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

Bolam (1982, 1986) and by inquiries into teacher education
in Australia (1980, 1986).

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

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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)

That 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.

1:3 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 McMahon (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

promoting professional development as an individual, school and system need (James Report 1972, Hill Report 1979, Buckley 1985, Bolam 1986, Glatter 1986, McMahon 1986).

1:4   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 tne 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
tne 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 growtn 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

ι 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 48)

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 occured 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 a 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

than 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 RACINSET 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 (DACINSET) exist at early childhood,
primary and secondary level and comprise respresentatives 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 DACINSET 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 occuring. 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 Jaegar,
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.

2:2   PROVISIONS FOR PROFESSIONAL DEVELOPMENT

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, N Z Education Gazette December 15, 1986, pg 943). All New Zealand universities offer post-graduate 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, N Z 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

scholarships, Nuffield Grants and London Institute of Education Fellowships (University Grants Committee Handbook, 1986, N Z Education Gazette June 1, 1988 pg 424).

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, N Z 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, N Z 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
(Journal of the Education Department, Massey University)

Input
(Newsletter of the N Z 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
(Principals' 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

no recognition of provisions made for in-service education
such as University Teaching fellowships? (The Universities
Grants Committee has received no applications for two annual
fellowships for the last three years)

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 dis-satisfied 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 encumbents 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 professisonal 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 environ-
> ment 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 team work, 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)) Funds not tied to
>
>) TRDs are allocated to
>
>Central Region $141,00 (6024 TRDs)) miscellaneous
>expenditure

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, 1988, 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,1988, 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

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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.

CHAPTER THREE

AUSTRALIA: COMPARATIVE STUDY: TWO STATES

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 1980 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 effectivenesss of the teaching force and thus
> the quality of learning in Australia's 10,000
> schools.   (page 68)

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 responsisble 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.

3:3   PROFESSIONAL DEVELOPMENT IN NEW SOUTH WALES

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 activites.

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 1982 to 1984
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.

3:4   PROFESSIONAL DEVELOPMENT IN QUEENSLAND

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 work-
shops, 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.

3:6   PUBLICATIONS PROMOTING PROFESSIONAL DEVELOPMENT

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.

3:7   POLICY AND PERCEPTIONS OF PROFESSIONAL DEVELOPMENT:
      COMPARISONS BETWEEN AUSTRALIA AND NEW ZEALAND

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 inter-
pretation 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

> firstly 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.

* <u>Frances Townsend</u>: Co-ordinator - Continuing Education, Auckland College of Education.

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

<u>Colin Prentice</u>: Principal, McLeans College, Auckland. 1986/87 Fellow at London Institute of Education.

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.

<u>Regions' Questionnaire</u>:

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

Opportunities meet needs	very well	well	to some extent	not at all
National courses	0	5.9	52.9	41.2
District courses	5.8	11.8	76.5	5.9
School-based courses	17.7	29.4	52.9	0

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

Opportunities meet needs	very well	well	to some extent	not at all
National courses	0	5.9	14.7	79.4
District courses	0	2.9	67.7	29.4
School-based courses	0	11.8	67.7	20.6

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

Opportunities meet needs	very well	well	to some extent	not at all
National course	2.9	2.9	26.5	67.7
District course	0	2.9	32.4	64.7
School-based courses	0	2.9	41.2	55.9

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'
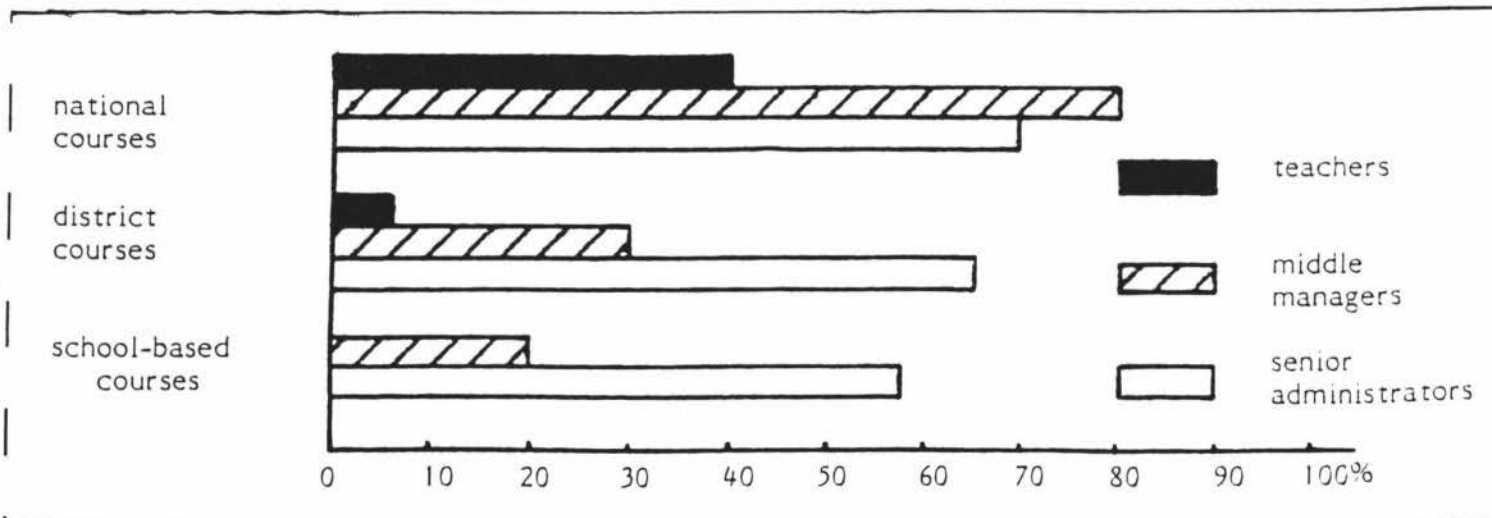
Specific strategies employed by principals to promote
professional development and supplement formal professional
development opportunities (in-service courses) are ranked
below on the basis of the extent to which principals in the
sample surveyed employ each strategy.

Figure 2 - Strategies Employed by Principals

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

The extent to which school structures and provisions are used
to promote professional development is expressed overleaf
in Figure 3.

Figure 3 - School Structures and Provisions
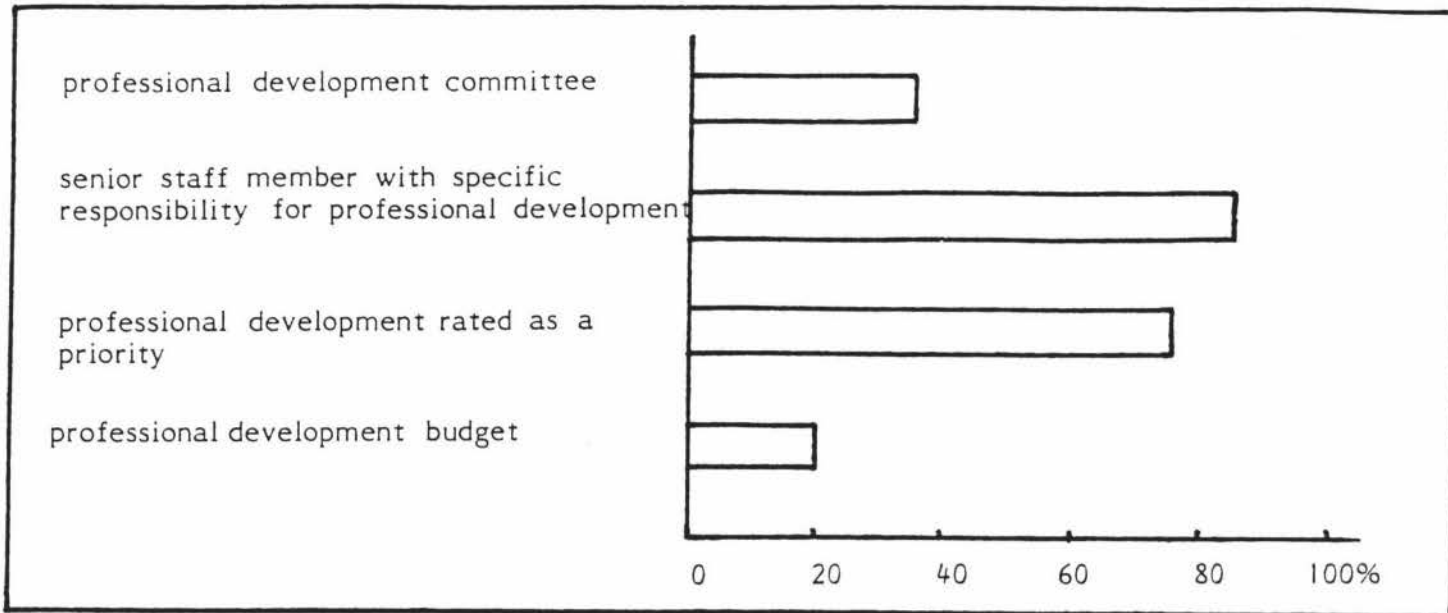
Principals were requested to make comment verbally and in
writing on any aspect of professional development which was
of concern to them. They were also asked to note any supple-
mentary activities used in their school to provide professional
development opportunities for their staff. An interesting
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

scale

1	2	3	4	5
.9	11.4	38.6	33.3	15.8
practitioner				employer

Table 4B - Perceptions of Responsibility

scale

1	2	3	4	5
0	10.8	45.9	27.9	15.4
practitioner				school

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

employer bears 0% of cost	employer bears 25% of cost	employer bears 50% of cost	employer bears 75% of cost	employer bears 100% of cost
.9	2.6	23.7	26.3	46.5

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

constraint	perception
time	70.9%
money	12.7%
energy	6.4%
lack of information	5.5%
lack of incentive	4.5%

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

benefit to:	perception
students	59.1%
practitioners	18.2%
school	16.4%
system	5.4%
colleagues	.9%

Practitioners attitudes towards the worth of specific
professional development activities are revealed in the
data contained in Table 6.

Table 6 - <u>Perceptions: Worth of Activities</u>

perceptions	activities
most worthwhile	school development day on-the-job experience professional education in-service training
worthwhile	vacation refresher courses subject/professional associations
least worthwile	secondment to department professional reading

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.

5:2   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 enrols 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 context-ually 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 informaton 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 prinicpals.

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 prinicpals 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 <u>guidelines for practising administrators in</u>
<u>secondary schools wishing to establish successful school-focused</u>
<u>professional development programmes</u>. 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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APPENDIX A

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!

Its 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, cannot, 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 budgetory 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 Aoranki 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.

District Advisory Committee on In-Service Education of Teachers (DACINSET)
Meeting 20.11.87.

Report to Principal's Association

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.

4   Treasury Restrictions

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

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 (eg The T.O.D. course for principals and Deputy Principals on 'Theory K' cost disproportionally 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 good-will 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

QUESTIONNAIRE: Regional Offices

IN-SERVICE EDUCATION PROVISIONING FOR NEW ZEALAND SECONDARY

SCHOOLS

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.   40%

  Percentage of budget ($'s) allocated for above *   _____

* OF BALANCE RETAINED BY REGION :

  percentage of budget ($'s) retained by region   _____

  percentage of budget ($'s) allocated to districts   _____

  percentage of budget ($'s) allocated to travel   _____

  percentage of budget ($'s) 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.

(please circle)

Regional Teacher Only Days	0	1	2	3
District Teacher Only Days	0	1	2	3
School Teacher Only Days	0	1	2	3
National Curriculum Courses	-10	10+	20+	
Regional Curriculum Courses	-10	10+	20+	
District Curriculum Courses	-10	10+	20+	
School Based Curriculum Courses	-10	10+	20+	

QUESTION EIGHT :

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

☐ principals' meeting   ☐ DP's meeting   ☐ SM's meetings

☐ subject associations   ☐ school development activities

☐ 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?

	Yes	No
Principals' Association Meetings	☐	☐
Deputy Principals' Association Meetings	☐	☐
Senior Mistress/Master Association Meetings	☐	☐
School-based In-Service Activities	☐	☐
In-Service Curriculum Courses	☐	☐
School Development Activities	☐	☐

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)

WAITAKERE COLLEGE

PRINCIPAL:
Mrs C.E.M. CARDNO B.A.

RATHGAR ROAD, HENDERSON, AUCKLAND 8
TELEPHONE 836-2069

Dear _____

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

<u>STAFF SURVEY :</u>   THREE SCHOOLS (Southern, Central and Northern Regions)

<u>Practioner Attitudes towards Professional Development</u>

(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).

<u>Question 1 :</u>   Who should accept responsibility for teacher and administrator professional development?   Please <u>circle</u> 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

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

Cost of professional development should be borne by :

	Nil	25%	50%	75%	Total
Practitioner					
Employer					

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

	Poor	Fair	Good
The Education Gazette			
School In-Service Co-ordinator			
Education Dept			
Principal			
Subject/Professional Assns			
(Word-of-Mouth) Colleagues			

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

WAITAKERE COLLEGE

PRINCIPAL:
Mrs C.E.M. CARDNO B.A.

RATHGAR ROAD, HENDERSON, AUCKLAND 8
TELEPHONE 836-2069

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

ESTIONNAIRE :   Principals

1estion One .:

ofessional Development in the areas of
irriculum 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
rriculum and evaluation?

(Please Tick)	Very Well	Well	To Some Extent	Not at all
.tional Courses				
strict Courses				
hool-Based Courses				

2ase list any strategies employed by your school to supplement professional development
eds not met by formal provision above in the areas of curriculum and evaluation
·service training.

_____

_____

_____

_____

_____

_____

_____

Question Two:

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

To what extent do you consider the in-service education opportunites 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.

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

ADDITIONAL   INFORMATION

School : _____ (optional)

Region : _____

Size of School : _____

Number of Staff : _____

Principalship Experience : _____ (years)

Does your school have

		Yes	No
a	A professional development committee?	___	___
b	A senior staff member responsibile for the professional development of staff?	___	___
c	Staff professional development rated as a priority?	___	___
d	A budget for staff professional development?	___	___

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 acountable.

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 N Z 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 N Z 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.

Tnose 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