultants and advisers for school in-service?

Answer
Yes. We send out to schools each year, by the end of February, a letter offering the services of various staff members. I conduct a survey to find out who will be
available and list special topics and possible times. Schools are invited to contact tutors informally or through me. Our staff are available and happy to work with teachers in schools in a continuing education capacity.

The time is freely given and our staff can claim travel expenses. The college, however, get relief for absent staff and so we have to fit this in around our teaching programme. A good time is when students are on section. We're happy to respond to any invitations from schools.

Question
Could you comment on the role of ACE in in-service decision making?

Answer
The attitude of the Department is that the Teachers Colleges don't have much of a role to play in curriculum development. They are not represented on the Curriculum Development Unit or any Examination Boards. We are seen as curriculum promoters, not changers.

ACE is represented on RACINSET but I think NACINSET has died quietly, no meetings have been held for a number of years. RACINSET meets twice yearly. Once at the beginning of the year to look at programmes and again at the end of the year to talk about distribution of Teacher Relief Days (TRDs) for the next year. It plays an important function in distributing this valuable resource, TRD's, between Early Childhood Education, Primary and Secondary Education and brings representatives together for the whole region. Basically they prepare a report on the region and get agreement on the TRD distribution. I have suggested that
we ought to be doing something more. The RACINSET constitution suggests that it should be providing leadership - and I've now been given the job of setting up an in-service course, which I've drafted out, for working with principals in how they use this valuable resource. The course deals with setting up an integrated two-year programme on staff and school development.

I've put the idea to a couple of principals who agreed it could be a good thing, but not for them! The Auckland Secondary School Principal's Association is going to discuss the idea and if they decide a course is not a priority then I'm considering a newsletter to principals as a means of highlighting the innovations in schools promoting in-service.

RACINSET meet too seldom to make a real impact.

Another group that could influence in-service promotion and that ACE could have some input into is the Area In-Service Committees. At present they meet only to plan and review Teacher Only Day. They should also be generating ideas to help ACE design in-service courses offered for secondary school staff.
Interview with Bill Richardson

Directorate of Teacher Education, Department of Education
Head Office, Wellington, New Zealand

Date: 3 March 1988

Question
Is there a design to teacher education? Do we have a plan — and if so who designs this?

Answer
Well - talking in particular about teacher in-service, although the term we are now employing is professional development — bracket - in-service - to get away from just the training reference - the wrong sort of connotation, I think .............. you're really looking at local to national in-service.

The design we have at the present moment is a result of trying to get away from the tagging of resources, the specific tagging that occurred up to 1983 or 1984 .... round about of the time of change from the last Labour administration. Our compromise solution to that was to get an agreement from within the department and — say alright we have a resource — part of which is devoted to local in-service programmes — we also are battling against what have been national priorities and when the in-service vote was cut - around about 1978 we decided that about 40% of the vote should be devoted to initiatives being taken on a national level and 60% left for local initiatives. That's the present pattern we have arrived at.
Question

Who is responsible for deciding national priorities at Head Office?

Answer

Right ... What we do is split up the allocation - there is still tagging going on in relation to three categories.

Category A is specific policy tagging and that is a result of budgetary matters that are approved and built into that approval is finance for teacher in-service. Those x hundred of days and travel and associated costs are category A and that's what its been won and used for - for example 'one to twenty', 'careers advisers' and six or eight different kinds of tagging in the last two years.

Category B is the 40% - national development - which - comes mainly out of curriculum the development area but it includes special education, early childhood education, Maori and Pacific Island education - Schools Division is involved and curriculum heavily involved. - This is as a result of Education Officers working and preparing for special areas of responsibility e.g. mainstreaming. The initiatives are really ad-hoc and pushed by the Education Officers who want things done but initiated under the umbrella of Teacher Education who are seen as the brokers in the whole deal who have no special interest but a control and responsibility and so ........ having a mind for what is impractical we try to limit the priorities. There are about 15 currently.
Question
Regarding NACINSET - is it defunct?

Answer
Yes

Question
What about the Standing Committee on In-service Education? Does this provide direction?

Answer
As far as I'm aware since I've been in my present job in the Department it hasn't met over the last two years. I have got together a group of representative people from districts and regions to a Futuna House course - this is possibly the closest you'd get to what in the past was a standing committee. I was quite pleased with the responses that came out of this meeting because a lot of people felt we were doing a lot of new things and I've noticed a change in the presentation and promise of local in-service initiatives this year. There has been a change in the way people are trying to co-ordinate what is going on. In the South Island especially in Canterbury, Otago and Nelson there seems to be a school-development approach. I don't think its happening up here yet - though there is a lot of talk about it - where they're saying, lets put up a programme - schools will look at that and they'll see what suits us, what are our priorities, what are our objectives - for the school and if that means using in-service resources in a school-based way this is hopeful.

In Canterbury and Otago there have been lots of loud screams from some schools at the start but now they are beginning to see that there is benefit in this sort of approach - it
has a better rationale and frankly it is a much more accountable type of scheme. I can see that historically teachers thought they deserved to have a couple of days out of class as a teacher - that as teachers we need our 2.5 days out of class.

Cost per teacher varies. Costing when we're doing priorities is based at present on early childhood costing $85 per day, primary $120 per day and secondary $135 per day - for releasing a teacher from the classroom. Then you've got travel and other expenses on top of salary.

Teacher Education gives out TRD's in one big dollop - and two documents - a priority type documents are sent to regions with categories and so on there are still priorities such as Taha Maori, non-sexism, mainstreaming etc..

Question
Teacher Education inquiries have not received priority since the Hill Report, 1979, would this be correct?

Answer
That's the last official report. There are a number of other documents. Like the Scott Report which pay attention to this in part of a section but nothing specific on Teacher Education. Perhaps the Picot Report will be of interest. The implications for teacher education are just as great depending on what recommendations are taken up.
Question
What support is available for individual schools initiating professional development activities?

Answer
There are other less formal things we can do to support projects of that sort. Have you heard of the Aorangi Principals Group? Centred around the Ashburton area are a number of principals who have over the last couple of years asked for our support in a management training project. We have now officially agreed to get this off the ground and the next phase will involve the support of Southern Region. We're pleased to be able to do this - although we'll now have to forego other activities out of the in-service kitty - I'll have to find what can be discarded. We're working with Wayne Edwards, who will not only act as consultant but will be approaching our research division to see if they could assist with finance for him to take it on as a research project ....... We may be able to cite it as a priority coming out of category B in the future. It's a bit of a wool-sale!

Question
Finally, Bill, I'd like to cover the national scene as far as structure is concerned in providing for professional development.

What is the role of Lopdell Centre?

Answer
Lopdell Centre is the only national in-service Residential Centre. Futuna House in Wellington is run by the Catholic Church and is used as the venue for some national courses but it's not a Department facility.
My last analysis of National Courses showed that Lopdell is used largely for review and evaluation type meetings - which some people would say is good in-service anyway. There's about 60% of courses on review and evaluation and 5% would be on policy implementation - sending out resource people to region and district. The other area is training e.g. the new principals courses about 10%. I think we ought to aim for a much higher percentage in the training area and then senior administrator training, for D P and S M could be considered.

The second use of Lopdell is for working parties. Very costly for other than Northern Region staff because of travel. Head Office pays for accommodation and food and Regions must pay for travel and have the available TRD's. For example a group of Maths teachers from Hamilton is allowed two weeks this year for retraining. We've also been able to find money, because of savings elsewhere, to run a ten week re-training course for ten secondary school Maths teachers this year.

**Question**

To what extent do the recommendations of the Advisory Council on Educational Planning affect the work of Teacher Education Division?

**Answer**

I can't really think of one example where they have influenced Teacher Education over the last couple of years.
Teacher Only Day 1987 : Review

This year’s organization of the Teacher Only Day on a combined area basis appears to have been most successful.

(Five areas: Eastern, Western, Northern, Southern and Franklin combined resources and offered in-service courses available to all teachers in these areas).

The Education Department received no complaints this year from Principals or teachers.

Area In-Service secretaries acknowledged the tremendous service provided by course co-ordinators who were responsible for co-ordinating personnel, resources and venues in each subject area. This group was very enthusiastic about the concept of a combined area T.O.D. but they reported on a considerable number of problems.

1 The basis for establishing in-service needs

School in-service co-ordinators contribute requests from teachers for particular courses. This is the only feed-in of information. If few or no ideas are generated from this source the Course Co-ordinator must personally interpret teacher in-service needs or collate a variety of unrelated needs to design courses. In some curriculum areas strong subject associations exist e.g. Commercial Teachers Association and Language Teachers Association. These groups provide regular in-service and professional development activities for their members and T.O.D. courses must offer fresh opportunities for in-service education. Teachers are often reluctant to make suggestions as they are then approached to contribute to the course proposed.

2 Recruitment of Course Organizers

Course Co-ordinators have the responsibility for designing a sufficient number of courses in a specific curriculum area to cater for the number of teachers they anticipated will attend. They must personally approach people who have been nominated by schools to act either as course organizers or resource personnel. A great deal of frustration was expressed by co-ordinators who had to beg and cajole colleagues to participate. Many of the 'experts' approached had given their services in previous years and wished to attend course themselves rather than organize them. The co-ordinators have an embarrassing job in pressing people into service with little confidence that they will receive even the basic reimbursement of expenses offered as some compensation.

3 Reimbursement (Travel Claims)

One of the major problems faced by course co-ordinators is the clerical processing of travel claims for those contributing to course organization.

This is explained as a technical difficulty by the Education Department who refer claims for payment to the Education Board. A bottleneck in claim processing occurs each year and two causes are identified.

a The number of forms which are incorrectly filled in, incomplete, unsigned etc and have to be corrected at Department level before forwarding to the Education Board.

b The claim form itself. This needs to be redesigned urgently to provide space for repetition of essential information on a tear-off portion of the form and so obviate the need for the Board to photocopy each form for clerical records.
Treasury Restrictions

The Education Department is restricted by Treasury regulations in allocating financial remuneration for in-service education outside set parameters.

Current restrictions apply to the amount of the in-service budget in the region which can be allocated to expenses other than travel reimbursement claims. Less than 10% of the budget can be used to cover costs of materials, visiting lecturers fees etc. The balance may be spent on travel expenses.

These regulations contribute directly to the frustrations experienced by course co-ordinators who face the following limitations:

- Materials allocation for courses is $20 approximately per course.
- There can only be very limited involvement of visiting lecturers (e.g. The T.O.D. course for principals and Deputy Principals on 'Theory K' cost disproportionately more than any other course in Auckland).
- Reimbursement for these expenses must go through the same channels as travel claims and course co-ordinators are embarrassed because many course organizers have not been refunded for expenses met personally.
- The inspector responsible for in-service education is similarly embarrassed by the situation which appears to be beyond regional control.

The current proportion of funds which can be allocated to meet materials and visiting lecturer fees is set by Treasury regulations. These regulations have been in force for a number of years and do not take into account the changing nature of in-service education which requires greater use of specialists and consultants in many fields, and can not continue to rely solely on the goodwill of teachers willing to share their expertise with other teachers.

In-Service Education 'on the cheap'

The comment that in-service education continues to be provided 'on the cheap' is frequently heard by Course co-ordinators and organizers in their efforts to recruit voluntary assistance to run Teacher Only Day courses.

The catalogue of in-service courses run on TOD in 1987 bears testimony to the outstanding efforts of course co-ordinators in recruiting sufficient personnel to organize the combined area activities. The immense contribution of these 90 course organizers should be valued and acknowledged. A concerted effort needs to be directed to solving the urgent practical problems they face if this form of in-service education is to continue to be a viable and vital means of providing for the professional development of secondary school teachers.
ACTION?

The following questions raise issues related to where the responsibility lies in initiating action to redress current problems and improve in-service education opportunities.

1. How can Treasury regulations be amended to allow regions greater autonomy in allocating resources from the in-service budget?

2. How can the inspectorate assess needs to decide how to vary budget expenditure to cater for developments in in-service education?

3. How will T.O.D. organizers (District In-Service Committee) be assisted to deal with the following?
   - Combined Area T.O.D. burn-out.
   - Recruitment of course organizers.
   - Establishing and interpreting in-service needs.

4. How will the need to rationalize in-service for curriculum be addressed?

5. How will in-service needs for administrators be recognized and met?

6. Who will set directions for in-service education to meet the professional development needs of secondary school personnel in the 1990's?

CAROL CARDNO (Mrs)
Waitakere College
November 1987
APPENDIX B
This questionnaire comprises an element of data-gathering in relation to a Thesis study being undertaken by Mrs Carol Cardno - a student of Massey University currently working towards Master of Educational Administration
(Supervisor : Dr David Corson, Department of Education, Massey University, Palmerston North)

The intention of this investigation is to study the field of Staff Professional Development in New Zealand Secondary Schools, in order to establish a knowledge base for New Zealand in this field.

All information assembled will be used only for the purpose stated and will remain confidential in the context of the Thesis study.

PLEASE RETURN COMPLETED QUESTIONNAIRE TO

Mrs C E M Cardno
Waitakere College
Rathgar Road
Henderson
AUCKLAND 8
QUESTIONNAIRE: Regional Offices

In-Service Education provisioning for New Zealand Secondary Schools

QUESTION ONE:
Who is responsible for In-Service Education for the region?

Name


Title


QUESTION TWO:
Is there a policy for provisioning of in-service education in your region?

[ ] yes  [ ] no

(If yes - could you please provide a copy of relevant document).

QUESTION THREE:
Please indicate budget allocation for in-service education in your region.

1986 / 1987:
- total amount allocated $ ________________
- total teacher relief days allocated ________________

1987 / 1988:
- total amount allocated $ ________________
- total teacher relief days allocated ________________

QUESTION FOUR:
Does your region publish material to communicate to secondary school personnel the scope, organization and methods of participation related to in-service activities in your region?

[ ] yes  [ ] no

(If yes, please provide a copy of relevant publication).
QUESTION FIVE:

Please indicate approximate allocation of regional resources on the following basis:

* Percentage of TRD's allocated to National Curriculum and subject development.
  Percentage of budget ($) allocated for above *

* OF BALANCE RETAINED BY REGION:
  percentage of budget ($) retained by region
  percentage of budget ($) allocated to districts
  percentage of budget ($) allocated to travel
  percentage of budget ($) allocated to schools/associations requesting consultant services, travel etc.
  percentage of TRD's retained by region
  percentage of TRD's retained by districts
  percentage of TRD's allocated to schools
  average number of TRD's allocated to each school
  number of districts in region
  average number of schools in districts
  average number of schools in each area represented by area in-service committee

QUESTION SIX:

Are you, as the Regional Department Officer responsible for In-Service Education, involved in the activities of the National In-Service Committee?

[ ] yes  [ ] no

(If 'yes' please elaborate on the extent of your involvement).
QUESTION SEVEN:
Please indicate below the current in-service education opportunities offered in your region on an annual basis.

<table>
<thead>
<tr>
<th>Category</th>
<th>0</th>
<th>1</th>
<th>2</th>
<th>3</th>
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<tr>
<td>District Teacher Only Days</td>
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<tr>
<td>School Teacher Only Days</td>
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<tr>
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<td>10+</td>
<td>20+</td>
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<tr>
<td>Regional Curriculum Courses</td>
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<td>10+</td>
<td>20+</td>
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<tr>
<td>District Curriculum Courses</td>
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<td>10+</td>
<td>20+</td>
<td></td>
</tr>
<tr>
<td>School Based Curriculum Courses</td>
<td>-10</td>
<td>10+</td>
<td>20+</td>
<td></td>
</tr>
</tbody>
</table>

QUESTION EIGHT:
What ad hoc in-service (professional development) activities that you are currently aware of, occur in your region?

- principals' meeting
- subject associations
- DP's meeting
- school development activities
- SM's meetings
- other (please state) ____________________________ 

QUESTION NINE:
To what extent are personnel responsible for in-service education at regional level involved in regional or district professional development activities of specific groups?

- Principals' Association Meetings
- Deputy Principals' Association Meetings
- Senior Mistress/Master Association Meetings
- School-based In-Service Activities
- In-Service Curriculum Courses
- School Development Activities

Yes  No
QUESTION TEN:
On the basis of requests for in-service resources from schools do you consider the region is providing for in-service education?

- [ ] very well
- [ ] adequately
- [ ] inadequately

QUESTION ELEVEN:
What constraints are faced by your region in attempting to adequately meet the in-service needs for the professional development of secondary school personnel?

I am sincerely grateful for the time you have devoted to assisting me with my investigation.

Yours sincerely

C E M CARDNO (Mrs)
Dear [Name],

I would like you to convey to your staff my appreciation of their willingness to spend time completing this questionnaire.

It is part of a data-collection exercise in relation to my thesis on "Problems in promoting professional development in New Zealand secondary schools" which I hope to complete this year for Master of Educational Administration (Massey University).

You have my assurance that all material will remain confidential in the context of the thesis study and I will be happy to share my findings with the schools involved when I am in a position to do so.

As you are aware, your school has been involved because the principal has acknowledged that staff professional development is a school priority. Thank you once again for your assistance.

Yours sincerely,

C E M CARDNO (Mrs)
Principal
QUESTIONNAIRE

STAFF SURVEY: THREE SCHOOLS (Southern, Central and Northern Regions)

Practitioner Attitudes towards Professional Development

(The term 'professional development' is used here to cover the whole range of personal and professional educational activities which contribute to the continuing education of teachers and administrators in schools).

Question 1: Who should accept responsibility for teacher and administrator professional development? Please circle a number to show your position on the scale.

A 1 2 3 4 5
practitioner employer

B 1 2 3 4 5
practitioner school

Question 2: What is your attitude towards the cost of professional development? Please indicate your preference by ticking the appropriate column.

Cost of professional development should be borne by:

<table>
<thead>
<tr>
<th></th>
<th>Nil</th>
<th>25%</th>
<th>50%</th>
<th>75%</th>
<th>Total</th>
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<td>Practitioner</td>
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<tr>
<td>Employer</td>
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</table>

Question 3: What is your attitude towards methods currently used to communicate information about professional development opportunities to staff? Please tick the appropriate column.

<table>
<thead>
<tr>
<th>Method</th>
<th>Poor</th>
<th>Fair</th>
<th>Good</th>
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</thead>
<tbody>
<tr>
<td>The Education Gazette</td>
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<tr>
<td>School In-Service Co-ordinator</td>
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<td>Education Dept</td>
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<tr>
<td>Principal</td>
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<tr>
<td>Subject/Professional Assns</td>
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<tr>
<td>(Word-of-Mouth) Colleagues</td>
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</tbody>
</table>
Question 4:

A Which ONE of the following would be the major constraint to your involvement in professional development activities?

a) time
b) money
c) energy
d) lack of information
e) lack of incentive

B Which ONE of the following would you consider most important in relation to 'who benefits from staff professional development'?

a) benefits to practitioners
b) benefits to colleagues
c) benefits to students
d) benefits to school
e) benefits to system/state

Question 5:

Which of the following forms of professional development do you consider most worthwhile? Please rate on a 1 - 5 scale (1 = high 5 = low) by circling the appropriate number.

In-Service training

1 2 3 4 5

School Development Day

1 2 3 4 5

Further professional Education

1 2 3 4 5

Subject/Professional Assn. Membership

1 2 3 4 5

Vacation Refresher Courses

1 2 3 4 5

'On-the-job' Experience

1 2 3 4 5

Professional Reading

1 2 3 4 5

Secondment to Department

1 2 3 4 5
THESIS STUDY QUESTIONNAIRE FOR PRINCIPALS

(July, 1988)

Dear Colleague

I am seeking your assistance in an effort to collect data to inform a thesis study I am undertaking for Master of Educational Administration as an extra-mural student of Massey University.

The intention of this investigation is to study the field of staff professional development in New Zealand secondary schools, in order to establish a knowledge base for New Zealand in this field.

The thesis is being supervised by Dr David Corson (Massey University).

All information assembled will be used only for the purpose of the Thesis study and will remain confidential in this context.

I would be most grateful if you could make the time to complete this questionnaire. Please return it to me at the Conference or place in the box provided at the administration desk.

I will be only too pleased to receive any personal comments you wish to make, as a Principal, on the topic of Professional Development Provisioning for Secondary School Personnel in New Zealand.

Sincere thanks,

Carol

CAROL CARDNO
Question One:

Professional Development in the areas of Curriculum and Evaluation for TEACHERS

What extent do you consider the present in-service education opportunities offered your staff meet the needs for professional development of teachers in the areas of curriculum and evaluation?

(Please Tick)                          

<table>
<thead>
<tr>
<th></th>
<th>Very Well</th>
<th>Well</th>
<th>To Some Extent</th>
<th>Not at all</th>
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<tbody>
<tr>
<td>1. tional Courses</td>
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<td>2. strict Courses</td>
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<td>3. school-Based Courses</td>
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</tbody>
</table>

Please list any strategies employed by your school to supplement professional development needs not met by formal provision above in the areas of curriculum and evaluation in-service training.

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
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________________________________________________________________________
Question Two:

Professional Development for Middle-Managers
(PR1 - PR4 positions)

To what extent do you consider the in-service education opportunities offered to your middle-management staff meet their needs for professional development? (Specifically in relation to management tasks listed in classification criteria to be met by PR holders):

i.e. Area of responsibility, Professional Leadership, Relationships with students and Resource Management).

(Please Tick) Very Well  Well  To Some Extent  Not at all

National Courses

District Courses

School-Based Courses

Question Three:

Professional Development for Senior Administrators
(Senior Mistress, Senior Master, Deputy Principal, Associate Principal, Principal)

To what extent do you consider the in-service education opportunities offered to senior Administrators in your school meet their needs for professional development? Specifically in relation to administration tasks listed in classification Criteria to be met by Senior Administrators:

i.e. Management and Administration, Professional Leadership, Relationship with students and Relationship with Community)

(Please Tick) Very Well  Well  To Some Extent  Not at all

National Courses

District Courses

School-Based Courses
Question Four:

Many schools employ strategies to meet the professional development needs of teachers, middle-managers and senior-administrators which are additional to and supplement the formal provisioning of this area by the Directorate of Teacher Education and regional in-service committees.

Please indicate on the list below which supplementary professional development strategies are employed in your school.

<table>
<thead>
<tr>
<th>(Please Tick)</th>
<th>YES</th>
<th>NO</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Job Descriptions</td>
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<td>2 Professional Development Consultations Cycle (Prebble &amp; Stewart Model)</td>
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<td>3 Encouraging attendance at Professional Association Meetings</td>
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<tr>
<td>4 Inter-school Visitations/Consultations</td>
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<tr>
<td>5 School Development Process (Prebble &amp; Stewart Model)</td>
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<tr>
<td>6 Professional Development Programme for school</td>
<td></td>
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<td>7 Encouraging staff to undertake studies in Educational Administration</td>
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<td>8 Staff-meetings schedule to cater for professional development</td>
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<td>9 School based teacher only days</td>
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<td>10 Employment of Management Consultant</td>
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<td>Other</td>
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**ADDITIONAL INFORMATION**

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<tr>
<th>School:</th>
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<tr>
<td>Region:</td>
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<tr>
<td>Size of School:</td>
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<tr>
<td>Number of Staff:</td>
<td></td>
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<tr>
<td>Principalship Experience:</td>
<td>(years)</td>
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**Does your school have**

<table>
<thead>
<tr>
<th>Does your school have</th>
<th>Yes</th>
<th>No</th>
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<tbody>
<tr>
<td>a A professional development committee?</td>
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<td>b A senior staff member responsible for the professional development of staff?</td>
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<td>c Staff professional development rated as a priority?</td>
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<td>d A budget for staff professional development?</td>
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PRINCIPALS' SURVEY

Comments

There is the problem of failure in training the trainees. An on-going boost to training in Educational Administration is essential.

I think you would find a wide range of mis-understanding of what people understand by 'Professional Development'.

Realistically we must develop staff at all levels within the financial, time and energy restraints in which we work. The principal must actualize theory into practice as part of the organizational learning culture, sharing power, modelling and making staff accountable.

The most important need, in my view, is for staff development as a whole; to work at aims and objectives of the school

  - coping with change
  - school philosophy and rationale
  - total school curriculum development.

We must work to develop the staff as a functional community.

There is a range of ways in which In-service Day allocations can be 'manipulated' at regional level. Auckland region gives opportunity to do this, Central region has too many restrictions and red tape procedures.

It is poor that schools have to initiate programmes themselves with no resources provided over and above normal school budget. The Department needs to take more responsibility. For example, Central Regional Office is preparing appraisal guidelines for HOD's ---- but no training for them. Senior Administrators are right out in the cold.

One of the great gaps in NZ education. Surprising we do as well as we do! I received more management training and professional supervision in 4 years teaching for a private enterprise than I have done over 20 years in NZ schools.

Principal training is scandalous!

Problems with professional development for staff relate to resources and lack of flexibility by the system, rate of change and financial and TIME restraints.
Those in power do not know what you mean by 'professional development' - untrained themselves and concerned but lacking any consensus on methods and goals.

Supplementary (ad hoc) professional development activities

**Teachers: Curriculum and Evaluation**

- Regular list A teacher meetings used for INSET
- Buddy system
- Twice yearly meetings on assessment, especially SFC
- Curriculum committee established
- Encouraging teachers to join subject associations
- Staff committees formed for review of curriculum and evaluation in the school
- Departmental seminars (half day) organized on roster for individual departments with special INSET needs
- Small support groups set up to assist teachers
- On going senior staff advice and guidance
- Experienced staff panel available to all departments for observation and guidance
- Specialist teachers from other schools invited to visit departments

**Administrators: Middle managers (HOD's) and Senior Administrators (principal, deputy principal, senior master/mistress)**

- PR holders meetings used for policy making - not housekeeping
- HOD school-based in-service courses
- Annual, comprehensive review undertaken by each department head. Report presented and discussed by senior administrators
- Regular senior administrator meetings
- Regular HOD meetings
Whole school strategies to meet professional development needs:

- Annual INSET priorities set by staff, e.g. 1987 - Form Teacher training, 1988 - the role of the HOD and assessment and classroom management for year 2-5 teachers
- Use of resource people from other schools, polytechnic and Education Department
- Courses organised at times when staffing available. For example when examinations reduce teaching loads
- Use of holiday time for INSET: last week in August and January
- Collegial support
- Staff co-operate in supervising classes to allow inter-school visitations
- Staff support group to deal with mutually determined topics
- Fostering INSET by the type of organizational learning culture in the school
- In-service component in each staff meeting
- Systematic review of curriculum areas and linking across the school
- Special 'professional development' staff meetings
- Principal's personal support of all professional development trials and activities
- Guidance Network meetings - raise INSET needs
- Wide distribution of professional articles to staff from a variety of publications: SET (NZCER), National Business Review, Times Educational Supplement etc.
- Guest speakers invited to staff meetings
- Employment of part-time teachers to release staff for INSET
- Voluntary staff meetings on professional development topics
- School-based Teacher Only Day held when students have a fundraising Workday.
- Inspectors used to direct in-service in the school
- Informal discussion used as a means of professional development; generates mutual learning
- Collegial, open management style introduced
Finding time to allow all staff to visit other schools to collect and produce resources

School closes early (e.g. Monday afternoon 3 pm) to provide time for staff development

Giving staff fortunate enough to attend in-service courses time to report back to others at subject and staff meetings and asking for a written report for the principal.

Encouraging staff to put in writing requests for financial support to attend courses (e.g. holiday courses)

Developing a school climate which encourages professional development