UNDERSTANDING SITE-BASED ADMINISTRATION AND TEACHER DEVELOPMENT

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To my wife Shannon and daughter Alyssa who teach me more about myself every day, and to the staff of Hinton High School whom I admire for their commitment to children and pursuit of excellence.

Abstract

The purpose of this study was to construct a framework for understanding leadership and its effect on teacher development. Current restructuring initiatives being imposed by the Province, School Division and community stakeholders appear to require educational leaders with the knowledge, skills and attitudes to promote site-based decision-making as a means to facilitate change. This study attempts to examine the nature of leadership style, its affects on school culture, and its effects on the personal and professional lives of teachers.

Two hypotheses guided this study. Regarding the first, it has been demonstrated that the conscious and unconscious actions of leaders directly affect the culture of the school. These can be described in part using terms and constructs from anthropological research. In reference to the second hypothesis, this study offers some descriptions of how social interactions and school administration affect the personal and professional lives of teachers. The study was conducted under the assumption that teacher development is a process of personal development, where behaviors and beliefs are closely linked together.

While many administrators may believe that transformational cultures create the most effective means for facilitating personal and professional development, it is the conclusion of this researcher that the administrators in this study have adhered to transactional orientations and generally have an observable dependency on 'canned' solutions to complex problems.

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CHAPTER ONE

INTRODUCTION

BACKGROUND TO RESEARCH

In real terms educational leadership includes continually studying the nature of

knowledge, its presuppositions and foundations, and its extent and validity.

<div align="right">[Davidoff, 1998]</div>

In my own experience the process of learning and creating meaning is a continual

exchange of dialogue. Educators uncover meaning by sharing interconnected realities; we

continually make emotional investments, live experiences, and create our own unique

understanding from interactions with colleagues. Knowledge is not derived only from

books; nor does it consist of clever self-defensive responses or aggressive assertions. In

capturing the richness of human experience bound up in the relationships between

individual teachers and administrators, this study shows their knowledge is constructed

from the environment in which they live, their intelligence gained from experience and the

capacity to perceive the essential - the "what is" - and then to awaken this capacity in

themselves and in others. To begin to understand ourselves is both the beginning and the

end of professional development.

As teachers and site-based administrators, we constantly fight to overcome the isolation of our working lives. In Alberta, economic cutbacks instituted by the Alberta Government in recent years are contributing to increased uncertainty, overburden of responsibility, and further isolation among administrators. Current research in the area of administration indicates that this phenomenon is not unique to our school alone. Goddard (1997), surveying 193 administrators notes, "Two words were repeated throughout the responses: isolation and responsibility." Drawing on more than 19 years of experience, our principal remarked that as "support systems are being eroded and as site-based practices and decentralization take hold we are becoming more isolated. Leaders are becoming increasingly responsible for the transfer of duties, without the decision making power." (Journal of School Administrators, 1997 Vol. 37, No. 3)

Across our division administrative teams are being used to do more work at the school level. To manage site-based operations effectively teachers assume more of the roles, duties, and responsibilities traditionally handled by the principal or central office personnel. In education in Alberta, teams have become the driving force for facilitating collegiality and change at all levels of the system.

RESEARCH PROBLEM

In some organisations multiple sub-cultures and the overburden of task add to the complexity of administration by increasing the number of perspectives, and the need for a greater variety of managerial approaches. This suggests that one of the attributes of effective leaders is to understand the realities of teacher development. People in all cultures, to a certain extent, view the world solely through their own eyes and

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perspective. Teachers or administrators with this parochial perspective do not recognise other people's different ways of living and working, or that these differences have serious consequences related to staffing, professional development, or facilitating change. (Adler, 1980)

Much of the material printed for and by educators reinforces management's tendency toward parochialism. Adler, in reviewing over eleven thousand articles published in twenty-four management journals, found that fewer than 5 percent of the articles that describe the behaviour of teachers in organisations included the concept of culture. Less than one- percent focus on the work interaction of people from two or more sub-cultures. Good contemporary research on school culture is sparse. (Hoy and Miskel, 1996 p. 139) Do organisations have a basic culture, or many cultures? Substantial disagreement arises about the shared orientations within schools – norms, values, philosophies, perspectives, beliefs, expectations, attitudes, myths, or ceremonies. Additionally there is disagreement on the extent to which organisational culture is conscious and overt or unconscious and covert in the school setting.

However, with the primary focus on administrative leadership, this study will build on the premise that leaders are important to educational communities. The question guiding this study is: How does educational leadership influence the school culture, and impact teacher development?

PURPOSE OF THE STUDY

The shared experiences of administration team members and teachers contribute to the formation of both individual and cultural epistemologies. Fullan (1991) describes this

investment in cultures by individuals as "... the emotions of loss, anxiety, and struggle, joy, excitement, and celebration. The tapestry of culture coloured by emotions." These experiences define lives and help create meaning in the school culture. The administrative team in our school is continually examining how we describe, categorize, and build the realities that cause us to behave in the ways we do. Reflecting on our everyday experiences continues to help us discover our cultural identity. "Culture then is what remains of men's past, working on their present to shape their future." (Myresin, 1927, p. 2) The purpose of the study was to construct a detailed description of how our site-based administration team is contributing to the process of personal and professional development at the school. With the full co-operation of the site-based administration team this study sought to explore and uncover some of the language, symbols, and experiences that help define the extant culture of our school. In the process I was able to gather answers to the following three broad questions:

- How do administrators view their role in affecting change?

- What are some of the personal and professional qualities administrators use to be effective?

- How do organizational behaviors affected leadership in the school?

ASSUMPTIONS

I made some basic assumptions prior to this study. They were as follows: 1. School cultures, regardless of their descriptions, exist, 2. Our understanding of culture emerges from the exploration of experiences within the environment, and the unfolding of complexity related to hermeneutic and dialectic processes, 3. Teacher development can be

affected by the individual and organisational behaviour of the workplace.

Anthropology has produced a literature rich in description of alternative cultural systems. Anthropologists Kluckhohn and Strodtbeck (1961) established a set of assumptions that allow us to understand the cultural orientations of a society without doing injustice to the diversity within that society. The six assumptions, as adapted by Rhinesmith (1970), are that:

1. "There are a limited number of common human problems for which all people at all times must find solutions." For example, each school must decide on systems of communication, professional development, transportation, educational epistemology, and governance.

2. "There are a limited number of alternatives which exist for dealing with these problems." For example, administrators are responsible for creating the best possible learning environment for students. However, most children cannot learn effectively without a well-educated and competent staff.

3. "All alternatives are present in all societies at all times, but some are preferred over others." For example, debates regarding smoking in school are generally conducted on the grounds of reality versus ideology. Both sides share a common vision of a smoke-free school and may engage in compromise depending upon the intensity of their individual beliefs.

4. "Each society has a dominant profile or values orientation and, in addition, has numerous variations or alternative profiles." For example, teachers commonly use multiple strategies such as outcome based education, mastery, rote memorization, phonics, site-word recognition or team teaching to reach students. Instructional techniques involve transmission or transactional techniques especially when teachers are striving to incorporate alternate strategies, such as outcome-based education. Variations on the same process can be viewed throughout the school, particularly in the ways teachers and administrators work together.

5. "In both the dominant profile and the variations there is a rank ordering of preference for alternatives."

6. "In societies undergoing change, the ordering of preferences will not be clear cut." As one example, the allocation of financial resources in schools today may appear to be incoherent based upon traditional orientations and restructuring initiatives.

The assumptions emphasize that cultural descriptions always refer to the norm or stereotype. They never refer to the behavior of all people in the culture; nor do they predict the behavior or any particular person.

METHODOLOGY AND PROCEDURE

The methodology I have selected for this study is intended to capture the richness of human experience bound up in the relationships between individual teachers and administrators. During the research project I have attempted to describe and interpret phenomena rather than explain or test theories (see, for example, Van Manen, 1992). I have used a qualitative research methodology in my study. Bogdan and Biklen (1982) suggest that qualitative research exhibits the following characteristics:

1. Qualitative research has the natural setting as the direct source of the data and the researcher is the key instrument.

2. Qualitative research is descriptive.

3. Qualitative researchers are concerned with the process.

4. Qualitative researchers analyse their data inductively.

5. Qualitative researchers' main concern is meaning.

In this study I have tried to acknowledge the freedom and competence of individuals within the school environment, and tried not to lose sight of their person-hood by objectifying the subjects of this inquiry.

Narrative Inquiry

Stories and story-telling are important parts of most cultures. The value and nature of narrative serves to provide sequence, connection, central subject and, most importantly, conflict. It is a place of modern relativism in which can be uncovered multiple versions of

events. Narrative Inquiry seeks to answer two fundamental concerns regarding its believability: first, the telling of true stories from false (a practical rather than a theoretical problem), and second the very value of narrative as a mode of making sense of reality, whether the factual reality or actual events, or the moral, symbolic reality of fictions. (Mitchell, 1981). Scholes (cited in Mitchell 1981) it must be noted, challenges the narrative by stating that it is an "opiate" which mystifies our understanding by providing a false sense of coherence, an "illusion of sequence".

Not all authors agree with that point of view. To counter these arguments Mitchell states that, "so natural is the impulse to narrate, so inevitable is the form of narrative for any report of the way things really happened, that narrativity could appear problematical only in a culture in which it was absent. I believe the use of narrative inquiry offers a qualitative opportunity for the researcher to unearth some of the secrets of a culture. Turner and Kermode (cited in Mitchell, 1981) and other supporters of narrative writing suggest that narrative, like ritual, is not simply in opposition to forces of disorder and chaos but is a way of bringing on disintegration and indeterminacy in the interests of unpredictable transformations in a culture or individual. Ricouer (1977, pp. 835-72) sees narrative as an "open" interpretive structure or "model for the redescription of the world". The idea of narrative seems, as Mitchell, Turner, Kermode, and Goodman (1981) contend, to be repossessing its archaic sense as gnarus and gnosis, a mode of knowledge emerging from action, a knowledge which is embedded not just in the stories that emerge from the staff rooms of our schools, or in leisurely conversations, but in the orders by which we live our lives. Immanual Kant might reinforce this position by stating that universal laws of

time and space are essential components for understanding the conditions that helped to create the narrative. (Ameriks, 1982, pp. 261-265)

Goodman suggests that there are three fundamental questions that must be addressed by the narrative researcher: (1) What are the minimum conditions for narrativity? (2) How many distortions can a narrative endure before it becomes something else? and (3) What is the relationship between different versions of the story? These questions converge in the notion that there must be a basic story, an "Ur-narrative" or "deep structure", with certain minimal features underlying all the different versions of the tale, that allows us to identify these versions as versions of something. The study of narrative is no longer the province of literary specialists or folklorists borrowing their terms from psychology and linguistics but has now become a positive source for all the branches of human and natural science. (Mitchell, 1981)

The Case Study

A case study is a qualitative method of collecting research data and is commonly used in the area of social science research. Case studies typically involve the study of an individual entity in considerable depth. Stake (1978) states that, "case studies are useful in the study of human affairs because they are down to earth and attention holding." (p. 6) They provide an effective method for researchers to gain a greater understanding of social phenomena.

Bogdan and Biklen (1982) have described the case study as a 'funnel'. The start of the study begins as the wide end of the funnel and the conclusion of the study becomes the narrow end through a continual process of shifting and focusing the data collected.

Data Collection

This project was intended to be a Narrative Inquiry, involving all five members of the administrative team at the high school. It was part of the Professional Development Plan of the administrative team. My task was to work with the team in one-hour group discussions held twice each month. Spiegelberg (1971, p. 656) states that dialectics represents a protest against simplification of the research problem. My intention was to facilitate the dialectic component of phenomenological research, record information and data, then try to describe my observations in a meaningful way.

The use of multiple perspectives in this research necessitates the employment of a variety of research techniques including observation, interview and questionnaires. Fourcher (1981) maintains that to ensure multiple perspectives, the phenomena must be viewed from different standpoints and not an exclusive point of view. In an attempt to avoid a one-sided perspective: (1) the administrative staff was be asked to validate the interview data and the analysis of variables which influenced their administrative behaviour and (2) two independent professors from The University of Lethbridge and an additional expert from the University of Alberta were used in this study to validate the analysis techniques.

Participant Observation

Collecting data through observation allows the researcher to be part of the school culture being studied. The researcher is able to learn firsthand the actions and patterns of behaviours of the participants while the continuing presence of the researcher can allow

for the development of a trust relationship between the participants and the researcher. The goal of participant observation as Erikson (cited in Ellis, 1996) states, is to make the strange familiar and familiar strange. New understandings facilitate new ways of thinking about the social interactions being studied, provided that the researcher remains always conscious of the setting, participants, events, and gestures as they occur.

Observation of the administrative team, each member, and the principal during the course of a year provided me with a rich supply of research material related to conversations, interactions, activities and interpretations of what I was observing.

Interviewing

Interviewing remains one of the major research tools used by social scientists. An interview is defined as a purposeful and directed conversation between two people in order to gather information. Bogdan and Biklen (1982) describe this process as a means to gather data in the participant's own words in order for the researcher to gain some insights into how the participant interprets the concept being studied.

Interviewing was utilized throughout the study on a formal and informal basis. All of the administrators were interviewed using prepared questions to guide the process. On occasion, unexpected leads arose during the interview process that allowed other points of interest to be explored. On one occasion the Shulman Rationality Test was used to initiate inquiry and to seek clarification surrounding leadership methodology.

The Principal

The principal who participated in this study had served in his current position for nineteen years. Prior to arriving at the school he had been employed as a deputy-superintendent in Manitoba and Saskatchewan. In total he had a combined twenty-seven years as an administrator throughout western Canada. He was the first to recommend and implement the replacement of a vice-principal with a site-based administrative team from the staff of the school. Prior to this study being conducted the new administrative structure had been in existence for seven years. At the end of the current year the principal was retiring.

Teacher-Administrators

The current administrative team consists of a principal and four teachers. There are three male and one female teacher-administrators. Each of the members holds both an administrative position and a teaching position within the school. These include a counsellor, a special needs co-ordinator, a secondary math teacher, and a secondary science teacher. The duties of each member are assigned at the start of the current school year to provide equity and accountability of administrative duties. There is one Grade 8 Co-ordinator, a Grade 9 Co-ordinator, and two Senior High Co-ordinators. As well, each of the team members shares in the other administrative duties of the school (e.g. bus supervision, education plan, education report, public relations, discipline, substitutes, time tabling, facility management, and other assigned tasks).

CHAPTER TWO

LITERATURE REVIEW

I.   SCHOOL CULTURE

Deep cultural undercurrents structure life in subtle but highly consistent ways that are not consciously formulated. Like the invisible jet streams in the skies that determine the course of a storm, these currents shape our lives; yet their influence is only beginning to be understood.

Edward T. Hall (1986, 3:12)

Philip Selznick was one of the first researchers to analyze organizations as more than places where people work. According to Selznick (1957, p. 14) institutions are "infused with value beyond the technical requirements at hand." Selznick's formulation of organizations, each with distinctive competence and organizational character, provides a contemporary basis for analyzing organizations as cultures. (Peters and Waterman, 1982)

Culture is an important factor in improving schools. It helps define the heart and soul of what people believe, the assumptions they make about how schools work, and what they consider to be true and real. The following elements are some of the major independent variables indicating the presence of school culture, and were used as a focus among administrators who participate in this study.

1. *Norms* are written and informal expectations that occur just below the surface of experience. According to Hoy (1996, p. 129), norms directly affect behaviour.

Norms are communicated to people through stories and ceremonies that provide visible and potent examples of what the organization stands for.

2. *Values* are conceptions of what is desirable in a culture. Shared values define the basic character of the organization and give the organization a sense of identity. Shared core values may include intimacy, trust, cooperation, teamwork, and egalitarianism. (Hoy and Miskel, 1996, p. 131)

3. *Tacit Assumptions* are abstract premises about the nature of human relations, human nature, reality, and environment.

4. *Heroes*: Recognition of individuals who embody and represent the school's core values.

5. *Leadership:* Perceived and exercised leadership as manifested in behaviour.

6. *Rituals:* The "repetitive behavioural repertoire in which values are experienced directly through implicit signals." (Sheive & Schoenbeit 1987, p. 6) The unconscious acts that demonstrate a shared value for the work environment.

7. *Ceremonies*: "Occasions in which the values and the heroes are put on display, anointed, and celebrated." (Sheived & Schoenbeit, 1987 p.6)

8. *Narrative Stories and Story Tellers*: Stories are the specific examples of the school's values and heroes who succeed following the culturally defined norms. Story tellers are the historians who transmit this knowledge from generation to generation.

9. *Artefacts*: These are concrete examples that exemplify the commonly held values. Trophies, yearbooks, parking spaces and the physical elements of the work place are examples that embody the school culture.

10. *Informal cultural network*: A collection of priests and priestesses, gossips, spies, counterspies, and moles whose role it is to reinforce and protect the traditional ways.

Culture is typically defined in terms of shared orientations that hold the unit together and give it a distinctive identity. (Hoy and Miskel, 1996, p. 129), it contrasts climate on the basis of the anthropological perspective and encompasses many of the notions related to informal organization, norms, shared values, and assumptions, each occurring at different levels of depth and abstraction.

Norms are generally unwritten, informal expectations, that occur just below the surface of experience. (Hoy and Miskel, 1996, p. 128) Norms determine interactions among individuals, how people respond to authority, conflict, and pressure; and the way

people balance self interests with organizational interests. In real terms they tend to be more concrete and observable. They are exemplified by heroes and observable in rituals, ceremonies, artifacts, and stories of teachers. Hence, they can be quite useful to consultants and practitioners who are interested in assessing and changing organizational cultures. Values are conceptions of what is desirable. They are more abstract that norms, and often define what members should do to be successful in the organization. Shared values define the basic character of the organization and give the organization a sense of identity. When individuals in an organization understand what it stands for, what standards should be upheld, then they are more likely to make decisions that will support those standards.

Tacit assumptions exist at the deepest level of abstraction. They are deeply embedded in the ways members of an organization view the world and their place in that world. Coherent patterns of core organizational beliefs are invented, discovered, or developed by the organization as it learns to cope with complex problems. Collective consciousness is defined by these shared assumptions. They fit together to construct the cultural paradigm. One way to help unravel some of the complexity and problems of defining a culture is to visualize culture in norms, shared values, and basic assumptions, occurring at different levels of depth and abstraction. To help describe the present culture in our school I have grafted , from Hoy and Miskel (1996), the various attributes onto the following figure.

Figure 2.1   **Levels of School Culture**

| Deeply Embedded |

| Abstract |

> **Tacit Assumptions**
> *Abstract Premises*
> - Nature of human nature
> - Nature of human relationships
> - Nature of truth and reality
> - Relationship to the environment

> **Values – Conceptions of what is desirable**
> - Openness
> - Trust
> - Cooperation
> - Intimacy
> - Teamwork

> **Norms – Unwritten and informal expectations**
> - Support colleagues
> - Don't criticize the principal
> - Handle your own discipline problems
> - Be available to give students extra help
> - Be flexible in offering course delivery

| Observable |

| Concrete |

(Hoy and Miskel, 1996, p. 130)

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A search for organizational culture attempts to get a feel, sense, atmosphere, character, or image of an organization. Culture is therefore:

1. Something that is shared by all or almost all members of some social group,

2. Something that the older members of the group try to pass on to the younger members, and

3. Something (as in the case of morals, laws and custom) that shapes behavior, or . . . structures one's perception of the world. (Brown, 1990, p. 19)

CULTURAL DIMENSIONS

Kroeber and Kluckhohn (1952, p. 181) identify six dimensions that define the cultural orientations of a school: people's qualities as individuals, their relationship to their environment, their relationship to other people, their primary type of activity, and their orientation in space and time. These six dimensions answer six fundamental questions: Who am I? How do I see the world? How do I relate to the world? What do I do? And how do I use space and time? Each orientation reflects a value with behavioural and attitudinal implications which directly affect teacher development. For example, what is the temporal focus of educational planning? How do administrators view the use of time? Are they oriented to the past, the present, or the future? Issues of time are absolutely of central importance to the study of organizations. (Bluedorn and Denhart, 1988). Burlingame (1979) speaks to the rhythm of seasons; that is, clear cycles

that characterize the school. Most educators would agree that certain times of the school year hold greater potential for crises, disruption of the system, and reduction of goal attainment than do others.

Past-oriented cultures believe that plans can be evaluated in terms of the customs and traditions of the culture - that innovations and change are justified only according to past experience. By contrast, future-orientated cultures believe that plans should be evaluated in terms of the projected future benefit from a specific activity or project. In this second type of conceptualized continuum, where 'ends' determine means, terms such as outcome-based education are prevalent. Future-oriented people justify innovation and change in terms of future economic payoffs, and have less regard for past social or organizational customs and traditions. (Adler, 1986)

To consider another example, one of the most overlooked aspects of understanding cultural behavior is the consideration of space. How do people use physical space? Are the classrooms, the offices, or the building seen as a public or private space? When can teachers enter an office directly and when must they wait outside for permission to enter? Schools are oriented toward both private and public dimensions. For example, parents, business people, government, and students expect to see offices allocated to employees at the top of the decision-making pyramid. The principal is given an office that helps to define expectations of importance. In contrast, teachers are expected to be part of the school community, serving the needs and demands of the students rather than politicians and the public. The confusion between public and private orientations often provides teachers with a sense of uncertainty. Leaders may strive for family-centered schools with open classrooms and the free flow of information but inadvertently create barriers that

inhibit collegiality and openness. Most administrators work in environments that are neither open nor public, so while there may be a need to move toward a coherent 'moral voice' within schools, the physical plant itself may reinforce the separation between public and private dimensions and inhibit community growth.

II. SCHOOL CLIMATE

Unlike culture, organizational climate has its historical roots in social psychology. Taguiri (1968, p. 23) notes that "a particular configuration of enduring characteristics of the ecology, milieu, social system, and culture would constitute a climate, as much as a particular configuration of personal characteristics constitutes a personality." School climate can be described as teachers' perceptions of the general work environment of the school. It is influenced by the formal organization, informal organization, personalities of participants, and organizational leadership. Hoy and Miskel (1996) describe school climate as " a relatively enduring quality of the school environment that is experienced by participants, affects behavior, and is based on their collective perceptions of behavior in schools."

In most of the research I reviewed the concepts of climate and culture appeared to have a great deal of overlap and blurring. However, one suggested difference between the two is that culture consists of shared assumptions, values, or norms while climate is defined by shared perceptions of behavior (Ashforth, 1985).

ORGANIZATIONAL STRUCTURE

Common to the perception of a leader is the belief that leaders make a difference. During the past several decades the amount of writing devoted to educational leadership affirms its influence in our collective efforts to understand and improve schools. However, several scholars have questioned the usefulness of the leadership concept (see, for example, Lieberson and O'Connor, 1972; Salancik and Pfeffer, 1977; McCall and Lombardo, 1978; Kerr and Jemier, 1978;), and voice strong reservations about leadership, calling it an 'alienating social myth.' These authors believe that deeply ingrained cultural assumptions produce conceptions of leadership that assume leaders are unquestionably necessary to the functioning of organizations. Others (see, for example, Roberts, 1985; Day and Lord, 1988; Thomas, 1988; Bass, 1990) see leadership as a key to understanding and improving organizations such as schools. They argue that many earlier critical investigations have been flawed, and they have presented compelling evidence that individual leaders do make a difference in organizational effectiveness. In fact, leadership is often regarded as the single most important factor in the success or failure of institutions. (Bass, 1990).

ORGANIZATIONAL MANAGEMENT

Throughout this study the term 'administrator' or 'administration' will refer to the organizational operations or managerial aspect of educational leadership. Gulick (cited in Adler, 1986) defined the seven administrative procedures as planning, organizing, staffing, directing, coordinating, reporting, and budgeting. Foyol (cited in Urwick, 1937,

p. 119) took a more scientific approach by describing administrative behavior as having

five functions.

- To plan means to study the future and arrange the plan of operations.

- To organize means to build up material and human organization of the

  business, organizing both people and materials.

- To command means to make the staff do their work.

- To coordinate means to unite and correlate all activities.

- To control means to see that everything is done in accordance with the rules

  which have been laid down and the instructions which have been given.

Within this structure three key principles serve to direct the operations of the

organization. First, division of labor is deemed as essential. Tasks are then grouped in

jobs, and these jobs are then integrated into departments. Secondly, span of control

assumes an atomistic perspective of work units operating in conjunction with an ideal

number of workers. Lastly, the principle of homogeneity of positions, according to

Gulick, could be organized in any of the following different ways: major purpose (site-

based administration team), major process (subject departments), clientele (grade level

teams), or location (schools). (Urwick, 1937)

Two conditions help to develop the bonding and binding necessary for community

building. They are continuity of place, and manageable scale. (Sergiovanni 1996)

According to Yatvin (1994), schools that are divided into small community units, where

ergonomic considerations include classroom time, space, and organization, allow

personal relationships to flourish. Legitimacy for play and conversation in schools needs

to be in the hands of front-line practitioners, at a place where educational visions are unclouded by political pressure to cover academic ground, raise test scores, or produce workers for industry. (p. 37) Thus, the philosophy for organizing the size and scale of a school can become a key element for helping to make schools moral communities, according to Sergionvanni. (1996).

Restructuring Larger Schools: Thinking Small

Noddings (1992) states, "The link between caring and learning is a tight one... large, impersonal schools force students to look to themselves to get their needs met. The norms of the student subculture and the youth culture at large begin to strengthen beyond reason, and soon take over. The consequences are not always good. Though relationships are complex, they ultimately affect learning."

In his book A Place Called School, Goodlad (1984) concluded that smaller schools were better at solving internal problems, were more intellectually oriented, had more caring teachers, and had higher levels of parent and student satisfaction. He concluded, "it is not impossible to have a good large school; it is simply more difficult." (p. 309) Heath (1994) recommends a range of 200 to 350 students for a lower school, and 400 to 500 students for a high school. Exceeding these ceilings, in his view, increases the potential for unhealthy effects that stem from reduced opportunities for sustained relationships. Gregory's work with Smith (1993) leads him to conclude that as school size increases, the negative effects of having more teachers are felt before the negative effects of having more students. In Gregory's (1992) words, "Giving control of schools back to

teachers is central to the general improvement of the conditions of teaching ... A school

that does not work for teachers has little chance to work for students."

COMMUNICATION

Formal and informal means of communication play an important role in the cultural

description of the school. The communication system is a cultural network itself (Bantz,

1993; Mohan, 1993). As Deal and Kennedy (1982) observed, storytellers, spies, priests,

cabals, and whisperers form a hidden hierarchy of power within the school that

communicates the basic values of the organization. Identification of unquestioned beliefs

and the process of their creation are important to a full understanding of culture. (Hoy

and Miskel, 1996, p. 140) For Gregory (1992), the number of teachers in a school needs

to be reduced to a point where everyone can sit around the same table to plan together

and to problem-solve as a group.

III.   LEADERSHIP

The term leadership is a word from the common language that has been incorporated

into the technical vocabulary of organizational studies without being precisely refined.

(Yukl, 1994) Bennis (1998) suggests that leadership is like beauty: it is hard to define,

but you know it when you see it. Typical definitions of leadership shared by most scholars

(see, for example, Lipham 1964, p. 122; Fiedler 1967, p. 8; House and Baetz 1979, p.

345; Gardner, 1990) show agreement that leadership involves a social influence process

in which intentional influence is exerted by one individual over others to structure

activities and relationships in a group or organization (Yukl, 1994)

At least two definitional controversies exist among scholars; the first revolves around

the issue of whether or not leadership should be viewed as a property of particular

individuals or a property of a social system. (Yukl, 1994) One view suggests that all

groups have a specialized leadership role that includes some functions and responsibilities

that cannot be shared without jeopardizing the effectiveness of the group. The individual

who has the most influence and is expected to carry out the leadership role is the leader;

others follow. (Hoy and Miskel, 1996) An alternate view suggests that leadership is a

social process that occurs naturally in any social system and is shared among its members.

Leadership is a process of organization rather than property of the individual. Katz and

Kahn (1978) bridge the two opinions by identifying the following three major components

of leadership:

1. an attribute of an office or position,

2. a characteristic of a person, and

3. a category of actual behavior.

With reference to these three defining characteristics both views may be accurate -

leadership can be examined as a property of individuals and as a process of the social

system.

The second issue involves the distinction between leaders and administrators and what

and how they try to influence. (Yukl, 1994) It is difficult to dispute that individuals can be

leaders without being administrators; conversely, individuals can be administrators

without being leaders. Kotter (1990) argues that leadership and administration are

fundamentally different concepts - administrators emphasize stability and efficiency, while

leaders stress adaptive change and getting people to agree about what needs to be

accomplished. Where administrators plan and budget, organize and staff, and control

and solve problems, leaders establish direction, align people, motivate and inspire. In the

conventional sense equal overlap does not exist between administering and leading a

school. Both terms may refer to individuals (e.g., administrators, teachers, parents,

students) who occupy a position where they are expected to exert leadership, but without

the assumption that they actually do so.

Defining leadership remains elusive and controversial because it depends not only on

the position, behavior, and personal characteristics of the leader but also on the situation,

or context. According to Grandori (1984), decision strategies can be ordered according

to their capacity to deal with complexity and conditions of increasing uncertainty and

conflict. Employed decision-making strategies become contingent on the pressures of the

situation and the decision-making process itself often produces stress among

administrators.

THE NATURE OF A LEADER'S WORK

What is it that leaders do that is so intriguing? Can describing the work of leaders

advance our understanding of leadership? Knowledge certainly can be gained by

observing them as they administer and lead their organizations. A number of studies

reveal that administrators' jobs are characterized by long hours and brief verbal encounters

across a wide range of issues with diverse individuals and groups. Structured observation

studies are useful because they respond descriptively and clearly to the question: What do

school administrators and leaders do in their jobs? However, it is less clear how individuals who engage in work characterized as confusing and fragmented can actually provide leadership to their organizations. (Chung, 1987) Another important question to address in studying leadership in schools is: how do school administrators understand the nature of their work in terms of leading organizations?

Vision Statements are used to direct the decisions and interactions of administrators. They are core for creating trust, coherence, stability, and a learning community. They help define places where teachers and students together are involved in inquiry and discovery. Evans (1996) notes:

> It is one thing to say in most successful orgainzations members share a clear, common vision, which is true, but quite another to suggest that this stems primarily from direct vision-building, which it does not. Vision building is the result of a whole range of activities (p. 208-209)

Fullan (1998) states there is no definitive answer to the question of "how" to cast a vision. Sergionvanni (1996), however, suggests that working to build commitment to teacher development can transform the faculty into a learning community, and can transform the school into a centre of inquiry. This approach does not assume that students will automatically fit in, but it does assume that the school can change students' attitudes and behavior (Hill, Foster, and Gendler, 1990, p. 38) and that the solutions to school improvement can best generated and be implemented by smaller teams of teachers within the school. Vision grows out of purposeful action.

BEHAVIORAL DIMENSIONS OF LEADERSHIP

Conceptualizations of leadership rely on two distinct categories of leader behavior, one concerned for people and interpersonal relations and the other with production and task achievement. Based upon these principles, Hoy and Clover (1986), and Kottkamp (1991), established the following six dimensions for describing the behavior of leaders in secondary schools.

Table 2.1

Six Dimensions of Behaviour		
	Description	**Observable Evidence**
Principal's Behaviour		
1. Supportive Behaviour	The principal listens and is open to individual and group suggestions. Reflects a basic concern for teachers. Criticism is consistently handled constructively. Respects the professional competence of the staff and exhibits both a personal and professional interest in each teacher.	The principal listens to and accepts committee and individual suggestion for school improvement.
2. Directive Behaviour	Utilizes school policies, and lines of procedure to maintain close, rigid supervision over teacher and school activities.	Close monitoring is kept of teacher absenteeism. Yearly plans are reviewed and scrutinised.
3. Restrictive Behaviour	The principal burdens people with routine duties, committee requirements, coaching requirements, and serving on the administrative team. These demands have an affect and interfere with the teaching responsibility.	Teachers are asked to cover for colleagues' absences from class for medical or dental appointments. Teachers are kept busy with committee, department of education and coaching requirements. Teachers are expected to teach and serve on the administrative team for a three year term.

	Teachers' Behaviour	
4. Collegial Behaviour	Supports open and professional interactions among teachers. Teachers are proud of their school, enjoy working with their colleagues, and are enthusiastic, accepting , and mutually respectful of the professional competence of their colleagues.	Administrative team helps and supports each other. They respect the professional competence of their colleagues.
5. Intimate Behaviour	Supports strong social networks among the staff. Regular socialization.	The administrative team socializes with staff and keep close friendships among members of the school. Hosts such things as year end BBQ's, pancake breakfast, and golf tournaments.
6. Disengaged Behaviour	There is a lack of meaning and focus to professional activities. Teachers are simply putting in time during staff meetings and are non-productive or not engaged in group efforts. There is no common goal orientation. Their behaviour is often negative and critical of their colleagues and the organization.	Staff meetings are useless. Teachers are seen marking or doing alternate activities. There is a minority group of teachers who always oppose the majority.

The three dimensions of principal behavior they propose are supportive, directive, and restrictive. Supportive principal behavior is indicated by genuine concern and support of teachers. In contrast, directive principal behavior is task-oriented with little consideration for the personal needs of the teachers, and restrictive behavior procedures impede teachers as they try to do their work. The three critical aspects of teacher behavior are

collegial, intimate, and disengaged behavior. Collegial behavior is supportive of professional interaction among teacher colleagues, while intimate behavior involves close personal relations among teachers not only in but also outside of school. Disengaged behavior depicts a general sense of alienation and separation among teachers in school. Cartwright and Zander (1953) describe leadership in terms of two sets of group functions. They conclude that most group objectives can be summed up under two headings: goal achievement - the achievement of some specific group goal; and group maintenance - the maintenance or strengthening of the group itself.

Leader Behavior Description Studies at Ohio State University in the 1940's by Hemphill and Coons (1950), and later by Halpin and Winer (1952) measured two basic dimensions of leader behavior - initiating structure and consideration. (Leader Behavior Description Questionnaire , 1952).

Initiating Structure includes any leader behavior that delineates the relationship between the leader and subordinates and, at the same time, establishes definite patterns of organization, channels of communication, and methods of procedure. Consideration includes leader behavior that indicates friendship, trust, warmth, interest, and respect in the relationship between the leader and the members of the work group. (Halpin, 1966) Leaders who trust only a small group of priests (priestesses), insist that each be ordained to a position of leader. For this reason, such administrators may not leave such employees alone with access to other areas of the school. "Leadership depends on trust, and trust is grounded in a shared understanding about what is working and what isn't, how practice might be improved, and what steady progress will likely entail." (Johnson, 1990) Truth belongs to the school community and cannot be hidden away, according to

Baurillard (1929, ch. 1) in his book <u>Cool Memories</u>. He summarizes, "With the truth, you need to get rid of it as soon as possible and pass it on to someone else. As with illness, this is the only way to be cured of it. The person who keeps truth in his hands has lost."

Early studies of superintendents by Halpin suggest that public education norms supported thoughtful behavior. He speculates that the lack of emphasis on initiating structure may reflect the fact that human relations and group dynamics are stressed in education. C*aring schools* have a deeply rooted sense of family. Roles are established over time and passed onto new generations of teachers. Baron notes, "viewed in its widest sense as all that makes possible the educational process, the administration of education embraces the activities of organizational structure on the one hand and the activities of any home with children on the other". (cited in Sixe, 1980, p. 14)

DIVERGENCE IN LEADERSHIP STYLE

Geert Hofstede, a Dutch researcher, collaborated and integrated the research work of Laurent to find highly significant differences in the behaviour and attitudes of managers within organizations. Hofstede found that differences of experience explain more of the divergence in work-related values and attitudes than did position within the organization, profession, age, or gender. In summarizing the most important differences, Hofstede (1980, p. 42) found that managers and employees vary on three dimensions: individual/collectivism, power distance, and uncertainty avoidance.

Individualism/Collectivism

Individualism is when people see themselves as individuals. It implies loosely knit social frameworks where people are supposed to take care only of themselves and their immediate families. Collectivism is characterized by tight social frameworks in which people distinguish between their own groups (in-groups such as clans, spouses, or departments) and other groups. People expect in-groups to look after their members, protect them, and give them security in exchange for members' loyalty. (Hofstede, 1980) For example, teachers generally view themselves as part of a professional staff - this group includes the principal, administrative team, and other teachers. Conflict arises between staff when there is an expectation that teachers will receive unconditional support from the administration of the school, even when a teacher has transgressed policy. This belief is so ingrained that it impacts many practical situations where the actions of a group member may cause irreconcilable damage to the larger community of the school.

Determinism characterizes collectivist cultures, schools where people believe that the will of the group should determine member beliefs, attitudes and behaviour. Sergiovanni (1995) summarized the work of administrators in the following way:

> "The challenge of leadership is to resist pressures, whatever the costs. And the ultimate purpose of school leadership is to transform the school into a moral community. The restoration of integrity and character in school administration depends on this transformation." (p. 83)

Although teachers need to feel a sense of community, people are free to determine their own beliefs and behaviour. It is difficult to convince certain teachers or administrators from a collectivist background that different departments or in-groups have different values. In general terms collectivist groups control their members more through external

societal pressure such as shame, while individualistic cultures control their member more through internal pressure such as guilt. (Adler 1986, p. 18) Members of collectivist cultures place importance on fitting in harmoniously. Members of individualistic cultures place more emphasis on self respect. (Adler 1986, p. 19) In many ways the two orientations trade off individual freedom against collective protection: Do I do what is best for me or what is in the best interests of the school? Am I responsible for my own actions or does the group take care of me? Do I expect the principal to hire me because I have the right education and work experience or because I come from the right socio-economic class? Do I expect to be promoted on the basis of my performance or on the basis of my seniority in the school? In times of economic recession, do I expect the least effective teachers to be laid off first or every teacher across the province to take a pay cut?

Power Distance measures the extent to which less powerful members of organizations accept the unequal distribution of power. (Hofstede, 1980) It is the degree to which the position itself enables the leader to get subordinates to comply with directives. To what extent do employees accept that members of the administrative team have more power than they have? Are the administrative members right because they are assigned leaders (high power distance) or only when they know the correct answer (low power distance)? Do teachers do their work in a particular way because the principal wants it that way (high power distance) or because they believe that it is the best way to do it (low power distance)?

According to Hofstede, principals who support the decisions of subordinates, by providing them with a number of options in dealing with their groups, increase their

control of the situation. The power and influence of leaders determine the degree to which leaders can implement plans, decisions, and action strategies.

The third dimension, *Uncertainty Avoidance*, measures the extent to which people in a group feel threatened by ambiguous situations, and the extent to which they try to avoid these situations by providing greater career stability, establishing more formal rules, rejecting deviant ideas and behaviour, and accepting the possibility of absolute truths and the attainment of expertise.

At the principal - teacher level high power distance and low uncertainty avoidance creates traditional relationships where, as "head of the family", the principal [in a paternal role] protects family members physically, financially, and emotionally. In exchange, the family expects loyalty from its members. (Hofstede, 1980, p.42)

Theory X and Theory Y

Researchers have found culturally-based differences in people's values, attitudes and behaviors. All administrative team members have a set of attitudes and beliefs, a set of filters through which they interpret situations. To a certain extent beliefs, attitudes, and values may cause both vicious and benevolent cycles of behavior.

Douglas McGregor (1960) is an American theorist who first established the "Theory X and Theory Y" management styles. According to McGregor, Theory X leaders do not trust subordinates and believe that employees will not do a good job unless closely supervised. Control systems are establish to assure themselves that employees are working. The employees, realizing that management does not trust them, start behaving irresponsibly and only work when a manager is watching. The manager, observing this

behavior, becomes more distrustful of the employees and installs even tighter control systems. According to McGregor, the manager's belief that employees cannot be trusted leads to the employees' irresponsible behavior, which in turn reinforces the manager's belief that employees cannot be trusted - a vicious and self-fulfilling prophecy.

Theory Y describes a more benevolent cycle. Managers who trust their employees give them overall goals and tasks without instituting tight control systems or close supervision. The employees, believing that management trusts them, do their best work whether or not the manager is watching. The manager, seeing the employees present and working, becomes even more convinced that they can be trusted. Managers' attitudes influence their own behavior, which in turn influences employees' attitudes and behavior, which then reinforces the managers' original attitudes and behavior.

Theory Z

Willian Ouchi's (1981) contemporary work on the analyses of Theory Z cultures provides us with an understanding of organizations centered on managing people. In his analysis of collective cultures, Ouchi's core values of intimacy, trust, cooperation, teamwork, and egalitarianism are accepted and shared by most of the organizational members. They influence virtually every aspect of organizational life. Success in these organizations is measured with respect to the establishment of an effective learning community.

LEADERSHIP TRAITS

Aristotle thought that individuals were born with characteristics that would make them leaders. Bass (1990) observed that early in this century, leaders were generally regarded as superior individuals who, because of fortunate inheritance or social circumstance, possessed qualities and abilities that differentiated them from other people. There is now a growing consensus that traits may be affected by different combinations of inheritance, learning, and environmental factors.

Stogdill (1948) reviewed 124 trait studies of leadership that were completed between 1904 and 1947. He put to rest the notion that traits alone determine the capacity for leadership. In 1981, Stogdill conducted a second trait study and concluded that a leader is characterized by the following traits: a strong drive for responsibility and task completion, vigor, persistence in pursuit of goals, venture, originality in problem solving, drive to exercise initiative in social conditions, self-confidence and sense of personal identity, willingness to accept consequences of decision and action, readiness to absorb interpersonal stress, willingness to tolerate frustration and delay, ability to influence other people's behavior, and capacity to structure interaction systems to the purpose at hand. Immegart (1988) later concluded that the traits of intelligence, dominance, self-confidence, and high energy are commonly associated with leaders.

In recent years research has focused on emphasizing the relationship between leader traits and leader effectiveness, rather than on the comparison of leaders and non-leaders. The goal of leadership is to promote rational behaviour, as Bellah (1985) states, an innate ability to be connected to others in pursuit of needs that emerge from a shared conception of our common human nature. Effective leaders concentrate on people first.

They build them up by increasing their capacity to function and by increasing their commitment, linking them to purposes, and helping them to become self-managing. Rather than being powerless and dependent on the institution, teachers as learners need to be empowered to think and to learn for themselves. Thus, personal and professional development needs to be conceived of as something a teacher does, not something that is done to a teacher. (Fosnot, 1989, p. 5)

Personality Traits

Yukl (1994) defined four personality traits that are relatively stable dispositions of effective leaders.

1. Self Confident leaders are more likely to set high goals for themselves and their followers, to attempt difficult tasks, and to persist in the face of problems and defeats.

2. Stress-tolerant leaders are likely to make good decisions, to stay calm, and to provide decisive direction to subordinates in difficult situations.

3. Emotionally mature leaders tend to have an accurate awareness of their strengths and weaknesses, to be oriented toward self-improvement; they do not deny their shortcomings or fantasize about success. Consequently, emotionally mature administrators can maintain cooperative relationships with subordinates, peers, and supervisors.

4. Integrity means that the behaviors of leaders are consistent with their stated values and that they are honest, ethical, responsible, and trustworthy. Yukl believes that integrity is an essential element in building and retaining loyalty and obtaining cooperation and support.

Motivation Traits

Work motivation is a set of energetic forces that originate both within as well as beyond an individual to initiate work-related behavior and to determine its form, direction, intensity, and duration. The process can be understood as a motivational sequence consisting of needs, values, expectancy choice, and goal-setting. Strong task and interpersonal needs, power and achievement values, and high expectations to succeed are important traits associated with effectiveness. (Fiedler, 1967; McClelland, 1985; Yukl, 1994)

Task and Interpersonal traits are two underlying dispositions that motivate effective leaders. Effective leaders are characterized by their drive for the task and their concern for people.

Power and Achievement values refer to motives of individuals to seek positions of authority, to exercise power over others, and to achieve.

High expectations for success of school administrators refers to their belief that they can do the job and will receive valued outcomes for their efforts. (p. 137)

Skill Traits

Competence, or having a mastery of task-relevant knowledge and skills, is mandatory for a leader. (Yukl, 1994) The following are four types of administrative skill traits Yukl has identified:

1. *Technical skills* deal with specialized knowledge, procedures, and techniques to accomplish the task.

2. *Interpersonal skills* focus on the ability to understand feelings and attitudes of others and to establish cooperative work relationships.

3. *Conceptual skills* involve developing and using ideas and concepts to solve complex problems.

4. *Administrative skills* combine technical, interpersonal, and conceptual skills to help perform managerial functions. (p. 380)

These skills are developed in the context of practice. Experience represents an opportunity to learn the job and apply the skills; expertise has been found to be central in determining job performance of professional and managerial employees. (Schmidt & Hunter, 1992)

LEADERSHIP MODELS

The power and influence of leaders determines the degree to which they can implement plans, decisions, and action strategies. Power, influence, and control come from the leadership situation and determine the means of organizational leadership. Research indicates that, in most orgainizations, social constructivism serves to elevate individuals into positions of leadership. (Fosnot, 1989) Situational leadership operates on distinctive characteristics of the setting to which the leader's success will be attributed. A number of variables contribute to behavior in schools and can be viewed as situational determinants of leadership. Structural properties form one example of such a variable. These may include size, hierarchical structure, formalization, and technology. Other characteristics are:

1. Role characteristics - position power, difficulty of task, procedural rules, content and performance expectations.

2. Subordinate characteristics - education, age, knowledge and experience, tolerance for ambiguity, responsibility, power.

3. Internal environment - climate, culture, openness, participativeness, group atmosphere, values, and norms.

4. External environments - complexity, stability, uncertainty, resource

   dependency, institutionalization. (p. 381)

Sergiovanni (1996) suggests there are three theories developed for the business world that are commonly utilized by school managers to bring about change. He suggests that most schools have become dependent on either the Pyramid Theory, Railroad Theory, or High Performance Theory, to compete for our attention as we organize and moderate operations, think about and provide school leadership, and shape the decisions we make about how to hold people accountable. Each of these can best be understood in relation to the styles of leadership used to facilitate change in schools.

For example, the *Pyramid Theory* suggests the work of others can be controlled by having one person take responsibility for providing directions, close supervision, and inspection. Rules and regulations develop as the top manager attempts to ensure that all the managers think and act as they should, and that those who are to be managed at the bottom are all treated similarly. These rules and regulations provide the protocols and guidelines to be used for planning, organizing, controlling, and directing.

Railroad Theory suggests that the work of people who do different jobs, meet different responsibilities, and work in different locations can be controlled by standardizing the work process they engage in. Instead of relying on direct supervision and visible displays of hierarchical authority, a great deal of time is spent anticipating all the questions and problems that are likely to come up. Once this is done, answers and solutions are developed that represent tracks people must follow to get from one goal or outcome to another. Once the tracks are laid, managers teach people how to follow the tracks, and to set up a monitoring system to confirm that everyone follows the tracks and reaches the

various stations on time. The Railroad Theory works in jobs that lend themselves to predictability and determination. Work processes are standardized by specifying in great detail what needs to be done, when, and by whom. The "one best way" to get the job done is spelled out, and a system of monitoring is put into place to make sure that workers are following directions and meeting expectations.

In both the Pyramid and Railroad Theories, it is important for managers to be sensitive to workers as human beings by ensuring a pleasant working environment, and by doing what they can to meet the psychological needs of workers. When these ideas are applied to schools, principals are expected to be expert human relations practitioners who know how to handle people by pressing the right psychological buttons to get the job done, while keeping morale up. (Sergiovanni 1996, p. 11)

These types of leadership styles reflect a dependency on canned solutions. In the words of Sergiovanni (1996), "as we approach the next century, the big question preoccupying policy-makers and other is how to scale up." There have been pockets of innovation, but little that could be characterized as large-scale patterns of success. The main problem is not the spread of good ideas. Making reform widespread is related to replicating the conditions of successful change, not to transferring products (Healey and DeStefano, 1997). In schools, these conditions involve scores of principals and other educational administrators breaking the bonds of dependency that the current system supports, a dependency created by two interrelated conditions: overload and corresponding vulnerability to packaged solutions.

The High Performance Theory (Peters and Waterman, 1982) is radically different from the Pyramid and Railroad Theory in that it de-emphasizes visible top-down hierarchies,

and the detailing of scripts that program what people do. Instead, decentralization is key as workers are empowered to make their own decisions. Sometimes this empowerment is individual, with each person being free to make independent decisions. At other times there is shared decision making, as groups of subordinates join together to make decisions.

The influence of the Pyramid and Railroad Theories remains but control is gained by linking people to outcomes. Peters and Waterman (1982) learned that excellent business organizations assume that the key to effective leadership is to connect workers tightly to ends, but loosely to means.

Transmission leadership functions under the traditional assumption that leadership and power are conferred upon the leader from higher positions of power and reflect the organization's pattern of hierarchy. An individual's bureaucratic role in the school, therefore, determines how that individual functions. It is recognized that position power and expert power can be shared by the same person. As a result of this type of mindscape, such leaders become dependent on strategies for change that reinforce both their position power and status as expert.

Core to the theory of *transactional leadership* is the belief that individuals are motivated by self-interest. This assumption is embodied in the heavy reliance on the use and denial of incentives and other kinds of reward to motivate people. The transactional theory for leadership is characterized by the bartering of rewards and punishments for compliance as a way to connect people to each other and their work. Principals who work toward a control-centered environment restrain their desires by detaching themselves from objects in order to allow each person to develop as an integrated whole. This type of

culture actively tries to encourage achievement through promotion, while the group-orientated culture works toward interdependence of all things.

New approaches have emerged that invoke inspirational, visionary, and symbolic or less rationalistic aspects of leader behavior. (House, Spangler, and Woycke, 1991). *Transformational Leadership Theory* is stated most explicitly by Bass (1985a) and is based on Burns' (1978) ideas of transactional and transformational political leaders. For Burns, transactional leaders motivate by exchanging rewards for services rendered. Stated another way, transactional leaders give followers things they want in exchange for things leaders want. (Kuhnert and Lewis, 1987)

Bass and Avolio (1994) proposed that transformational leadership is made up of four dimensions--the "Four I's". The first dimension is *idealized influence*, and is described as behavior that results in follower admiration, respect, and trust. Idealized influence involves risk-sharing on the part of leaders, a consideration of follower needs over personal needs, and ethical and moral conduct. The second dimension *is inspirational motivation*. This dimension is reflected by behaviors that provide meaning and challenge to followers' work. It includes behaviors that articulate clear expectations and demonstrate commitment to overall organizational goals. In addition, a team spirit is aroused through enthusiasm, and optimism. The third dimension is *intellectual stimulation*. Leaders who demonstrate this type of transformational leadership solicit new ideas and creative problem solutions from their followers, and encourage novel approaches for performing work. The fourth dimension is *individualized consideration*. This is reflected by leaders who listen attentively and pay special attention to follower achievement and growth needs.

Although the research on transformational leadership is relatively new, there is some empirical support for the validity of Bass and Avolio's transformational leadership construct. Using the Multifactor Leader Questionnaire (MLQ), Bass, Avolio, and their associates (see for example, Bass, 1985; Avolio and Howell, 1993) have found significant relationships between subordinate ratings of leader effectiveness and satisfaction with their leader and transformational leadership across a number of settings. In addition, there is some evidence that transformational leadership is significantly related to other relevant outcome variables, such as follower perceptions of role clarity, mission clarity, and openness of communication. (Hinkin & Tracey, cited in Hoy & Miskel, 1996)

Total Quality Management is a management strategy that promotes the philosophy of W. Edwards Deming. Prawat (1993) suggests that issues of governance, school structure, and leadership are important, but decisions about them should be the natural consequence of decisions about core technology. Prawat's research represents a social constructivist's view of learning, and provides a rationale for understanding classrooms as learning communities. (Sergiovanni 1996, p. 15) Quality cannot be delegated. Responsibility for system processes, and outcomes, remains with top management. TQM relies on systems that have been carefully crafted by top managers who function as visionary leaders. According to Bonstingl (1994), "Quality products in schools, as in businesses, come from quality processes," and quality processes come from adopting a system/process orientation" (p. 41)

Sergiovanni suggests "A thoughtful reading of Deming reveals that he was a communitarian at heart who felt that moral purpose was important to workers, and that

they would respond to leadership that provided it." His philosophy mirrors that of John Dewey, and provides a source of inspiration and ideas for use in school. Clark and Meloy (1989) argue that if we were to renew our commitment to the principles of Dewey as a foundation for schooling, schools would operate on the basis of:

- Democracy

- Group authority and accountability

- Variability, generality, and interactively in work assignment.

- Self-discipline and control exercised individually and collectively.

- Group commitment to and consensus about organizational goals and means (p. 292)

Unfortunately, Deming's philosophy and TQM as practised in the corporate world and imported to schools has a terrible track record. Part of the problem lies in the nature of the advice. As Micklethwait and Wooldridge (1996) say about the "guru business": "it is constitutionally incapable of self-criticism; its terminology usually confuses rather than educates; it rarely rises above basic common sense; and it is faddish and bedevilled by contradictions." (p. 12) Maurice Holt (1993), describes this contrast, when he notes:

As a first step, we might profitably banish the use of the word quality in descriptions of any Deming-inspired reforms. It's a word that Deming himself used sparingly, and never in such expressions as "total quality management," a phrase he dislikes. Central to Deming's thought is the notion of innovation, and to suggest "total management" of anything seems to deny the existence of forces that inexorably affect any institutional environment. The adjectival use of quality, in any event, has virtually become ironic, since it is now applied universally to

anything saleable (a newspaper ad, for example, tells the reader to "do your part in saving water by installing a quality automatic sprinkler system"). The word has become debased coinage and can only be used in an explanatory context, as when Deming writes: "What is quality? A product or service possesses quality if it helps somebody and enjoys a good and sustainable market" (for quality is in any case, a moving target: vacuum tubes give way to transistors). When used to label reform proposals, quality has little meaning other than to lend a vicarious Deming-like aura to the enterprise (p. 7)

Some researchers (see, for example, Keer and Jermier, 1978; Pitner, 1982) have suggested situational components can act as substitutes for leadership. Keer and Jernier (1978) assert that data from numerous studies collectively demonstrate that in many situations some leadership behaviors are irrelevant, and hierarchical leadership per se does not matter. For example, in highly educated and knowledgeable staff, task-oriented leadership is not required. Similarly, when the task is intrinsically satisfying or the work group is closely knit and cohesive, relationship or supportive leadership is of limited usefulness. Knowledge of these substitutes can enable the design of a situation that permits free information flow, effective decision making, and exercise of authority without a designated leader. (Fiedler and Garcia, 1978)

The "substitutes for leaders model" has been used by Waldorf Schools since 1919. The original school, founded by Rudolf Steiner, is the "Free Waldorf School" in Stuttgart, Germany. The term 'free' as employed by Rudolf Steiner is intended to signify the freedom of the school to unfold its own intrinsic character within the given social and

cultural condition. Born out of moral and spiritual insights, Steiner's method for working

relations calls on each person, in the highest degree, to "face oneself"; unless man is

willing to grow beyond himself, he cannot hope to grow beyond his limiting

circumstances, and it is these same circumstances which press upon our children.

(Steiner, 1926)

Waldorf Schools do not rely on bureaucratic appointments for maintaining the status-

quo. Rather, the exercise of leadership is a shared responsibility for all teachers. It is

called upon as actual needs and situations arise. Since these are bound to vary, different

teachers have opportunities to serve in different ways, according to their gifts and

capabilities. Life is viewed as a continuous flow. As demands arise the capacity to meet

them springs into place. There is no rigid pattern. No formal appointments, rules,

rewards and punishments exist. Consistent with theories of social constructivism, genuine

authority is not taught, it is engendered. Contrary to the methods of self-government

practiced in most schools, in a Waldorf School, final authority rests solely with the adults.

All the teachers with their different spheres of responsibility meet together as a body, and

it is this collective body which sets the final direction of the school. Appointments of

teachers as chairman, executives, and other managerial functions are made, taking into

account the special gifts and capacities individuals have to serve the whole. Teachers

undertake the tasks that seem best for them to undertake at a given time. The climate and

culture is constructed from the interactions and shared decision-making interactions of the

teachers.

Constructivism brings together five purposes of leadership that have important

implications for staff development: helping teachers to communicate effectively, to know,

to think, to be good, and to commit to something by learning to do it well. Central to constuctivist thinking is the transformation of schools into learning communities. As defined by Sergiovanni in, <u>The Principal: A Reflective Practice Perspective</u>, (1995) learning requires knowledge which comes in many forms. Sometimes knowledge is limited, and at other times knowledge is generative. *Limited Knowledge* does not lead anywhere, but is simply accumulated, stored, and recalled. *Generative knowledge*, by contrast, leads to more learning, new learning, more expansive learning, and the transfer of learning. According to Sergiovanni this kind of knowledge can be used to help teachers understand new situations, to solve unfamiliar problems, to become reflective practitioners. Leadership for change works to effect both spheres. Since the actions of individuals and administrative teams change, shared decision-making works to effectively conjoin both dimensions.

Peter Senge (1990), describe this type of working environment as a "learning organization," one in which people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning how to learn together.

However, is it realistic to believe that changes within a school will lead to convergence of thought or the emergence of a learning community? To clarify this issue, Child (1981) compared organizational research across micro and macro domains. Child discovered that many studies concluding convergence focused on macro-level issues such as structure and technology of the organizations themselves, while most of the studies that concluded divergence focused on micro level issues- the behaviour of people within organizations.

Child concluded, therefore, that organizations are growing more similar, while the behaviour of people within the organization is maintaining its cultural divergence. Schools may appear to be similar from the outside but the culture of the school is quite different across grades and departments. Since the late 1970's researchers have increasingly recognized the importance of organizational culture as an agent for changing the climate of the school. " ... I conclude that restructuring reforms that developed decision-making in school may have altered governance procedures but do not affect the teaching-learning core of the school." (Fullan, 1991, p. 210)

One key to learning-community theory is the idea that the core of what friendship is, and the core of why it sustains itself, is the presence of common moral commitments. In schools as communities, Aristotle's ideas about friendship can be applied to teachers, and parallel the concept of collegiality that comes from mutual respect, common traditions, and a commitment to help one another. When these traits are applied to the larger school setting between teachers and students, teachers are seen not as being friends in a peer sense, but as being friends for having accepted their roles to act morally *in loco parentis*.

Leader Member Relations define the extent to which the leader is accepted and respected by group members. Two factors are important with respect to leader-member relations: the quality of interpersonal relations between the leader and the subordinates, and the level of informal authority granted by the leader. (Fiedler, 1984) According to Fiedler and Garcia (1987) the quality of leader-member relations is the most important factor in determining the leader's influence over group members, followed by task

structure, and position power. The relative importance of the three components has been shown to be a 4:2:1 ratio.

Three major propositions have emerged relative to this theory. They are as follows:

- In high-control situations, task oriented leaders are more effective than relationship-oriented leaders.

- In moderate-control situations, relationship-oriented leaders are more effective than task-oriented leaders.

- In low-control situations, task-oriented leaders are more effective than relationship-oriented leaders.

Other researchers, such as Bass (1990) maintain that the situational view overemphasizes the situation and under-emphasizes the personal nature of leadership. In his view, to restrict any study of leadership to traits or situations is unduly narrow and counterproductive.

In summarizing the work on traits and situation I believe two fundamental themes emerge. First, the properties of the situation combine with the traits of the leader to produce a behavior on the part of the leader that is related to leadership effectiveness. Second, characteristics of the situation have a direct impact on effectiveness. From this perspective, the situational characteristics of the school may have a greater influence on leader effectiveness than the leader's own perspective.

IV. TEACHER DEVELOPMENT

Contrary to the apparent beliefs of many educational administrators, teacher development involves more than changing teachers' behavior. It involves changing the person the teacher is. (Fullan and Hargreaves, 1991) Behaviors and beliefs are closely bound together. To focus on behavioral skills without reference to their grounding in or impact on attitudes and beliefs is misguided and liable to prove ineffective. (Fullan, 1984) Teacher development, then, is also a process of personal development. Providing equal and improved 'opportunities to learn' is at the heart of most sincere efforts to improve both quality and equality in education. Woods (1990) notes, 'opportunities to learn' also require 'opportunities to teach'. Yet, providing teachers with rich and meaningful opportunities to teach is open to different interpretations. (Hargreaves and Fullan, 1992, p. 1)

It may include:

- Finding opportunities to learn and acquire the knowledge and skills of effective teaching (especially for mixed ability settings).

- Having opportunities to develop the personal qualities, commitment and self-understanding essential to become a sensitive and flexible teacher.

- Creating a work environment which is supportive and not restrictive of professional learning, continuous improvement, and (where such things as class

sizes and resources are concerned) the opportunity to teach, and teach well, rather than merely survive.

These three views embody the following different approaches to teacher development:

- teacher development as knowledge and skill development

- teacher development as self-understanding, and

- teacher development as cultural change.

(P. 4)

Knowledge and skill development has a long history of being imposed on teachers rather than developed with them. This approach overemphasizes particular aspects of skill development rather than personal growth and improvement. As a result, skills may be experimented with in conditions of poor leadership, teacher isolation or excessive work pressures that cannot support their proper development or continued use. (Hargreaves and Fullan, 1992, p. 6)

Teacher development has at least two important dimensions:

1. One's development as a person progresses through different stages. (Nias and Leithwood, 1989) The highest levels of development may be delayed or achieved several years after most people enter teaching. The implication of this is that factors to do with character development may inhibit the achievement of goals concerned with professional development.

2. The human life cycle characterizes phases of development that embody change. (Sikes, Measor, and Woods, 1985) Young teachers characteristically have a great deal of

physical energy, few domestic commitments, somewhat untempered idealism and a willingness to invest in work and innovation. Teachers in the mid-life span have much life experience behind them, are more aware of the need for establishing a balance between their work and the rest of their lives and are therefore more cautious about change. Teachers at different points in the life cycle have different orientations to change and improvement as well as different needs for professional development. (p. 6)

Both aspects of personal and professional development express the importance of personal factors in teaching, whether it be for the teacher's relations with colleagues, the teacher's orientation to change or the quality of the teacher as a practitioner. The importance of the teacher as a person is receiving growing acceptance in the teacher development literature and among educational administrators. Leithwood (1991) points to the importance of treating the teacher as a person in his discussion of the principal's role in teacher development. As well, many other writers acknowledge the importance of self-knowledge and self-understanding as a key to professional development. (see, for example, Connelly and Clandinin, 1988)

Unquestionably the process and success of teacher development depends on the context in which it takes place. The seeds of development will not grow if they are cast on stony ground. Critical reflection will not take place if there is neither time nor encouragement for it. The nature of context is created by administrators and school leaders and it can make or break teacher development efforts. (Hargreaves and Fullan, 1992, p. 13) These authors suggest there are two ways this cultural perspective can be developed. First, teachers' working environments provide conditions in which teacher

development initiatives succeed or fail. Second, the context of teaching can itself be a focus for a personal and professional development.

Despite the considerable effort that goes into their preparation, studies typically report that teachers are not very satisfied with their professional development experiences, which are seen as having little impact on subsequent activity in the classroom. (Riffel, cited in Hargreaves and Fullan, 1998) The ideas raised may be unrealistic, may require substantial skill (which teachers are not able to develop in one or two days), may not fit the rules and procedures of a school, or may be popular one year but abandoned the next. All of these problems reduce the potential value of professional development.

The task of sustainable teacher development requires consistent follow up from educational leaders. Fullan and Steigelbauer (1991) point out that effective staff development must involve both specific instructional change and related changes in the ways in which teachers work, so that the instructional changes can be both implemented and well supported. The consistent bombardment of new tasks and continual interruptions keep both principals and teachers off balance. Not only are the demands fragmented and incoherent, but even good ideas have a short shelf-life as incomplete initiatives are dropped in favor of the latest educational fad. Overload in the form of a barrage of disjointed demands fosters more and more dependency on context. (Fullan, 1998)

RECULTURING AND TEACHER DEVELOPMENT

"Character develops within the school web or environment. The nature of that

environment, the messages that it sends to individuals, and the behaviours it encourages

and discourages are important factors to consider in education."

(Lemming, 1994, p. 57)

According to Maurer (1996) the emotionally intelligent leader helps teachers and

students by creating an environment of support, one in which people see problems not as

weakness but as issues to be solved. Managing emotionally means putting a high priority

on reculturing, not merely restructuring. (p. 62) Restructuring refers to change in the

formal structure of schooling in terms of organization, timetables, roles, and the like.

Restructuring bears no direct relationship to improvements in teaching and learning.

Reculturing, by contrast, involves changing the norms, values, incentives, skills, and

relationships in the organization to foster a different way of working together.

Reculturing makes a difference in teaching and learning. (Fullan, 1998)

Bridging values and beliefs across multiple domains, stakeholders come together to

construct a common framework. Reculturing, because it is based on relationships,

requires strong emotional involvement from principals and others. It also pays emotional

dividends. It contributes to personal and collective resilience in the face of change. It

helps people persist as they encounter the implementation "dip" when things go wrong.

Administrators who manage emotionally as well as rationally have a strong task focus,

expect anxiety to be endemic in school reform, but invest in structures and norms that

help contain anxiety. (Fullan, 1998)

Character Development is typically mentioned in historical studies of the goals of education (Goodlad, 1984) but, as James Lemming (1994) points out, by the 1950's character education pretty much disappeared in schools. It wasn't until the 1960's that educationalists became interested again in the topic. Today, the emphasis on character education in schools focuses on how to resolve moral dilemmas, how to clarify individual values. As our society becomes more technologically driven, as communities and individuals become more socially and culturally divergent, there will be a need for schools to provide greater leadership as it relates to character development. Yet developing character requires more than just introducing character education programs. According to Lickona (1993) it requires that schools "look at themselves through a moral lens, and consider how virtually everything that goes on there affects the values and character of students." He believes in calling on each administrator and teacher in the school to:

Act as a care-giver, model and mentor, treating citizenship with love and respect, setting a good example, supporting positive social behaviour, and correcting hurtful actions through one-on-one guidance and whole class discussion.

Create a moral community. Helping citizens know one another as persons, respect and care about one another, and feel valued membership in, and responsibility to, the group.

Practise moral discipline, using the creation and enforcement of rules as opportunities to foster moral reasoning, voluntary compliance with rules, and a respect for others.

Create a democratic classroom environment, involving citizens in decision making and the responsibility for making the class a good place to be and learn.

Teach values through the curriculum, using the ethically rich content of academic subjects (such as literature, history, and pragmatics), as well as outstanding programs ... as vehicles for teaching values and examining moral questions.

Use co-operative learning, to develop students' appreciation of others, perspective taking, and ability to work with others toward common goals.

Develop the "conscience of craft", by fostering appreciation of learning, capacity for hard work, commitment to excellence, and sense of work as affecting the lives of others.

Encourage moral reflection, through reading, research, essay writing, journal keeping, discourse, and debate in personal and profession portfolios.

Teach conflict resolution, so that citizens acquire the essential moral skills of solving conflicts fairly and without force. (p. 10)

Obviously being a leader requires a mastery of teaching skills, knowledge, and expertise. Lickona's beliefs establish the criteria for leadership effectiveness throughout the school. To Aristotle, it was the harmony of the community which defined its power. I believe it is the harmony of distinct but complementary ideas and personalities that bind people together. Whatever the nature of administration, teachers and students develop a common vision when they are able to work together with integrity and character. In Selznick's (1957) words, "The building of integrity is part of what we have called the "institutional embodiment of purpose' and its protection is a major function of leadership" (p. 138)

CHAPTER THREE

RESEARCH FINDINGS

INTERVIEW QUESTIONS AND RESPONSES

The following interview questions and their corresponding responses were recorded by the researcher. Although some generalization has occurred to provide continuity of thought, the accuracy of meaning and interpretation has been maintained using the procedures outlined in the research methodology. Attempts at accuracy have been made by having the participants review and reflect upon the recorded responses. Some informal statements used in the compilation of these findings occurred during one-on-one discussions as well as in group discussions.

I have provided a brief description of each administrative team member and some of their background which may have helped create working reality.

Respondent #1 Female special needs teacher, has been a teacher for close to twenty years. Her area of specialization is drama and the arts. She has served on the administrative team for one year.

Respondent #2 Male mathematics teacher who has been a teacher for ten years. He has been on the administrative team for two years.

Respondent #3 Male guidance counselor who has been in the school for nearly twenty-five years. He has been on the administrative team for two years.

Respondent #4 Male science teacher who has been a teacher for eighteen years. He has been on the administrative team for three years.

Principal   He has served at the school for nineteen years. Before that he was a deputy superintendent for four years. He served in the classroom for an additional seven years. This is his last year before retirement.

Question #1.   What have you enjoyed most about being a teacher-administrator?

"I think that it's getting to know all the kids in the school, and their names. To get to know them as people outside the classroom." (Respondent 1)

"Getting around to the classrooms - it's helped me get to know the teachers and students on a more personal level. I've gained a greater appreciation for the depth of knowledge and scope of good things happening in the school." (Respondent 2)

"Being part of the grade-8 team. Having worked with the teachers over the year has allowed me to appreciate the support and creativity that can happen in teams."
(Respondent 3)

"Working with teachers to make changes in school programming. Providing teachers with direct input into the structuring of timetables and integration of technology." (Respondent 4)

Question #2.   What types of things do you value as an administrator?

"Getting out everyday, not just staying behind closed doors. I like to know what's going on in grade 9 and what teachers are experiencing. [I like] discovering how students are finding success, having fun, and being involved with parents." (Respondent 1)

"Open and honest communication between teachers and the administrative team of the school." (Respondent 2)

"Working with teachers in mentoring programs and participating in the decision making process for the allocation of resources that support teacher development." (Respondent 3)

"Providing leadership and organization of the school so that the administration and teaching staff do not always have to operate in crisis management." (Respondent 4)

"Teachers who follow policies that ensure the proper accounting, reporting and documentation of student records." (Principal)

Question #3. **As a teacher-administrator how would you define your new role and responsibility in the school?**

"To promote team concepts in meeting the needs of the whole student. By involving parents in the discussion, teachers, are more aware and sympathetic toward the interrelated problems associated with student actions." (Respondent 1)

"Working with teachers to provide the opportunity for future professional development and to facilitate a greater sense of community." (Respondent 2)

"To encourage teachers to implement programs that will enhance student-teacher interactions." (Respondent 3)

"Work with teachers to implement changes they feel will improve the delivery of education." (Respondent 4)

"To support teachers in a broad range of school, personal and professional related activities." (Principal)

Question #4.   What do you believe teachers expect or feel is the role of the administrative team?

"Time-tabling, understanding the working lives of teachers by listening - considering other alternatives - and following up on teacher concerns." (Respondent 1)

"Caretakers of the managerial duties in the school. To ensure that issues of funding, budgeting and teacher resources are appropriate for strong educational delivery." (Respondent 2)

"To listen to the concerns of teachers then allocate resources that will promote school initiatives like team work, peer mentoring, and small junior high classes. Utilizing resources to support the school values." (Respondent 3)

"To manage the affairs of the school so that long-term planning can occur. Planning should reflect the needs of teachers while respecting the realities of administrative constraints." (Respondent 4)

"To provide strong disciplinary support, to have a knowledge of plant operations (financial, legal, professional). To take care of the school facilities." (Principal)

Question #5   What do you believe teachers expect or feel your role is as an

administrator?

The responses were similar to those in question #4. However there was additional

clarification regarding duties of administrators. These include: Public Relations,

Professional Development, Time-tabling, Developing the Education Plan and the Results

Report.

Question #6   How would you define our school based decision making

process?

Since it's a large school some decisions are made top-down by the principal. With a

staff of forty-two and over eight hundred students we cannot function without a formal

hierarchy. (Respondent 1)

Initial discussion is done by the administrative team, then, depending on the type of

decision it may be taken to the staff meeting for a vote, or a committee may be created

involving various teachers with expertise. Input is provided - things are hashed out.

Sometimes when things are going tough, when everyone is diametrically opposed, some

of the best solutions come forward. This form of venting requires emotional intelligence.

Sometimes issues are tabled for another meeting to provide distance and time for

reflection. This process allows people to attack the problem rather than the person.
(Respondent 2)

Whenever we have brought the staff together to discuss time-tabling (allocation of prep time), budgeting, or supervision, there has been a lot of emotion invested. The laughs and cries provide a broader level of knowledge for the staff. It generally helps to relieve animosity. (Respondent 3)

Staff meetings have become one and a half hour information sessions. Most of the information could be delivered to the staff in a newsletter then, if clarification was required, it may take only a few minutes. Teachers routinely mark papers or are busy doing other activities other than paying attention to the principal. Teachers view the staff meetings as pointless and their normative behaviors reflect the realities of the staff involvement in decision making. Indifference ! The staff meeting should be restructured to provide a problem-solving approach to major issues in the school. Why do we spend all the time listening to people talk and only an few minutes actually discussing and coming to a vote on major issues? When the entire staff is involved we need a much better approach than currently exists. (Respondent 4)

Question #7   How are innovations viewed by our staff?

"Innovations that are not developed by the classroom teacher, which require all teachers to implement, are viewed with skepticism." (Respondent 1)

"Draconian logic of cut and cut again has created uncertainty and skepticism among staff and administration. Any further suggestions of staffing reductions or changes to time-tabling are violently criticized." (Respondent 2)

"There is a basic difference in pedagogy. Management views innovations as essential elements for school improvement that direct teachers toward a vision. Teachers view innovation with distrust, just another scheme that has no connection to the working lives of teachers in the classrooms. Even if it's a good idea teachers are unlikely to adopt long-term initiatives for change and ultimately, these types of initiatives fail." (Respondent 3)

"If innovations reflect the beliefs and values of the school community then teachers will adopt them as part of their classroom practice." (Respondent 4)

"We have a highly trained staff capable of implementing innovations recommended by the superintendent, trustees or the government." (Principal)

Question #8   How would you describe the vision of the school?

"We have a vision statement for the school. I do not know it verbatim but it involves delivering quality education." (Respondent 1)

"Student success, involvement of parents - generally involving all the stakeholders in the school, to help students and teachers find success." (Respondent 2)

"Building learning communities throughout all dimensions of the school." (Respondents 3 & 4)

Question #9   How has your role as a teacher-administrator contributed to your professional development?

"I am more involved with the students, teachers, and parents. It has given me the opportunity to build strong relationships between the community and the school." (Respondent 1)

"It has provided me with a richer view of the educational process, understanding my role as a classroom teacher and how I can best contribute to the overall operation of the school community." (Respondent 2)

"Being in other teachers' classrooms for evaluations has provided me with a richer understanding of my own educational practices. The greatest opportunity has come from being in other teachers' classrooms." (Respondent 3)

"Working with teachers on managerial issues, to engineer the school in ways that support the classroom visions of teachers. It has given me deeper appreciation of the commonalities and differences among teachers." (Respondent 4)

Question #10   What does the term "community" mean in your professional life?

"If we learn as a community to attack the problem not the person we grow as a community of professionals. It makes us all stronger by raising us to a higher emotional standard and strengthens our relationships." (Respondent 1)

"The term community means all school employees working together to construct a learning community." (Respondent 2)

"Teachers and students creatively striving to invent new programs of support." (Respondent 3)

"A community recognizes that it has the best staff in the province - individuals who care about students and are flexible about meeting student needs." (Respondent 4)

"Community provides for the working companionship most administrators and teachers need, otherwise teaching would be a lonely journey. By listening to my peers and reflecting on my own working reality I am able to make sense of my personal and professional identity." (Principal)

STORYTELLING

Recognizing that each administrator is a storyteller and a story writer, in describing the relationship between education and self-knowledge, Symons (cited in Mitchell, 1981) concludes that "… individual and social consciousness can not be separated from the social context in which we live our lives, the two kinds of knowledge being interdependent, ultimately one and the same." The following stories, written by the principal and each of the teacher-administrators, give support to this statement.

Story #1

"Once upon a time a large group of highly trained people were confused. They had lists of students who were supposed to be in their classrooms but never showed up. Some students came to the class for a time then they, too, were absent from many consecutive days. Confusion reigned! Who was in class? Who wasn't?

It was decreed that the highly trained people would use "the blue form." The classes were put together at the beginning of time. To leave, a student had to fill out "the blue

form" and feed the completed sheet to the she-boss in charge of making lists.

A subtle but important fact with the "blue form" was the sequence of signatures and comments required prior to any course withdrawal being completed. The order for comments and signature happens to be student, counsellor, teacher, parent and Principal. When it is completed in this order there is always time to stop the process prior to serious mistakes being made. Also, everyone involved is aware of the direction in which students may be heading.

In the world of education, people wished to speed up the process. They had parents sign the form and the rest of the signatures were placed out of order. This meant that there was no recourse - once the parents signed "the blue form" the securing of the balance of the signatures became a rote exercise with no meaning. Confusion again reigned! There was a reason for procedure. It must be followed to be meaningful and to work effectively. Only in a land where everyone understands the procedure will it produce the intended results.

The person wearing the responsibility hat must cast a vision upon all the highly trained people so they understand that procedure is in place to assist students, and each of them. Often the students are forgotten as the problem gets lost in the daily reality."

Story #2

Administration is an interesting beast. It's a combination of conservatism - maintaining some kind of stability and order - and creatively striving to create something new and worthwhile. I remember trying to implement a teacher-advisor program in the school four years ago. My goal with the program was to create some kind of mentorship system - a teacher tied to a group of students for a five year time period.

My hope was that a strong bond would develop between teachers and students, giving the kids someone with whom they would feel comfortable turning to for help and advice. The problem with the proposed program was that it was to be multi-graded. Each teacher would have students from grades eight to twelve. It seems that this created the greatest philosophical difficulty for the secondary teachers. It was too unconventional and the teachers could not see how they could work with such a wide age group.

In looking back at the proposal I should have suggested a more conventional approach to an advisor system.

Story #3

One day Social Consciousness had entered the staff room to visit with all of her colleagues. She was in her usual gregarious mood when she bumped into Individual Consciousness, a colleague, who was also her second cousin. In-dive, as she was known to the rest of her colleagues, was on the warpath. She was ranting and raving about the

nature of the student day which was officially proclaimed as "Bring your 'Fave' Stuffed Animal to School Day".

"How are these kids able to learn when they have these distractions on their desks? I want it stopped this instant."

Social Consciousness, who had just joined the "admin. team" and who was feeling slightly annoyed by this suggestion, answered that this was not possible. In-dive proceeded to storm the Students' Union and kill the president. Burial services were held that afternoon with all the students leaving their stuffed animals at the graveside in lieu of flowers.

Social went to the library to sort out what had happened. The more serious question at hand is what made these two teachers perceive the same reality so totally differently? Each brought a unique world view from their nature, nurture and educational background to the school environment. Each brought a unique set of strengths, skills and gifts. Each is ultimately there to help students learn. This was the ATA Code of Ethics.

Social had always taught in an environment that embraced the team approach. She had taught for twenty years. Before she knew anything about multiple intelligences, she knew that kids learned differently. She was a kinesthetic social learner who, as a student, had often fallen asleep in large lecture halls at the U of A during 8 a.m. classes.

She passionately knew that it is very linear to force people to learn one way. It is also dangerous. As an administrator, she found the hardest part of her working reality was to gently change the way colleagues viewed learning styles of students who were not auditory learners. Also, she was challenged daily to help teachers not take personally what havoc "behaviorally challenged" students present. Some teachers did take it

personally and lost control emotionally and physically. When they did, Social was there to pick up the pieces!!!

This is where Social found the admin. team to be most effective. This group came from varied disciplines yet they all shared the philosophy that they should help, not harm. When an issue arose, the team got together to deal with it and thus validate and support each other in crucial situations that may have otherwise left them targeted and feeling like scapegoats. Also the team approach gave them five pairs of eyes through which to view a certain reality, often bringing more effective answers and solutions to problems.

Also Social found it exciting to have five more people who could work one-on-one with some of the school's needier students when they cut class. She helped to get them back on task and working. Once they understood their learning style they could be validated and it helped them get back on track. Social loved this part of her job.

But, alas this is Chapter Two of a never-ending story so stayed tuned as next week's chapter reveals, "The Students' Union President Comes Back as the Easter Bunny to Seek Revenge !!!"

Story #4

Once upon a time in the land of OZ, the Queen of Hearts called to say "How will you deal with your deficit?" Fearing the loss of my head, I called a meeting for June 25. I expected we would explain the reduced team planning time, reduced CTS offerings, less sections of physical education, and other time-tabling approaches to cut staff from 43.75

to 38.75. High schools are operating in an impossible position of having to anticipate un-reconciled budgets from eighteen months ago, to plan for the future. When we were told the over-run was $ 309, 000 my impulse was to redo the time-table to reduce staff by 2 more full-time positions, and to do so overnight so that we could inform the staff on the last day before the summer holiday - to share the news of major changes in job assignments.

This rush to respond points out the ready acceptance of the high deficit figure as believable, and my willingness to problem-solve for our budget crunch in a 'crisis management' mode. I regularly point out that we need to get away from crisis management. However, I received from the staff a flood of ideas to further reduce the staff by combining some assignments and attacking more 'slack' spots. This haste to act without testing assumptions and checking the facts is a character flaw which causes unneeded stress. So the ride home on my bicycle at 7 p.m. followed by an hour of gardening made a big difference to my continued reading of the situation. Having a break, then reflecting, is a necessary part of keeping my cool. I'm working on keeping to the track we're on and making minor adjustments - if any. Let's not be rushed into making last minute decisions, lest we find out we have bought into a few false premises.

If, on the other hand, the fears are justified, then the pain will be dealt with over several years, not one, and the root cause of our financial plight will be addressed - inside and outside the school. Major cuts undermine how we should best manage our school community.

The retiring principal must have felt that the timing of the Queen's meeting was intentionally rude. He chose to have no part in the solution, feeling that he did not need to be made a sacrificial goat.

It is odd to put my priorities as: 1) let's be gentle with the principal's feelings, 2) let's check the numbers, 3) let's save money as a last resort.

Story #5

There once was a brave knight who felt that the link between the king and his subordinates was in need of mending. After four years of top-down rule, and self-directed initiatives, the staff had become divided by two ruling kingdoms. Many subordinates felt that a hierarchy with an assumed power structure was needed to bring about effective management of the castle. Others felt that the elevated leadership of citizens provided the best opportunity for the land to represented its citizens. The subordinates had aligned themselves on both side of the issue. Some subordinates followed the castle guard believing that great rewards would result in exchange for loyalty to the king. Many envisioned a new position of power, easier teaching positions, and job security for themselves.

The more revolutionary subordinates challenged the lack of democracy in the kingdom, demanding autonomy in their classrooms. Adding to the complexity many felt that the teacher-administrators were not representing their citizens but, rather, their own self interest. Believing that things would ultimately never change, many commoners who

were invited to represent the staff refused to serve on the administrative team, choosing instead to act as revolutionaries in the interests of continuous social re-constructivism.

Some teachers in this story view themselves as separate from the influence and responsibility of school managerial functions. Administration and classroom teachers are seen as operating in two independent spheres. According to these teachers the administrators need to stick to managerial functions, to support the classroom teachers in making changes that promote better opportunities for learning. Any form of administrative interference into the working, personal or professional lives of teachers is open to criticism, unless it's specifically requested by the teacher.

Ultimately, the new teacher-administrator learned that the structure and tasks assigned to him during his service eroded both his teaching preparation and his allocated administrative time. In the end his feeling was that unless broad changes were made to the way the school operated, he had become another clog to insuring staff isolation and lack of continuity. He decided to leave administration for the place where real meaningful change occurs, the classrooms of the school.

A Teacher's Story

This story was written by one of the administrative team members who was an acting teacher outside the administrative team. It was kept as a journal entry then submitted as a teacher's reflective story.

Schools are filled with Bees and butterflies. Bees perceive that change takes a long time before significant results can be achieved. Butterflies allow change to happen on its own - often slowly. Butterflies believe that planning is possible but unwise, since it rarely works immediately and is fruitless in the long term. To achieve goals, bees maximize work; to live life fully, butterflies minimize work. Increasing salaries or requiring teachers to work more days has differing effects on bees and butterflies. Bees are motivated to work more hours because the rewards are greater. Butterflies are motivated to work fewer hours because they can earn enough money to live a comfortable life. Bees often become the administrators within the schools and perceive butterflies as incompetent, lazy or ineffective. During preparation time butterflies in a school can be found in front of computers - playing hearts or sitting around the staff room playing bridge. As a member of the administration team it is evident to me that staff members are motivated by different incentives, depending on their own perceptions of the school environment.

SHULMAN RATIONALITY SURVEY

According to Webster, *Rational* implies the ability to reason in a logical way, and the ability to draw conclusions from inferences. Part of this study sought to establish how members of the administration team view their role in the current environment using a survey developed by Shulman (1989, p. 171) In response to the three statements in Shulman's survey, viewed as more true depending on the rationality of the individual leader, each member was asked to distribute a total of 10 points among the three to indicate the extent to which they believed each to be true.

Table 3.1

Shulman Rationality Survey

Statement	Explanation	Total Points Awarded by Team Members
People are rational	They think and act in a manner consistent with their goals; their self-interests, and what they have been rewarded for. If you wish them to behave in a given way, make the desired behaviour clear to them, and then make it worth their while to engage in it.	15 points
People are limited in their rationality	They make sense of only a small piece of the world at a time, and they strive to act reasonably with respect to their limited grasp of facts and alternatives. They try to construct their own individual definitions of situations rather than passively accept what is presented to them. If you want to change them, engage them in active problem solving and judgement, don't just tell them what to do.	16 points
People are rational only when acting together	Since individual reason is limited, men and women need opportunities to work together on important problems, thus achieving through joint effort what individual reason and capacity could not accomplish. If you want to change people, develop ways in which they can engage in the change process jointly with peers.	19 points

With reference to Shulman's Survey, the first aspect of human rationality fits the

Pyramid and Railroad Theories, and it describes the majority of interactions in schools.

Both the second and third images of rationality emphasize helping people to make sense of

their world. Sense-making occurs when people are able to construct their own definitions

of situations, and are involved with leaders in active problem-solving. To a limited degree

the second image finds its way into professional and para-professional interactions. Like

Sergiovanni (1996), I operate on the assumption that much of this meaning-making is an

individual endeavour as people struggle alone to simplify the world around them to find

concepts and principles that they can hang on to, and create realities that they can live

with. (p. 37)

> As Camus said in The Myth of Sisyphus (1942),
>
>> In a universe that is deprived of illusions and of light, man feels a stranger. His is
>>
>> an irremediable exile ... This divorce between man and his life, the actor and his
>>
>> setting, truly constitutes the feeling of Absurdity.

The third statement portrays the concept of collective rationality. It is utilised in some

grade levels and departments but is not a routine for most teachers. This concept

recognises that humans are not so much individual decision makers as they are norm-

referenced decision makers. Etzioni (1998), a compelling challenger of the views of

motivation and rationality that characterise traditional management theory, points out that

our emotions count as much as our rationality, as do our preferences, values, beliefs, and

the social bonds with which we identify.

Though this survey was applied informally, it has some interesting implications. It

suggests that, in a new theory of leadership for the school, the second and third images

of rationality need to be placed at the centre, and the first image needs to be moved to the

periphery.

In our particular school environment, the substitute-for- leaders model of administration that we are trying to use acknowledges the importance of sense-making, and provides for the expression of collective rationality as teachers and administrators work together to make the school a more effective environment for learning. "Realizing that there is no answer, that we will never arrive in any formal sense, can be quite liberating." (Fullan, 1998) In our administrative team we try to be mindful of what important others think and believe, and how they may react to our decisions but we also support each other in the decisions we make and the actions we take.

EXTANT SCHOOL CULTURE

Using, Beyer and Trice (1987), identified rites of passage, degradation, enhancement, and integration as examples of routine ceremonies used to develop and sustain organizations. The following evidence in Table 3.2 points to a living culture at our high school.

Table 3.2   School Rites, Ceremonies, and Consequences at Hinton High School

Type	Examples	Possible Consequences
Rites of Passage	Tough classes for neophytes Lunch Supervision Coaching Teams Retirement Parking Location	Transition to a new role, Socialization.
Rites of Degradation	Public Rebuke Negative Evaluation	Reduce power; reaffirm inappropriate behavior.

Rites of Enhancement	Staff Meeting or Assembly recognition: Teacher of the year Success of Teams Periods of leave Appointment to the Administrative Team	Enhance power, reinforce appropriate behavior.
Rites of Integration	Holiday Party Coffee group Teachers' lounge	Encourage common experiences that bind the group together

ORGANIZATIONAL CHARACTERISTICS

For the purpose of analyzing my findings I will rely in part on Ouchi's (1981) work on the analysis of Theory Z cultures. These organizations are centered on managing people. According to Ouchi, core values in a culture are dominant values that are accepted and shared by most of the organizational members. They influence virtually every aspect of organizational life.

The following chart offers a more detailed explanation of this point.

Table 3.3   **Organizational Characteristics of Hinton High School**

Organizational Characteristics		Core Value
1. Long-term employment	⟶	Organizational commitment
2. Internal promotion	⟶	Community Orientation
3. Conditional Participation in Decision Making	⟶	Conditional cooperation and teamwork
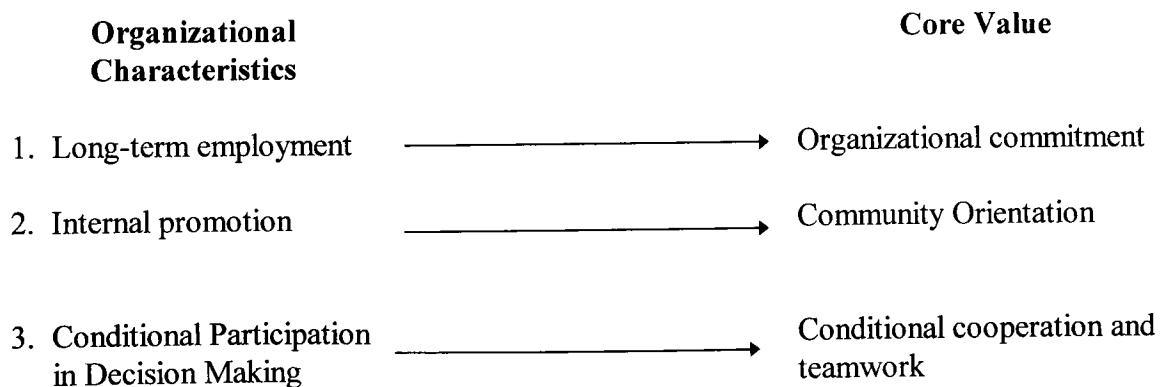
4. No Individual
   Responsibility for ————————————→ Lack of Trust and Group
   decisions   Loyalities

5. Holistic Orientation ————————————→ Egalitarianism

Lifetime employment is a common feature in most school cultures. However, in recent

years our community has seen a continual change in staffing. The school and its employees

do not view themselves as an organization set with pyramids of people. Although a high

degree of respect is accorded to those with organizational longevity, roles are often

blurred with a high degree of ambiguity. Similarly, although procedures are well defined,

roles of leadership may change dramatically during the course of a year. For example, at

the secondary level teachers share grade level assignments, class loads, and leadership

positions. All teachers are given the opportunity to be leaders at some point in their

career. Situational leadership in our school is defined more by expertise and knowledge

rather than assumed levels of authority. Individual concepts of the organization can vary

markedly in their power distance and uncertainty avoidance orientations. Within the

teaching sub-culture we have very little real or perceived hierarchy, as everyone talks with

everyone, and risk-taking is expected and encouraged. Uncertainty creates a sense of

confusion for some staff, and, while many prefer a looser style, other staff prefer little or

no ambiguity.

Educational leadership within the school environment is shared across longitudinal and

latitudinal dimensions. Our school, for example, functions at times as four smaller

schools made up of grade 8, 9, French Immersion, and senior high school. The human

links which hold everything together, the use of management systems accompanied by attention to collaborative planning, shared successes, and learning from each other help make the school a more intimate learning community.

In our site-based team our decision making, since 1990, has moved away from Pyramid and Railroad models and more toward High Performance Theory (Peters and Waterman, 1982). For example, many decisions made by the administrative team, and not the teachers, are made out of a sense of ownership. Individuals who do the work decide how it shall be done. The inherent problem with this approach is that isolation, fragmentation, and loss of meaning can result. These procedure-oriented cultures can compromise professional discretion and democratic principles. This mode may provide an effective way to ensure efficient worker performance but is limited when the same techniques are applied to objectives which transcend simple dimensions of engineering. Few teachers, for example, are likely to feel empowered by being involved in decision-making processes that are limited to issues of management.

For the past ten years our policy with respect to membership in the administrative team has been to promote within, then to consider hiring, based upon expertise and experience, the individual best qualified to do the job. All things being equal other qualifications given consideration are trustworthiness, loyalty, and compatibility with co-workers. We recognize that our community values need to inform hiring practices but may create confrontation depending on individual rationality. As Maurer (1996) says, "Dealing with resistance can be very stressful. People attack you and your precious ideas. Sometimes they seem to show no respect for you."

Our ways of working together as an administrative team and the responses of team

members to interview questions appear to offer ample evidence that we share the values of

individualism, autonomy, openness, and authority of knowledge. However, there is

supplemental information that suggests we are also a culture in transition, a staff striving

toward egalitarianism, more shared decision making, greater professional accountability,

and stronger communal bonds.

Table 3.4   Tacit Cultural Assumptions at Hinton High School

The Nature of Relationships	Relationships between staff tend to focus on individual needs and self-interest.
Human Nature	People are neither good nor evil but are basically motivated by self-interest.
The Nature of Truth	Truth ultimately comes from individuals. Correct decisions are reached by a process of investigating, testing, and construction. Truth is ultimately determined through debate, which necessitates conflict of ideas in group meetings.
The Environment	Each member has a territory that is his or her domain that cannot be invaded.
Collectivism/Individualism	Members of the organization are family who accept, respect, and take care of each other. However, not all members of the organization are evaluated by the same standard and seniority provides some staff with preferential treatment.

Table 3.4 shows my assessment, aided by the comments of my colleagues, of some of

the more obvious cultural assumptions that guide the way we work together. At all levels

the stress being caused by budget cutbacks is creating difficulties for teachers. As a

school we are being asked to streamline financially, and teacher utility is increasingly

being defined by the revenue created by credit equivalent units. Credit equivalent units are

credits assigned to a student or teacher for completion of a course. For example, a mathematics course worth five credits per pupil and a class of thirty students will create one-hundred fifty credit units. Each of these units has a funding value of about $105. Accordingly, the Math teacher could be said to create $15,750 for that math course. Being asked to do more with less pits teacher against teacher. As staff numbers are being reduced to deal with budget short falls, teachers are having to make important decisions regarding the amount of personal time they are willing to contribute to make up for the effects of funding decisions.

The drive for financial accountability has seen many school divisions and school leaders adopt ideas from business which are often useful in helping analyse problems, clarify issues, or find solutions but, just as often, prove not to be. These engineering realities can create multiple levels of organization which can separate the principal from the staff. Our school's steady reduction of staff for financial reasons is an example of an ends-means approach that is anything but rational in practice. Our school, like others across the province, may need to focus on long term organizational values to provide a more coherent value-centred approach to educational leadership. "Though it may seem counter intuitive, a more effective, and thus more rational strategy for schools (whose interaction is non-linear) is to adopt a means-ends approach." (Hayes, 1985; Sergiovanni, 1987) Because we have limited the decision making process to our school administrative team we seem to have taken responsibility away from the staff and left most of the accountability directly on the shoulders of administrators. This has created an unequal distribution of power and authority. The result, as illustrated below is three separate levels of un-equal bureaucracy, each serving its own agenda without a coherent vision. To

create a more flexible culture which is able to respond to change, we have tried to make the boundary separating staff and administration more transparent. In our school we have attempted to do this by finding more effective models of communication, and increasing professional dialogue throughout the school by promoting teams. The following figure illustrates how decision making has become a centralized task for the administrative team, reflective of the models that exists throughout the school division.

Figure 3.1 **Decision-making Model**

Number of Employees   Decision Making Power
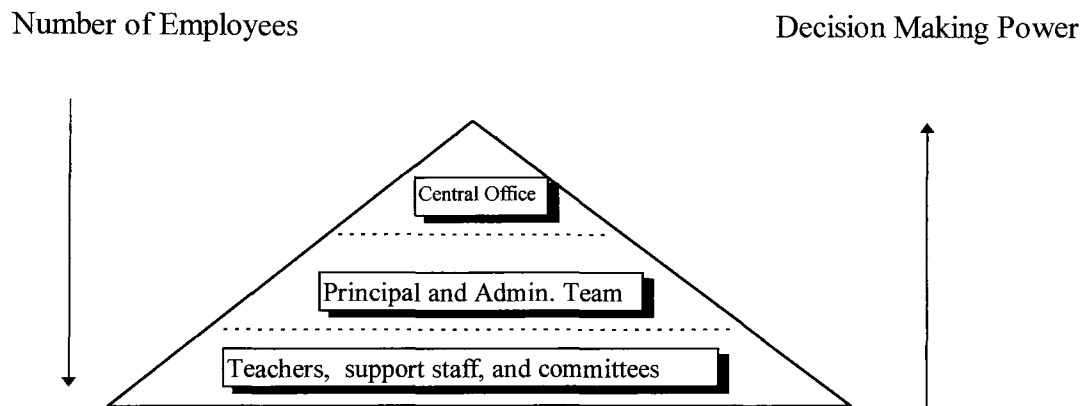
The effects of power by position are isolation, self-interest, and lack of a common vision. Our extant culture has multiple perceptions that reflect the divergence of opinion regarding such things as the school's purpose.

The Shulman Rationality Survey results provide more conflicting evidence of how the High School administrative team members differ in their beliefs about the best way to help teachers learn to solve problems. Some in our current leadership team believe that merely providing answers discourages teacher development, initiative, creativity, and risk taking and, ultimately, diminishes teaching effectiveness. For some of us, our experiences have shown that dealing with teachers on an individual basis is the most effective way to create

change in the school. As one team member said, "If major changes in job assignments are on the horizon, our priorities are; (1) be gentle and understanding with people's feelings, (2) check and consider assumptions each teacher might make about change, (3) plan for alternate courses of time-tabling if the teachers feel they are unable to meet the demands of new assignments." On the other hand, some team members strongly believe that teachers need to be involved less and directed more.

Much of the work our administrative team has done over the past three years has been to implement policies and practices that supposedly reflect the beliefs and values of our stakeholders. This study has shown that our team does have a strong desire to work toward character development and reculturing in our school, as opposed to simply restructuring or reinforcing current structures. While this way of working together has not always produced outstanding results it is purposeful and it does have some positive effects. To understand some of these effects it may be beneficial to show how they derive from the following community vision statement.

> *In union with the community, our mission is to inspire all students to develop a passion for learning and to become socially responsible citizens in a changing society.*
>
> *Our commitment is to provide relevant, challenging, life-based learning opportunities. We will issue educational warranties as competencies are demonstrated.*

Clearly this vision of an educational enterprise that is a union between the community inside and outside the school is ambitious. Our administrators and teachers have been working hard to align policies, curriculum, and evaluation practices to facilitate the

transformation the vision statement promotes. For example, many teachers have brought

parents and community leaders into the classroom to share expertise. Students have also

been encouraged to join partnerships with the community in a variety of areas, including

technology. The steps have been small but, over time, they may help create great strides.

We are working toward partnerships built around student portfolios and career transitions

because there is a push toward integrating career and technology into core classrooms.

We have tried to help teachers participate as fully as possible in these initiatives by

providing release time, site-based professional development opportunities, and

opportunities for departments to meet and plan for long term change. Our efforts are seen

to be in the best interests of students and they are thought to be those most likely to help

us achieve our goals, but we do not always enjoy the unqualified support of staff. We are

not always as skilful as we should be in building staff commitment and, as the interview

and survey results show, our own values and beliefs may sometimes inhibit leadership

effectiveness.

DESCRIBING THE SCHOOL CULTURE

With reference to the six dimensions of behaviour outlined in the literature review our

school can be described as being a low power organization where teachers expect to

bypass the administration frequently in order to get work accomplished. Although school

policies provide the leadership with a sense of what is happening in the school, teachers

do not find it necessary to adhere to the formality of organizational structures. The power

curve tends to be flat with slightly more power being held by the administrative team and

the principal. Although some teachers prefer a more structured approach to

administration, most appear to believe that such an organizational structure may not provide the best approach for dealing with daily realities. This approach provides flexibility and diversity of educational delivery and leaves teachers free to explore alternate techniques for curriculum delivery, but it does demand that they be more organized, doing such things as completing paper work ahead of time.

Do the administrative team members see themselves primarily as a group of experts or do they promote community problem solving? Many staff in our school feel the current approach to school management best utilises the knowledge, expertise and experience of staff. However, in the past few months, as we have faced the need to generate more credit equivalent units, to create more funding, teachers have been given the autonomy to simply "go for it". As a result, in our school, I can see a growing discrepancy between what we say we stand for and how we go about doing our jobs.

The school division has a policy which allows teachers to take paternity or maternity leave at their discretion. In the past year several teachers have used the benefits of the package to stay home with new-born or adopted children. Other teachers have taken steps to reduce their teaching load to part time. While administrators have constantly expressed their concern for staff continuity at the secondary level, many teachers, with encouragement from administration, have accepted other teaching assignments in Career and Technology Studies, Health or Design. The pressure is beginning to get to some teachers. More of them have expressed openly the need to balance work with family life. More of them realize this may require them to sacrifice career promotions, but they will leave the school earlier than other teachers on days when they feel they should, or

accommodate a child's illness with their own absence from school if they see the need, rather than continuing to put the school and the job first on every occasion.

Some of our administrators feel that they must observe and record the arrival and departure of teachers from the school, along with the dates and times teachers enter the school on weekends and holidays, even attendance at staff meetings. They do this in the belief that these quantitative measures somehow measure the effectiveness of a teacher. I believe some of these traditional managerial values need to be questioned on the basis of their validity alone, for they are some of the outward expressions of value and belief that may be hindering the effectiveness of team members and spoiling relationships between team members and teachers. One colleague described his daily routine as follows. "I drop my daughter off at 9:15 a.m. then arrive at the high school at 9:30 a.m. I often leave at 4:15 p.m. after my daughter has arrived at the school and been on the bus for thirty minutes. During the course of a year the principal will make a several comments about this. He has even suggested I lack the commitment to work evenings or weekends to finish administrative projects. I feel as if my commitment to work is being questioned and its becoming an annoyance." In actuality the teacher may be demonstrating a stronger commitment to a balanced quality of life than to the task of working alone.

On our staff, clusters of problems tend to centre on the domains of education responsibility, the framework of teacher accountability, shared decision making, and ideology versus reality. In the last two years more decision-making power has been given to classroom teachers to provide alternate methods of course delivery, and to meet the demands of a more versatile student body. As one example, teachers have begun to offer two-credit supplements to programs such as physical education and career technology

programs. Other teachers have forged partnerships with dance studios and other businesses to help strengthen course offerings, provide more flexibility, and increase the source of documentation for student portfolios. However, all of these changes in role and expectation create both anticipated and unanticipated problems, solutions to which need to be pursued through dialogue and through to resolution of conflict, all of which takes time. The emergence of autonomy in our school has been characterized by two different types of action:

1. Teachers accomplish individual goals by continually bypassing hierarchical lines and going directly to the people in the organization who have the necessary information and expertise. Some administrators, sometimes, view this approach as being insubordinate and a threat to the management of the school. Other leaders see it as a natural process of leadership which emerges from the enabling character of the social contract in the school.

2. Teachers make constant requests for permission and information. The predominant management style in our school involves communicating with the principal about any decision or purchase, no matter how small. Restrictive behaviors by some administrators create a view of teachers as lacking initiative, unwilling or unable to use personal judgement, to develop professionally, or to take risks.
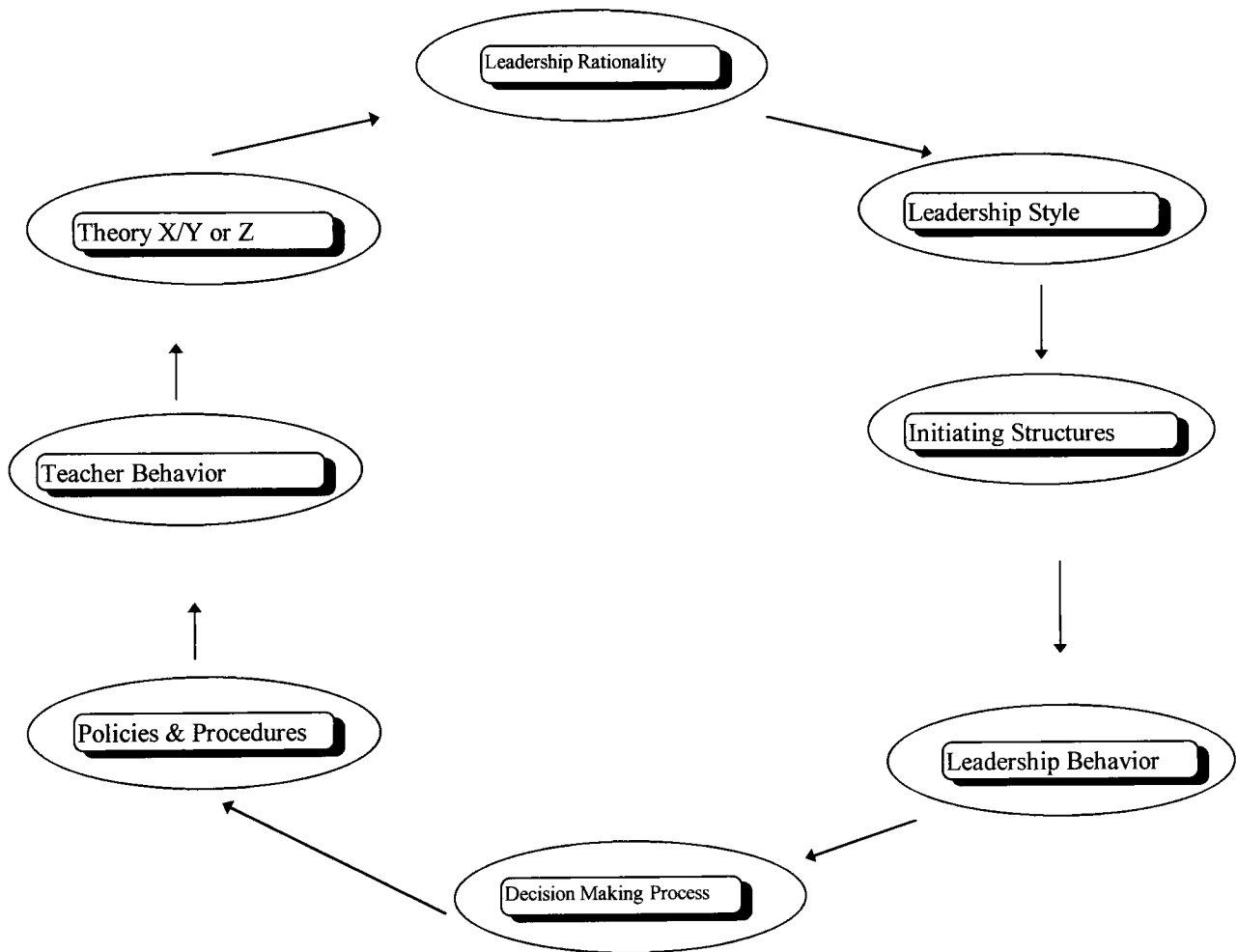
CHAPTER FOUR

DISCUSSION

Throughout the research study it has been evident that the tasks people are engaged in, the problems they try to solve, and the challenges they confront all influence the school culture. During the investigation of our school the respondents identified various tasks such as, public relations, time-tabling, school budget, staffing, the education plan, the results report, staff development, legal management, substitutes, attendance, and school discipline, to be essential for maintaining the operation of the school. (Interview Question 5) These duties seem to be responsive to the demands of organizational structure, influenced by leadership style, sensitive to principal and teacher behaviour, and tied to professional development. The emphasis on and the effect of these characteristics predict in some ways how changes will effect all aspects of the school environment, set informal expectations, and shape how our staff thinks and acts. Each of these dimensions in turn is seen to be an element of the culture and climate of our school, and create an enduring web of influence that binds people together and makes the school a special place.

According to all those who were interviewed there is a need for leadership and a need for a principal. Our team members believe it is essential for someone to have the legal power and authority to maintain order, and to be accountable for school effectiveness. In addition, based on interviews and personal narratives, the most immediate tasks for our current administration team members are a) avoiding uncertainty, b) maintaining

authority, and c) improving communication. To achieve these goals we would probably

say our organizational structures must function, as respondent 2 states, "conservatively for

maintaining stability and order."

Figure 4.1   **Leadership Flow at Hinton High School**

```
                        ┌─────────────────────┐
                        │ Leadership Rationality │
                        └─────────────────────┘
               ↗                                    ↘
    ┌──────────────┐                        ┌──────────────┐
    │ Theory X/Y or Z │                     │ Leadership Style │
    └──────────────┘                        └──────────────┘
          ↑                                        │
                                                   ↓
    ┌──────────────┐                        ┌──────────────┐
    │ Teacher Behavior │                    │ Initiating Structures │
    └──────────────┘                        └──────────────┘
          ↑                                        │
                                                   ↓
    ┌──────────────┐                        ┌──────────────┐
    │ Policies & Procedures │               │ Leadership Behavior │
    └──────────────┘                        └──────────────┘
               ↖                                    ↙
                        ┌─────────────────────┐
                        │ Decision Making Process │
                        └─────────────────────┘
```

The result of leadership flow can be described in a variety of ways, some of which

influence the tacit assumptions, values, and human behaviour in our school. Most of us

believe success as an administrative team is measured by our ability to nurture an

egalitarian community, and to overcome the disengaging characteristics of restrictive and directive behaviour both for us and for teachers. I believe our school is a positive and caring school staffed by many people in search of a common identity. The rate of change, in response to fiscal and technological challenges, has altered expectations of what a school can or should deliver. Even without a clear vision, or coherent curriculum, there is consensus that we see ourselves as "caretakers", safeguarding the school community from potential hazards.

Interpersonal skills and patience are seen by all team members as essential character traits for leadership. Their importance is outlined particularly in Story 1 and Story 5. These stories and our patterns of behaviour may help to explain the amount of time each administrator spends in "crisis management". It consumes the working day, even though most of us have said we would prefer it were otherwise. In most situations this means that administrators are working with teachers to maintain order in the school. Even in good schools there are opposing groups whose behaviour contributes to a sense of frustration. Our school is good because positive conversations, interactions, and planning for the students have not been lost to the goal of serving parents and politicians. As administrators we are acting on the belief that our modelling and our involvement throughout the school is imperative for building a safe, committed, and caring school, and that our good intentions will be understood and supported by staff.

We further believe that teachers in our school have the knowledge, experience, training, and desire to bring about effective change. However, their conditional participation in decision-making sometimes creates conditional co-operation and team work, as Story 1 suggests. The clashes between organizational and cultural assumptions

are laid out in Story 5, and are typical of extant leader-teacher relations. In addition, the principal's story describes how institutional values sway leadership, as when he states that "teachers need to follow policies and procedures that ensure accountability, auditing, and documentation of student records."

In our school, most of our efforts to balance the school budget or control the decision making process make explicit the importance to us of values such as honesty, creativity, and team work. When funding perks are awarded to schools willing to implement dubious bureaucratic initiatives, cultural values become displaced. Situations, such as the one illustrated in Story 4, describe how a dependency on outside funding can damage a school's ability to re-culture. Respondent 4 describes how a new way of evaluating teacher effectiveness is transforming classroom effectiveness from quality of curriculum to credit productivity.

As leaders we have tried to concern ourselves with the deeply rooted values, positive and negative, in our school. Norms of collegiality, continual improvement, and connections reinforce and symbolize what the school is about-and, although there is recognition that both fiscal equity and accountability are important in our school, some of the most difficult value conflicts surface as a weakening in staff morale and a lack of support for the administration when fiscal matters intrude into administration-teacher relations. When that happens the role of the site-based team is to listen and clarify, then provide leadership for bridging opposing goals. Our intentions are most often sincere, even if we are not always successful. Greater effort is being made by all administrators and teachers to understand how the complexities of educational life effect the school climate and the way we approach educational leadership.

How does the administration of our school make sense of the behavioural diversity of teachers in our school? To start, the results of the Shulman survey seem to support the sentiment that different values effect the way individual administrators interact with and seek to influence the behavior of staff. I believe that restrictive and initiating structures within the school create staff behaviours that lend credibility to the statement, "the squeaky wheel gets the oil." Our belief that people are rational to the limit of self-interest, personal reward, and power, is probability true for only some of the teachers in our school, and may reflect the limits to openness, and the safety needs teachers feel in taking risks. Rather than reacting to divergent opinions, we are always working with staff to fashion a positive context, reinforce behaviors that are exemplary of student-centered professionalism, and to move away from dysfunctional rhetoric and discourse.

The second category of responses to the Shulman Survey suggest that we believe individual teachers are limited by their ability to act reasonably, grasp facts, and consider alternatives. Alternatively we also believe that involving teachers in meaningful problem-solving activities, judgements and social interactions can cause them to act in more socially responsible ways. However, the basis for both of these categories is an assumption that most teachers are motivated by self-interest, operate in isolation, and are detached from the school community. All respondents commented that this was only partially true in our school but these behaviors, as we see them must be caused by factors that have the potential to affect all staff. For example, I believe the disempowering characteristics of transmission and transactional orientations, implicit in Figure 4.1, produce behavioural actions which cause us as observers to conclude self-interest and

indifference are part of the nature of these teachers, rather than being attributable to the effect of something such as leadership style.

The last category of the Shulman survey provides evidence of our beliefs about the current level of interaction among teachers in the school. Most of us agree that staff are encouraged to find opportunities to act together on important problems, and, as respondent 1 said, "to produce the best solutions." Consistent with Theory Z, our team members believe in the capacity of human potential to strengthen collegial behaviours, build intimate relationships, and re-culture the school. For most of us this means we must be out in the school, getting to know the staff and students, and seeing first-hand their struggles, motivations, and successes.

However, the leadership style and corresponding behaviour of the principal may be having a negating effect on certain teachers. For example, in the way the principal's story outlines leadership style, which influences initiating structures and in turn affect the means of communication and the conditions for building relationships, there may be a clearer explanation of a causal relationship brought about by conflicting administrative agendas. The effects of these structures can range from reforming tacit assumptions to the building of a learning community. In our case, our school is too often "awash" with paper work used to keep leaders informed of school activities. Like "the blue form", they symbolise a deep belief that structure, policy and procedure have value in stimulating communication. The initiating structures embedded in our school culture appear to have changed the way leadership perceives its responsibility, and the corresponding behaviours that effect interaction and staff relations. Policies and procedures as Respondent 4 describes, create ceremonies for the transmission of information, limit opportunities for more important

components such as discourse, debate, and flexibility for making decisions. The rites of degradation reduce power, and may even help reaffirm inappropriate behaviour such as marking exams during staff meetings, thus making more explicit the indifference teachers feel toward their role in managing school affairs. Restrictive behaviour, as Respondent 2 notes, seeks to control subordinates and forces compromise. It focuses on outcomes of limited value and utility, such as improving student attendance, while limiting the school's capacity for change.

So is there any hope that site-based administration can overcome the dictating structures of organizational management? In our responses there is evidence to suggest that the process of creating healthy school culture is known to be a difficult, long-term one. During the past two years the administrative team has tried to widen the base of responsibility and allocate greater decision making authority to classroom teachers, to attenuate administrative control and revitalise employee participation in the decision-making process. Some of us believe that is dependent in part on the creativity, flexibility, innovation, and commitment of our classroom teachers. As stated by the Principal of our school, they are in the best position to make changes that reflect the sensitivities and expectations of the school culture. For school priorities to be achieved teachers must become part of the process. In our case this has meant that sacrifices have been made to various budgets and teachers have been encouraged to combine programs, restructure, and redesign courses such as English 10/13 or Math 20/33. As Respondent 4 states, engineering the curriculum is being left to classroom teachers, but their one-on-one interactions with the administrative team do create an opportunity for teachers to express their ideas, and they do help the administrative team to reassign school resources and

restructure facility operations, if necessary, and to follow-up on educational concerns. Some changes to our school culture and climate are being made by classroom teachers because they believe they have the freedom to solve current issues which threaten the culture of our school.

All the problems of our current educational system will not be solved by one site-based team. That's a shared responsibility for everyone who cares about education. However, several of our personal and professional development activities have proven to have positive effects. Initiatives such as team teaching (interdisciplinary and grade level), peer coaching (in which teachers work with one another to improve particular aspects of their teaching), and reflective practice (in which teachers gather information about their own teaching and use it as the basis for planning changes) require a committed and caring staff, and a lot of our staff have managed to do many of these things very well. In addition, our team's valuing of staff could not have been better outlined than in Story 4, when the Narrator states, "It's odd to put my priorities as; 1) let's be gentle with the feelings of teachers, 2) let's check the numbers, 3) let's save money as a last resort." This approach to leadership reveals a high degree of emotional intelligence which I would argue is necessary for being an effective leader.

Understanding the challenges of our staff, their working realities, and the divergence of opinion in the school has helped us develop compassionate leadership. We have learned that during disputes, the decision making process can become emotionally exhaustive ("hashing things out requires emotional intelligence, and support for open and honest communication") but we have been willing and able to do it on many occasions. On another level, teacher portfolios are helping to remove feelings of isolation in our school.

We have worked with them because they facilitate individualised professional development plans, keep us informed of the human resources available, help us plan peer training opportunities, and encourage teachers to take on leadership opportunities.

I feel it is clear that team members often recognize the efficacy of our staff and use their strengths to generate more opportunities for everyone. In such ways we have been able demonstrate our belief in the value of a commitment to life-long learning. For those teachers who have been willing to take personal and professional risks we have tried to offer appropriate rewards of both financial and emotional support. At our high school we believe that educational problems, academic and behavioural, will be solved by the collaboration of classroom teachers and administrators, and we appear to be very willing ourselves to make extra efforts to promote our teachers' commitment to a lifetime of growth . "Life is a path you beat while you walk it," wrote the poet Antonio Machado, and DeGues (1997) called this line of poetry "the most profound lesson in planning strategy that I have ever learned." Breaking the bonds of dependency involves grasping the basic truth: "It is the walking that beats the path. It is not the path that makes the walk." (p. 155)

CHAPTER FIVE

CONCLUSION

The primary focus of this study has been to build on the premise that leaders are important to educational organizations and can play a key role in teacher development. The responsibility for teacher development extends beyond the confines of simply training teachers. Educational leadership that works to improve all aspects of the organization might first begin reculturing by initiating a process of social constructivism, not to transmit what has already been understood but to unearth what has yet to be discovered. While presenting the research I tried to provide a descriptive analysis of the interactions between the principal, administrative team, and teachers in our school. The relationships between various individuals, their stories, and their perspectives, were used to establish a landscape of 'what is' happening in our school, while respecting the notion that cultures are living entities in a continual state of change. For us to recognize the high degree of knowledge and expertise prevalent in our school, and to achieve the mandates of stakeholders will require that teachers be genuinely engaged in all aspects of social engineering. I believe leadership based on transformational orientations best positions the school to integrate the beliefs and values of the community into its daily functioning. Accordingly, an important responsibility of leadership is to promote meaningful change by linking the visions of teachers and the community into a 'common voice'.

In linking the style of leadership directly to beliefs and values of administrators and the behavior of teachers, the findings of this study support much of the theoretical, qualitative and quantitative evidence that proceeded it. They contribute to the knowledge and evidence surrounding professional development and its relationship to administrative rationality. For example, in a controlling environment teachers may exhibit insecurity for making decisions, constantly seeking administrative approval before proceeding. These types of teachers are generally perceived by leaders as lacking confidence. However, initiating structures, their processes and procedures reinforce these types of behaviors and, in our school, teachers who act outside the established "protocol" are viewed as a threat to the power position of the administration.

The findings further suggest that different administrative approaches used in our school directly and diversely affect teacher motivation, communication, and cultural orientations. In addition, the study shows that cultures can act as a buffer, protecting the members within from private agendas initiated during any one teacher's three year term as a teacher-administrator. Much of the literature, and the findings of this study, suggest that "unless the culture changes, long term reform will falter because the shared values necessary to sustain reform will not be held by those concerned." (Hymes, 1981)
It is my contention that some models of teacher development inhibit change by viewing teacher development primarily as an opportunity to re-train. There are other models that promote teacher development as a life affirming opportunity. In the words of Krishnamurti (1895) "Education is not merely a matter of training the mind. Training makes for efficiency, but it does not bring about completeness. A mind that has merely been trained is the continuation of the past, and such a mind can never discover the new.

That is why, to find out what is right education, we will have to inquire into the whole significance of living."

The values of safe and caring schools must extend to all dimensions of the school and to all citizens. They cannot be achieved if teacher development is compromised in a vain attempt to resolve short term organizational problems, such as cutting inter-school visitations in exchange for new teacher lap-tops. One humorous but deceptively honest statement made during this study was " ... what a confused profession we live in when we educate student drivers and train teachers". Yet the problem persists. Our experience as an administrate team has taught us that nothing can compensate for the failure to increase human potential, personal and academic. Public schools were built on this ideology. Teachers at our school have the willingness, desire, knowledge, expertise, and experience to make it happen. In my own case this means the ability to "unlearn" and "learn" before attempting to teach the "right" way.

For several years, as a teacher, I experienced the tension associated with private agendas. In our school site-based effectiveness is limited, both by the length of term (three years) and the nature of each member's role as designed by the current principal. Among the current group of teacher administrators the consensus is that the responsibility of a leader is not to exert undue force on the climate of the school; rather, the greater challenge is to work with the various teams of teachers to promote the democratic process that guarantees working freedom for all teachers.

In our school, the Shulman survey results suggest that there is a difference between how administrators provide leadership and the characteristics of leadership they feel are important. The organizational initiatives (e.g.. team work, peer mentorship, and staff

development) all point to a culture working toward transformational change. However, much of the qualitative evidence suggests that both teachers and administrators are resistant to generic solutions. It is my conclusion that some of the teacher resistance our team has experienced can be attributed to the desire for teachers to exercise more control over their working environment, and their subsequent attempts to advance leadership based upon transformational dimensions and initiating structures.

Subconscious actions generally evolve over a long period of time, unleash the greatest potential for change, and are the most difficult to recognize and assess. For example, administrators who believe that teacher effectiveness is linked to achievement test results will transfer those beliefs into action or lack of action that ultimately affects teacher performance. Administrators in our school are becoming more effective leaders by consciously evaluating, discussing, and reflecting on how their beliefs influence teacher behavior. Our participation in educational leadership requires that we continually study the nature of knowledge, its presuppositions and foundations, and its extent and validity. Professional dialogue among staff helps to establish conditions for development while the meaning teachers create from these interactions can help produce generative knowledge that belongs to the social consciousness of the school community.

The goal of this study was to provide a starting place for site-based teams to plan for change in our school. I believe this goal has been achieved. It now remains for all teachers, the new principal, members of the administrative team, and other members of the school community to move forward with this knowledge in ways that will contribute to improved teaching and learning in Hinton High School.

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