CHAPTER TWO

A REVIEW OF RELATED LITERATURE

> There can be no doubting that the quality of educational leadership is central to the quality of our schools. Of the factors which impact on school learning, the knowledge, skills and qualities of our leaders are clearly some of the most important in influencing student outcomes.
>
> ("Leaders' Work" S.A. Dept of Education:Author, 1992:2)

This study into the role of the principal in leading and managing schools offering integration programs represents "beacon" research into the operations of the N.S.W. public education system. Those integration studies which *do* focus primarily on the principal largely emanate from the U.S.A., where the last half-decade has seen an emergent literature acknowledging the crucial role the principal plays in ensuring that integration succeeds for the whole school community. Furthermore, the findings of U.S. research would seem to support the view that principals of schools which integrate students with special needs perform their roles in ways which differ sufficiently enough from those of their colleagues as to warrant notice and description.

It would seem, then, that an investigation of the N.S.W. public school principal's role is timely. Because most Australian studies focus on students, and on teachers', principals' and parents' attitudes, they provide only a part of the "picture". They are valuable of course, but in a peripheral sense. In this review, the outcomes of U.S. studies, mainly

from the University of Indiana (Bloomington) and several other north-western and north-eastern U.S. universities will be discussed as a starting point for inferring possibilities for the N.S.W. public system.

However, before examining educational leaders' work in relation to integration, it would seem appropriate to touch on the qualities of "good" educational leaders in a general sense. It is hoped that this will provide the framework for a closer exploration of whether, where and to what extent there may be differences in the principal's role when integration is added.

Following this review, further studies will be discussed as they apply to each of the six Research Questions for which answers are sought in this particular study.

2.1 CRITERIA FOR PRINCIPAL APPOINTMENT: DO GENERIC CRITERIA ADD UP TO EFFECTIVE INTEGRATION?

Whether the provision of schooling for the student with disabilities takes place in a mainstream or "support" class, the principal's role as an educational leader, a mentor and a model to the staff of the school should be a major focus in his or her work. If this statement is true, then principal selection should, in its turn, be made on the basis of a candidate's fitness to fulfil the role of educational leader, mentor and model.

Principals in N.S.W. were, prior to 1992, appointed solely on the basis of a Seniority-based "List" system, involving an inspection by senior Department of School Education (D.S.E.) inspectors. These officers would recommend that a candidate was deemed suitable to be allocated a seniority number on a series of "Lists" which indicated levels of competence. It is presumed, *but not empirically established*, that the inspection would have focused on a candidate's demonstration of those skills and achievements most likely to result in successful educational leadership, mentorship and modelling.

The "Lists" ranged, for example, from "Primary List 1" (Teacher-in-Charge of a K-6 school with fewer than 150 students, Assistant Principal of a school of up to 250 students, or Executive Teacher of a school of up to 360) through to "Primary List 4" (Principal of a large primary school with enrolments up to 800). Principals attaining higher "Lists" usually moved into senior inspectorial or D.S.E. Head Office positions. Teachers moved up through the ranks by attaining higher "Lists", and waiting for "their number to come up" on each successive "List". When their number did move to the top of the particular "List" they were able to apply for a school at the higher classification. It was the convention that a person did not apply for a higher "List" inspection until he or she was in a substantive position at the lower level for at least a year.

A remnant of the "List" system still exists loosely in relation to the transfer of principals and other school executives, in which principals or executives who apply, or who are nominated for transfer to other schools can be relocated to positions at the same level in schools of the same enrolment classification.

However, the introduction and implementation of the Principles of Merit Selection in 1991, a feature of the "Schools Renewal" strategy following the Scott Review (Scott,1989), allowed an opportunity for teachers and principals to "jump the queue", and attain higher positions without submitting to the conventional inspection process, and without necessarily filling a substantive position at a lower executive level. Merit Selection is now (in 1996) the method used for filling almost all principal vacancies and an increasing number of classroom teacher positions.

Through application for an advertised position, a teacher or principal with qualifications and experience suited to the advertised criteria can, theoretically, be appointed to the principalship of any school at any level. The responsibility for ensuring that the person appointed is the most suitably qualified and experienced for the principal's position rested with the Director of each local "Cluster" of schools until 1995; it

now rests with the Superintendent of each District. The task of making a selection is undertaken by a panel comprising the Superintendent (as representative of the D.S.E.), a peer principal from the District and a member of the school's community - usually a parent or a teacher from the school where the vacancy exists. There is a requirement that at least one male and one female sit on the Panel. The safeguards in place for assuring appropriate selection are the Work Report prepared by the Superintendent from the previous school District, and the use of generic criteria, all of which *should* be met by the candidate. A full transcript of these forms appears in Appendix 2. There were, until 1994, six generic criteria. A seventh was added to establish a framework for the candidate to meet specific criteria for each school, as determined by each local Panel. These criteria were listed in detail in Chapter One, but are summarised as follows:

The candidate should demonstrate *outstanding* skills in:

1. Leadership
2. Provision of quality education (staff supervision)
3. Curriculum management, welfare and equity
4. Decision-making and communication
5. Resource and financial management
6. Staff development
7. Other criteria as determined by the Selection Panel

The first question in focus in this study asks whether these criteria are adequate for selecting the "best" principal for a school offering integration. In relation to leadership skills, the literature is broad indeed. The challenge of maintaining the confidence of parents and students in public education in general, and the individual school in particular, is a significant imperative in the principal's role, particularly in terms of the N.S.W. Department of School Education's Corporate Goals and Purposes Statement (1986) and in the Statement of Duties of School Principals (1992). These documents set requirements for leadership which are philosophically based, emphasising equity and excellence in all aspects of the running of the school, from the development of a school's strategic and management plans to the more esoteric aspects of fostering pride in public education and a high level of professionalism.

More pragmatic pointers to successful leadership can be found in the research literature. Tarter, Hoy and Bliss (1991) conducted research into leadership style among principals to establish which styles were most likely to assist schools towards change. In comparing various styles of leadership, such as directive (outcomes-based), authoritarian, collaborative, and so on, they concluded that:

> Structuring activities, demonstrating consideration, leading by example, and procuring resources may simply not be enough to promote a favourable response to school organisation unless principals have influence with superiors and avoid dominating interactions with teachers. The message to the principal is clear: principals must not only *lead* ; they must *deliver* !(1991:139)

The capacity of the principal to "deliver" was, according to Tarter et al., essentially a matter of maintaining, among staff and the community, a high level of credibility as primarily an educational leader. In an address to principals in 1992, the then Federal Minister for Employment, Education and Training, The Hon. John Dawkins suggested that: "Principals who are most effective are those who keep students' education achievements at the top of their priority list". He further espoused that the administrative demands on the role of principal left little time to ponder on policy, cogitate on curriculum or evaluate ethos. In an environment of resource accountability, Dr Dawkins suggested, "it is little wonder that principals develop a preference for dealing with concrete, immediate and potentially solvable problems" (1992: 24). Noila Berglund, past N.S.W. Deputy Director-General of Education, supports the view that principals should primarily be educational leaders by stating (1992:41) that:

> Teaching and learning have to be the core of all education - but someone needs, in every school, to keep an eye on it - to give it the importance it deserves... Even in the 'alternative view', the Principal must be there, by implication, to make it happen.

Scarnatti (1994) outlined nine essential elements for successful leadership, based on his own and others' experiences as principals. These are (paraphrased):

1. Practise honesty and integrity
2. Work to eliminate fear
3. Demonstrate care and understanding
4. Accept responsibility
5. Develop a service mentality
6. Develop loyalty
7. Be flexible and adaptable
8. Develop listening skills
9. Practise humility.

Scarnatti suggested that these tenets were central to effective leadership regardless of the size of the school or the qualities of the student population. They are "interactive and interrelated" rules (p83), and, he concludes, although this is not an exhaustive list, the acquisition of other traits depends on the foundation created by these qualities. It

would be a rare 75-word advertisement in the D.S.E.'s "School Education News" that sought demonstrated evidence of honesty, integrity and humility over resource management, organisation and public relations!

Of the many proposed lists of leadership qualities, those of Scarnatti can be seen as the most relevant for the principal in an integrating school. The moot question is, to what extent are these nine elements implicit in the generic criteria? The researcher's hypothesis is that, while each *should* be considered essential, many, particularly the elimination of fear, the development of a service mentality, listening skills, care, understanding and humility, are not. In today's schools, the demands on the principal's role to meet curriculum and resource accountabilities may be such that there is little time left to cultivate such qualities. As Burford (1995:10) explains:

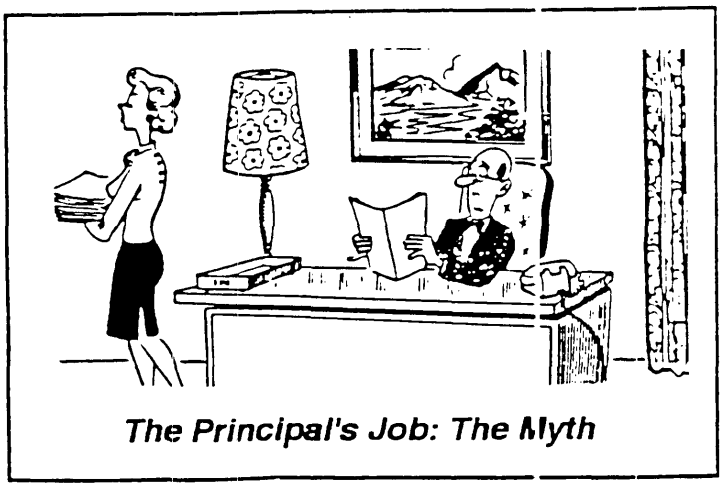
> If we (principals) are to be truly professional we must care, although I sometimes despair of asking, 'Who cares for the carers?' If we cannot demonstrate the characteristics of high carers, indeed, if it is not core to our purpose of leading, I doubt the effects of any other characteristics will matter much. We wil be remembered as principals for how we touch people and for our model of learning, not the wonder of our pedagogical or administrative skills.

In considering the relevance of Burford's "classical" view of effective leadership in schools (that is. that effective principal equals effective educational leader) , there needs to be a less ambiguous definition of leadership in the generic criteria. As it stands, there exists potential for confusion among Merit Selection Panels, who may interpret "leader" as either "manager" or "visionary", neither of which will necessarily result in good leadership. As Moore (1994:94) has suggested of the position in the U.S. :

> Once upon a time, the principal was, in reality, the 'principal teacher', and as such ran the school on behalf of the local community. But the years since World War II have seen an evolution in the school beyond most people's awareness. Women went to work, equal rights went to court, suburban communities burst forth in profusion, school budgets went to two digits, the courts threw out religion and tossed in multi-million dollar transportation budgets for mandated busing, childhood as it was known became extinct, and then the principal became responsible for dealing with it all.

This complexity in the role of principal in the 1990s was the subject of the concluding comments of Berglund's address regarding principals of the future (1992:41). She suggested that the requirement of principals to be both socially sensitive and politically active demanded that, over many other traits, a tolerance for ambiguity was paramount. The addition of integration of the disabled to Moore's list of societal issues would seem to make effective leadership an even bigger "ask".

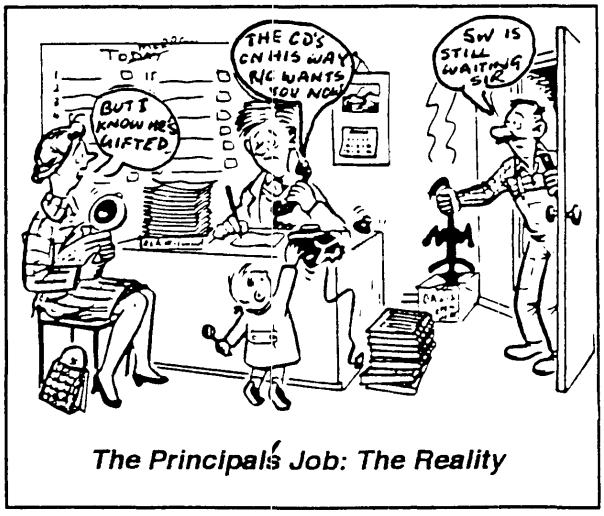
Perhaps it is, as the South Australian Education Department's "Leaders' Work" document (1992) suggests, the case that "leadership does not reside as a right or a privilege in one person, but rather as a shared practice among people in public schools, where specific people have specific roles" (p 1.). If this is so, then the generic criterion of establishing effective decision-making and communication procedures (Criterion Number 4.) should be seen as the highest priority. It is certainly the case that advertisements in "School Education News" (see Figures 9.1-9.4, page 54 for examples from this publication) emphasise collaboration, interpersonal skills and conflict management as a crucial criteria. The role no longer allows time for orderliness and metacognition, as suggested in Figure 8.1, but rather for managing "ordered chaos" as depicted in Figure 8.2.



The Principal's Job: The Myth

"STATELINES" No.20, SEPTEMBER 1992 - Page 3

Figure 8.1: The Principal's Role then...



The Principal's Job: The Reality

Figure 8.2 ... and now.

PRINCIPAL HIGH 1

School: Colyton High School
Ad No: 9/8185

Colyton HS, a coeducational, comprehensive school of 1,000 students, is a staying on and students at risk school with strong commitment to traditional curriculum and OES and vocational courses.

Position Criteria In addition to the general selection criteria for principals, demonstrated dynamic leadership for school improvement. Outstanding personal qualities. Commitment to parent participation and collaborative decision making. Strong organisational, administrative, interpersonal and financial management skills. Sensitivity and commitment to effective student and staff welfare programs. Ability to promote the school in the wider community. Capacity to lead the development of an expanded general and vocational curriculum.

Enquiries: Chris Evans (District Superintendent)
Telephone: (02) 628 5011

Applications: Mt Druitt District Office
Hindemith Avenue
MT DRUITT NSW 2770

NB: This position is readvertised from P 3 Vol.7 No.2. Previous applicants need not reapply.

6 School Education News
28 February 1996

PRINCIPAL CENTRAL 4

School: Boggabilla Central School
Ad No: 9/8381

Boggabilla CS, enrolment 124, 100% of whom identify as Aboriginal, is situated 100 km north of Moree. Joint School/TAFE facilities.

Position Criteria In addition to the general selection criteria for principals, understanding of and commitment to meeting the needs of Aboriginal students. Ability to communicate effectively with, and involve whole school community in decision making. Ability to develop effective teamwork K-12 and ensure appropriate curriculum provision across all grades. Commitment to sound student welfare practices. Ability to manage equity grants/ programs.

Conditions: This position attracts significant locality benefits including an incentive transfer after a qualifying period.

Enquiries: Mrs Lynette Schuh (District Superintendent, Moree)
Telephone: (067) 523 300

Applications: Moree District Office
PO Box 207
MOREE NSW 2400

4 School Education News
13 March 1996

PRIMARY PRINCIPAL 4

School: Urunga Public School
Ad No: 9/8107

Urunga PS (enrolment 299) with an experienced staff and strong community support.

Position Criteria In addition to the general selection criteria for principals, sound interpersonal skills and demonstrated commitment to collaborative decision making. Commitment to ensuring high quality classroom practice and student outcomes. Sound management and financial skills. Proven ability to deal with a diverse community. Success in effectively implementing welfare programs. Commitment to support established school programs, particularly in music.

Enquiries: Ron Phillips (District Superintendent, Clarence/Coffs Harbour District)
Telephone: (066) 431 877

Applications: Department of School Education, Clarence/Coffs Harbour District Office
PO Box 275
GRAFTON NSW 2460

School Education News 7

Blaxland HS is a coeducational school in the lower Blue Mountains area with an enrolment of 1,300. The school has strong ties with its community and there is a strong emphasis on student welfare. Mixed ability learning groups are an integral part of the English KLA throughout the school.

Position Criteria In addition to the general selection criteria for principals, proven interpersonal skills and the ability to provide consultative leadership with staff, students and community. Ability to work collaboratively with a management team and be prepared to examine innovative programs and initiate and manage change where appropriate and relevant to the needs of students and the wider community. A commitment to the development of curriculum flexibility and the promotion of information technology initiatives within the school. Excellent communication skills and capacity for close liaison with the community.

Enquiries: Robert Manwarring (District Superintendent, Penrith)
Telephone: (047) 313 799

Applications: Penrith District Office
Henry Street
PENRITH NSW 2750

28 February 1996

Figures 9.1 - 9.4: Examples of Principal position advertisements
School Education News, N.S.W. D.S.E. (as dated)

A collaborative approach would seem to be particularly important in the management of a school offering integration. In her case study research into the principal's role in integration, Williams (1993) found that the principal's skills in effective communication and collaboration were vital in ensuring that instructional and resourcing programs for integrated students were systematically implemented and evaluated, although she concluded that the time available to principals to fully confer and collaborate was minimal when all other role expectations were added. Meyerowitz (1990) also found, among the five principals she studied, that collaboration among staff was an essential component of effective integration. She concluded, however, that there was a misconception among principals that the collaboration they modelled was replicated at other levels of the schools' staff. She found that genuine collaboration between regular and special education teachers was rare, mainly because teachers' daily work did not allow them time to team effectively.

Hence, notwithstanding the obvious need for principals to create collaborative cultures within their schools, and the inclusion of the skills for collaboration in the generic criteria, it is clear that making the time for staff to carry the shared responsibility through to classroom level remains a problem to be overcome. With the added challenge of facilitating collaboration in a school where integration programs are

offered, the task for the principal is not only to model consultation and teaming, but also to ensure that it is carried through into teacher-to-teacher relationships. For integration is one program which will not long be sustained through the efforts of one party alone - it requires to be owned and implemented by the entire school community.

The second generic criterion for principals, that of providing quality educational programs and improved student outcomes, is accepted as vital, irrespective of the principal selection method. Regardless of differences between schools, students and staffs, the assumption that every child will progress underlies all that teachers and principals do, as it should. Duignan and Macpherson (1991), in discussing the Educative Leadership Project (ELP) initiative, determined that truly educative leaders had a pivotal role in sustaining the quality of learning outcomes by providing the conditions for teachers to reflect on, critically evaluate and experiment with pedagogy. Citing Northfield (1987:47), they reported that these four elements of effective teaching and learning were the responsibility of the principal in relation to teaching and learning:

These were to:

- Create opportunities to allow participants in any change process to reflect on their practice and develop personal understandings of the nature and implications of the change for themselves;

> • Encourage those involved in the implementation of an improvement scheme to form social groups to provide for mutual support during the change process;
>
> • Provide opportunities for positive feedback for all involved in the change; and
>
> • Be sensitive to the possible outcomes of any development process and provide for feedback and follow up so that those involved have the opportunity to discuss and rethink their ideas and practice. (1991:48)

Edwards (1992) supports the view that quality outcomes in teaching and learning are the core of what principals' work is about. While conceptualising the role of today's principals as an amalgam of several key sub-roles (as planners, thinkers, business managers, "people persons", and so on), he proposes that active leadership within curriculum is a "key strength of good principals". He says (1992:32):

> I take the simple view that the principalship has to be about much more than details of management. The real task for principals, for me, is to provide leadership in the crucial area of teaching and learning - as an instructional leader, as a curriculum developer, as a thinker about learning and teaching.

This conceptualisation of the role certainly fits well with what might be required of a principal in an integrating school, since the instructional paradigms and curriculum content differ markedly from those of mainstream programs, and because the learning styles of students with

disabilities can vary significantly from special class to special class, from student to student.

The question remains as to whether such understandings of the role of principal in providing "quality" education are implicit in the generic criterion, or whether it inevitably equates with more pragmatic notions, such as Higher School Certificate (HSC) or Basic Skills Test (BST) results.

Certainly, there is no explicit suggestion in the framing of the criterion that it relates to "improved outcomes for students" outside straightforward,measureable, *academic* achievement. The introduction of an integration program can strongly challenge these conventional notions of excellence, as Figure 10. might imply.

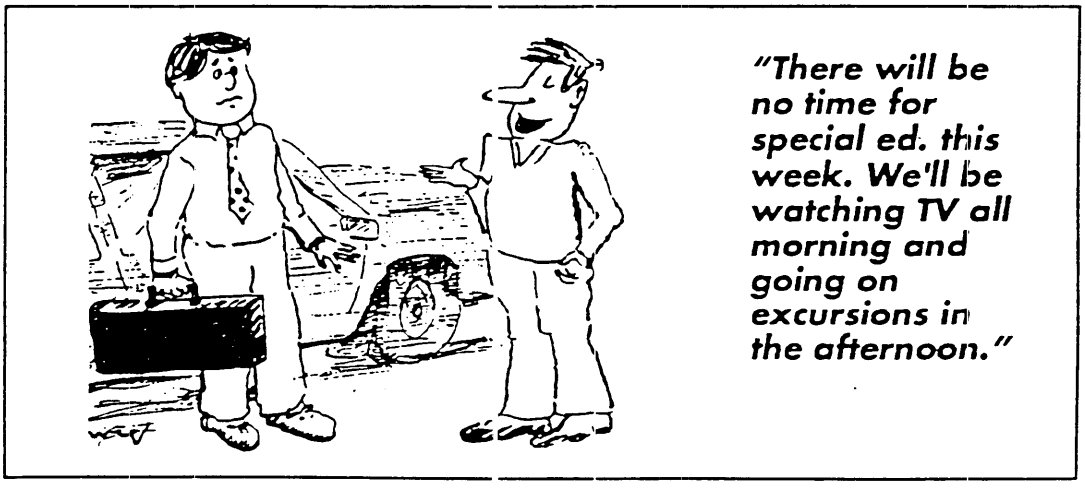


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Figure 10: Special Education Curriculum in focus?

It could be expected that the third generic criterion of managing programs in student welfare would seem to be that which implied a need for demonstrated skills appropriate for managing integration programs. However, this may not be the case. The area of Student Welfare has grown from what it suggests - the welfare (wellbeing) of all students - to include many D.S.E. priorities, including Fair Discipline Codes, Anti-Bullying, Anti-Racism, Peer Support, National Drug Offensive initiatives and programs, in addition to Child Protection, Grief Management, Critical Incident Management, Preventative Drug Education, HIV/AIDS Prevention, SpineSafe, SunSafe and Water Safety to name just a dozen. Figure 11 on Page 60 makes plain the dilemma here.

D.S.E. schools are expected to address these issues across the curriculum and in Policy terms under the banner of Student Welfare. While it could be suggested that integration programs seek to meet the needs of the individual child, and therefore make student welfare a starting point for all planning, the reverse cannot be said to be the case universally. That is, the presence of a ratified Student Welfare Policy within a school is not any guarantee that that school will successfully integrate a child with disabilities. The suggestion then, that this criterion might ensure that a Selection Panel will choose a principal who is committed to, or skilled in managing the issues of integration is plainly optimistic.

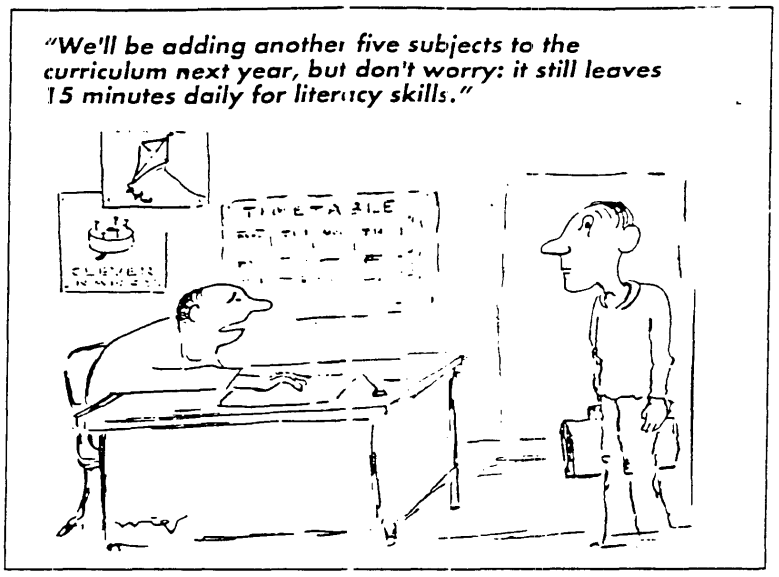

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Figure 11: The Scheme of Things.

Furthermore, decisions will frequently arise for the principal which involve conflict between the welfare concerns for an integrated student and the welfare of the rest of the school. For example, Brennan and Brennan (1988:18) provide an excellent example of this conflict in citing the dilemma of the principal who must decide whether to suspend or expel an emotionally disturbed child for fighting. Principals are frequently

> faced with the legal precedent that they cannot suspend or expel a student when the reasons for that suspension or expulsion are directly related to the student's disabilities. Situation ethics... should play a role in the principal's decision-making process.

Whilst the case cited is taken from an American context where litigation is commonplace, it is nevertheless a reminder that the ultimate responsibility for student welfare is the principal's.

The area of staff training and development (Criterion 6) has always been seen as a pivotal avenue for change; it is increasingly becoming a tool for ensuring that System agenda are achieved. It seems regrettable then, that, at the time when the N.S.W. Department of School Education was introducing its Integration Policy, the potential of staff training and development was not fully utilised to promote and inform the Policy's implementation at principal level in the first instance.

As Ikin and McCulla (1994:26) recently suggested:

> Training and development , increasingly, is being used both to drive organisational change and to support individual career path planning. We have seen a shift from a focus on the priorites of the individual ... during the 1970s and 1980s to a more school-based inservice program; and an integration in training and development of school and individual priorities. The shift reflects a less reactive ("which course looks interesting?"), more strategic ... use of training and development... .

Given the "New Order" of training and development programs, which emphasise "whole person" training - the winning over to an approach/

method/ initiative of *hearts* as well as minds - it would seem that this is precisely the type of staff development required in school-based inservices focusing on integration and disability. According to Diegmueller (1994:10), a proponent of whole-person training models:

> You cannot have a teacher who is forty pounds overweight stand up in front of a classroom and talk about wellness. The same holds true for the teacher who lacks intellectual inquisitiveness or self esteem. Only when teachers are imbued with these qualities themselves will they be able to help their students to attain them. You can't give what you haven't got.

Thus, a principal training his or her staff to accept and contribute to integration, by implication, should, as a minimum, have a strong commitment to the program. The ideal (maximum) basis for supporting staff training would be for the principal to have knowledge about, and experience of special education, in order to provide mentorship to teaching staff giving service to integrated students.

However, once again, this would not necessarily be expected of a candidate for the principalship by a Selection Panel. What is implied by the generic criterion of providing staff training and development is simply that the principal would schedule and coordinate training and development in an equitable way. This expectation is perfectly

acceptable when the training and development is a tool for filtering System agenda down to classroom level, but will likely fall far short in the "winning hearts and minds" stakes.

Indeed Miller (1994) recommends that principals of schools integrating students with disabilities need considerable formal and informal training for the integration themselves, including inservice in the nature of disability and training in providing mentorship, in consulting and collaborating with staff. She found that such training resulted in higher expectations being set by principals for both staff and integrated students. This could be seen as a strong argument for a broadening of the criterion to make principal *knowledge* more focal, such that Figure 12. held more than a grain of truth.

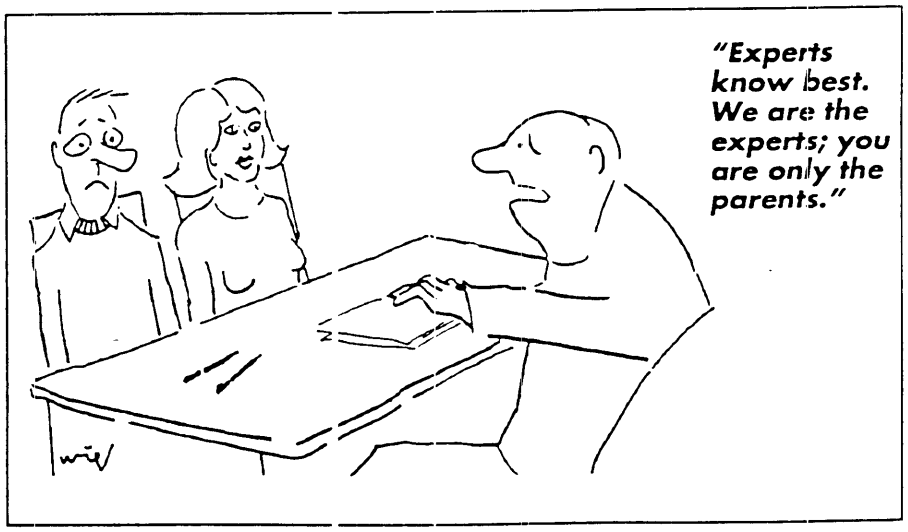

Figure 12: The Principal as Special Education Expert.

The fifth criterion of managing school resources and finances will not be discussed through the literature here; however, the reader may safely assume that it is as important a criterion for managing integration as it is for managing any other aspect of the school's smooth operation.

2.2 PRINCIPALS IN INTEGRATING SCHOOLS - HOW DIFFERENT ARE THEY FROM THEIR COLLEAGUES IN OTHER REGULAR SCHOOLS?

The notion that a "good" principal is "good" no matter where he or she operates is frequently the basis for selection of principals in integrating schools. The extent to which this is true has not been the subject of research in N.S.W. public education. Indeed, the very unpredictable incidence of disability in the population, coupled with the haphazard occurence of requests for students to be integrated have always meant that a student with special needs can show up anywhere, at any time, regardless of how well equipped the school or the principal is for the child's enrolment. Australian studies into principals' attitudes towards accepting integrated students have indicated that issues of knowledge, resourcing and access are very troubling to principals.

For example, leading up to, and immediately following the introduction of the N.S.W. D.S.E.'s Integration Policy, Yola Center and her colleagues at

Sydney's Macquarie University conducted several studies focussing on attitudes, including principals' attitudes, towards the increasing number of children presenting for enrolment in regular neighbourhood schools. Surveying nearly 3,000 principals in government and non-government schools, Center et al. (1985) found varying degrees of tolerance towards integration into the mainstream. Their results indicated:

- that principals with special education qualifications were more accepting of integration;
- that country principals were more accepting than city principals, perhaps due, they suggested, to the lack of alternatives in rural areas; and
- that primary principals were more accepting than their secondary colleagues.

They noted in discussion that, although there was variation in attitude across sub-groups in their sample, there was strong overall support in principle for integration. However, they cautioned (1985:149):

> ...despite advances made in the last decade in acknowleging the civil rights of children, care must be taken to avoid equating progress with implementating policy with promoting educational equality.

These researchers introduced in Australia the "circular argument for integration", that is, that a successful integration program fosters positive principal attitude; however, a program can only be successful if the school community has a positive attitude at the outset.

Center et al.'s findings evidently supported earlier conclusions from a study by Cline (1981) who also equates increased principal knowledge with more positive attitudes towards integration. Cline found that, among his sample, principals with fewer than ten years' experience were both more knowledgeable and more positive than those of longer standing. If this is true, then it is possible that Merit Selection may ensure potentially more candidates reach principalship earlier, and with more positive attitudes, than via the Seniority system.

A Western Australian study by Dolbel (1991) analysed principal's perceptions about integration programs for children with intellectual disabilities, finding that there were fewer misconceptions when principals had some background in special education, and fewer concerns about accepting integration programs when principals perceived that their schools would be appropriately staffed and resourced. She noted also that an increase in reluctance on the part of many principals to integrate accompanied an increase in the severity

(that is, the number and type) of special needs of the student.

Mullinix (1993), in her research into the relationship between principal style and the success of integration programs in the U.S., surveyed 122 teachers to establish how principal attitudes impact upon integration. She found that principal style could predict attitude which, in turn, determined how the whole school community received the integration program. In Mullinix's view, collaborative and participatory principal style could contribute significantly towards a positive attitude to integration.

Working with U.S. principals at secondary school level, Van Horn (1989:1007-A) sought key factors in the principal's role which would assist in managing integration programs effectively. As he explained, it is difficult for secondary principals to effect a truly participatory role in integration, simply because of the size of the school and the legion of competing demands of the role, Nevertheless, he found:

> ...the attitude of principals toward special education was a key factor influencing their (teachers') behaviour... their (principals') symbolic behaviours sent a clear message that special education was important... .

Thus, in respect of the question "How different is the principal of an integrating school from his or her colleagues?", it would seem that, in regard to the effects of attitude, there is a clear difference. For it is unlikely that a negative principal attitude towards, say, History or Mathematics, would be unduly influential across a whole school, while a negative attitude towards integration, it is hypothesised, has the potential to precipitate prejudice, conflict and reluctance in a school.

Regarding the concerns of principals about resourcing for U.S. integration programs, Ward (1994) found that principals did not see this as their role. Whereas they were confident to "own" other resourcing issues related to the school, the introduction of integration was a situation in which principals found themselves without the reins of control, and very much at the mercy of educational bureaucracies. Ward indicated that good management skills were not sufficient; that, in her analysis of principals' perceptions, the values system within the school community and the bureaucracy militated against shared ownership of integration in that it was the one area of education where principals felt hamstrung by external factors and requirements to comply. Here is another potentially burdensome issue that may differentiate integrating principals from their peers. Furthermore, it was the finding of Gameros (1994) that "effective principals believe that their leadership and vision play a critical role in the provision of

services to students with disabilities" (p 332). If this is true, it may be that a significant number of principals in the N.S.W. system would feel "set up" by integration, being, as Ward (1994) has suggested, an area in which they cannot plan or allocate the resource allocations for their schools, but must go "cap in hand" to the D.S.E., year after year, and with no guarantee of being able to "deliver" to their schools in the long run.

It would seem evident from these studies and commentaries that the principal of a school offering integration programs should be more than simply "more of the same", and that the role, while not quintessentially different from that of any other colleague, nevertheless demands a particular intra-personal and inter-personal commitment in regard to the integration program. The troubling questions may be: "Do the generic criteria tap these skills?" and "Are these skills 'trainable?' ".

2.3 WHAT IS THE PRINCIPAL'S ROLE IN AN INTEGRATING SCHOOL?

The role of principals in schools offering integration progams would seem to vary according to the system of education (here in N.S.W., elsewhere in Australia, and overseas; government and non- government

and so on), the style of leadership of the principal, the experiences he or she has had in his or her own teaching career, the level of knowledge in the school, the attitudes of staff and community and diverse other factors.

There are, nevertheless, some commonalities across sites and systems. Firstly, it is clearly the expectation of school communities that the principal *has* a role in integration. While this comment may state the obvious, it is made because, while many initiatives, as diverse as curriculum implementation and playground safety, can be decided upon, resourced and trained for systemically, integration is too multifaceted and too complex a matter, it would seem, to be managed bureaucratically.

At the outset, it is clear that the principal, like Fenton Sharpe's sea captain, is expected "on the bridge" when integration programs are in place. As Gow (1990:50) points out:

> Principals are especially important, because they provide the authority for their staff to plan and implement change and are important motivators. Principals should therefore be kept informed and encouraged to participate in any planning.

Using the term "main-dumping", Gow discusses integration in N.S.W. public schools as an ad hoc process, which has been effected in more "administration-need-centred" ways than in "individual-student-centred" ways (page 41). Her research indicated that D.S.E. demands had initiated change more quickly than any perceived community need might, and that a prevailing "cuckoo principle" had driven the Policy, such that facilities, rather than children's needs, were the determining factor in whether integration would take place. This finding would seem to negate any proactive role for the principal and yet, as the previously cited research has indicated, the principal is expected to have a pivotal role in driving the integration program.

So, what other aspects of the program, apart from planning, have been found to be the responsibility of the principal?

Leibfried (1984:110) suggested that the principal's role in integration is highly significant. Specifically, she indicated that:

> Principals are responsible for setting the tone of their buildings, making key decisions, leading instructional staffs, and maintaining effective programs both inside and outside school doors.

Furthermore, Liebfried suggested that it is only through the ministrations of the principal that there can exist an effective interface between mainstream and integrated students, mainstream and special education staff, and mainstream teachers and integrated students (p111).

Raab (1993), on the other hand, suggested that the U.S. principals involved in her study viewed their roles as more heavily favouring responsibility for organisational matters rather than instructional leadership matters or caring for students. While these principals admitted that this view placed them at odds with the traditional notion of the principal as an instructional leader, they reported that the division of their schools into administrative districts "prevented them from benefiting from each others' experiences in establishing innovative programs and creatively overcoming obstacles" (p.1760). The N.S.W. D.S.E.'s recent restructuring has involved schools' becoming part of very large districts indeed (having approximately 60 schools in each); it would be regrettable, especially for principals, if this structure eliminated the mutually supportive relationships currently existing between regular and special schools in local neighbourhoods, particularly in rural regions. Benson (1990) indicated findings leading more towards the middle ground, reporting that principals in his study were prepared to assume some responsibility, but saw integration as a

shared initiative with staff and governance.They cited their own lack of training as the major rationale for the delegation of integration tasks to other staff.

Gameros's (1994) U.S. study suggested that the principal's role lies more with the creation of school ethos than with administrivia. He found that his subjects saw themselves as providers of an "inclusive" environment, in which diversity was welcomed; high standards of instruction were expected equally of regular and special education staff; high expectations existed for the integrated students; special and regular education curricula were considered comparable; heterogenous classrooms were promoted; and all students had similar levels of access to whatever the school had "on offer". Lenk (1993) found similar role descriptions in her U.S. study. Her subjects thought that the integration programs which succeeded were those which were led by principals who could coalesce an "inclusive" vision and articulate it to the whole community. They saw themselves as primary advocates for the students who were being integrated, and as prime movers in ownership of the integration initiative. Seelaus (1992), Ingram (1994) and Miller (1994) have each reported that, in their studies of U.S. principals as "change agents", it was this crucial role of public promotion of "inclusive" education that fell to the principal.

De Clue (1990) saw principals as much more "hands on" than these three studies would suggest. While she indicates that the symbolic leadership is crucial, her subjects concluded that it was the day-to-day involvement with integrated students that delivered the clearer message of acceptance. However, she reiterated that, in the end, it was up to principals themselves to decide their level of involvement and promotion in relation to integration.

The suggestion of high principal involvement with integration programs comes not only from De Clue. White (1993) also proposes that principals' roles should include supervision of instructional agenda in integration programs. While there was wide variation in her subjects' views, supervision, to them, was a "hands on" matter, whether it involved oversight for access and resources or actual student management. She indicates that it is particularly in the assessment and referral of students to integrated placement that the principal should participate.

Despite Williams's (1993:487) observation that, in relation to managing integration programs, "the job (of principal) is universally seen by participants as one of chronic conflict..." wherein "in day-to-day work, the inherent conflict between the roles of service provider and cost controller present considerable potential for ethical compromise..." , it is

becoming an increasing inevitability in N.S.W. public schools that integration will occur. Hence, the role must be reformed such that, in Williams's (1993: 487) words:

> ...a flexible approach, balancing 'caring' and 'justice' is required, and that the ability to live with ambiguity is essential. Conflict management is a major component of the job, and it is suggested that training in this area be included for future administrators...

Williams (1993) concludes that the role of principal is, in the main, that of a communicator who liaises with all stakeholders in the process of integration to ensure that staff are knowledgeable, evaluation is regularly effected and reported and collaboration continues. Her summary would certainly seem to bring together the ideas discovered through the research reviewed here.

2.4 WHAT DO TEACHERS, PARENTS, THE D.S.E. AND PRINCIPALS THEMSELVES EXPECT OF THE PRINCIPAL IN AN INTEGRATING SCHOOL?

Teachers in N.S.W. schools are currently striving to implement several new syllabi and simultaneously meet the demands of "Agenda '96", a follow-on from "Priorities '94 and '95". The implementation of an

integration program will most likely involve whole school cooperation since children are expected to progress through age appropriate grades, regardless of ability. A more individualised accent on learning and assessment, focusing on stages rather than ages, has demanded that teachers hone their skills of assessment, program design, monitoring and evaluation. It would seem that, with such an emphasis, integration of students with special needs should present no special difficulties.

However, this is not generally the case. Both regular and Special Education teachers see integration as philosophically sound and logistically problematic. Research and review in the efficacy of integration is abundant; a review of integration services in N.S.W. public schools is currently being undertaken (report recently published). Although principals of regular and special schools have been interviewed, their roles did not form a review focus. As before in N.S.W., the principal has yet to be discussed! Furthermore, the efficacy of full integration is being thoroughly examined overseas, with less than supportive results (Baker, 1995; Gerber, 1995; Martin, 1995; Zigmond, 1995). Hence the expectations for the role of principal may, in the light of N.S.W. findings, prove to be even more demanding if it is found to be, as it is overseas, a legally palatible, but educationally bitter, pill.

Nevertheless, in Victoria, where there has existed a "no-choice" policy for six years, tolerances, according to Harvey (1985; 1992), have gradually broadened. The expectation that children would be integrated because there was nowhere else for them to go has resulted in acceptance, although principals in Victoria were seen by Harvey as "victims" rather than "agents" of change to the same extent as were teachers and the students themselves.

Expectations of the role of the principal are possibly best determined by extrapolating from research about teacher and community views regarding integration. After all, when other aspects of the school's organisation go awry, it is generally thought to be "the principal's fault"!

Firstly, there are the legal issues arising here from the Warnock Report (1978) and the resulting Anti-Discrimination legislation of the late '70s and early '80s. The Integration Policy clearly states that the principal is the officer responsible for making the offer of placement. The principal is, furthermore, expected to provide for regular reporting on progress and review of placement. For the teachers' part, there are expectations regarding Teacher's Enterprise Agreement matters (the Agreement expired on 30th November, 1995 and is currently being re-arbitrated in the N.S.W. Supreme Court). These will include class sizes, teacher's aide

(special) allocations and the supervision of indemnities constraining such matters as the dispensation of prescribed medicines. This is an enormous responsibility, and principals rely (some may say, too heavily) on their Departmental employers for legal protection, and on colleagues for advice (Bain and Dolbel, 1991). Katsyannis (1994) provides an interesting discussion on the implications of the U.S. Public Law 94-142: Section 504 for Principals, indicating that the leaders of schools must not simply obey the law, but must be seen to be taking a proactive part in its implementation to avoid litigation (Dragan, 1994).

In their discussion of expectations for the principal's role in relation to interpersonal relationships, Brennan and Brennan (1988) suggest that it is expected of principals that they will understand the demands made on the integrating teacher and "provide perks, such as more planning time, fewer committee chores, longer breaks, more volunteer assistance, or release time" (p17). However, they caution principals to maintain a balance in the delivery of such enticements, implying that too much support demeans the spirit of integration.

In training manuals for principals of integrating schools, Servatius et al. (1992), Burrello and Zadnick (1986), and Tourgee et al. (1992) suggest that the principal develops and espouses a clear philosophy, maintains a

highly visible and proactive presence in the program, and frequently evaluates and reports on the progress of the students therein. This advice is supported by Lasky et al.'s Californian research (1995). Wilcox et al. (1987) instruct secondary principals similarly, implying in their preamble that teachers involved in integration admire and respond to leadership that promotes integration as a special feature - a "plus" - in a school's curriculum.

Parents' expectations, it would appear, vary widely from case to case. While some parents are so relieved to be offered an integrated placement for their child that they gratefully accept whatever is proferred, others, keenly aware of children's rights lobbies, demand as much support as they believe it will take to adequately "normalise" and equalize their children's opportunities for achievement and, ultimately, employment. This range of expectation is reflected in the literature. For example, Thorley et al. (1995) suggest that their research indicates that a school's "caring" attitude towards their disabled child at school is more important to their acceptance of the child's placement than data on academic or social skills mastery. What may be implied from this finding is that parents' expectations for the principal's role are more likely to focus on advocacy than instructional leadership or supervision. Kidd and Hornby found similar attitudes among U.K. parents (1993).

The Movement for Inclusive Education, a parent and advocate lobby group in N.S.W., indicates, in its "Inclusion Network" brochures that what parents want are:

> • Equality for their children
> • The right for their children to have the same options as others
> • Continuity of schooling
> • Real inclusion in education
> • Parent inclusion with the same expectations as other parents
> • Children treated as individuals, not labels or stereotypes
> • Children seen as valued, not as burdens
> • Open dialogue and collaboration
> • A shared commitment to get rid of prejuduce
> • An informed school knowledgeable about rights and inclusive practices
> • Cooperation not confrontation
>
> ("What Parents Want"; Inclusion Network NSW:Author, p2)

If the principal is to lead a school which is able to deliver on these expectations, then the role clearly demands a high level of understanding and knowledge in regard to disability, ethical-legal matters, integration and special education practice. In addition, as enrolments of children with disabilities and special needs in regular schools increase, it will undoubtedly be an expectation of the role of principal that he or she will have the skills to determine, at the outset, how well the school can provide for "continuity" of schooling, implying

that he or she will also need to have thorough knowledge of the *future* learning needs of the child, and these needs may be anything but standard. It is suggested here that this is a significantly different expectation for the principal's role than has hitherto been considered. As Chenoweth (1995:3) points out:

> While policies and legislation are useful and powerful aids to inclusion, they are not enough on their own. It will also require getting the right supports and appropriate resources, and learning new ways to do things if we are to include children with disabilities in our ordinary schools.

Leibfried (1984) states that an essential part of the principal's role in integration is to support parents of children with disabilities (p113), while Bailey (1992) suggests that parents themselves have a role to play in teaching children with special needs, and that the issues of the nineties will more likely be collaboration with parents in planning curriculum for these students, and the coordination of parent tutors timetabled for regular voluntary work within the school's Special Education classes. If this prediction eventuates, then it is probable that expectations for the principal's role will expand further still (Gruenwald and Loomis 1990).

The N.S.W. D.S.E.'s expectations for the principal are clearly stated in the Integration Policy (1987) and have already been outlined in Chapter 1.

The implications for the role in U.S. schools were summarised by Salisbury and Smith (1992) into four major components: eliminating any and all policies which are disincentives to integration; providing adequate time, personnel and resources; expanding options for teaming; and encouraging innovation through the provision of incentives for teachers (p22). In her study into effective strategies for the management of mainstreaming initiatives in Massachusetts elementary schools, Washington (1991) concluded that "the key ingredient is unlimited involvement at the administrative level, and the ability to develop effective techniques for enhancing integration" (p 387). She stressed that encouraging interaction between stakeholders, improving staff attitudes and promoting collaboration were her stakeholders' preferred modes of principal involvement. Van Horn (1989) surveyed directors of education to establish their expectations of their principals regarding integration. His method was interesting in that he asked directors to recommend principals they considered were exemplary managers of mainstreaming schools in order to determine which behaviours they considered necessary for the management of integration. Van Horn's finding was that the principal's attitude towards integration was the single most influential factor in directors' recommendations. Hence, establishing a message of acceptance through the demonstration of a positive attitude would seem to be a crucial

expectation at the senior management level in Van Horn's study.

Finally, the literature provides some indications of what principals expect of themselves, and, importantly, what they *do not* expect. Sebel (1990) surveyed principals and directors of U.S. educational districts, finding that both groups stressed the need for the principal to be capable of maintaining the balance between compliance with systemic demands and meeting local needs - in other words, principals needed to act with a degree of autonomy, judgement and self-reliance. This would certainly be considered an appropriate generic criterion regardless of the system under consideration. Van Berkum (1990) looked at principals' rankings of performance goals for managing mainstreaming programs and discovered the following order of importance (in the principals' opinions):

1. Climate
2. Finance
3. Instruction
4. Curriculum
5. Operations and facilities
6. Improvement and Evaluation
7. Building support
8. Research.

While these rankings may *not* surprise, Van Berkum's concluding comments might. He suggests that, not only do principals view the administration of special education programs differently from the way they would run general education programs; they also *view* the administration of special education differently from the way they actually *practise* their administration. This highlights what could be a generalised problem of principals in relation to integration - that of doing what one ***must***, rather than what one ***ought***. The challenge of living with ambiguity is evident once again in this study. Much of the literature on principals' expectations for themselves appears as cautionary tales, articles written by principals whose "fingers have been burnt" and who seek to pass on their hard-earned wisdom to colleagues. One such article by Idstein (1993) details the hundreds of hours of work and thousands of dollars it cost to "re-segregate" a child whose integration had been a mistake. From managing the conflict with parents through to supporting the harrowed staff, Idstein brings sharply into focus the difficulties and dilemmas daily facing principals of integrating schools. Although it may not appear in the spirit of integration, and although it has not been identified in any research included here, it would seem that, implicit in the personal qualities criteria, the courage to say "No" should be reconsidered in regard to integration. Ultimately, it may not be the principal him - or herself who

must cope with an inappropriate placement decision, but the mainstream teacher and the other students.

On a more positive note, Nickisch (1992) reports a successful role formula for the "different kind of leadership" he proposes when integration is the goal. He strongly recommends that a combination of "hands on" contact with integrated children and their supporting teachers, coupled with an "open door" policy towards parents and the community, make for a successful program. He sees the role, then, as educator, communicator and facilitator (Bowd, 1995).

Van Dyke et al. (1995) made similar suggestions to these, after surveying teachers and principals in U.S. schools successfully integrating significant numbers of children with disabilities (Up to 10% of total enrolment). Van Dyke and his colleagues "fill out" the principal's role a little more by adding the management of school-wide logistics and chairing of a representative "inclusion committee" to the previously mentioned roles. In his case study report on an integration project in rural Queensland, Strube (1990) suggests that no one quality will more enhance effective integration than that of promoting teamwork for, as he concludes (1990:31) that:

> Solutions to difficulties like mainstreaming are more likely to (sic) lie at teachers' fingertips than in the hands of outside

> experts. An examination of the way in which human and physical resources within the school are organised needs to be undertaken. Participative decision making and the involvement of the community in group problem solving should be the norm... .

2.5 HOW IMPORTANT IS SPECIAL EDUCATION KNOWLEDGE AND/OR TRAINING IN MAKING INTEGRATION SUCCEED?

The research of Center and her Macquarie University colleagues has contributed much to our understanding of the principals' attitudes towards integration. Their findings (1985;1988) indicated that principals who had poor knowledge about disability or special education pedagogy had more negative attitudes towards integration, and were more demanding of services (Golden, 1991). These principals more often made their acceptance of integrated students contingent upon receiving high levels of additional resourcing. Furthermore, it appeared that the resource support received in schools led by these principals was not always deployed in the manner in which it was intended - a troubling finding indeed. Bain and Dolbel (1991) recorded similar findings in their Western Australian studies, but indicated that, while principals in their study differed significantly in their levels of knowledge regarding disability, most supported the notion of integration in principle. Dolbel's

own study further found that teachers in classrooms accepting children with special needs perceived that the type and amount of integration occurring in their classrooms was lower than they believed their principals expected. This highlights the need for principals to have a "hands on" role in managing integration programs in their schools, and this role will demand a creditable knowledge of Special Education in all its facets. Cline (1981) found that principals' attitudes towards integration were, at least in some part, a function of their years in administration, with principals of a younger age being more accepting than those of longer standing. This may suggest either that pre-service training in more recent years has included Special Education modules, thus supporting Center's findings; or, it may suggest that principals of longer experience have come across more difficult situations and consequently become more resistant to accepting students for integration because they better understand what is entailed. Leibfried (1984) may provide a partial answer in her references to principals as either purveyors or dispellers of the "mythology" surrounding disability, suggesting that effective principalship in integrating schools must begin with the principal's own values "metamorphosis" (Bowd, 1992). Pirhani and Smith (1985), in answering the question "Should school principals also be special educators?", suggest that there is a necessity for principals to be able to respond to the fullest possible

range of student needs, concluding (1985:5) that:

> It is ... the principal's responsibility to ensure that he or she is fully equipped to make the special education process work, whether this process takes place in a special school or in the regular school... The rapid changes in education ... and special education in particular make it at least desirable that all school principals become special educators, able to lead a coordinated team... .

The expectation that principals will have a good working knowledge of disability and the issues surrounding integration, including ongoing in-service training, is supported by several other studies (Carver, 1992; Gaa, 1992; Johnson, 1990; White, 1993; Ward, 1994; Miller, 1994; Kennedy, 1990). Hence, it appears that "good" practice among principals, in the general education sense, is perceived by most stakeholders to be insufficient for managing an effective integration program. There must be the "value added" component of Special Education knowledge and skills to provide a level of credibility among staff, parents and the community, if the principal is to be successful in responding to the mandate to maintain equal educational opportunities to all the students in his or her school.

2.6 HOW MUCH TIME IS INVOLVED IN SUCCESSFULLY MANAGING AN INTEGRATION PROGRAM?

While no specific studies into the time spent on managing integration were located for this review, it would appear obvious that, if all the role expectations just discussed were filled by the principal of an integrating school, the investment of principals' time would be enormous. Nevertheless, it may be assumed that a leadership style which celebrates difference, rather than simply accepting it, has the potential to be time-economical. By advancing the cause of integration, the principal addresses many other causes - equity, resource adequacy, individualisation, access to broad curriculum, fair discipline and high professionalism, to name just a few. In other words, integration, as part of human rights education, is, put simply, another avenue of social justice, and it is this for which public education purports to stand, and the principal, as the leader of a public school, is expected to support. Therefore, any amount of time allocated to managing integration should be seen as primarily time spent amassing value for all students within the school.

2.7 SUMMARY

This Chapter set out to explore the literature of research and opinion surrounding the principal's role in integration. It was reported that, while generic criteria used for selecting principals in N.S.W. public education do include many essential competencies for principals in

schools offering integration programs, these criteria were not found to be sufficient according to the literature. It was discovered that there were several other key skills, namely Special Education knowledge, understanding of the requirements of buildings and personnel to support integration, a "hands on" style of instructional mentorship, more highly developed collaborative and conflict resolution skills, and the ability to act autonomously, without ignoring legal and systemic mandates. Of crucial importance to the success of integration, and, therefore, to the role of the principal in an integrating school, are a positive attitude, and a strong commitment to the concept of "inclusive" education. These expectations for the role of principal are shared by all stakeholders, with some additional expectations present among different stakeholders. The key issue of in-service training for principals was highlighted throughout the literature, providing strong support for the hypothesis that the leadership training and teaching experiences provided in a mainstream educational environment do not adequately prepare a principal to lead and manage integration programs as effectively or efficiently as they should be led and managed.

The "grounded theory" emerging from this review is that principal selection, induction and training practices in N.S.W. public schools are not currently adequate to meet the needs of principals in integrating schools, their teaching staffs, parents, and, most importantly, their students with disabilities and special needs. Any improvement program to address this requirement should include a broad analysis of the role of the principal in implementing policy and school development with regard to integration, and a clearer, more specific determination regarding key competencies of all principals in N.S.W. public schools.