

LEADERSHIP FOR IMPROVING THE QUALITY OF SECONDARY EDUCATION: SOME INTERNATIONAL DEVELOPMENTS¹

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Abstract:

Internationally, this is a “golden age” of school but it is taking place in the face of tremendous pressure for schools to be more publicly accountable. This mix of leadership and accountability has created a very new working context for both teachers and school leaders. There is a clear need to better understand the consequences of that context for the work of secondary school leaders. To help with this understanding, this paper identifies some of the international developments in that context in education and school leadership. It first focuses on work emanating from the OECD and then moves to recent developments in UK and Australia. All start at the broadest level by questioning what kind of education best serves society now and in the future. They then move to the question of how the education system is best organised in order to met the new demands, especially in terms of its governance and leadership. Three clear areas are identified from this work that involve a broadening of what counts for good schooling, governance and school leadership. A second focus on recent reviews of research on school leadership effects on student learning finds them consistent with these international and national developments, as well as suggesting directions forward for effective secondary school leadership.

Key Words: Leadership, accountability, international developments, professional learning community

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1. INTRODUCTION

Internationally, this is a “golden age” of school leadership (Leithwood & Day, in press). Reformers widely agree that it is central to the success with which their favourite solutions actually work in schools. Nothing aborts an ambitious school improvement effort faster than a change in school leadership. Governments around the world are devoting unparalleled resources to the development of school leaders. Members of the business community, long enamoured by the romance of leadership, assume that the shortcomings of schools are coincident with shortcomings in their leadership. And the research

community has, at long last, produced a sufficient body of quality empirical evidence to persuade even the most sceptical that school leadership matters (e.g., for North America see Leithwood and Reihl, 2003, Leithwood et al, 2004 and Leithwood & Jantzi, 2005; for U.K. see NCSL, 2005; for Australia see Mulford 2003 a & b and Mulford, in press a).

It is no coincidence that these efforts are taking place in the face of tremendous pressure for schools to be more publicly accountable. (Mulford, 2005) This mix of leadership and accountability has created a very different working context for both teachers and school leaders than the context in which many of them “grew up” professionally. There is a clear need to better understand the consequences of that context for the work of secondary school leaders.

To help with this understanding, this paper identifies some of the international developments in that context in education and school leadership. It first focuses on work emanating from the OECD and then moves to recent developments in UK and Australia. All start at the broadest level by questioning what kind of education best serves society now and in the future. They then move to the question of how the education system is best organised in order to met the new demands, especially in terms of its governance and leadership. Three clear areas are identified from this work that involve a broadening of what counts for good schooling, governance and school leadership. A second focus on recent reviews of research on school leadership effects on student learning finds them consistent with these international and national developments, as well as suggesting directions forward for effective secondary school leadership.

2. INTERNATIONAL AND NATIONAL DEVELOPMENTS

2.1. International: OECD

The OECD ‘Schooling for Tomorrow’ project (OECD, 2001) has developed six scenarios describing future schooling. As the following summary indicates, each scenario has clear and different implications for secondary school governance and leadership.

1. Maintaining the status quo
 - 1.1 Bureaucratic System – the continuation of powerfully bureaucratic systems, strong pressures towards uniformity and resistance to change. Priority is given to administration and capacity to handle accountability pressures, with strong emphasis on efficiency.
 - 1.2 Meltdown – a major crisis of teacher shortages triggered by a rapidly ageing profession and exacerbated by low teacher morale and buoyant opportunities in more attractive jobs. Crisis management predominates and a fortress mentality prevails.
2. Re-schooling
 - 2.1 Social Centres – a strong social agenda with schools acting as a bulwark against social, family and community fragmentation. Extensive shared responsibilities between schools and other community bodies but a strong

core of high-status teaching professionals. Management is complex, leadership is distributed and often collective, local decision making is strong, and there is wide use of networks (e.g., the BC \$10-million School Community Connections program?).

- 2.2 Learning Organisations – school revitalised around a strong knowledge rather than social agenda in a culture of high quality experimentation, diversity and innovation. With knowledge moving to the fore, management is characterised by flat hierarchy structures, using teams, networks, diverse sources of expertise, the use of evidence, and continuous professional development. Decision making is rooted within schools and the profession.
3. De-schooling
 - 3.1 Network – dissatisfaction with institutional provision and diversified demand leads to an abandonment of schools in favour of a multitude of learning networks provisioned by powerful, inexpensive ICT. Authority becomes widely diffused, there is a substantial reduction in public facilities and institutional premises and the demarcations between teacher and student and parent break down.
 - 3.2 Market – existing market features in education are significantly extended. Many new providers are stimulated to come into the learning market. Indicators, measures and accreditation arrangements start to displace direct public monitoring and curriculum regulation. There is a substantially reduced role for public education authorities. Entrepreneurial management modes are prominent.

What do current and prospective secondary school leaders think are the likelihood and desirability of each of these scenarios in the next five to ten years? The following chart (see next page) plots the answers to these questions from over 100 Tasmanian and 15 British Columbian (BC) summer school postgraduate students in recent times. Note needs to be taken of the high scores and close match between the likelihood and desirability of social centre and learning organisation scenarios but the huge gap between the likelihood (very high) and desirability (very low) of the bureaucratic system scenario. These results reinforce the “golden age” of, but accountability press on, secondary school leadership. The very high likelihood but very low desirability of the continuation of bureaucracy should be of great concern, especially given the analysis which is to follow.

Moving closer to the present, the OECD (2005a) Education Chief Executives’ meeting in September 2005 identified three broad policy issues with which they expect to be dealing in the next 3-5 years as:

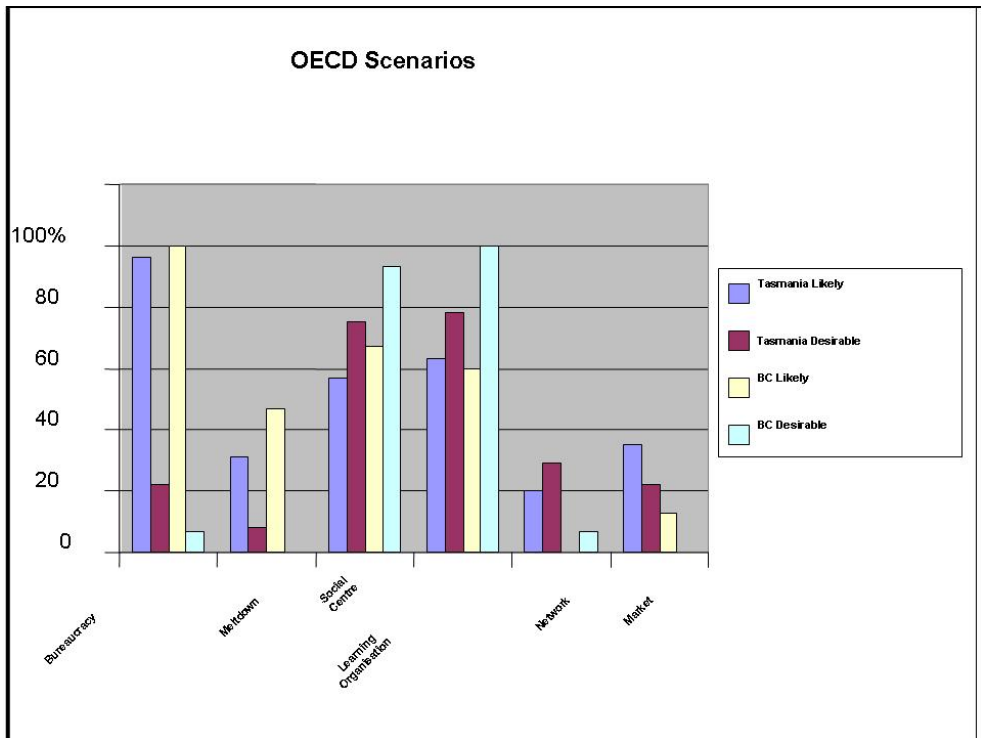
1. quality, equity and efficiency;
2. lifelong learning and the employment challenge; and,
3. challenges of globalisation.

Quality issues include individualised teaching and learning, equity areas such as inclusion and efficiency areas such as autonomy, decentralisation, accountability, partnerships, and leadership. Lifelong learning issues include

vocational education and training and adult learning. Globalisation issues include higher education, migration and the needs of a multicultural knowledge society.

As part of the response to these three issues, and following on from their recent report on attracting, developing and retaining effective teachers (OECD, 2005d), the OECD is currently developing an activity (OECD, 2005b, p. 3) that aims "to provide policy makers with information and analysis to assist them in formulating and implementing policies to support the development of school leaders." Specific issues to be addressed in country background reports for this activity include:

1. the challenges school leaders face including changing societal expectations, technological and pedagogical innovations and the number and quality of those entering the profession;
2. the division of responsibilities among various levels of government in terms of resource allocation, curriculum development and implementation, employment, student intake, and school accountability; and,
3. collaborative networks, including with other schools and the community.



2.2. National: UK and Australia

Questions about best direction forward for the school system have dominated recent UK educational debates. The 'Every Child Matters' green paper (DfES, 2005) sets out the UK government's vision for a society which ensures children were healthy, stay safe, enjoy life, and achieve. The vision also wants children who are able to make a positive contribution to society and to the economy. Organisations involved with providing services to children - from hospitals and schools, to police and voluntary groups - are to be teamed up in new ways, sharing information and working together. Children and young people, especially in secondary schools, are to have far more say about issues that affect them as individuals and collectively.

'Every Child Matters' has been followed quickly by a number of policies including 'Skills for Life', a strategy said to be at the core of everything undertaken in the Department for Education and Skills. Strategies aim to develop the skills that individuals, businesses and communities need and to embed them at all levels of the education system. For example, the UK government recently set out detailed plans for driving forward radical reform in secondary education. Publishing the '14-19 Implementation Plan', Schools Minister Jacqui Smith (2005a) sets out the Government's ambition to ensure that its post-16 participation rate rises from the current 75 to 90 percent by 2015 by: providing more choice with 14 new specialised diplomas designed in partnership with employers that combine skills development and general education; improving the basics through personalising learning for pupils; trialling "functional skills" at the core of English and Mathematics, defined in partnership with employers, higher education institutions; and, stretching the brightest students.

A major debate is also taking place in UK about the future shape of public services. This debate is pitched into a chasm between the way public institutions work and how users experience them. For example, in the education sector it has been argued by Charles Leadbeater, (2004a, pp. 81, 83 & 90) that efficiency measures based on new public management and reflected in targets, league tables and inspection regimes may have improved aspects of performance in public services yet the cost has been to "make public services seem more machine-like, more like a production line producing standardised goods". It is clear to people like Leadbeater that the state "cannot deliver collective solutions from on high. It is too cumbersome and distant. The state can only help create public goods - such as better education - by encouraging them to emerge from within society". That is, "to shift from a model in which the centre controls, initiates, plans, instructs and serves, to one in which the centre governs through promoting collaborative, critical and honest self-evaluation and self-improvement".

It is further argued (Leadbeater, 2004a & b) that public services can be improved by focussing on what is called 'personalisation through participation'. A personalised public services is seen as having four different meanings:

1. providing people with a more customer-friendly interface with existing services;

2. giving users more say in navigating their way through services once they have access to them;
3. giving users more direct say over how the money is spent; and,
4. users are not just consumers but co-designers and co-producers of a service.

As we move through these four meanings, dependent users become consumers and commissioners then co-designers, co-producers and solution assemblers. In schools, learners (students and staff) become actively and continually engaged in setting their own targets, devising their own learning plan and goals, choosing among a range of different ways to learn. As we move through these four meanings, the professional's role also changes from providing solutions for dependent users to designing environments, networks and platforms through which people can together devise their own independent and interdependent solutions.

The 'pay off' of personalisation, or, to use the OECD terminology, 'individualised teaching and learning', is believed to be increased knowledge, participation, commitment, responsibility, and productivity. Thus personalisation can be seen to be both a process and outcome of effective public organisations, including schools.

To assist with the shift to personalisation, Jacqui Smith (2005b) recently detailed a policy called a "New Relationship with Schools". At its heart is the belief that there is a need to give schools more independence and flexibility. Principals and their boards of school governors will have the responsibility to manage a three-year budget, bring in the right staff and determine the character of a school. Every teacher will have half a day for planning, preparation and assessment as well as more time to focus on teaching, with many of the administrative tasks that they used to do being done by support staff. From 2006 every secondary school will be supported by a School Improvement Partner. These experienced practitioners, usually other school principals, will help schools to use their strengths to progress and to identify and address areas of improvement.

In the area of school leadership, the UK National College for School Leadership's (NCSL) 2005-08 Corporate Plan (2005a) contains four goals, which are to:

1. transform children's achievement and well-being through excellent school leadership using more flexible, personalised training programmes;
2. develop leadership within and beyond the school to include system, network, consultant, federation of schools, and integrated children's centre leaders;
3. prevent shortages, by identifying and growing tomorrow's leaders; and,
4. create a fit for purpose, national College.

In Australia, school education is basically a State responsibility. As in the UK, an educational trend found across most States involves a major re-examination of the curriculum. For example, in Tasmania (Tasmanian Department of Education, 2005) a new curriculum framework, the Essential Learnings, is in the process of being developed and implemented. The new curriculum seeks to make learning more relevant for a knowledge society, improve learning across all areas, develop higher-order thinking, support the transfer of learning, and reduce problems of a crowded curriculum. Developing through a process of co-construction with key stakeholders, the Essential learnings are guided by a core set of values including connectedness, resilience, achievement, creativity, integrity, responsibility, and equity. The five Essential Learnings identified and which are now informing educational provision in the State are:

1. thinking,
2. communicating,
3. social responsibility,
4. personal, and
5. world futures.

Despite education being a State responsibility in Australia, the federal government also tries to influence educational policy. For example, it has recently established Teaching Australia– Australian Institute for Teaching and School Leadership (TA). TA (2005) has four major objectives:

1. to support and advance the quality of teaching in Australian schools;
2. to support and advance the quality of school leadership;
3. to strengthen the teaching profession; and,
4. to establish an organisation that operates openly, collaboratively, efficiently and ethically.

What is especially important about TA is that it is not predicated on new public management but is a body run by and for the profession.

In the school leadership area, TA projects in progress include:

1. a review and synthesis of research on quality teaching and school leadership;
2. a national school leadership program for two cohorts of outstanding school leaders from all sectors of 40 participants in each of three years and providing tailored ongoing professional learning through developing a awareness of the latest national and international practices in leadership skills and build capacity to lead school improvement;
3. a review of leadership and learning with ICT exploring how school leadership can best support the use of ICT in schools; and,
4. school leadership standards, their purposes, applications, impact, and implementation.

Australian Council for Educational Research (ACER, 2005) is undertaking the Standards for School Leadership project. A strong differentiation is made in their first issues paper and consultation questionnaire between professional and employer responsibilities in this area with emphasis being given to the profession. Another feature of the early material is an understanding of the essential link between standards and ongoing, quality professional development.

Late in 2005, the ACER also facilitated an educational leadership roundtable for key stakeholders and experts to identify current and emerging school leadership issues including the identification of national priorities for research in the area. Issues and priorities identified included:

1. updating baseline career data on the gender, age, etc of school leaders;
2. identifying causes of stress and the premature exit of school leaders and the effectiveness of policies and programmes that aim to attract, develop and retain school leaders;
3. identifying the critical elements of effective leadership preparation;
4. examining context-specific models of school and across school leadership; and,
5. identifying changing work demands on school leaders and the ways they address such changing demands.

3. THREE IMPLICATIONS

Least three clear implications can be identified from the above international and national developments. Starting at the broadest level by questioning what kind of education best serves society now and in the future they then move to the question how the education system is best organised in order to met the new demands, especially in terms of its governance and leadership. In brief, the implications involve a broadening of what counts for good schooling, governance and school leadership.

3.1. Broadening what counts as good schooling

Children's achievement in a knowledge society is increasingly being seen as wider than the cognitive/academic, more personalised and involving both quality and equity.

Abilities related to lifelong learning, well being, self-esteem and the interpersonal are some of the non-academic areas that have been identified earlier, as are developments such as the Tasmanian education system's Essential Learnings curriculum with its focus on thinking, communicating, social responsibility and personal and world futures. Clearly this wider sense of student achievement, as well as its measurement and reporting, will become the focus for defining a good secondary school and its leadership.

Consistent with this implication, as well as outcomes of personalisation in public schools, is research using data from the British cohort study which followed all children born in UK in the first week of April 1970 and surveyed

them again in 1975, 1980, 1986, 1991 and 1996. At aged 10 in 1980 over 12,000 children were tested for mathematics and reading ability and the psychological attributes of self-esteem and locus of control. The children's teachers were questioned about their behavioural attributes of conduct disorder, peer relations, attentiveness, and extraversion. In 1996, at age 26, information was collected on highest qualification attained, earnings, and periods of unemployment. The author, Leon Feinstein, (1996), an economist, summarises his findings as follows:

attentiveness in school has been shown to be a key aspect of human capital production, also influencing female wages even conditioning on qualifications. Boys with high levels of conduct disorder are much more likely to experience unemployment but higher self-esteem will both reduce the likelihood of that unemployment lasting more than a year and, for all males, increase wages. The locus of control measure ... is an important predictor of female wages Good peer relations are important in the labour market, particularly for girls, reducing the probability of unemployment and increasing female wages. ... (p. 22)

[These results] suggest strongly that more attention might be paid to the non-academic behaviour and development of children as a means of identifying future difficulties and labour market opportunities. It also suggests that schooling ought not be assessed solely on the basis of the production of reading and maths ability. (p. 20)

As noted earlier, personalised learning is the current 'hot' topic in English education (Leadbeater, 2004a & b, 2005). Learning comes through interaction in which the learner discovers for themselves, reflects on what they have learned and how. In brief, learning is co-created. But supporting such learning will not be for the faint of heart. It will require secondary schools and their leaders to radically rethink how they operate. Many of the basic building blocks of traditional education, the school, the year group, the class, the lesson, the blackboard and the teacher standing in front of a class of thirty children, could be seen as obstacles to personalised learning. All the resources available for learning – teachers, parents, assistants, peers, technology, time and buildings – will have to be deployed more flexibly than in the past. As Charles Leadbeater (2005, p. 6) points out, current secondary schools and their leaders may not be best placed to meet these new demands:

Our vast secondary schools are among the last great Fordist institutions, where people in large numbers go at the same time, to work in the same place, to a centrally devised schedule announced by the sound of a bell. In most of the rest of the economy people work at different times, in different places, often remotely and through networked organisations. In the last two decades private sector organisations have become more porous, management hierarchies have flattened, working practices have become more flexible, job descriptions more open and relationships between organisations, as suppliers and partners, more intense. The bounded, stand alone school, as a factory of learning, will become a glaring anomaly in this organisational landscape.

One of the OECD education minister's policy issues identified earlier focused on globalisation. If nothing else, globalisation has brought with it a

massive increase in international comparisons. In education the results from the OECD's own Programme for International Student Assessment (PISA) currently dominates these comparisons. For example, in my own country, which has scored in the top group of countries in reading, mathematics and science literacy, dissatisfaction has arisen about the spread in the results. In brief, PISA has found that we have quality but not necessarily equity – a harsh reality for a country that has strong traditions of 'giving every one a fair go'. Other countries are also worried about widening equity gaps. For example, based on the following types of data (see next page) differentiating PISA results for White, Hispanic and African American students, in USA we find an increasing number of publications exhorting educational leaders to do something about the 'shame' that the results have revealed (see, for example, David Berliner's 2005 article "Our impoverished view of educational reform" and Jonathan Kozol's 2005 book "*The shame of the nation*").

Another area that broadens what counts as for good secondary schooling relates to the school's responsibility for building community social capital, especially in high poverty rural and inner city areas. While there is a long research tradition in the school-community area it tends to be unidirectional, concentrating on what the community can do for the school, rather than being multidirectional. Yet schools play a vital role in strengthening linkages within their communities by providing opportunities for interaction and networking, which, in turn, contribute to the community's well-being and social cohesion. The close links between the survival and development of schools and their communities are demonstrated by a number of researchers (Jolly & Deloney 1996), who provide evidence, for example, that many rural communities have failed to remain viable after losing their school.

Mathematics rankings and scores (mean 500) from PISA 2000 (Lemke et al, 2001)		
Rank	Country	Score
1.	Japan	557
2.	Korea	547
3.	New Zealand	537
4.	Finland	536
5.	Australia	533
5.	Canada	533
7.	US (White)	530
19.	US (Average)	493
28.	US (Hispanic)	437
29.	US (African)	423

An Australian research project (Kilpatrick et al, 2001) confirms this importance. The project examined the extent and nature of the contribution of rural schools to their communities' development beyond traditional forms of education of young people and the ways in which leadership influenced the process. Kilpatrick et al (2001) found that rural school community partnerships delivered a variety of positive outcomes for youth and for the community, including the provision of training that meets both student and community

needs, improved school and community retention and positive environmental, cultural, recreational and economic outcomes. Whilst these tangible outcomes are important to the sustainability of many small rural communities, the potentially more valuable outcome from was increased individual and community capacity to influence their own futures.

Effective leadership for school–community partnerships was found to be a collective process consisting of five stages: trigger, initiation, development, maintenance, and sustainability. As well, Kilpatrick et al (2001) found 12 indicators of effective school community partnerships. Underscoring all these indicators was the importance of collective learning activities including teamwork and network building, in other words, linking social capital.

The indicators are largely sequential in that later indicators build on earlier ones:

- School Principals are committed to fostering increased integration between school and community;
- School has in-depth knowledge of the community and resources available;
- School actively seeks opportunities to involve all sectors of the community, including boundary crossers, and those who would not normally have contact with the school;
- School has a high level of awareness of the value and importance to school–community partnerships of good public relations;
- School Principals display a transformational leadership style which empowers others within the school and community and facilitates collective visioning;
- School and community have access to and utilise extensive internal and external networks;
- School and community share a vision for the future, centred on their youth;
- School and community are open to new ideas, willing to take risks and willing to mould opportunities to match their vision;
- School and community together play an active, meaningful and purposeful role in school decision making;
- School and community value the skills of all in contributing to the learning of all;
- Leadership for school–community partnerships is seen as the collective responsibility of school and community; and,
- School and community both view the school as a learning centre for the whole community, which brings together physical, human and social capital resources.

The importance of the secondary school helping its community develop social capital is high, especially where it results in that community's capacity to influence its own future. But, there are challenges. These challenges include moving from a looser structure and more informal relationships in the earlier stages to a tighter structure and more formalised relationships in later planning and delivery, the need for different leadership roles at different stages and for

leadership to become increasingly distributed. As Henton, et al (1995) point out, it seems unlikely one person would be skilled in all roles.

3.2. Broadening what counts as good governance

UNESCO (2005) reports that decentralisation not only leads to a paradigm shift in public management but also provides citizens with tools of social participation. Specifically, in education the results from the OECD's PISA 2000 (2005c, p. 90) show that "in those countries in which principals report, on average, higher degrees of autonomy in key aspects of school management the average performance of schools in reading literacy tends to be higher." While this OECD research, the earlier UK educational policy documentation and a great deal of other research (Mulford 2003a & b) has identified the importance of school autonomy for improved results, there is now a growing interest in collaborate networks. These two areas, autonomy and networking, broadening as they do what counts as good governance beyond the traditional top-down bureaucratic approach, could be seen to be in mutually exclusive. However, I would suggest that there is no necessary conflict with autonomy being a necessary prerequisite for effective membership of a network.

It may be that traditional new public management accountability levers for improvement, such as tests and targets, are reaching the limits of their potential and the next phase of education reform will require new ways of delivering excellence and equity. Networks among schools could be seen as the best way we have at present to create and support this expectation. Charles Leadbeater (2005, p. 6), for example, argues that personalised learning "will only become reality when schools become much more networked, collaborating not only with other schools, but with families, community groups and other public agencies". The links to the OECD scenarios for the future of schooling, especially schools as social centres and learning organisations, should be noted.

Arguably one of the best funded and continuous school networks, The Network Learning Group (NLG) with its hub at the UK's NCSL, summarise their learning about the advantages networks in comparison to traditional hierarchically designed organisations (NCSL, 2005b, p. 4) as greater sharing, diversity, flexibility, creativity, risk-taking, broadening of teacher expertise and learning opportunities available to pupils, and improved teaching and pupil attainment. They point out that while there is no blueprint for an effective network, it is possible to identify factors that successful networks have in common. All of these factors have clear implications for school leadership. Effective networks:

1. design around a compelling idea or aspirational purpose and an appropriate form and structure;
2. focus on pupil learning;
3. create new opportunities for adult learning; and,
4. plan and have dedicated leadership and management.

But Charles Leadbeater (2005, p. 22) warns that the collaboration needed for effective networks “can be held back by regulation, inspection and funding regimes that encourage schools to think of themselves as autonomous, stand alone units”. Ben Levin (NCSL, 2005b, p. 6) agrees, pointing out that there “are inevitable tensions between the idea of learning networks, which are based on ideas of capacity building as a key to reform, and ... reform through central policy mandate.” Edith Rusch (2005), in fact, concludes that networks cannot be controlled by the formal system. She questions the role of the district in effective school networks, identifying competing institutional scripts between what is likely to be required by networks as opposed to the district:

1. Structures are seen as malleable in networks but fixed and hierarchical in districts.
2. Conflict is open and valued in networks while it tends to be hidden and feared in districts.
3. Communication is open and unbounded in networks but controlled and closed in districts.
4. Leadership tends to be fluid in networks while it is hierarchical and assigned in districts.
5. Relationships are egalitarian in networks but meritocratic in districts.
6. And, finally, knowledge and power is based on inquiry and learning is valued in networks while expertise and knowing is valued in district.

The current situation would seem to be one, as Ben Levin (NCSL, 2005b, pp. 7-8) suggests, in which there remains a need to reconcile networks and central policy and that “Central policy and learning networks could actually compliment each other by bringing together different and equally necessary strengths while curbing each other’s excesses”. Networks need to guard against “whining or self-congratulations rather than action” by demonstrating publicly that their work is connected to the key objectives of central policy and that they are making a meaningful difference through evidence based student outcomes (in their broadest sense). On the other hand, central policy managers need to work with networks “as a way of generating local capacity and commitment to educational improvement” and “to provide a sufficient degree of local autonomy and flexibility in policy implementation to allow learning networks to become important allies on key priorities”. In brief, networks “need to be able to be critical of central policy directions.”

3.3. Broadening what counts as good leadership

As a society we suffer in the absence of good education: we prosper in its presence. Therefore, at this crucial time in our history, resistance to educational reform would damage not only our secondary schools but also our society. Current knowledge societies, based on creativity and ingenuity resulting from individual and collective intelligence (the broadening what counts as good education implication), first require the building of strong communities (the broadening what counts for good governance implication). School leaders play an important role in developing and maintaining strong communities.

In developing and maintaining strong communities, Tim Waters and Sally Grubb (2004, p. 9) point out that what works when leading changes with first-order implications (an extension of the past, within existing paradigms and implemented with existing knowledge and skills) may not be effective when leading changes with second-order implications (change that breaks with the past, is in conflict with existing perspectives and requires new knowledge and skills). Second-order change "may be difficult to fulfil by the principal alone, given the nature and stress associated with such change". This, I believe, is the argument implicit in the earlier material for a greater focus on distributed leadership in schools.

In addition to the need to broaden the concept of good leadership for second order change, leadership is increasingly seen as going beyond the school to system, network, consultant, federation of schools, and integrated children's centre leaders. Concepts gaining increased attention include co-principalship, partnering another school (such as elementary/secondary or successful/ facing difficulties), networks/clusters of schools and leadership within and across such networks, consultant leader, system/Department leader, and 'whole of government' or across Departmental leader (e.g., children's services). In UK, for example, schools that are failing their pupils have been found to be transformed by excellent leadership plus support from another high capacity school.

As many education systems now have shortages of quality applicants for school leadership positions there is a risk that these changing criteria for appointment may not be heeded. Bureaucratic system or new public management criteria may continue to be used. In addition, if the current model of appointment continues, that is once appointed to school principal position always a principal, then many young appointees are going to be in their leadership position for a very long time. This situation provides yet another reason for widening succession planning to encompass a broader view of school leadership.

How do these developments, that is broadening what counts for good schooling, governance and school leadership, sit with recent reviews of the research literature examining what we currently know about school leadership?

4. RESEARCH ON SCHOOL LEADERSHIP EFFECTS

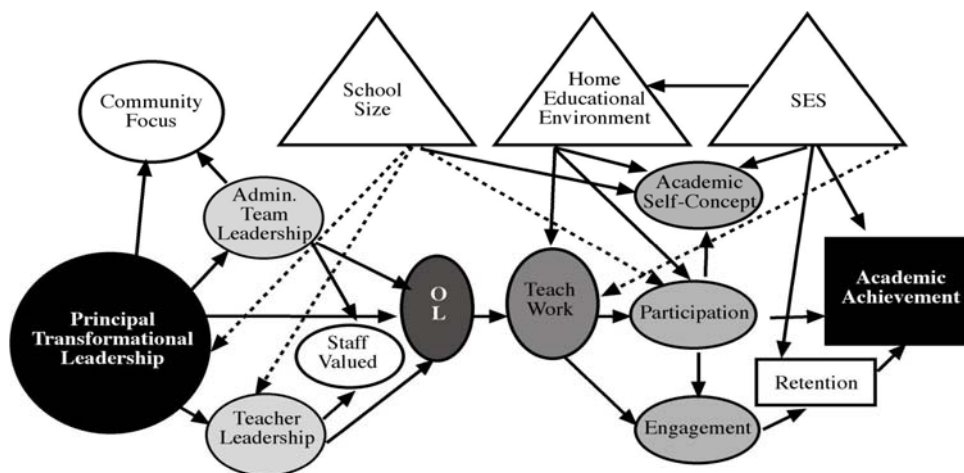
Here the extensive work of Ken Leithwood and his colleagues based mainly on North America research is helpful (Leithwood and Riehl, 2003; Leithwood, et al, 2004; Leithwood & Day, forthcoming). These researchers concluded that:

1. leadership is second only to classroom instruction among all school-related factors that contribute to what students learn at school, accounting for about a quarter of total school effects;
2. mostly leaders contribute to student learning indirectly, through their influence on other people or features of their organisation with their

- success depending a great deal on their judicious choice of which parts of the organization to spend time and attention on;
3. four sets of practices can be thought of as the 'basics' of successful leadership, developing people, setting directions, managing the instructional program, and redesigning the organization; and,
 4. all successful leadership is 'contingent' to the unique contexts in which it finds itself but leadership effects are usually largest where they are needed most, such as in schools that are in more difficult circumstances.

In their most recent review of transformational school leadership research conducted between 1996 and 2005, Ken Leithwood and Doris Jantzi (2005) confirm three of their four sets of transformational leadership practices of helping people, setting directions and redesigning the organisation. In addition, they conclude that evidence about transformational leadership effects on organisational effectiveness, student outcomes and student engagement in school are all positive (although with decreasing amounts of supporting evidence as one moves through the three areas). They believe that these conclusions justify the current interest in the area but suggest that in order to advance the field there is a need to identify and take greater account of antecedent (e.g., individual traits, professional development experiences), moderating (e.g., family background) and mediating (e.g., school culture) variables over time in varied contexts.

As summarised below, other international research evidence (e.g., Mulford, 2003a & b) takes up this call for greater complexity.



The Leadership for Organisational Learning and Student Outcomes (LOLSO) research finds that leadership that makes a difference has been found to be both position based (principal) and distributive (administrative team and teachers). But both are only indirectly related to student outcomes. Organisational learning (OL), or a collective teacher efficacy, involving three sequential development stages (trusting and collaborative climate, shared and

monitored mission and taking initiatives and risks) supported by appropriate professional development is the important intervening variable between leadership and teacher work and then student outcomes. That is, leadership contributes to OL, which in turn influences what happens in the core business of the school – the teaching and learning. It influences the way students perceive teachers organise and conduct their instruction, and their educational interactions with, and expectations for, their students. Pupils' positive perceptions of teachers' work directly promote their participation in school, academic self-concept and engagement with school. Pupil participation is directly and pupil engagement indirectly (through retention) related to academic achievement. School size is negatively and socio-economic status and, especially, student home educational environment positively linked to these relationships.

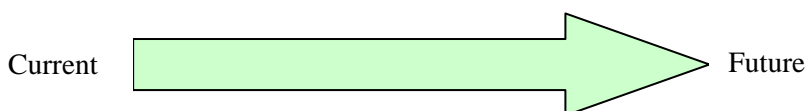
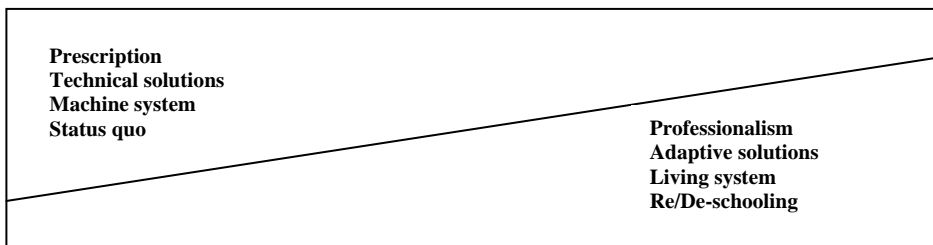
5. SUMMARY AND CONCLUSION

This paper has identified some international developments in the political context in education and secondary school leadership. It first focused on work emanating from the OECD and then moves to recent developments in UK and Australia. All started at the broadest level by questioning what kind of education best served society now and in the future. They then moved to the question of how the education system was best organised in order to met the new demands, especially in terms of its governance and leadership. Three clear areas were identified from this work that involved a broadening of what counts for good schooling, governance and school leadership. A second focus on recent reviews of research on school leadership effects on student learning found them consistent with these international and national developments, as well as suggesting directions forward for effective school leadership.

I believe the international and national developments can be summarised along the following lines (see next page) employing a developmental model indicating movement from the current situation (on the left) to the future (on the right).

Summarising this kind of seismic shift even further, Ken Leithwood and Christopher Day (forthcoming) alerts us to the fact that Margaret Wheatley, most recently in her book *Finding Our Way: Leadership For An Uncertain Time* (2005), employs two competing metaphors - "organizations as machines" and "organizations as living systems" as explanation for both organizations and leadership that differ radically in their functioning and outcomes. A description of organization-as-living-system bears a strong resemblance to accounts of schools as learning organizations (Mulford, 2003a & b) and the OECD schools as social centres and learning organisations. Our current eight country research project on successful principalship (see, for example the entire 43(6) 2005 edition of the *Journal of Educational Administration* and the forthcoming book edited by Ken Leithwood and Christopher Day) strongly suggests that successful principals thought of their organizations as living systems, not machines (Leithwood & Day, forthcoming). They add that if the organization needed

“oiling”, it was increased mutual trust, not more policy and regulation, that was applied.



Society:			
. Type	Industrial		Knowledge
. Change	Within existing knowledge,		Outside existing knowledge,
	skills, paradigms (technical)		skills, paradigms (adaptive)
School:			
. System	Machine		Living
. Curriculum	Narrow, academic,		Wide, include non-academic
	mandated		and social capital, co-constructed
. Organisation (schools)	Hierarchical	Autonomous	Networked (within and across)
	Fixed		Flexible
. Focus	System &	School &	School, system & communities
	school		community
	Quality		Quality & equity
. Students	Dependent consumers		Co-designers, producers, assessors
. Teachers	Dependent consumers		Co-designers, producers, assessors
Provide solutions	Design environments, networks,		
	platforms		
Leader:			
. Influence	Direct, top-down		Indirect, distributed
	Simplistic		Complex
Etc ...			

In conclusion, and bringing Leithwood et al's mainly North American and other international research together with the international and national developments outlined earlier, I believe three major, sequential and aligned elements emerge as a direction forward in successful secondary school improvement. Effective secondary school leaders have an important part to play in each of these elements. Current pressure to make wholesale changes, especially while being accountable in a prescribed, technical, mechanical way, is not the first of these elements (Mulford, 2003a & in press). In fact, the formation of social capital turns out to be much more important for effective leadership of secondary schools than governance or management.

1. The first element relates to **community**, how people are communicated with and treated. Success is more likely where people act rather than are always reacting, are empowered, involved in decision-making through a transparent, facilitative and supportive structure, and are trusted, respected, encouraged, and valued (personalisation through participation).
2. The second element concerns a **professional community**. A professional community involves shared norms and values including the acknowledgment of differences and diversity, a focus on implementation and continuous enhancement of learning in its widest sense (beyond the cognitive/academic) for all students (quality and equity), de-privatisation of practice, collaboration, and strong accountability through critical reflective dialogue, especially that based on evidence based student outcomes. A professional community is autonomous; it has a strong identity based on expertise.
3. The final element relates to a **professional learning community** where there is a presence of a capacity for change, learning and innovation (i.e., moving from bureaucratic dependence to professional and school autonomy and then to collaborative networks) in a global world. One approach to facilitating learning is through the increased use of networks.

Each element and each transition between them is facilitated by an appropriate, differentiated, ongoing, optimistic, caring and nurturing professional development program.

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