

**The Management of Change in Primary Education:
Nine Headteachers' Perspectives of their
Management and Leadership Styles through a Period
of Educational Reform.**

Avril Marie Rowley

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Abstract

The primary headteacher's role has always involved two inter-linked and inter-penetrating aspects: the chief executive (managerial/administration) and the leading professional functions first advocated by Hughes in 1976. Since ERA (DES 1988) and subsequent educational reforms in England and Wales, there has been increased activity in both these aspects of the headteacher's role. This study examined the impact of specific government legislation since 1997 on primary headship using a multimethod approach. The Hughes (1976) dual model of headship was applied to a sample of headteachers in Merseyside to ascertain its relevance to modern primary headship. Through the use of postal questionnaires, in depth interviews and the analysis of individual school's OfSTED reports, data were collected which enabled the development of a picture of the strategies used by headteachers in Merseyside to try to maintain a balance between the chief executive and leading professional aspects of their role (Hughes 1976).

Headteachers' management style was studied in the context of the macro, meso and micro factors that affected their roles within school. Macro factors included influence from government reforms and demands from Local Education Authorities; meso factors included organisational structures and control by school governors and micro factors involved relationships with staff in schools and decision-making at school level. The most successful heads in the sample were learning to delegate a great deal of the leading professional aspects of their roles to their senior members of staff. They were using a more coercive method of management to ensure that government initiatives were implemented in their schools. This had, in most cases, led to an inability to use their preferred style of management and had decreased their levels of job satisfaction. The least successful heads were trying to maintain both of the increased aspects of their role by working exceedingly long hours out of school. It was found that although the headteachers in the sample were all affected by the same macro factors, they had started to delegate various aspects of both their chief executive and leading professional sub roles according to the meso and micro factors influencing their particular schools. Through this study, an updated version of Hughes' dual model of headship was developed to incorporate the affects of macro, meso and micro factors to make it relevant to modern primary headship.

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Chapter 1

Introduction

The Policy Context

Education Pre-1988

The Education Reform Act 1988

The 1988-1997 Period

The 1997-2001 Period

The Implications for Primary Headship

The Rationale and Aims for this Study

1. Introduction

1.1 The Policy Context

Since the mid-1980s, the education system in England and Wales has undergone a huge transformation, set in motion by the Conservative government with the 1988 Education Reform Act (ERA) and sustained by further reforms throughout their remaining term of office in the 1990s. It has led to increased accountability to key stakeholders, the devolution of school budgets and more strictly defined appraisal and inspection procedures. Consequently, primary headteachers have had to re-assess their role as the leading professionals within their own schools and rapidly change their style of leadership and management to satisfy demands that are becoming more in line with those of their counterparts in industry (Southworth 1999a; Jones 1999a; Bell & Rowley 2002). They have rapidly become “professional managers” and adopted line management structures, through the establishment of senior management teams, to cope with the process of goal setting and school development planning (Bottery 2001).

The momentum of reforms has not changed pace since the election of the Labour government in May 1997 and heads in primary schools have been faced with new challenges which must be carried out under the added strain of shifting priorities and a higher degree of accountability (Ball 1999; Chaplain 2001). This study aims to investigate the significance of the changes to the education system during this period of reform and the resulting effects on primary headteachers. To achieve this, it is important to begin with a brief examination of the history of education in this country and its impact on school leadership.

1.2 Education Pre-1988

Although school attendance has been compulsory in this country since 1870, it was not until over one hundred years later, in 1988, that the government intervened to set up a statutory curriculum (Basini 1999). The original purpose of schools in the class-based society of the 19th century was to morally socialise pupils to realise their “class destinations” and, as such, the headteacher’s role was to provide an example of moral and cultural leadership for both their staff and pupils (Grace 1995). The state maintained a laissez-faire attitude towards school curriculum matters in line with the political economy of the time, thus allowing heads autonomy in the internal running of their schools. This advanced the tradition of heads as charismatic, paternal figures with the authority to act independently within the context of their own schools (Gunter et al 1999).

This situation remained largely unchanged until the end of the Second World War when the state introduced a number of welfare reforms to provide a “land fit for heroes” whereby all members of society were deemed fit to receive a minimum standard of health, housing and education. These reforms included the Butler Act of 1944 which, breaking with the philosophies of previous laissez-faire doctrines, stipulated that Religious Education be taught in schools throughout England and Wales (Basini 1999). During this period, headteachers evolved from the more authoritarian figures of the past to become “social democratic” headteachers (Grace 1995). Their purpose was to be “trusted standard bearers”, delivering the new vision of education to their pupils (Bottery 2001). Headteachers continued to have total autonomy in the areas of culture and pedagogy (Coulson 1974), although they were guided in the most part by their staff in curriculum matters (Bottery 2001). The only constraints on headteachers were in the areas of financial control, resources, staffing and pupil allocation, which were the responsibility of

the local education authority (LEA). Clegg and Billington (1997) state that:

"While this division of power and responsibility between headteacher and the local education authority (LEA) was generally clear, it was not a situation which satisfied a number of influential groups or individuals."

(Clegg and Billington 1997:7)

Headteachers were able to structure their school and develop an ethos in line with their own personal identity and value systems (Kogan et al 1984). They were seen as leading professionals with the power to make changes within their own schools, but had no managerial power to actually instigate changes in resourcing, staff, pupil intake or finances (Musgrove 1971). Decisions for these areas remained the responsibility of local education authorities with heads acting as administrators of any changes or decisions made. Grace (1995) states:

"The authority of the headteacher as school leader for most of the social democratic period was premised upon notions of professional leadership and of administrative leadership but not, in any fundamental way, upon managerial leadership and managerial capacity."

(Grace 1995: 16)

In 1969 the first of many Black Papers was produced, which exposed serious deficiencies in the English schooling system and its ability to prepare pupils for the world of work (Clegg and Billington 1997). The issues raised were again highlighted in the Ruskin Speech made by Labour Prime Minister James Callaghan in 1976, where he stated that there was considerable public concern about the "secret garden" of the curriculum and the resultant poor standards of English students when compared with the achievements of other European countries (Basini 1999).

Measure	Details	Significance
1980 Education Act	<ul style="list-style-type: none"> • Parental preference for schools introduced • Appeals process established • Parents to participate on schools' governing bodies 	Beginnings of schools as 'providers' competing for custom of 'consumers' in 'education market'
1981 Education Act	<ul style="list-style-type: none"> • Special Educational Needs (SEN) replaces all categories of handicap • SEN children to be educated in mainstream schools • Parental involvement increased in statementing process • LEA responsibilities for SEN outlined 	Introduced a new concept of 'special needs' - break from established tradition of 'handicap'
1986 Education (2nd) Act	<ul style="list-style-type: none"> • Increased duties and responsibilities of school governors • Change in composition of governing bodies • Increased accountability of teachers to governing bodies 	Increased influence and accountability of governing bodies
1988 Education Reform Act (DES 1988)	<ul style="list-style-type: none"> • Introduction of the National Curriculum and assessment • National Curriculum Council (NCC) and School Examination and Assessment (SEAC) established • Local Management for Schools introduced • Inner London Education Authority (ILEA) abolished • Provision for transfer from LEA to Grant Maintained status 	First time curriculum centrally imposed whilst funding becomes responsibility of individual schools

Table 1.2.1: Education Reforms introduced by the Conservatives before 1988

The debate about educational standards continued into the late 1970s. Government concerns were growing as the globalisation of markets highlighted that Britain was performing poorly in comparison to other economies - especially the Tiger economies of the far east (Bottery 1999a). The Conservative government saw this as a direct result of low educational attainment of pupils which they attributed to the lack of accountability of headteachers and LEAs in the delivery of an adequate curriculum. It was during this period that the traditional view of headship was called into question. Gunter et al (1999) state:

"...the popular concept of the headmaster as the "captain of the ship" possessing authority by virtue of position and personal qualities thus started to shift at this point, and the notion of professional competence and a wider understanding of the school entered the forum."

(Gunter et al 1999: xiii)

The government attempted to address these issues through the introduction of a number of policies in the early 1980s (outlined in Table 1.2.1) which saw the emergence of an educational marketplace (Bell et al 1996) with increased parental choice, additional responsibilities for

governors and the heightened accountability of heads and staff to governors. The notion that all children were entitled to a broad and balanced curriculum, regardless of ability was beginning to be reflected in government policy (MacGilchrist 1990). In 1985 a White Paper, *Better Schools*, (DES 1985) was published detailing government proposals to completely revise the education system, including the measure to introduce a national curriculum. This document, combined with results from research such as the Junior School Project (Mortimore et al 1986) which outlined the importance of quality leadership for school effectiveness, informed the 1988 Education Reform Act. Chitty (1992) said of the Conservative reforms of the 1980s:

“Conservative reform of the education system in the 1980s was embodied chiefly in the Education Reform Act 1988. This landmark piece of legislation represented the first substantial challenge to the system constructed at the end of World War Two, introducing to it such concepts as a national curriculum, local management of schools, grant-maintained status and city technology colleges. It has significantly altered the education system of England and Wales.”

(Chitty 1992:31)

1.3 The Education Reform Act 1988

The Education Reform Act (ERA) (DES 1988) was a watershed in educational policy making in this country and has been described as *“one of the most significant education reforms of this century.”* (Moon 1991:ix). It heralded a new era in government education policy, where the curriculum came under the control of central government. Responsibility for finances was devolved to individual schools, the role of LEAs was reduced and the role of governing bodies increased (Mortimore et al 1993). The National Curriculum was seen by many as the most important, yet cumbersome, measure introduced by the Act (Hayes 1993). The then secretary of state, Kenneth Baker, had five objectives for the National Curriculum:

1. To raise standards in education across the country.
2. To enable teachers to plan more carefully.
3. To provide parents with accurate information about what their children did in school.
4. To make subject coverage uniform throughout the country.
5. To encourage teachers to help individual pupils fulfill their potential.

(Baker 1993)

The National Curriculum (DES 1988) was prescriptive about content and methods of teaching and many heads saw their role as the “developers of their own curriculum” change to that of the “implementer and manager” of the government’s curriculum (Southworth 1998). As Southworth states:

“They changed from being curriculum architects and designers to curriculum deliverers.”

(Southworth 1998: 65)

Although the ERA became synonymous with the imposition of the National Curriculum, it was responsible for other revisions that completely restructured the education system in England and Wales. Mortimore et al (1993) summarise it as such:

"The central plank of government policy embodied in the ERA was to promote the concept of the 'market'."

(Mortimore et al 1993: 8)

The creation of this market included the introduction of the Local Management of Schools (LMS) scheme, the aim of which was to transfer responsibility for funding from the domain of the LEA to individual schools. LMS revolutionised the way that schools were financed through a Common Funding Formula which took into consideration a number of factors, including numbers of pupils in the school and the socio-economic characteristics of the area of intake. For the first time, schools had to draw up their own spending priorities for which they were accountable to parents and governors. Johnson states that the Act:

"In educational, managerial and political terms [ERA] sits at the opposite end of the continuum to its highly influential predecessor of 1944. Effectively the all-powerful local education authority was dismantled as the management of the schools in its area was devolved to the schools themselves in the form of their governing bodies, who were now motivated to be more responsive to the school's customers."

(Johnson 1999: 143)

The ERA also introduced open enrolment, which increased parental choice, and grant maintained status for schools wishing to become completely independent of their respective LEAs. This necessitated that schools become more market conscious, more preoccupied with image and responsive to the needs of their "clients" (Hargreaves and Fullan

1998). In this period of accountability and the educational marketplace, the headteacher's role was evolving still further to become that of an administrator of change externally imposed (Grace 1995). Many heads felt that the increasing pressures from the implementation of all the changes introduced by the ERA were diluting their curriculum leadership responsibilities, diminishing their choices of ideologies and increasing their workloads (Webb and Vulliamy 1996b). Heads were having to evolve into "super-managers" and reduce their leadership dramatically (Gronn 1996). The ERA saw a huge change in the role of the headteacher from a patriarchal, moral figure to that of a "market headteacher" requiring entrepreneurial and financial expertise (Bottery 2001). As Bottery states:

"The headteacher moved from being a primus inter pares educator, to someone more like the chief executive of a business."

(Bottery 2001:209)

1.4 The 1988 - 1997 Period

The 1988 ERA raised the public awareness of standards in education and in its aftermath came a plethora of reforms which continued to change the face of education in this country. Schools and headteachers were finding it difficult to cope with the effects from one set of changes when another was introduced (Table 1.4.1). As Glatter (1999) states:

"The public profile of education has risen sharply since the early 1980s, with the result that successive waves of 'reform' have been introduced in apparently shortening cycles, often before the previous reform has been properly evaluated and without intention of building upon the knowledge and expertise gained from it."

(Glatter 1999:254)

Government measures for education introduced in the early 1990s modified the basis laid out in the ERA. There were a number of revisions of the National Curriculum with the requirements refined and streamlined until Dearing's Report, *The National Curriculum and its Assessment*, of 1994 which stated that everything should remain as it was for a further five years, to allow time for standards to be affected (Shaw 1999).

Legislation reinforced the concept that education was a service provided for the benefit of customers or clients. The white paper, *Choice and Diversity* (DES 1992) identified five themes central to the new education system: quality, choice, diversity, autonomy and accountability. These themes became the driving force behind Conservative educational reforms. Headteachers were made increasingly more accountable through the introduction of new inspection procedures, under the auspices of the Office for Standards in Education (OfSTED) and school league tables, both set up in 1992. When "Special Measures" was introduced as a category for failing schools in 1993, many heads were already feeling

the strain of managerial overload and opting for early retirement (Draper and McMichael 1998).

Measure	Details	Significance
1991 School Teachers Pay & Conditions Act	<ul style="list-style-type: none"> • Teacher appraisal set up • All teachers legally required to take part in appraisal • Process cyclic over 2 years • 4 components to process: classroom observation; appraisal interview; appraisal statement and review meeting. 	Increased accountability for teachers through evaluation and reviews
1992 Education (Schools) Act	<ul style="list-style-type: none"> • Office for Standards in Education (Ofsted) and Office of HM Inspector of Schools in Wales established • School inspections every 4 years • School League Tables introduced 	New, more regular system of inspection set up to inform parental choice
1993 Education Act	<ul style="list-style-type: none"> • Funding Agency for Schools established (Funding Council for Wales) • Simplified arrangements for transfer to GM status • Failing schools to submit to 'special measures' • Indefinite exclusion abolished • NCC and SEAC replaced by School Curriculum and Assessment Authority (SCAA) • Time limits for statements for SEN • Sex education compulsory in secondary schools 	Further financial powers given to individual schools whilst accountability increased through inspection system
1994 DES Code of Practice - The Identification and Assessment of SEN Common Funding Formula pilot for GM schools	<ul style="list-style-type: none"> • Set out the concept of a continuum of need • SEN should have maximum access to the National Curriculum • Most SEN children to be educated in mainstream schools • LEA should be involved in meeting needs of pre-school children • Partnership between schools, parents, LEAs and other agencies for assessment and provision • Common Funding Formula piloted with 5 LEAs 	Definition of three school-based stages of assessment of special needs with emphasis on the SEN coordinators' role
1996 Nursery Education and Grant Maintained Schools Bill Dearing Report	<ul style="list-style-type: none"> • Voucher Scheme for pre-school education • GM schools permitted to borrow against assets • Streamlined National Curriculum - with no change for 5 years 	Further moves towards 'marketisation' of education Dearing streamlined NC guidelines with no changes for 5 years
1997 Education Act	<ul style="list-style-type: none"> • Changes to school discipline • Changes to admissions policies for schools • Curriculum changes informed by the Dearing Report 	Becomes more difficult to exclude disruptive pupils

Table 1.4.1: Education Reforms introduced by the Conservatives post-1988

Strategic planning was becoming an important part of primary headship. Although not completely new to education, it had previously been the domain of the LEA. With the augmented accountability involved in education, planning for curriculum and whole school development was now an essential part of a head's repertoire. Bell (1998a) states:

"...for schools to cope with an uncertain and turbulent future, an alternative approach to planning is necessary. This should consist of moving towards, although not always achieving, a series of short-term objectives

which are consistently reviewed on the basis of the best available information."

(Bell 1998a: 449)

By 1997, the Conservatives had succeeded in further "marketising" education through the increased responsibilities and accountability of school governors in line with shareholders of companies (Creese and Earley 1996). The creation of school choice had led to a "parentocracy" which decided which schools succeeded and which failed (Brown 1994). Schools with higher results attracted more children and, with funding allocated according to the number of pupils on schools' rolls, this dictated standards in education (Bell 1999b). In addition, the ability for schools to "opt out" of local authority control, the publication of results and the advent of LMS had all contributed further to making the success of schools subject to market forces rather than the responsibility of LEAs (Bottery 1992).

When the Conservatives were elected out of government, they left behind a Bill proposing the introduction of vouchers for nursery education, which would, in effect, allow parents to choose a private or state school for their child, through the provision of credit notes (Johnson 1999). This once again demonstrated the Conservatives' intention to establish an education system based on individualism (Bell & Rowley 2002). When Labour came to power in May 1997, many observers waited with anticipation to see them fulfil their election promise of improvements in education.

1.5 The 1997 - 2001 Period

"The policy agenda of the Labour government embodies both continuities and discontinuities with the policies of its Conservative predecessor."

(Simkins 1999: 267)

One of the first steps that Labour took on their election to office in 1997 was to declare its commitment to raising standards in education. In the White Paper *Excellence in Schools* (DfEE 1997) it set out the main objective - to focus on standards not structures through the setting of targets for improvement in *"teaching, learning and leadership."* It stated clearly that it was the direct responsibility of the headteacher to ensure that their schools were a success (DfEE 1997). Labour's proposals demonstrated an attitude of total reliance on heads to manage reforms to their schools resultant of government directives (Southworth 1999a).

The onus on raising standards to overcome social disadvantage and improve economic performance initiated much of the government's reforms in education (outlined in Table 1.5.1) some of which continued the trend towards an education marketplace - such as the further delegation of funds to schools. In contrast, others increased central government control over the internal running of schools (Simkins 1999). These measures included:

- Target-setting through more tightly regulated national outcomes.
- Prescriptive teaching methods through the introduction of the Literacy and Numeracy strategies.
- Limits on class size.
- More stringent inspection and intervention procedures for failing schools.
- Performance Management and the link between teachers' pay and children's results.

Headteachers were entering a period where they would be judged by their schools' results, evolving into "outcomes headteachers" who would need to have the entrepreneurial skills required of a manager in addition to the ability to "monitor, evaluate and manage teacher and pupil standards which are defined elsewhere" (Bottery 2001: 210). The heads' role in maintaining standards is explicit through the guidelines set out for OfSTED inspections and the National Professional Qualification for Headteachers (Teacher Training Agency 1997; Southworth 1999a; 1999b; OfSTED 1999).

Measure	Details	Significance
1997 Education (Schools) Act National Professional Qualification for Headship (NPQH) White Paper: Excellence in Schools	<ul style="list-style-type: none"> Abolished the assisted places scheme Abolished Nursery Vouchers Scheme Training programme for aspiring and new heads introduced (NPQH) Emphasis on the importance of Literacy and Numeracy 	Reversal of previous legislation by Conservative government and pledge to improve standards throughout education
1998 School Standards and Framework Act (SSFA) Education Act	<ul style="list-style-type: none"> Targets to be set for schools to aim to improve test results Education Action Zones set up to provide extra funding in disadvantaged areas Changes to teacher appraisal system New arrangements for admissions and appeals Stricter guidelines on the exclusion of disruptive pupils from schools Home School Agreements established Changes in schools status and funding Literacy Strategy Numeracy Strategy 	Extra requirements for the running of schools. Increased accountability of schools and heads for children's performance in tests
1999 Green Paper: Teachers Meeting the challenge of change	<ul style="list-style-type: none"> Changes to teachers' pay structure Introduction of Advanced Skills Teachers Proposals for more classroom assistants Financial bonuses for schools showing improvement in pupils' performances Fast track system for best graduates and teachers Improved teacher training proposed More rewards for headteachers Improvements to staff facilities in schools 	Radical changes to way in which teachers are paid. Performance management means teachers must be more accountable and this is linked to their pay
1999 Excellence in Cities	<ul style="list-style-type: none"> Measures to improve inner city education 	Acknowledgment that inner city areas have particular problems that are singular to them and affect their performance in the National League Tables

Table 1.5.1: Reforms introduced by Labour since 1997

The responsibilities of headteachers were extended to include the monitoring and evaluation of curriculum development, tighter staff appraisal and the linking of pay to individual and school performance

(DfEE 1998a). Financial rewards were put in place for schools that reached targets, thus giving heads and their schools the incentives to achieve in contrast to the previous government's tendency to coerce schools to improve performance (DfEE 2001). Education under Labour has become a means for improving economic growth. It will give individuals the opportunity to achieve educational and professional qualifications that will enhance their employability and make them more productive citizens (Bottery 2001; Bell & Rowley 2002).

1.6 The Implications for Primary Headship

As previously outlined, primary headship has undergone enormous transformation since the 1980s (Southworth 1995a; 1999a; Bush 1999; Chaplain 2001). The core purpose of headship has changed from that of leading professional in schools, to acting as the managers of change in what has become, in essence, the business of education in a market dictated by central government control and parental choice (Bottery 2001). The trend is now towards self-managing and self-improving schools with an increasing workload involved with both aspects of the role (Bell & Rowley 2002). Self-management involves financial planning, meetings, reporting to governors and funding bodies and the pressure of accountability to key stakeholders. Self-improvement requires target-setting, and the quality assurance of teaching and learning (Southworth 1999a; 1999b).

To carry out all that is required to maintain their school's equilibrium, heads have had to develop a wide range of strategies to enable them to cope with the pressures of modern headship (Jones and Connolly 2001). These pressures have led in some cases to "work overload" and job dissatisfaction (Cooper and Kelly 1993; Chaplain 2001). The largest single factor that has increased pressure on headteachers in the last fifteen years has been the management of change. Change is difficult to deal with when self-imposed, but when it comes from a source beyond an

individual's control it can be a huge stress factor (Southworth 1999b). As Chaplain (2001) states:

"Headteachers spend a significant amount of their time managing change. Some of the changes have been imposed. Such changes have had to be incorporated into schools' priorities and planning and could easily be sent off course by additional sudden changes or uncertainties."

(Chaplain 2001: 207)

The question remains, how many heads are actually managing change and how many are being managed by change?

1.7 The Rationale and aims for this study

The purpose of this study is to investigate the management and leadership styles of nine primary headteachers in Merseyside over the period of change from May 1997 to May 2001. As previously noted, this has been a time of huge educational transformation in the schools system in England and Wales which has had a direct impact on the nature of primary headship. Research in education management, as will become apparent later in the literature review, has rarely dealt specifically with primary headship and there are very little data available to inform work in this area. With this in mind, this study set out with the aim of redressing this imbalance through the:

1. Identification of headteachers' own perceptions of their leadership and management styles.
2. Evaluation of the effects of education legislation subsequent to the election of the Labour government in May 1997.
3. Analysis of senior management structures in primary schools in the context of headteachers' management styles and staff supporting roles.

4. Assessment of the impact on primary school management of LEA targets for individual schools.
5. Assessment of any conflicts arising from the effects of the new legislation on heads' roles as chief executives and leading professionals within their schools.

The following chapter includes a review of the literature that already exists on the subject of primary leadership and management. It will present some of the theories that have been formulated to describe how heads should lead and manage their schools and how they bear relevance to the practice of primary headship. The aim is to lay the conceptual foundations for this study and show its relevance to modern primary headship. There are many theories about headship, mostly concerned with secondary school heads' experiences, already in existence. This study will examine these theoretical models to find an appropriate interaction between them and the empirical investigation of how primary headteachers in Merseyside have dealt with the period of change from 1997 to 2001 (Fidler 1997).

Chapter 2

Literature Review

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Studies into Primary Headship

Theories of Primary Headship

Leadership and Management Theories

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Theories of Educational Management

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2. Literature Review

2.1 Introduction

In the current climate of radical educational change, educational leadership and management are the subject of much public conjecture and academic debate (Southworth 1999a). Many issues and challenges compete for attention and there arises the need for further well-directed, detailed research into the changing face of school headship (Hughes 1990; Southworth 1995a; Bush et al 1999). This chapter will review the existing literature on primary headship, with the aim of identifying its weaknesses and inadequacies. Many theories about educational management exist and were defined in the early years of the development of the field (Bush 1999). This may mean that some references are dated but by including them in this chapter, an attempt will be made to set an overall context for this study. This chapter is by no means an exhaustive study of the literature available on the subject of educational leadership and management. The aim is to give a general overview of the literature and in doing so, show how the deficiencies in these publications will be addressed by this research project.

The first section of this chapter traces the development of educational leadership and management literature in this country to establish the research context on which this study is based. The second section reviews the major studies that have so far been carried out into primary headship in this country and leads into section three which discusses the literature dealing with theories of primary headship. The aim in these two sections is to demonstrate how this study supports or disputes the findings of other researchers in the field of primary school management. This enables the identification of areas for further research that will be covered by this study.

The fourth section of this chapter will discuss the concepts of 'leadership' and 'management' in an educational context. Both leadership and management are widely used terms in reference to headship but there appears to be little agreement about the actual meanings of each word (Bolam 1999). Many differing ideas exist about leadership and management which incorporate the concepts with both descriptive and evaluative components (Halpin 1969). It is important to clearly define these terms, as they have a direct bearing on the focus of this study and encompass connotations of both the behaviour and the evaluation of the person in the role.

In an attempt to clarify the ambiguity that surrounds the terms educational 'leadership' and 'management', this section has been divided into five sub-sections:

1. The theories of educational leadership.
2. The headteacher as the leading professional and chief executive.
3. The official view of educational leadership.
4. The theories of educational management.
5. The link between leadership and management as related concepts.

The final section deals with issues arising from the literature review and how these will be addressed by this study.

2.2 An Overview of Educational Management Literature

The theories about headship that have been developed over time are largely based on experiences in secondary schools or in elementary schools in America and Australia. Extensive research in Australia has led to the establishment of a *Descriptive Profile of Australian School Principals* (Chapman 1984) which details information, such as personal backgrounds

and qualifications, about school principals. No such database exists in England and Wales.

In 1988, Caldwell and Spinks published "The Self-Managing School" which was based on the study of schools in Australia, Britain, Canada and the United States which were involved in initiatives in self-management (Caldwell & Spinks 1988). It described the experiences of principals in schools in Australia which had been the first to adopt the self-management model and helped ease the transition for the many schools that followed their example, both nationally and internationally. Data for the study were collected from the Effective Resource Allocation in Schools Project (ERASP) between 1982 and 1985. ERASP carried out a nationwide survey to ascertain resource allocation to schools, case studies in Tasmania and South Australia and the design of a comprehensive programme for school-based resource allocation.

The resultant publication by Caldwell and Spinks (1988) provided a model of the 'self-managing school' based on the study of highly effective schools. The selection of schools for the sample was through a modified version of the 'reputational approach'. The decision over which schools' reputations would make them suitable for the study was made by two panels of judges already involved in education and inspection roles in the regions. Selected schools were then invited to take part in a series of seminars and a cyclical self-evaluation process. The weakness in this approach to data collection was its subjective nature; the focus on success with omissions of failures and the concentration on assessment of the effectiveness of the implementation of the programme. Thus, the study did not provide an insight into headteachers' perceptions of their roles during the process or how they were coping with the changes involved.

In 1998, an updated version was published which discussed the policy of self-management put into practice (Caldwell and Spinks 1998). Although there are marked similarities between self-management of schools in Australia and the experiences of LMS in England, in Australia, the focus has been far more on the 'devolution' of policy powers to school councils. In England, the focus has been on the 'decentralisation' of decision making on financial resources (Caldwell & Spinks 1998). Both of these texts have been useful as comparative studies into self-management in schools across a number of countries, but the broad scope of the data required to serve this purpose has led to a slightly diluted version of the UK's individual experiences.

In the USA, research into education management is carried out under the auspices of bodies such as the American Educational Research Association and the National Centre for Educational Research. Since the early 1970s, school effectiveness and school improvement research have been specialities and have resulted in a huge body of knowledge on these subjects (Reynolds 1990). As early as 1969 Carver and Sergiovanni wrote on the leadership of school principals (Carver & Sergiovanni 1969) and their role in the effectiveness of educational institutions. In 1996 Richard C. Wallace, JR. wrote about the concepts of vision and visionary leadership in the Pittsburgh schools, in which he played a major part himself (Wallace 1996). These studies, although valuable as a reference, bear no resemblance to the field of headship in this country.

Many US studies emphasise the importance of *instructional leadership* for elementary principals (De Bevoise 1984; Hallinger & Murphy 1985). This concept encompasses the actions a principal needs to take to achieve the task of running the school and promoting the progress of pupils. In their wish to maintain smooth-running schools, principals were found to be willing to challenge existing assumptions about education to improve teaching and learning (Blumberg & Greenfield 1986). Principals in the US

closely monitored the performance of their staff and pupils and were knowledgeable about the curriculum to the extent that they were able to guide their staff through the use of praise and positive reinforcement (Hallinger & Murphy 1985). These studies are now outdated and of little relevance to education in the late 1990s and early twenty-first century.

More recently, emphasis has been placed on the extent to which principals are able to influence school effectiveness and pupil achievement and the methods by which they achieve it. The link is made between the leadership, school processes and outcomes. The theory behind this is that schools, being complex organisations, have a web of relationships which can be affected by the actions of the leader (Hallinger & Heck 1996b; 1999; Leithwood 1994; Leithwood et al 2000). School leaders play a key part in maintaining the vision for the school but little attention has been paid in these studies to how the rest of the teaching and management team contribute to it. The picture portrayed of school leadership shows only the experiences of American principals that are not transferable to the UK context.

In the UK, most educational management theories have been based on experiences and practice in secondary schools with acknowledgment to the fact that these are complex organisations undergoing change. Hargreaves (1972) identified eight areas of role conflict of secondary heads and their middle managers that are caused by changes and micropolitics in schools. As early as 1976, Hughes stated that secondary heads were changing from traditional heads to 'chief executives' and 'leading professionals'. He based his findings on interviews undertaken with 72 secondary heads and a stratified sample of teaching staff and school governors. He maintained that the chief executive and leading professional aspects of a head's role, although two distinct entities, were inter-related and subject to influence by both external and internal factors. This dual model of headship was reiterated by Ouston (1984) in her

examination of the role of secondary school heads. She found that the chief executive and leading professional aspects of a head's role were inextricably linked. The Project on the Selection of Secondary Headteachers (Morgan et al 1983) also placed an emphasis on the dual role of headteachers. It stated that secondary heads were important professionals in schools and performed a complex set of functions. As such, they were worth investing in. Unlike Hughes' dual model, however, the Morgan et al study (1983) showed that there was a marked delineation between the chief executive and leading professional aspects of the head's role. (The headteacher's role in relation to its chief executive and leading professional aspects will be discussed in further detail in section 2.5.2 of this chapter).

Lyons (1974) worked in sixteen large secondary schools and stressed the importance of maintenance tasks in the role of secondary heads. Little was mentioned about the management of change within schools and the head's day was seen as being made up of fragmented, disconnected tasks to achieve the smooth running of the school. The experiences of these secondary heads were far removed from those of primary headteachers who had smaller sites and fewer pupils and staff to co-ordinate.

Many studies into headship before the 1980s was based on the Leadership Behaviour Description Questionnaire (LBDQ) and the Organisational Climate Description Questionnaire (OCDQ) widely used in America (Hughes 1990). This began to change in the 1980s as many researchers started to use observational and diary studies to better understand the role and tasks of secondary heads. Webb and Lyons (1982) based a study around the diary of the administrative duties of heads and senior teachers in large comprehensives. They found that there was a high degree of role confusion and frequent interruptions to daily tasks leading to stress and harassment amongst secondary school

staff. Although the methodology was transferable to the primary school setting, this study still focused on secondary heads and, therefore, showed a different scenario to that of the primary heads of the time.

The National Foundation for Educational Research in England and Wales (NFER) conducted a major research project concerning the first years of secondary headship. Interviews and case studies were used to collate data on the types of changes made by heads in their first two years in post (Weindling & Earley 1988). Data were collected from LEA advisors to ascertain their views on the training and support available for the new heads and their senior staff. The research concluded that although the autonomy of UK heads was being diminished, the heads in the survey were instrumental in implementing changes in their respective schools with little influence from the LEA offices or national initiatives. This study was based on the experiences of secondary headteachers in the first 2 years of their new roles and as such had a very narrow focus. It also did not cover a very long period of the subjects' headship.

Hall et al (1988) carried out an investigation into the role of the secondary head using observational studies of four headteachers over an extended period. The aim was to obtain an accurate account of what these heads actually did rather than what they, or theoretical analyses, said they did. The study found that most tasks were of an interpersonal nature, with the majority of the time taken up with teaching activities and little emphasis placed on professional matters of the curriculum and other educational policy. With government policy at the time pushing for a more managerial nature to headship, the heads in the study were finding it difficult to make time for achieving a more systematic curriculum and dealing with policy matters. This study, again dealing with secondary heads, is now out of date as many more educational reforms have been introduced since 1988 and it bears little relevance to modern primary headship. It did, however, place an emphasis on the managerial tasks of headteachers. That will be

one of the main focuses of this study but put into the modern context of primary headship.

Other studies, such as Ball (1987), using case studies from his own work and that of his students, stated that schools are *arenas of struggle* with poor co-ordination of staff and ideological diversity. From his study, he identified four styles of headship: interpersonal, managerial, adversarial and authoritarian - each offering up a different range of problems.

In the 1990s Jirasinghe and Lyons (1996) carried out a study into the headteachers' role and the types of contexts in which tasks are performed. They used a sample of 255 headteachers from primary and secondary schools. Their methodology involved the use of an Occupational Personality Questionnaire (OPQ) from which they constructed a Work Profiling System (WPS). Also included in their methodology were interviews and a Repertory Grid based upon Kelly's Theory of Personal Constructs (Kelly 1955). From the data, they divided heads' tasks into 6 groups: the first two involved the heads' ability to manage tasks; the next three involved the management of people and the sixth group involved decision making. The first two most significant elements of a head's role were shown to be planning (including financial) and motivating staff - the latter being especially important considering the amount of educational reform that was occurring during the early 1990s.

Jirasinghe and Lyons maintained that no one style of leadership and management characterised either school sector. In other words, there was no significant difference between primary and secondary school headship. In fact, they claimed there were more similarities than dissimilarities in primary and secondary headship. Their analysis of the data was gender constant and sector variable leading to the conclusion that there were more variations in the leadership and management styles between male and female heads than there were between secondary and

primary heads. The one minor difference that they found between the schools sectors was that primary heads identified 'research' as a significant part of their job whereas secondary heads felt that it was unimportant. This was explained by the fact that in the early 1990s, primary heads were still grappling with the changes brought in by ERA 1988, which seemed to have had a greater impact on primary schools than on secondary schools.

The value of this study is in the fact that it offers a categorisation of the types of tasks carried out by headteachers and involved a large sample from which to draw data. It is comprehensive in its approach, covering heads from both primary and secondary schools. This, however, can also be seen as a weakness. The authors themselves stated that they only drew comparisons between genders and not sectors so the possibility of generalisations was very high. The current study is specific in focus and aims to examine different aspects of headteachers' roles as it applies to the primary sector. Some aspects of the Jirasinghe and Lyons research will be revisited in this research and placed in the context of the contemporary educational climate.

These studies are represented as merely a 'snapshot' of the education leadership and management literature that is available surrounding secondary schools. The field of study into secondary headteachers developed a lot earlier than that of primary heads and it was very easy to generalise results. Primary headship, however, has always been far removed from secondary headship and, as such, theories developed in one area were not necessarily applicable to the other area (Southworth 1995a; 1998). Secondary schools tend to be larger, with more pupils, increased budgets, more site maintenance issues and offering wider educational opportunities than their primary counterparts. As a result, management structures within secondary schools encompass a number of different factors not relevant to primary school management. It was

evident that it was necessary for the study of primary headship to become the focus of specific research. This began to occur in the 1980s.

2.3 Existing Studies into Primary Headship

Although there has been an increased interest in educational management in the 1980s and 1990s, there have been few major studies undertaken of primary school headship in England. Such investigations that have been carried out in this country have been limited in time and scope and as a result, have had little or no effect on practitioners and policy-makers (Southworth 1995a). The late 1990s saw a growth in the amount of research carried out into primary headship, a great deal of which concentrates on the need for heads to manage change - which has impacted the role of primary heads in a different way from their secondary counterparts (Bell 1999b). This section will examine some of the larger scale research carried out into primary headship since the late 1980s, concentrating on the methodologies used and their relevance to the current study.

In 1989 the Primary Assessment Curriculum and Experience (PACE) project was set up in the wake of the 1988 Education Reform Act (ERA). The aim was to research how the changes implemented in the ERA were affecting headteachers and their respective schools. The project consisted of a longitudinal study of 54 children attending 9 different primary schools to monitor their progress through the new National Curriculum. In addition, 144 teachers from 48 schools were studied using questionnaires, interviews and observations. The resulting book from the study (Pollard et al 1994), pointed to the fact that heads felt constrained by central policy decisions affecting the running of their schools and that, although they did not always agree with the changes caused by government legislation, they were being held directly accountable for them. To ensure that these changes were implemented properly within

their schools, heads felt that they had to adopt a more "top-down" method of management to coerce demoralised staff (Pollard et al 1994).

This was an extensive study, with a large sample from which to draw its conclusions. Although the sample for the current study is smaller, the aim is to offer a more in-depth analysis of the heads selected to take part. With a smaller sample, the researcher can afford to spend more time with each subject and thus gain a deeper insight into modern primary headship. There are some marked similarities between the PACE project and the current study. Many of the methods of data collection utilised were similar to those used in this study and were selected due their effectiveness and ability to gain an insight into heads' self-perceptions. The PACE project also dealt with the period of educational change after the ERA but it cannot be taken for granted that the headteachers in the sample are representative of headteachers coping with the current reforms of the Labour government. There have been many more educational reforms since this project in 1994 giving rise to a need to update heads' views based on the current policy context.

Nias et al (1989) investigated staff relationships in five schools and concluded that leadership is not just the responsibility of headteachers - all teachers in primary schools exercise leadership skills to a certain degree on a daily basis and it is too complex a concept to define in a single statement. The sample of schools for this study was very small in comparison to the current study but it did include all members of staff in the schools being researched. It did not have a specific focus on primary headship and thus, although valuable in providing an insight into how teachers viewed their school leaders, it did not add to any understanding of how primary heads perceive their own roles. Any information about a primary head's role from the Nias study, therefore, can only offer a partial view of the everyday realities of primary headship.

In 1995 Webb and Vulliamy (1996a) similarly carried out a study in 50 primary schools in 13 LEAs across England. They investigated the roles of staff in these primary schools and found that there was an expectation common to them all: that the head should be a curriculum leader and an exemplary teacher. The weakness of this study, as with the Nias study, is that although it deals with primary headship and is large in scope, its specific focus is on overall staff relationships. The findings, again, were based on the perceptions of other staff members as to how a head should behave and not the headteachers themselves. The current study aims to address this situation by concentrating solely on the views of the primary headteachers and how they are coping in this period of educational reform.

Wallace and McMahon (1994) carried out an extensive study into schools in three LEAs over a two year period from 1990 which entailed interviews with 22 LEA staff members, 24 headteachers, school governors and support staff in schools. Altogether, they collated data from 187 interviews which contributed to their study of the effects of the 1988 ERA on teaching and management in multi-racial schools. The premise for the research was that multi-racial schools had their own individual contexts of cultural diversity, giving rise to issues which schools that were culturally homogeneous would not have to deal with. As a result,

"We did not attempt to build up a picture of a typical process of planning for change in primary schools; and as it was a largely qualitative study our findings cannot be taken as representative of schools across the country"

(Wallace and McMahon 1994:15)

Although this study was large in scale and dealt with the effects of changes on primary management, its weakness lies in the fact that it did not deal with primary headship in isolation and that the schools involved were selected on the basis of their relevance to meeting certain multi-

racial criteria. As a result, the study provided a picture of the issues arising from governmental changes and their effects on multi-racial primary schools in particular and not on a wide cross section of schools. In addition, this research was carried out over ten years ago in the light of the ERA since which time there have been more changes in educational policies that have had far reaching effects on the nature of primary headship. There is a need, therefore, for further research to ascertain how primary heads are dealing with the current climate of change which has brought with it a new set of problems and dilemmas. The current study will do this through the combination of qualitative and quantitative methods to triangulate results.

Another researcher of primary headship is Geoff Southworth. Previously a primary headteacher himself, Southworth has carried out a number of studies over the past fifteen years that have helped provide a clearer picture of the roles and responsibilities of primary headteachers. In one such study Southworth (1995a) used an ethnographic approach to studying a single head by collecting data from observations, interviews, documents and testimonies from staff members over a period of one year. This resulted in detailed evidence of the role and views of one head in his own particular context and showed primary headship to be open ended, with few milestones to mark achievements in relation to the externally imposed educational changes within their schools. Southworth was critical of the system in which primary heads have to work, stating:

"Heads are unable to be critical leaders because the process of self-examination is often thwarted by fatigue caused by open-ended, unceasing demands of the job."

(Southworth 1995a: 217)

In this study, Southworth (1995a) drew on areas which would provide fruitful sources for future research into primary headship. He recognised

the importance of schools as micro-political centres which have a moral and political impact on children through the example of hierarchical organisation and the downward flow of authority and knowledge. He pointed to the fact that heads identify themselves with their work and view it, simultaneously, as a matter of self-definition and self-expression. Through further investigations into how heads invest themselves in their work, it may be possible to better understand the motivation of primary heads at a time when headship is becoming increasingly more demanding. The current research intends to pick up on some of the themes discussed in his work and expand on them, providing a broader context and examining wider situational variables that may affect the role of heads.

There have been a number of educational policy changes brought in by the government since Southworth's (1995a) study, which necessitate further investigation. Issues, such as the head's identification with their role and the importance of the micropolitics of the school, will be examined in the context of recent educational reforms and their effects on primary school leadership and management. Heads now have additional pressures under which they need to carry out the day to day running of their schools and the current study of primary headship aims to reflect this. Many of the methods chosen for the current study are similar to those used by Southworth but will be undertaken using a larger sample to give a more representative view of heads across the country. Southworth's study provided an insight into the views of one head but did not necessarily reflect the feelings and experiences of his peers.

Another Southworth (1995b) study, *Talking Heads: voices of experience*, covered the 1994-95 academic year and involved interviews with ten heads who had been in post before the Education Reform Act of 1988. The aim of the study was to gain an insight into how those heads were managing the changes brought about by ERA in 1988. It identified the

introduction of the National Curriculum, Local Management of Schools (LMS) and the increased powers of school governors as major factors affecting heads' leadership and management styles. These factors led to four emerging themes:

1. The increased accountability of heads;
2. Heads as school improvers;
3. Dealing with the management of change;
4. Changes in levels of job satisfaction and dissatisfaction.

There was an evident tension between organisational management and professional leadership with heads being called upon to become *"managers of change mandated by others."* (Southworth 1999b:49)

Although many of these tensions still exist in the current climate of educational reform, the *Talking Heads* research was carried out before the election of the Labour government. There have been many more changes to education since 1995 and there is a need for this study to be updated, and the new issues addressed. The current study will examine the four issues identified by Southworth (1995b), placing them in the context of recent Labour legislation. Using a similar sample size to that of the Southworth (1995b) study, it will focus on headteachers' perceptions of their role and how it has been affected by external, contemporary forces. In addition it will use data gathered from a larger questionnaire sample of heads and official documents to triangulate results.

Two more recent books by Southworth (Southworth 1998 and 1999b) draw on his own and other heads experiences over the years. These books deal with management and leadership in the light of school improvement and the evaluation of progress against set targets. These books are more prescriptive than Southworth's previous studies and offer insights into how to deal with change and implement measures which will enable schools to carry out evidence-based management and leadership.

They are aimed at educational management practitioners and develop the idea of shared leadership in primary schools. These texts offer a review of current studies of management and leadership theories but do not add to the body of knowledge through the use of specific empirical data. The current study aims to address this through the accumulation of empirical data from heads facing contemporary issues resulting from recent government reforms.

Broadhead et al (1996) carried out research into school development planning and the role of the primary head. Questionnaires were circulated to 768 primary headteachers and from that sample, 18 were selected for in-depth interviews. Heads in the sample supplied copies of their School Development Plan (SDP) for the triangulation of results and members of their Senior Management Teams (SMT), board of governors and their deputies were also interviewed. The commonality of the Broadhead et al study with the current study is the use of questionnaires, interviews and analysis of documentary evidence which allowed for a triangulation of results. Where it differs from the current study is in the types of questions used in the questionnaire - qualitative rather than a mixture of qualitative and quantitative as in this project - and the types of school documents analysed. The area under investigation was also more specific than the current study in that it focused on School Development Planning. The current study encompasses this but deals with other, equally important, aspects of the primary head's role and places them into the context of recent government reforms.

Another study was carried out over a two year period (1995-7) by Jones (Jones 1999a, 1999b, Jones and Connolly 2001) focusing on the experiences of 12 primary headteachers in a Welsh valley. All shared the commonalities of having five years experience as a head. All their schools came from the same state sector and were located in areas of socioeconomic deprivation. The methodology involved the use of initial

headteacher questionnaires and a Repertory Grid based upon Kelly's Theory of Personal Constructs (Kelly 1955). The Repertory Grid concentrates on the individual's interpretation of the realities of their role through their personal construct system which gives a view of how they perceive themselves. This leads to a methodology that is flexible and responsive to the subject's own terms. As Jones and Connolly state:

"The Repertory Grid technique concentrates on the individual head's personal construct system and allows exploration in depth of the head's ideas about the job and what matters to her/him."

(Jones and Connolly 2001: 322)

The weakness of this approach, as identified by the researcher herself, is that the Grid only gives a snapshot of how heads feel at a particular point in time and this can be very much influenced by external factors, such as current roof repairs or an impending inspection. The flexibility of the method, identified on the one hand as a strength, can also be seen as a weakness where interviews were led too much by the interviewee, giving rise to a lack of structure in the research. Although this study concentrates on the management roles of headteachers and the factors that influence their roles, it was carried out before the election of Labour in May 1997 and therefore, does not take into consideration subsequent legislation that has impacted on modern headship so profoundly. The criteria for selection of the heads is another matter for consideration, with all 12 based in areas of similar socioeconomic indicators, serving the same amount of time in post. The sampling technique used does not give a broad picture of primary headship at the time. The current research will use a wider, more random sampling technique to give a more representative picture of heads' views.

The methodology of Jones' (1999a, 1999b, Jones and Connolly 2001) research was similar in some aspects to the current study. It used in-

depth interviews to collect qualitative data concerning heads, but went on to use methods not utilised in this study, including focus groups and Repertoire Grids. Neither of these methods were chosen for this research project due to the subjective nature of the resultant data. Although interviews provide subjective data and are used in this project, these obstacles were overcome by ensuring that each interview was structured in the same way and that additional sources of information were incorporated into the project to triangulate results.

Results from interviews with one sample of deputy headteachers and another of headteachers, carried out by Draper and McMichael (1998), informed the research into the transition from deputy headteacher to headteacher and the coping strategies that were used by respondents. Eighty-seven deputy heads were interviewed and, although many of them were daunted by the prospect of a headship, those who did take up the challenge were well prepared for it. Of the 37 new heads interviewed, most felt that the job was more overwhelming in reality than they had actually anticipated. The study explored the implications that this has for the training needs of new heads. The data collected for this research is now outdated as heads have been affected by more reforms since 1998. By using this type of sample, the study excludes the experiences of heads who had been in post for varying periods of time and thus, narrows the scope of data collected. The focus specifically on deputies and new heads means that the results are based mainly on individual expectations of a new career and not the everyday realities of heads who have experienced a period of educational reform. The current study aims to collect data from a wider sample of heads, to offer a broader scope than that provided by Draper and McMichael. Although they also used interviews in their methodology, the current study will triangulate results through the use of questionnaires and documentary evidence.

Another study carried out in the 1990s is that of Bird and Bell (1999). The focus of this research was the headship of one female primary head who had been in post for 14 years in a medium-sized infant school, based in a mixed socioeconomic area. The study is based on the reflections of the headteacher and staff of the school who have tried to

"identify and implement a vision for their school in an attempt to cope with changes that have confronted everyone in education during the 1990s."

(Bird and Bell 1999: 1).

One of the strengths of this study is the personal nature of the reporting of the transition of a primary head's role as she tries to guide her school and staff through the changing climate of educational expectations in the 1990s. Centring on the experiences of one headteacher however, can also be seen as a weakness of the study as it does not necessarily reflect the perceptions of a wider sample of heads in the same sector. The focus on the attempts to manage strategically for the development of the school does not incorporate details of specific government measures and their effects on the role of the head. The current study will use a larger sample and a range of methodologies to ascertain how primary headteachers are coping with educational reform.

A study by Chaplain (2001) looked at the levels of stress and job satisfaction among primary heads in the light of educational change in the late 1990s. This research focuses on the stress factors in primary headship over a similar period to that proposed by this study but is defined by the negative perspectives of changes rather than the more general - often positive - effects of educational change. Chaplain used similar approaches to data collection as have been used in this study, but omitted one or other of the methods. Chaplain's research utilised a questionnaire survey to collect qualitative and quantitative data about heads in a sample of 36 headteachers. All of the heads in the

questionnaire sample were then interviewed for approximately one hour to accrue further qualitative data. No other methods or sources of information were used to triangulate results and the findings were conclusive. In contrast, the current study will use a range of methods to triangulate results and will focus on recent government legislation in the light of both the positive and negative effects on primary headship.

Drawing on the findings of these studies and the methodologies used, the current project aims to focus on the impact of current educational policies and trends on primary headship. Many of the findings from previous studies, such as levels of job satisfaction and stress in primary headteachers (Draper and McMichael 1998; Southworth 1995; 1999a; Chaplain 2001) may prove to be the same, but that does not discount the fact that it is essential to gain a more up to date picture of how primary headteachers are coping with educational change. Themes from other studies, including the headteachers' perceptions of their own changing role (Southworth 1995b; Jones 1999a; 1999b; Jones and Connolly 2001), will be revisited in the light of educational reforms since 1997. Again, it may become evident that this has not changed since previous studies but there needs to be further investigation to ascertain this.

Based on the experiences of these researchers, a time and data efficient methodology has been selected for the current study which will include the use of questionnaires, interviews and documentary evidence for the collection of data from heads in the new sample. These data will be analysed using a different conceptual framework from those discussed, to gain a new perspective of primary headship through a period of educational reform. This conceptual framework will be discussed in more detail in section 2.5.2 The next section will examine a number of existing concepts of primary headship and how they are relevant to this study.

2.4 Theories of Primary Headship

Theories on primary headship have offered many models for effective leadership of schools. As early as 1964, Lortie argued that primary schools are complex organisations and as such, are best suited to a *collegial* or *consultative* method of management whereby important decisions should be shared out among colleagues who work collaboratively through consultation (Lortie 1964). Although it has been acknowledged that this method of management is effective in primary schools, it is not without its problems when put into practice. Difficulties arise when staff relationships are tense, areas of curriculum responsibilities overlap and pay structures do not reflect the time factors and work overload involved (Wallace 1988). Brundett (1998) states that collegiality has become almost an 'official policy' in primary schools and that it:

"...offers many persuasive benefits but is, in reality, difficult to attain."

(Brundett 1998: 314)

Coulson (1976) developed the model of primary heads as paternalistic figures who regard themselves as figureheads for their schools, leading by example, and protecting their staff and pupils from external influences. Coulson was very critical of this approach to leadership, advocating a collegial approach to primary school headship (Coulson 1980). Waters (1979) advocated the idea that heads should please themselves as to what style of management they use and bring their personality into the role. Both Coulson and Waters based their writing on their own experiences and thus, wrote descriptive narratives of primary headship.

Nias (1980) constructed a three-fold typology of headship styles based on Yuki's (1975) study of Leadership in Organisations. She identified these

three styles as passive, bourbon and positive. Nias found that staff viewed positive heads more favourably as they adopted a more collaborative and supportive approach to leadership. Lloyd (1985) defined six styles: nominal, coercive, paternal, familiar, passive and extended professional. Heads from the 'extended professional' group proved to have the most effective leadership style in line with positive heads from Nias' findings. These theories define headship style in the context of an individual's personality rather than being governed by external and internal factors of the school.

Grace (1995) developed the theory of evolving headship, influenced over a period of years by national economic and political climates. He argued that heads have been transformed from "charismatic" figureheads, largely independent of state intervention, to "social democratic" leaders exerting more control outside of the school and then into "market" headteachers confined by the constraints of an educational market place. (This has already been discussed in greater detail in the Introduction). Bottery (2001) has expanded this theory to include a fourth kind of headteacher - the "outcomes" headteacher whose boundaries are defined by the demands of "value-added targets, outcomes and benchmarking". This is the theory of the headteacher of the late 1990s and early 21st century.

Bell et al (1996, Bell 1996, Bell 1999a, Bell and Halpin 2000) placed headship styles in the context of the education market place and attributed variations to the demands of different school sectors. Heads from independent primary schools were found to be more autocratic than their counterparts in the grant maintained and LEA schools sector. They were seen to have extended autonomy and able to 'lead from the front'. Although LEA and grant maintained school heads were more collegial than independent heads, they differed slightly according to their accountability to their governors. LEA heads, being less answerable to their governors, were seen to have bounded autonomy, while heads in the

grant maintained sector had more intervention from their governors and were seen to have restricted autonomy. Heads in the sample also found that there was a sharp division between the two aspects of their role: chief executive and leading professional (Hughes 1976). Their attitude towards each was dependent on their perceptions of the policy framework within which they were operating (Bell and Rowley 2002). This conceptual model of the dualities of headship will be used in the analysis of data from the new sample of headteachers in the current study and will be discussed in greater detail in the next section. First, it is important to examine the theories on leadership and their relevance to this study.

2.5 Leadership and Management Theories

2.5.1 Theories of Educational Leadership

The concept of 'leadership' in professional organisations has been the subject of a great deal of study over the past 50 years. Many theories about how leaders behave have been developed, based largely on studies focusing on organisational theory (Southworth 1999a). In the last 20 years educational leadership has become the focus of more specific study which has given rise to a number of concepts and theories of its own (Bush et al 1999). It has not, however, led to a consensus definition of the term and the set of practices it entails (Leithwood et al 2000). To fully understand the role of headteachers, it is important to first examine the theories about their behaviour and their role as the leaders of their schools. This section aims to give an overview of the theories that surround educational leadership to offer the conceptual framework on which it will be based. The first significant point to note in doing so, however, is that the concept of 'leadership' is highly complex and subject to much debate. As Yukl (1994) states:

"Like all constructs in social sciences, the definition of leadership is arbitrary and very subjective. Some definitions are more useful than others, but there is no "correct" definition."

(Yukl 1994: 4-5)

It can be argued that the traditional view of leaders as people born with certain characteristics which enable them to lead effectively is outdated. This argument is based on *trait, contingency* and *style* theories to show that leadership involves the use of multiple traits in different contexts (Handy 1986). Effective leadership is the result of complex interactions between staff, style, uses and perceptions of power and authority and is subject to the particular contexts of individual and group interactions (Day et al 1998). As schools are influenced by all these factors, it makes a clear definition of educational leadership all the more problematic.

One theory that aims to clearly define educational leadership states that there is a form of "metacognition" through which a head must rely on their awareness of the state of their own knowledge. Heads make most decisions in one of four different states of mind: *Confidence, Surprise, Anxiety* and *Bliss* (MacDonald 1998). To ensure they have all the knowledge necessary to make informed decisions in each state of mind, they need to form a consultative relationship with staff to gain their trust, belief and confidence and gain the necessary knowledge to react appropriately to situations. Eraut (1999) states that headteachers need two types of knowledge: Type A or 'public' knowledge and Type B or 'professional' and 'management' knowledge. These are essential elements in the leadership of schools and are integrated into the 'whole job' role. This whole job role is subject to situational factors unique to individual schools and thus, heads must use their knowledge and capabilities to ensure their schools are developed appropriately. Eraut states:

"The 'whole job' role, however, still needs to be seen in the context of the whole management function of the school. Ultimately it is the performance of the school's management which counts ... Developing the capability of the management team as a whole has to be a major priority, although it may be periodically upset by changes."

(Eraut 1999: 124)

In a recent publication, which reports on a study of leadership in England, Scotland, Denmark and Australia, MacBeath (1998) argues that there are "heresies" of leadership which describe qualities of effective leaders. First, he states that true leaders break the rules to achieve objectives as politics cannot be practiced without a flexible attitude towards the rules. Second, that they set unattainable goals to achieve vision for their organisations. Third, a true leader is always led by the views of others and shows a willingness to understand different points of view. Fourth, they need to be strictly managed and recognise the need to ask why measures are necessary. Fifth, they behave in a mature fashion and leave their egos at home and sixth that the preferred leadership style is female due to its more nurturing and facilitating image.

Leithwood et al (2000) attempted to clarify the concept of leadership in a review of 20 separate theories which they placed into 6 broad categories or 'models'. These included:

1. Instructional leadership.
2. Transformational leadership.
3. Moral leadership.
4. Participative leadership.
5. Managerial leadership.
6. Contingent leadership.

1. *Instructional leadership* assumes that the focus of headteachers is the behaviour and performance of staff in relation to pupil performance (Duke 1987; Smith and Andrews 1989; Hallinger and Murphy 1985; Hallinger and McCary 1990; Hallinger 1992; Hallinger and Heck 1996a). This is subject to the influence of a number of situational factors so that it is characterised by the context of the school setting. Hence, a head's style of staff leadership will be determined by where the school is and who is working there. Most instructional leadership theories place the head as the main centre of influence of the school through their administrative authority and their role as professional leader of the organisation. This role is deemed to carry with it the weight of expert knowledge of educational issues. Instructional leadership is often linked to school effectiveness, incorporating practices and evidence that have a direct influence on pupils' attainment (Leithwood et al 2000).

2. *Transformational leadership* assumes that the focus of headteachers is the commitment and shared vision of all members of staff in their schools (Bass 1985; Foster 1986, 1989; Gronn 1996; Southworth 1998, 1999a). Transformational leadership entails the head moving the school forward while influencing staff and managing change. It has been described as the 'new paradigm in leadership' (Gronn 1996) and been closely related to 'charismatic', 'visionary' and 'cultural' views of leadership. Cultural leadership is based on the shared beliefs and values of the school. Heads are the leaders or exemplars of this culture and set the tone as to how the rest of the staff behave (Nias et al 1989). This theory places the head as the inspiration behind a school's success, transforming followers by offering them new ideas and values. The school operates as a 'community of leaders' (Foster 1989) driven by collective aspirations rather than through a formalised hierarchy of authority (Leithwood et al 2000). Transformational leadership is a popular model applied to primary headship (Gronn 1996; Southworth 1999a). It is often linked to transactional leadership which is seen as the opposite end of the

leadership continuum but at the same time complimentary (Burns 1978; Bass 1985; Leithwood 1994). Heads who practice transactional leadership behave in a certain way on the condition that their staff in turn carry out certain tasks. It is often equated with management as it allows for the smooth running of a school (Southworth 1998).

Southworth (1998) states that:

“transactional and transformational leadership are complimentary and supplementary. They work together and form one of the dualities of leadership.”

(Southworth 1998:48)

3. Moral leadership assumes that the focus of headteachers is on the values and ethics of leaders themselves and the organisations in which they work (Evers and Lakomski 1991; Greenfield 1991; Sergiovanni 1991; Bates 1993; Duignan and MacPherson 1993). This construct of leadership proposes that, as educational institutions, schools are involved in the moral education of children. As leaders of these institutions, heads must therefore have certain moral qualities to be able to determine the moral processes within their schools. Schools should be run as democratic organisations which allow for the equal distribution of power to all stakeholders (Leithwood et al 2000).

4. Participative leadership assumes that the focus of headteachers is on the decision-making processes within their schools which allows for group consultation and control (Hayes 1995; Murphy and Hallinger 1992; Hallinger 1992; Vanderberghe 1992). This model of leadership has been especially relevant to education in recent years as the process of change has involved increased accountability to stakeholders. Authority is evenly

spread throughout the school with areas of influence governed according to individual's expertise and knowledge (Leithwood et al 2000).

5. *Managerial leadership* assumes that the focus of headteachers is on the functions of a school to facilitate the work of other staff members (Hallinger 1992; Cusack 1993; Lesourd et al 1992). By ensuring that all administrative tasks and procedures are carried out, leaders of schools enable staff members to work effectively. Authority is directly related to the individual's position in the organisational hierarchy and they are able to exert influence accordingly (Leithwood et al 2000).

6. *Contingent leadership* assumes that headteachers respond to the unique context in which they have to operate (Hersey and Blanchard 1988; Yukl 1989). This can be expanded to include the fact that leadership will vary according to the maturity of the followers within that context. Leadership, as defined by this model, must be flexible to allow for the use of appropriate styles to suit the occasion. Leaders must acquire the skills that will enable them to exert their authority and influence on others no matter what the situation (Leithwood et al 2000).

In a more recent reappraisal of leadership Sergiovanni (2001) advocates a 'Cognitive Leadership' model based on 5 meanings of leadership. These include:

1. Influencing parents, teachers and students to follow a shared vision.
2. Influencing parents, teachers and students to identify, understand and find solutions to problems they face.
3. Pursue useful goals to meet the needs of parents, teachers and students and identify goals that elevate them to a higher level.
4. Enhance the purpose, meaning and significance that parents, teachers and students experience by setting shared ideas and ideals.
5. Be practical - select means to achieve purposes.

This model assumes that the focus of headteachers is on the cognitive processes involved in their roles that influence their decisions (Sergiovanni 2001). As Sergiovanni states:

“Cognitive Leadership has more to do with purposes, values and frameworks that obligate us morally than it does with needs that touch us psychologically or with bureaucratic things that push us organisationally.”

(Sergiovanni 2001: X)

The final theory of leadership to be discussed is that of the headteacher as the leading professional and chief executive in schools. This model proposes a dual role in headship and will be discussed in greater length in the next section of this chapter, as it will have a major bearing on this study. It will examine the idea that headship is a balance between chief executive and leading professional functions that have been directly influenced by government reforms in education. This typology of the headteacher’s role will be utilised in the analysis of data in later chapters of this study, due to its relevance to current trends in educational leadership.

2.5.2 The Dual Model of Headship

Since the Education reform Act of 1988, the role of the primary school headteacher has changed dramatically from its early inception as the professional figurehead of an educational organisation (Grace 1995, Southworth 1995a, 1995b, 1998, Bell & Rowley 2002). As discussed in the Introduction, the ERA (DES 1988) set in motion a series of reforms that have transformed primary headship. Headship has always involved a blend of two separate sets of leadership functions: the chief executive role (or managerial) and the leading professional role (Hughes 1976). As the 1990s progressed, headteachers in primary schools have seen an increase in the amount of school management involved in their roles.

This has led to an enlargement in the chief executive aspects of their role, often to the detriment of the leading professional aspects (Southworth 1998, Alexander et al 1992, Bell & Rowley 2002).

Table 2.5.1 The dual (leading professional-chief executive) role model

(Hughes 1985: 279)

The typology of headship roles into the chief executive and leading professional sub-roles was developed by Hughes (1976). He noted that both sub-roles have internal and external dimensions that are inter-related. The internal dimension of the chief executive sub-role consists of the management functions of a school that a head must carry out to allow it to run smoothly on a day-to-day basis. The external dimension involves relationships with outside agencies and the school's governing body. The internal dimensions of the leading professional sub-role include guidance of staff, teaching and counselling pupils and parents. The external dimensions incorporate all situations that involve the head as the educational representative for the school and in professional activities outside the school (See Table 2.5.1).

A recent re-working of the Hughes model discusses the sub-roles in the light of education reforms post ERA (Doughty 1998). This revised version still places emphasis on the internal and external dimensions of the sub-roles but shows a shift in the types of tasks involved with each. In this model, the internal dimension of the chief executive sub-role includes the allocation, control and co-ordination of the overall functioning of the school while the external dimension focuses on relationships with institutional authority. Doughty argues that the role of the governing body is now more ambiguous than when Hughes originally proposed his model although it is still external to the school and the head remains accountable to it. The internal dimension of the leading professional sub-role has evolved to be more specifically focused on teaching, learning and pupil attainment, while the external now encompasses a far broader scope than the Hughes model. New external demands on the leading professional of a school are seen to include the link to national standards, training and development and establishing the school's wider community. Doughty's model presents a picture of headship that involves more accountability to outside agencies and a more highly evolved set of tasks in both sub-roles.

Another more recent version of Hughes' model by Law and Glover (2000) stated that the two sub-roles should be seen as an integrative whole. They maintained that each had elements that were individual but that were complimentary and inter-related. The chief executive sub-role was essentially strategic, with the external focus on undertaking public relations with stakeholders and articulating the school's mission. The internal dimension of the leading professional involves acting as mentor to staff, advising pupils, parents and staff and demonstrating personal competence and teaching skills. There are two elements to the external dimension of the leading professional. The first is being an ambassador within a range of professional activities and the other is to act as an

advocate who is the institutional spokesperson on educational and professional matters.

Hughes (1976), in proposing the chief executive and leading professional model, maintained that all heads carry out these functions on a daily basis. In a further analysis of his model (Hughes 1985) he stated that there is a need to present the two sub-roles as a unified approach to school leadership:

“The professional-as-administrator does not act in some matters as a leading professional and in others as a chief executive. Professional knowledge, skills and attitudes are likely to have a profound effect on the whole range of tasks undertaken by the headteacher.”

(Hughes 1985:279)

The dual model shows that although the chief executive and leading professional aspects of headship are distinct entities, there were some situations where these sub-roles were supportive, some where they were related and some where they were in conflict. It was found that heads could not carry out the totality of their role without the two sub-roles. The areas in which they interpenetrated were substantial so that aspects of one informed the other (Hughes 1976; 1985). This integrative approach was reiterated by Ouston (1984) in her study of the role of secondary heads. She stated that the two sub-roles were linked and to try to view them as totally separate entities would be to create an artificial context on which to base the experiences of headteachers.

Morgan et al (1983) recognised the importance of the chief executive and leading professional aspects of headship but stressed the dichotomous nature of the two roles. Their emphasis was on the separation of the two roles but did not take into account the relationship between the leading professional and chief executive elements. This was taken further by

Handy (1984) who stated that the two roles should be taken up by two separate individuals. He based this claim on the fact that:

"To combine the two roles in one person is an invitation to stress."

(Handy 1984: 23)

The problem with Handy's theory, however, was that his definition of the chief executive role was one that comprised of just the subordinate administrative functions of a school. His definition of the leading professional role, on the other hand, incorporated the totality of functions in Hughes' dual model.

Table 2.5.2. The dual (leading professional-chief executive) role model

(Adapted from Coulson 1986)

The Hughes (1976) model was re-formulated by Coulson (1986) in his analysis of the managerial work of primary headteachers to show its relevance to primary headship. In his model, Coulson shows that primary heads carry out aspects of both sub-roles which, as with the Hughes model, inter-relate and inter-penetrate. Contrary to the Hughes model, Coulson's model shows that the distinctions between them can not be so easily divided into internal and external dimensions (Table 2.5.2).

Although this typology of primary headship is comprehensive, it shows a picture of primary headteachers' roles before ERA which is fairly balanced in favour of both aspects of the role. Ribbins (1993) recognised the duality of the headteacher's role but argued that the sub-roles are independent not interdependent. His premise was that heads can meet both sets of requirements, sometimes at the same time, but treat them independently. He argued that headship has always incorporated both sub-roles but that due to the fact that heads have traditionally been viewed as the leading professionals in schools, their chief executive role has been all but ignored until the changes brought about by the reforms since 1988. He stated that heads were managing to maintain a balance in their roles and were coping with the increased chief executive activity now involved with school leadership (Ribbins 1993).

It has been argued that this has changed a great deal in the 1990s in the wake of government reforms. Alexander et al (1992) found that the balance between the chief executive and leading professional sub-roles of headship had begun to tilt dramatically towards predominantly chief executive tasks. Heads were finding it difficult to sustain the leading professional sub-role in the light of the managerial overload caused by successive government reforms in education. This was seen as detrimental to the position of the headteacher who should, essentially, be the leading professional in the school. Indeed, a study carried out by Draper and McMichael (1998) found that the shift from the leading professional into chief executive functions of headship was resulting in higher stress levels, illness and early retirement in primary heads at the beginning of the 1990s.

Another study carried out in the 1990s, Bell et al (1996), found that while heads were facing up to the constraints of the National Curriculum and OfSTED, they were now dealing with the added pressure of responsibilities for control and management of resources. The

accountability of heads was increasing to the point that they were becoming solely responsible for the success or failure of their schools. The then Chief Inspector of Schools stated:

*"It is the leadership provided by the head teacher which is **the** critical factor in raising standards of pupil achievement ... head teachers must have a clear vision of the curriculum ... the strength of personality and interpersonal tact needed to engage with teachers in raising standards; [and] the administrative drive to plan programmes of improvement and see that they were carried through."*

(Woodhead 1996: 10-11)

This strong emphasis on the head's responsibility for the success or failure of their school has led to them reappraising their role as the leading professional within the organisation. Southworth stated that the ERA (DES 1988) caused a drift towards the chief executive tasks involved with headship as heads tried to cope with the extra administrative workload involved with the National Curriculum and LMS (Southworth 1998). He maintained that the advent of OfSTED has helped to re-dress this balance, with heads reconsidering how they carry out both roles. He claimed:

"... the drift to management was slowed, if not halted, by the school inspection programme. Heads were forced to rethink their responsibilities and the balance of their roles. Many began to see, more clearly than for some years, that developing the school in terms of quality of teaching and learning provided was the primary matter."

(Southworth 1998: 72)

The fact still remains, however, that although heads wish to prioritise the leading professional aspects of their role, they are often impeded by the day-to-day tasks involved in maintaining the smooth running of their

schools. More often than not, their time is consumed by the need to attend to the often urgent chief executive elements of their role (Southworth 1998; Bell & Rowley 2002).

The Hughes (1976) typology has shown to be as relevant to contemporary headship as it was when it was first proposed. Although it was based on his work with secondary headteachers, it can be formulated for use in other educational contexts. Coulson (1986) showed its relevance for primary headship in his analysis of the managerial work of primary headteachers and it has been applied to other research in the light of recent developments in primary education management and the advent of OfSTED inspections (Draper and McMichael 1996; Bell and Rowley 2002). The current study will use the dual model framework for the analysis of data collected from the new sample of primary heads. The aim is to ascertain whether these heads are managing to maintain a balance in the sub-roles in the light of their increased responsibility and the new challenges facing primary heads.

2.5.3 The Official View of Leadership

The dual role of the headteacher has started to play a significant part in the official view of leadership which can be drawn from documents issued by HM inspectors, government agencies and departmental studies. Until the 1980s official documents paid very little attention to the leadership skills of the headteacher. In *Primary Education* (DES 1959), the role of the headteacher was given small mention and centred on the fact that, although the head was the key individual within the school, it was their *personality* that was important. This reflected the laissez-faire attitude of the post-war period and the general trend in contemporary theories to advocate personal choice and individual traits in management positions. As late as 1978, in the *Primary Survey* (DES 1978), leadership was still not seen as significant and was merely touched on in a section

concerning the delegation of responsibilities to other members of staff in schools (DES 1978). Again, in 1982, in *Education 5 to 9: An Illustrative Survey of 80 First Schools in England*, (DES 1982) the emphasis was on the head involving staff in decisions and acting as an example in creating the right ethos within the school. All three of these documents centred on leadership in relation to the heads' work and role and gave very little importance to the actual qualities of an effective leader (Southworth 1998).

By the mid-1980s this situation began to change with more documents and reports recognising the importance of defining leadership as a complex role within educational organisations. In *Better Schools* (DES 1985) the government outlined the need for the National Curriculum and its link to a higher quality of leadership. This was viewed as the most important element in improving school effectiveness. The Inner London Education Authority (ILEA) produced a report in 1985 stating that successful heads were able to delegate responsibilities to staff, especially their deputies, and were capable of using a variety of different leadership skills in the day to day running of their schools (ILEA 1985). This report showed a change in the attitude towards primary school leadership in that it stressed the importance of the professional responsibilities of heads to improve the effectiveness of their schools through the use of leadership skills. It was a move away from the idea of heads as "figureheads" and showed the beginnings of the recognition of the complexity of school leadership. By the late 1980s this recognition led to the setting up of the School Management Task Force which aimed to identify the training and development needs of headteachers throughout the country.

In the 1990s leadership has been identified as one of the main factors in the effectiveness of schools. The Office for Standards in Education (OfSTED) has been charged with seeking out examples of good leadership which contribute to the efficiency of schools and the standards

achieved by their pupils. Although heads are still viewed as the key players in schools, it is recognised that other members of staff can develop and utilise leadership skills which help the school to run smoothly. OfSTED sees effective leaders as those who are able to monitor and evaluate the delivery of the curriculum and bases its judgments not on the style but on the quality of leadership in a school (OfSTED 1995b).

The multi-skilled definition of leadership that has evolved in the 1990s has led to the need for more support of heads in their role. The Teacher Training Agency (TTA) has tried to tackle this problem by joining forces with schools, LEAs, higher education institutions, OfSTED and other agencies to set out national standards for headteachers and those aspiring to headship. Their aim is to define expertise in headship and provide continuous professional development through the setting up of HEADLAMP in 1995 and the National Professional Qualification for Headteachers (NPQH) in 1996-7. In national guidelines set out by TTA, the core purpose of headship is defined as:

'To provide professional leadership for a school which secures its success and improvement, ensuring high quality education for all its pupils and improved standards of achievement'

(TTA 1997:1).

Leadership, according to this definition, is multi-dimensional, with the head acting as the leading professional, guiding the school through vision and direction to reach its aims (TTA 1997). In order to achieve this, they must have the professional skills and knowledge to juggle the many responsibilities involved with the changing role of primary heads (Glatter 1996).

The evolution of the role of the head is reflected in the official documentation over the last four decades. There has been a continuous belief in the head as the central figure, but as the political, economical and social climate of the country has changed, so too has the idea of a leader being a figurehead. The new concept of primary headship has begun to move towards the recognition of the complex set of skills and values that are involved in the task. In the light of this new perspective on headteachers' leadership skills, the dual role of chief executive and leading professional has become more significant (Southworth 1998). As already discussed, the study of leadership in schools has given rise to a significant number of conceptual frameworks of educational leadership. The next section will examine the study of school management and its significance for this study.

2.5.4 Theories of Educational Management

Educational management is a relatively new field of study in the UK and draws on other disciplines such as sociology, politics, science and economics (Bolam 1999). Many of the concepts involved in the discipline have their roots in management theories developed for industry and commerce, mainly in the USA (Bush 1999). As a result, many definitions offer only a *partial* view of the field as each reflects the stance of its particular author. Hoyle (1981) describes educational management as:

"... a continuous process through which members of an organisation seek to co-ordinate their activities and utilise their resources in order to fulfill the various tasks of the organisation as efficiently as possible".

(Hoyle 1981: 8)

Cuthbert (1984) defines management as the process of responsibility for ensuring that other people within an organisation achieve tasks. Hughes (1981) describes management as involving three stages, each

overlapping in practice: planning - where the problems are identified and solutions sought; organising for implementation - where the problems are dealt with through communication, delegation, consultation and co-ordination and exercising control - where change is implemented and evaluated (Hughes 1981).

Management in education has been defined as a practical activity (Bush 1994) and purposive (West-Burnham 1997). It involves the achievement of organisational aims through decision-making, rational thinking and the evaluation of outcomes. This includes the prioritisation of aims and the construction of a total pattern of education for the children and determines a set of moral and behavioural norms for the school to follow. The primary headteacher carries out tasks involving all of these elements on a daily basis (Southworth 1987).

Heads need to deal with a great deal of change and uncertainty in their roles and to be able to manage their schools effectively, they require collaboration, teamwork and participation from all their staff members. Staff must have a clear sense of shared vision, which heads are able to channel towards the good of the school and the provision of a quality education for pupils (Day et al 1998). Management, according to this definition, is equated to a form of "facilitating leadership".

Educational management theories revolve around the processes involved in maintaining a school. ERA (DES 1988) and the development of the TTA's agenda for the continuing professional development of headteachers has led to an increased emphasis on this aspect of headteachers' work. Government drives to raise standards have caused an increase in the managerial workload of heads as they are forced to implement changes in their schools. They are no longer able to focus on why they are developing their schools in a particular direction, as this has been decided for them by central policy-makers (Ball 1999; Hargreaves

and Fullan 1998; Gunter et al 1999; Southworth 1998; 1999a). This focus on the managerial or chief executive aspects of the head's dual role will be examined in this study to ascertain the extent to which headteachers in Merseyside were experiencing the same shift in priorities.

2.5.5 Leadership and Management as Related Concepts

It can be argued that leadership and management are inter-linked, with many of their characteristics overlapping. Successful management today requires adaptability to change, with a level of creative thinking traditionally thought of as qualities of leadership (Lloyd 1985). It is no longer appropriate to think of management as a set of maintenance functions separate from the functions of leadership. Jenkins (1998) states that:

'Leadership is considered an integral part of management. Effective managers are effective leaders (or the other way about).'

(Jenkins 1998:198)

The interconnected concepts of leadership and management are linked to the history, politics and culture of the society of which they are a part (Grace 1995). They need to be viewed in the context of a socio-historical framework. Leadership and management should be looked at as related concepts which evolve over time, reflecting the climate of contemporary society (Watkins 1989).

Day et al (1998) state:

*"It is our view that leaders must now operate within a **changing context** in which the traditional dominant relationship between headteachers and teachers, schools and the public is moving to one of more equal partnerships. As schools move towards a more decentralised situation,*

independence and isolation (called by some, 'autonomy') are being replaced by co-operation, with an emphasis on school as community. The 'new' successful leader is more likely to be a 'steward' than a comic-book hero figure."

(Day et al 1998: 81)

With this in mind, it is important that any future studies examine leadership and management theories in the light of recent educational changes brought in by the Labour government. Theories only provide a small part of the total picture and although helpful, taken in isolation, they are difficult to apply and quantify (Beare et al 1997). Leadership is not a matter of heads adopting theoretical styles, but of being able to bring a part of themselves to their role. There is a need for more research to be carried out into the way primary headteachers perceive themselves in their role as school leaders to achieve a more balanced picture (Southworth 1995b). This study will investigate a sample of headteachers in Merseyside to determine the impact of the Labour government's education policies on their roles in school. This will be analysed through the conceptual framework of Hughes' (1976; 1985) dual model headship and placed in the context of the recent educational reforms introduced by the Labour government.

2.6 Issues Arising from the Literature

Until the mid-1980s, primary headteachers in England and Wales required minimal experience of management or leadership (Dean 1987). They dealt with administrative matters during break times or after school hours, to enable them to continue to teach full time (Oldroyd et al 1996). Since the Education Reform Act of 1988, there have been a series of reforms that have transformed the face of primary education in this country and paved the way to a more collaborative approach to education management. Wallace & McMahon (1994) have referred to this period of

change as one of turbulence and massive intervention by central government. It has led to increased accountability to parents and governors for the delivery of the National Curriculum, the devolution of school budgets and more strictly defined appraisal and inspection structures (Bell 1998a).

As a result, the role and responsibilities of the primary headteacher have changed dramatically to be more in line with their counterparts' in industry. The word 'manager' has become synonymous with primary headship and schools have adopted line management systems, through the establishment of senior management teams, to cope with the process of goal setting and policy formulation (Dean 1995).

There has been a lack of support for headteachers and senior management teams due to the dwindling role of LEAs and a reduction in advisory services. In 1993 a report of the School Teachers Review Body (Dunham 1995) stated that heads had been expected to deal with curriculum and organisational reforms without training in the necessary management skills. The extent of support available was, and still is, subject to the discretion of individual LEAs and the prioritisation of their budgets (Dunham 1995).

As a result of the changes to education throughout the 1990s, and the promise of future changes since the election the Labour government in May 1997, leaders in primary schools will require the capability to plan strategically on a continuing basis. To some extent they always have, but they must now do so under the added strain of changing priorities and a higher degree of accountability (Caldwell & Spinks 1998). Although School Development Plans are not a legal requirement, they must be produced for OfSTED teams prior to an inspection, to show the progress of the school in relation to their aims and objectives. Leaders will need to ensure that these contain manageable foci linked to achievable aims and

realistic timescales for their teams' development planning (Broadhead et al 1996). These will be scrutinised by OfSTED inspection teams in the light of school effectiveness and raising standards. Headteachers will need to be seen to have a clear educational vision and direction for their schools that should be embodied in their school development planning. This will be judged as a sign of an efficient and effective primary headteacher.

The changes in education over the last decade have given rise to the need for heads to re-evaluate their roles and responsibilities within the school structure. This study aims to investigate the effects of externally imposed changes on heads and how they are reflected in the context of the 'wider picture'. It will evaluate the role of the senior management teams in facilitating the work of primary heads, the effectiveness of different management methods in their particular contexts and the support and training available to heads from LEAs to ensure they lead their schools effectively.

"There is a genuine paradox in maintaining a sense of purpose and a personal definition of primary headship in an era which is characterised by demands to fulfill statutory requirements, to meet deadlines for a wide range of information, much of it to be made publicly available, and to maintain a positive image of the school which is necessary for its survival."

(Clegg & Billington 1997:12)

Previous studies have shown that the management of change has been a difficult process for headteachers (Pollard et al 1994, Southworth 1995a, 1995b, 1999a, Draper and McMichael 1998, Bird and Bell 1999, Chaplain 2001, Jones and Connolly 2001). Specifically, heads have found the increased levels of accountability to stakeholders highly stressful and many have opted for early retirement rather than have to deal with the increased demands of their roles (Draper and McMichael 1998, Chaplain

2001). With the pace of reform maintaining its momentum since the Labour government came to power in 1997, the role of primary headteachers has continued to evolve even further so that it is now almost totally unrecognisable in comparison to pre-1988. School inspections, target-setting and government control over the curriculum have led to the situation where heads no longer feel in control of the re-definition of their role (Southworth 1999a).

Heads are under increasing pressure to live up to an ideal and achieve results (Bell and Rowley 2002). The questions which arise are how are they coping, what effect is it having on their leadership and management styles and what strategies have they put in place to enable them to do so? The following chapters will examine data collected from a sample of primary headteachers in Merseyside and the Midlands to establish how they are dealing with the government initiatives introduced between 1997 and 2001. The results will be analysed using Hughes (1976) conceptual framework of the dual roles of headteachers: chief executive and leading professional. The results will show whether these headteachers are balancing the dual role effectively or finding that there is a growing conflict between the two.

Chapter 3

Research Methodology

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3. Research Methodology

3.1 Rationale of Methodology Used

In choosing the methodology, it was important to review the principles of both scientific and interpretative research paradigms and their suitability to the context of this study. Scientific research is primarily based on a 3-step process of stating a hypothesis, testing the hypothesis and drawing conclusions from the results and observations of the test (Carr & Kemmis 1986). This method relies heavily on a linear process of quantitative techniques that have the benefits of producing clear and precise data. It allows for the opportunity of standardisation, generalisation and replicability of results. In terms of the understanding of human behaviour, however, it results in a *'partial, distorted picture of social reality'* as it does not make use of the investigation of individuals in their entirety and social contexts (Berry 1998: 2).

Interpretive research methodology is not a linear process but instead employs a variety of qualitative and quantitative techniques to collect, analyse and collate data simultaneously in a circular form (Conrad 1978). It crosscuts disciplines, fields and subject matter (Denzin and Lincoln 1994). Interpretive research is an ongoing process that allows for the flexibility to investigate new issues as they arise, giving a holistic approach where researchers interpret human behaviours in the contexts in which they are shaped (Berry 1998). This methodology, therefore, is ideally suited to the primary school setting where human relationships are interwoven with human activities to create an interdependent institution. The interpretive research paradigm was chosen for this study as it was found to be the most appropriate methodology for the context of primary school management (Table 3.1.1).

Interpretive research is often described as “naturalistic” in its approach as it invariably involves the study of subjects in their natural settings (Table 3.1.2). The researcher enters into the study without any preconceptions about the subject - the formal priori theory or hypothesis being the only pre-defined aspect (Lincoln and Guba 1985). The researcher then becomes involved in the social realities of the subject, observing and experiencing incidents first hand. In effect, the subject then teaches the

researcher about their lives through an interactive process, offering their perspectives in their own words.

This approach to an inquiry uses a variety of methods to allow the researcher to attend to the experience as a whole (Sherman and Webb 1988). Theories that emerge are then grounded in the empirical data produced through the inquiry (Glaser and Strauss 1967). The task of the researcher is to interpret the complexities in the data collected to give a coherent picture of the subject. Ernest (1994) states:

"The interpretive research paradigm is primarily concerned with human understanding, interpretation, intersubjectivity, lived truth (i.e. truth in human terms)."

(Ernest 1994: 24)

The research methods selected for this study focused on the gathering and analysis of data concerning the social reality of modern primary headship (Strauss & Corbin 1998). To achieve this, it was designed to be *"multimethod, involving an interpretive and naturalistic approach to its subject matter"* (Denzin and Lincoln 1998:3). The first part of the study aimed to develop a typification of a wide range of primary headteachers' views concerning their management and leadership roles (Neuman 2000). This was achieved through the quantitative and qualitative analysis of data from a postal questionnaire.

Qualitative methods were used to gather information about a smaller sample of nine headteachers, selected from the postal questionnaire respondents, to build up a picture of sociometric-type data (Coleman 1970). This was achieved through in-depth interviews using explicit questions about respondents' relationships with other specific individuals and the existing support networks within their schools. Further qualitative data was gained through the analysis of OfSTED inspection reports for the schools of these nine headteachers.

3.2 The Interpretive Paradigm

The interpretive paradigm of a research project provides a philosophical framework for the purpose, design and desired ends of the whole inquiry process (Denzin and Lincoln 1994). Researchers are guided by a set of beliefs about the world and how it should be studied (Guba 1990). These beliefs include principles about ontology (the nature of being), epistemology (the theory of knowledge) and methodology (the methods

used). These shape the way in which a researcher acquires, interprets and acts upon information about a particular subject (Guba and Lincoln 1994). It is, therefore, important to consider which interpretive paradigm is appropriate for a research project when beginning an inquiry as it will have a direct influence on the types of data collected.

There are four abstract interpretive paradigms which are used at a general level to structure qualitative research: the positivist and postpositivist, feminist, critical and constructivist paradigms (Table 3.2.1). Positivist and postpositivist research has emerged from within 'hard' science (Hesse 1980) and is based on a scientific view of the subject. It relies heavily on experimental, quasi-experimental survey and rigorously defined qualitative methodologies (Lincoln and Guba 1985). It is, therefore, an inappropriate research paradigm for this study which requires a blend of qualitative and quantitative methodologies. Both feminist and cultural research paradigms are based on the belief that race, class and gender have a direct influence on how society has been shaped throughout history. Although the naturalistic methodologies that

tend to be used in these approaches are suitable for this study, the interpretive paradigms are too narrow and often result in a lack of objectivity (Stanley and Wise 1983).

The constructivist research paradigm involves the study of subjects through naturalistic methodologies and allows for the researcher to build up a relationship with those being studied. Theories that arise from the constructivist paradigm are grounded in empirical data (Glaser and Strauss 1967) and evolve throughout the course of the programme of research. The credibility (internal validity), transferability (external validity), dependability (reliability) and confirmability (objectivity) of a constructivist study are of paramount importance to the process (Denzin and Lincoln 1994). Of the four interpretive paradigms, this is the most appropriate to this project as it allows for the researcher to study headteachers in their natural settings while formulating theories that are objective and grounded in the empirical data collected.

3.3 Triangulation

A multimethod approach was used in this study to achieve a triangulation of results (Denzin 1970a). There are a number of types of triangulation advocated by Denzin (1970b) which include:

- Theoretical triangulation - the use of several different perspectives in the analysis of the same data.
- Data triangulation - the use of multiple sampling strategies.
- Investigator triangulation - the use of more than one researcher in the field.
- Methodological triangulation - the use of a variety of the same method on different occasions or different methods on the same subject.
- Multiple triangulation - the use of multiple methods, data types and theories in the same study.

- Space triangulation - the use of different cultural and geographical settings.
- Time triangulation - the use of longitudinal studies (Denzin and Lincoln 1998).

This study has utilised methodological triangulation with the aim of providing more than one form of empirical data resulting from the use of a variety of different methods to validate the overall findings of the study (Fig. 3.2.1). Methodological triangulation also allows for the detection of errors in data and eliminates the possibility of bias in the presentation of the results (Anderson & Arsenault 1998).

“By analogy, triangular techniques in social sciences attempt to map out, or explain more fully, the richness and complexity of human behaviour by studying it from more than one standpoint and, in doing so, by making use of both quantitative and qualitative data.”

(Cohen and Manion 1995:233)

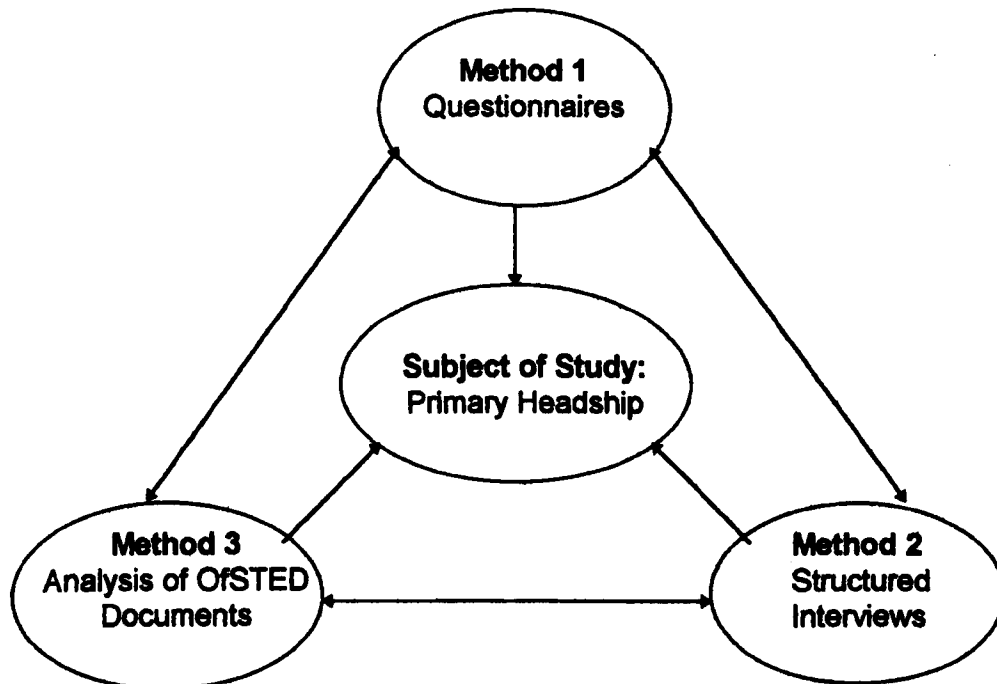


Fig. 3.2.1 Triangulation of Research Methods

The use of multiple methods in the research removes the tendency towards the *inappropriate certainty* that is sometimes resultant of using a single method. When utilising one method, the researcher often believes they have found the 'right' answer when the data appear to be clear-cut (Robson 1997). Having no other source of data with which to compare their results, superficial theories can be reached which lead to misinformed research conclusions (Denzin 1970a). There are no means by which to validate findings through the application of a different technique of data collection. Furthermore, it can be argued, that the methodology chosen to investigate a supposition can actually have an influence on the data it produces (Brewer and Hunter 1989). The investigation of a subject through the use of more than one method diminishes this chance of biased results and specious certainty.

Interpretive research methods were used for this study to assess and analyse the management and leadership styles of headteachers in their everyday context. These methods involved the analysis of OfSTED documents and the interpretation of individuals' viewpoints through questionnaire data and structured in-depth interviews (Greene 1994). Each method, although valid in its own right as a means of data collection, was also used to triangulate results and uncover information that the other methods failed to provide. For example, the use of in-depth interviews enabled the construction of a typology of heads' views concerning their own management styles. In isolation, this could be viewed as subjective data. To counter this, OfSTED documents were analysed to ascertain whether an outsider, or OfSTED inspector, perceived the heads' management styles in the same light as they viewed themselves. As such, each method fulfilled a complimentary purpose in the research by focusing on different sources of information and enhancing interpretability of the results, to build up a picture of modern primary headship (Robson 1997).

3.4 Social Surveys

The social survey served the dual purpose of creating a sample from which to select heads for in-depth interview and providing a broad picture of head's perspectives across a wide range of schools in Merseyside and the West Midlands. The choice to make use of postal questionnaires in the research project was based on the fact that it was the best instrument to generate data that was valid, reliable and usable (Mouly 1970). All the heads received the same questionnaire, dependent on whether their school was in the grant maintained (GM) sector or was locally managed (LMS). All were given plenty of time to consider their responses before returning them completed. This ensured a uniformity of questions and a greater comparability of responses to questions that were aimed at eliciting answers of both a qualitative and quantitative nature. The use of questionnaires allowed for greater geographic coverage of heads in the West Midlands and Merseyside by a means of data collection which was both time-saving and financially efficient (Cohen and Manion 1995). This, in turn, produced a larger, more representative sample of headteachers which would have been impossible to create by any other method.

One of the main criticisms aimed at the usage of postal questionnaires is the fact that it does yield a high number of non-returns. This decreases the size of the sample from which to draw the data, which in itself is not so much of a problem as more questionnaires than necessary may be sent out to compensate for this fact. It may introduce a bias to the study in favour of respondents who feel relatively positive towards the subject matter and are therefore more inclined to participate. Non-respondents are often influenced by a number of different factors in their decision not to participate in a research project such as conscientiousness, promptness, educational and socio-economic status among other considerations (Mouly 1970). The fact that the non-respondents do not participate in studies due to, perhaps, negative views about the subject

matter, will never become apparent to the researcher. Their absence from the sample, however, may have implications for the final results and conclusions of the research but will remain an unknown factor.

"While the motives that underlie non-response vary from situation to situation, it can be assumed that the non-respondent is different, at least in some way, from the respondent and that this difference may have a definite bearing on the validity of the results obtained."

(Mouly 1970:243)

As previously stated, however, the significance of a non-response is unknown. Furthermore, it is unlikely that a non-respondent would participate in the research project if another means of data collection were to be used (Tuckman 1972).

Questionnaires are also criticised for the fact that they can only be used to gather data that lead to the creation of a superficial picture of the given subject (Borg and Gall 1983). To overcome this shortfall in methodology,

structured interviews were used as in the *complimentary purpose* model (Robson 1997).

"Because interviews can provide depth of explanation within a particular context, while questionnaires paint a broad though possibly superficial picture, it is often a good idea to use both. An exploratory survey or case study using interviews may be used to identify the main issues to be built into a questionnaire or a questionnaire survey may allow us to select interesting issues or cases to be followed up in depth through interviews."

(Drever 1995:8)

The strength of interviews lies in the fact that the technique allows for in depth probing and yields information not possible to gather using other methods of data collection (McCracken 1988). Through careful motivation of a subject, an interviewer is often able to encourage the interviewee to divulge views that are very personal and frequently pertain to their own or other's performance (Brenner et al 1985). These views are difficult to elicit through other means of data collection, such as the postal questionnaire, where respondents will often just avoid answering such questions.

3.6 Content Analysis

The use of documentary evidence as a source of data is quite common. It usually takes the form of the analysis of written documents, such as books, newspapers, magazines or letters but can sometimes be extended to include the use of film, television, photographs and pictures (Robson 1997). This methodology is classed as 'indirect' and 'unobtrusive' as it does not involve interaction with the subject. The advantage of a written document is that it remains the same no matter how many times it is studied and it cannot react to the fact that it is being observed.

Furthermore, as the data are in a permanent form, it can be re-analysed to check for reliability and the replication of results (Krippendorff 1980).

The main criticisms of content analysis stem from the fact that it is a form of secondary source data. As documents were written by someone other than the researcher, they may be biased accounts which only offer a partial view of the subject being studied. The context of the documentary evidence, including the purpose of the document, may have significant implications for the reliability and validity of the whole study (Smith 1993). The purpose of a document, therefore, is important to the understanding and interpretation of its analysis. The documents used for this study were the reports compiled by OfSTED inspection teams on their most recent visit to the schools in the interview sample. The purpose of inspection documents is to evaluate school effectiveness. The role of the headteacher is viewed as fundamental to the effectiveness of a school (OfSTED 1998). OfSTED inspection reports, therefore, pay particular attention to the role of the headteacher and their leadership of the school (OfSTED 1999). For this reason, they were chosen as suitable sources of data for this study.

Inspection reports are evaluative not descriptive documents which examine the whole school organisation (OfSTED 1999). They offer a source of data that has already examined the effectiveness of headteachers in their leadership roles. The inspection process aims to

“... provide an opportunity for the headteacher and for the staff to demonstrate their skills in teaching, leadership and management and all other aspects of their work. Good inspections provide vital measurement information on how good a school is and why. Thus they can help a school to improve. The best inspections are built on a constructive, objective and honest relationship between the headteacher and the registered inspector.”

(OfSTED 1999: 30)

To ensure that bias is not introduced to the study, documents are best used as one of a multiple of data sources to allow for the triangulation of results (Robson 1997). It has already been established that this study has involved the use of methodological triangulation. Postal questionnaires and in-depth interviews with headteachers were utilised to elicit their own perceptions about their changing roles in school. The content analysis of OfSTED documents was used as an unobtrusive measure to gain a perspective on headteachers' management style from the viewpoint of OfSTED inspectors.

It can also be argued, however, that OfSTED documents offer a reliable source of data in their own right. Although OfSTED inspectors are often portrayed by the media as highly critical of schools and their staff, they are in fact well-trained and objective observers of school practices (OfSTED 1994; 1996). The OfSTED inspection system has been established to ensure that it is fair and unbiased (OfSTED 1995b; 1999). This has been achieved through:

- The use of independent teams of inspectors who tender for inspection contracts.
- The opportunity for headteachers and governors to examine the credentials of the members of the inspection team prior to their visit and voice any concerns they may have about particular individuals.
- High levels of training for individual inspectors.
- A framework for the way in which inspections should be carried out.
- A framework for the judgements that should be made about schools and staff.
- An inspection schedule giving the exact layout of the inspection document and how to present findings.
- Moderation by OfSTED who examine a sample of each team's inspection reports.

Every possible effort is made by OfSTED to maintain a fair system of school inspections. Teams of inspectors must collect evidence from a variety of school documents (including previous inspection reports, performance indicators, school development plans and financial documents) and hold meetings with parents, school governors and the headteacher before they embark on the inspection itself (OfSTED 1994). During the week in school, inspectors observe first hand the day to day running of the school including staff meetings, breaktimes and the teaching of lessons in each Key Stage. Throughout this time, inspectors make detailed notes of all that they see occurring in the school to aid judgements about the school's performance (OfSTED 1999). Individual opinions, however, are not the basis for judgements about a school's performance. The criteria for judgements by inspectors is clearly defined and must be:

- secure - evidence based;
- first hand - from direct observation;
- reliable - based on the consistent application of the evaluation criteria in the framework for inspections;
- valid - reflecting what is actually achieved and provided by the school;
- comprehensive - covering all aspects of the school covered by the inspection schedule and contract specification;
- corporate - reflecting the collective view of the inspection team.

(OfSTED 1995b)

OfSTED reports were chosen as a reliable source of documentary evidence for this study based on the stringent requirements placed on inspection teams to comply with the framework and schedule for the inspection process (OfSTED 1994; 1995; 1999). The inspection system is standardised so that the same procedure is carried out in every school around the country (OfSTED 1999). In this way, OfSTED is able to draw conclusions about the education system in this country and compare results nationally (OfSTED 2000a). This allows for the comparison of the

interview sample to heads nationally at the time. For the purposes of this study, this uniformity of approach to school inspections means that although the inspection reports for each of the nine heads interviewed would undoubtedly have been carried out by different teams, they will have followed the same procedure throughout and thus, be reliable sources of data.

3.7 Reliability and Validity of Methods

Issues of reliability and validity are important to achieve objectivity in qualitative research (Silverman 1993; Kirk and Miller 1986). The reliability of a study is based on the dependability and consistency of the methods used. The validity of a study is a bridge between the methodological constructs and the data (Neuman 2000). A measure can be reliable without being valid. For example, an object weighed on a set of scales a number of times may give the same result but if weighed using another set of scales it may yield another result. Both sets of scales must be set at the same base level to give a valid result (Neuman 2000). To ensure that the results from the data analysis are valid, the methodology must be reliable (Silverman 1993).

The methods used in this study were aimed at maintaining validity at each stage. The postal questionnaire was constructed to achieve content validity through the concentration on questions relevant to the topic of primary headship. These were presented in a clear and unambiguous manner (Mouly 1970). The questionnaire was divided into five succinct parts with questions following a natural progression so as not to confuse respondents as to their intended meaning (Belson 1986). Each questionnaire was given a serial number relating to its intended recipients' school sector. For example, LMS152 was sent to the 152nd locally managed school in the sample. GM007 referred to the 7th grant maintained school in the sample. Enclosed with each questionnaire was

a letter addressed to the individual headteachers explaining the purpose of the research. It also stressed that responses would be treated with the utmost respect and confidentiality (Sieber 1992).

Equal care and attention was taken with the procedures for administering the in-depth interviews. Once selected and confirmed for interview, the interviewer met the respondents in their own schools at a time convenient to them. This allowed for the acquisition of detailed data about respondents in their own settings without the need for obtrusive observations and prolonged contact (McCracken 1988). A relaxed approach was taken towards questioning to encourage respondents to feel at ease and disclose information about themselves (Brenner et al 1985). This does not mean, however, that the interviews were unstructured. To ensure validity of results, the interviews followed a protocol. This included the use of a set of questions that were focused on the topic and used vocabulary appropriate to the audience (Berg 2001). The questions progressed logically to ensure that the respondents interpreted and answered them correctly (Belson 1986). Where a response was incomplete, or even careless, the interviewer probed to elicit further clarification (Tuckman 1972). A final measure taken to ensure validity of the data collected was to record each interview, with the permission of the respondents (Perakyla 1997).

A criticism of both questionnaires and interviews is that they are subjective methods of data collection, which build up a picture that is biased in favour of the respondents' views (Cohen and Manion 1995). The utmost care was taken to ensure that the data were gathered in a reliable fashion that would allow for replication by other individuals. A further step was taken to balance the data collected from heads using these methods. OfSTED inspection documents were analysed to gain indirect rather than direct information (Hodder 1994; Robson 1997). This documentary analysis completed the methodological triangulation of

methods used, by offering a view of the heads in the interview sample from the stance of official inspectors and advisors.

3.8 Grounded Theory

"Grounded theory is a general method of [constant] comparative analysis."

(Glaser and Strauss 1967: vii)

This methodology is used by qualitative researchers for developing theory through the systematic gathering and analysis of data (Glaser and Strauss 1967). The basis of grounded theory is that it evolves during the research process through the interplay of analysis and data collection (Corbin and Strauss 1990; Strauss and Corbin 1990; Punch 1998). The researcher does not start with a preconceived theory which must be proven by means of the data collection. Instead, the researcher begins a study and lets the theory evolve from it. This leads to the development of a theory that more closely resembles reality, providing a deeper insight into the subject of study (Strauss and Corbin 1998).

Grounded theory encompasses a wide range of quantitative and qualitative methods of research. At its core, however, is the fundamental concept of the interpretation of the data. This must include the perspectives and voices of the people being studied (Strauss and Corbin 1990). There are also a set of procedures involved in grounded theory that help to define it and add clarity for those who wish to use it. These include concept-relating questioning, theoretical sampling, systematic coding procedures (open, axial and selective coding) and the use of a conditional matrix (Punch 1998). However, these are merely guidelines for grounded theory and were not designed to be followed dogmatically (Strauss and Corbin 1998). This study makes use of grounded theory through a number of the coding procedures (open, axial and selective). It

was also designed in an attempt to allow a theory about primary headship to evolve through the data analysis.

3.9 Sampling

Sampling is an important tool in ensuring that research results are valid and reliable. It offers a subset of all possible objects in each group being studied and is representative of the larger population or profession in question (Punch 1998). From the analysis of data of these samples, generalisations, or inductive inference, can be made about the larger population (Herzog 1996). Qualitative research makes use of a variety of sampling methods that fall into two categories, namely, probability sampling and non-probability sampling (Cohen and Manion 1994; Miles and Huberman 1994; Neuman 2000; Coleman 1970):

3.9.1. Probability Sampling:

- Simple random sampling - a sampling frame is set up and cases selected according to a simple mathematical procedure.
- Systematic sampling - a sampling frame is setup and cases selected according to a 'sampling interval'.
- Stratified sampling - the population is divided up into strata and then a random sample is drawn from it.
- Cluster sampling - a specific number of sites are chosen in a geographical area and all relevant subjects within them are tested.

3.9.2. Non-probability Sampling:

- Quota sampling - pre-set according to categories.
- Purposive sampling - all possible cases that fit a particular criteria using various methods.
- Snowball sampling - cases that come from referrals.

- Deviant sampling - cases that substantially deviate from a dominant pattern.
- Sequential sampling - cases pursued until there is no additional information or new characteristics.
- Theoretical sampling - cases sought to reveal features that are theoretically important about a particular setting or topic.
- Convenience sampling - cases are chosen according to their proximity to the centre of the study and ease of access.

The questionnaires were circulated to 256 randomly selected schools in the Merseyside area. Eighteen schools in the Midlands also received copies of the questionnaire based on their participation in an earlier pilot study in 1995 which had looked into the similarities and differences in the management of schools in the independent, grant maintained and locally managed sectors (as discussed earlier) (Halpin et al 1996). The schools in Merseyside were selected from The Primary Education Directory (1998) where they are ordered alphabetically. Starting at the letter A, using a *systematic sampling technique*, every second school was selected from the list and sent a copy of the questionnaire. Two hundred and fifty six of the original schools selected were locally managed (LMS) with the remaining 12 having grant maintained (GM) status. Grant maintained schools made up 4.5% of the original sample. Of the returned questionnaires, 52 (92.9%) were from locally managed schools and 4 (7.1%) from grant maintained schools.

LEA	% of Original Sample	% of Returned Questionnaires	Response Rate as % of total sent to each LEA
Liverpool	31.7%	17.9%	11.7%
Wirral	19.5%	26.8%	28.8%
Sefton	18.3%	17.9%	20.4%
Knowsley	11.9%	10.7%	18.8%
St Helens	11.9%	10.7%	18.8%
The Midlands	6.7%	16.2%	50%

Table 3.8.1. Response Rate of Schools by LEA

In total, 268 questionnaires were circulated to schools in Merseyside and the Midlands. Eighty-five (31.7%) of the questionnaires were sent to schools in Liverpool; 52 (19.8%) to schools in Wirral; 49 (18.3%) to Sefton schools; 32 (11.9) to schools in both Knowsley and St Helens and 18 (6.7%) to the Midlands.

With 56 completed questionnaires returned, the overall response rate of schools to the questionnaire was 21.3%. As shown in Table 3.8.1, the highest percentage of responses came from Wirral schools which constituted 26.8% of the final sample. Responses from Sefton and Liverpool schools each constituted 17.9% of the final sample; 10.7% from both St Helens and Knowsley and the Midlands provided 16.1% of the total responses. Although the responses from Wirral made up the largest percentage of the sample, the Midlands had the highest response rate (50%) relative to the number of questionnaires sent out. Liverpool schools accounted for the largest number of questionnaires sent out but achieved the lowest response rate at 11.7%.

Nine heads in the Merseyside sample were selected to be interviewed in-depth, to ascertain their views on their styles of headship. Initially, the heads from the Merseyside schools were to be selected according to the typicality of their responses to the questionnaires. For example, if their views matched or complemented others within the existing sample from the Midlands they were selected for interview (Bell et al 1996). However, when many of the heads in the typicality sample were contacted, they were often unwilling to participate in an interview or had moved on from their post. The sample for the heads interviewed, became, in effect, *convenient or opportunistic*, based on heads' willingness and ability to take part. Data collated from these interviews examined heads' attitudes towards their:

- Role in relation to the effects of legislation since May 1997.

- Concepts of leadership and management.
- Ability to delegate tasks – what support networks are in place.
- Role in senior management teams.
- Training and experience.
- Perceptions of the effects of LEA policies concerning advisory services and budget control on their roles in school.
- Perceptions of how their role might evolve in the future.

3.10 Analysis

3.10.1 The Postal Questionnaires

The postal questionnaire was designed to construct a framework of empirical data about respondents and their schools and to provide a sample representative of a cross-section of schools in England and Wales. It entailed the use of a sequence of questions which encompassed all aspects of school leadership from the basic processes involved with the management of macro (external/government), meso (organisational) and micro (individual) factors, to abstract concepts, such as the values, beliefs and culture of individual respondents. This was achieved by dividing the questionnaire into five sections which dealt with a combination of personal and contextual factors affecting respondents' roles.

Section one: The Profile of the Sample

This section was designed to accumulate background information about the respondents with questions focusing on knowledge (what you know - 'what') and skills (what you can do - 'how'). The objective therein was to gather quantitative data concerning personal factors through a series of closed questions on subjects including:

- Gender.
- Age.

- Training.
- Qualifications.
- Career history.

This mapping exercise was both descriptive and normative, in that it aimed to provide a typology of the personal factors and experience involved with modern primary headship.

Section two: Background Information about Respondents' Schools

The questions in this section focused on the collection of background information about the respondent's schools. The objective was to gather quantitative data through closed questioning to map the type and structures of the schools in the sample. This included information concerning:

- Size of school.
- Type of school.
- Name of the LEA.
- Number of staff employed at the school.
- Number of pupils on statement of special educational needs.
- Number of pupils registered for free school meals.
- Ethnic mix of pupils.
- Type of area from which pupils were drawn.

This mapping exercise was a descriptive task concentrating on forming a database of the types of settings in which respondents worked.

Section three: Meso-Factors and Processes

The questions in this section were aimed at ascertaining the meso-factors involved in schools in which respondents worked. The objective was to identify leadership performance in relation to specific organisational tasks and processes. Respondents were requested to answer a combination of open and closed questions to accrue both qualitative and quantitative data covering:

- Financial and strategic control structures.

- The measures in place for the recruitment of staff.
- The use of classroom assistants.
- Curriculum and resource planning.
- Staff development.
- Staff pay and conditions.

The mapping of this section allowed for both descriptive and normative analysis in the construction of a typology of contextual factors that were influencing the leadership and management styles of modern primary headteachers.

Section four: Micro-Factors and Processes

This section was designed to identify the micro-factors influencing the sample schools by identifying leadership performance in relation to other staff members, governors and parents. The objective was to investigate the personal attributes of respondents - values, motivation, culture ('why') and how they were impacted by the micro-factors within their schools. A series of open and closed questions were used to provide qualitative and quantitative data which focused on:

- Decision making processes and levels of control.
- Senior staffing structures and management support.
- Respondent's management style.
- Levels of job satisfaction.

This section traced the factors that had a direct impact on respondents' daily running of their schools and provided the opportunity for both descriptive and normative analysis.

Section five: Macro-Factors - the Current and Changing Policy Context of Primary Headship

This section examined respondents' views on the macro-factors affecting their roles. It focused on national priorities and policies and their influence on effective leadership performance. It was designed to accumulate qualitative data through a series of open-ended questions to

allow respondents to express their views freely. Questions covered respondents' attitudes towards:

- The Literacy and Numeracy Strategies.
- The restructure of the teaching profession.
- LEA support and training for heads.
- The national professional development initiatives for headteachers (HEADLAMP and NPQH).

This section examined the support structures in place for the professional training and development of headteachers and their perceptions of their overall effectiveness in their everyday role in schools. It allowed for a descriptive analysis of data regarding respondents and their attitudes.

On receipt of the returned questionnaires the following procedure was adhered to (Cohen and Manion 1995):

1. Questionnaires were booked in against sample serial numbers.
2. Each questionnaire was checked to ensure all questions were answered.
3. Answers were checked to ensure that respondents had fully understood what had been asked of them.
4. Respondents were re-contacted by telephone to clarify ambiguous answers.
5. Reminders were mailed to non-respondents.
6. A shorter version of the questionnaire was mailed to those who had still not responded after the first reminder. This contained the most important sections from the main questionnaire concerning management style and job satisfaction levels.

The questionnaire data were analysed through the use of pre-coding for close-ended questions where the responses were predetermined by the researcher. For open-ended questions, a coding frame was devised by generating a tally of the range of responses from a small sample of the

completed questionnaires as a preliminary to coding classification. This was then validated through its extension to the remaining questionnaires (Cohen and Manion 1994).

STATUS School Status Type
by AFFECTS on job satisfaction of Labour po

AFFECTS Page 1 of 2

Count	1	2	3	4	5	Total
Row Pct	4.8	9.5	11.9	14.3	38.1	91.3
Col Pct	50.0	80.0	83.3	100.0	100.0	
Tot Pct	4.3	8.7	10.9	13.0	34.8	
STATUS	-----+-----+-----+-----+-----+					
LMS school	1	2	4	5	6	16
	2	4	5	6	16	42
	4.8	9.5	11.9	14.3	38.1	91.3
	50.0	80.0	83.3	100.0	100.0	
	4.3	8.7	10.9	13.0	34.8	
	-----+-----+-----+-----+-----+					
GM school	2	2	1	1		4
	2	1	1			4
	50.0	25.0	25.0			8.7
	50.0	20.0	16.7			
	4.3	2.2	2.2			
	-----+-----+-----+-----+-----+					
Column	4	5	6	6	16	46
(Continued) Total	8.7	10.9	13.0	13.0	34.8	100.0

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Statistic	Value	ASE1	Approximate	
			Val/ASE0	Significance
Contingency Coefficient	.46703			.17033 *1

*1 Pearson chi-square probability

Fig. 3.10.1 Example of a Bivariate Compound Frequency Distribution

Once the surveys were coded, the results were analysed statistically using the software package SPSS. Percentage tables were generated using Compound Frequency Distribution tests to show the bivariate

relationships between headteachers' attitudes and empirical details of their social lives (Neuman 2000). The data resulting from this analysis were used to form a purposive sample of nine headteachers, selected on the typicality of their responses (Cohen and Manion 1995:185). The responses were compared to the questionnaire responses from the sample of West Midlands headteachers interviewed in 1995 by Halpin and Bell (Halpin et al 1996). Figure 3.10.1. shows an example of a print out of a Bivariate Compound Frequency Distribution.

3.10.2 The In-depth Interviews

Transcripts of the taped interviews were made and the data was coded. On the first pass of the data, open coding was used to locate themes and assign initial codes or labels. This was aimed at condensing the mass of data into categories that would make further analysis more manageable. On the second pass through the data, axial coding was used to provide a focus and organise it into an axis of key concepts. On the final pass through the data, selective coding was employed to further define cases that illustrate themes in the data (Punch 1998; Strauss and Corbin 1998; Neuman 2000).

This was carried out through the software package Win Max Pro, a package designed especially for use with qualitative methods of research. Figure 3.10.2 shows an example of a list of codes defined in the analysis of the in depth interview data. It is a hierarchical system of codes and subcodes used to identify themes in the transcribed interviews. By means of selecting, coding and subcoding data, this system identifies similarities between individuals, peculiarities of single cases and relationships between categories of data (Kuckart z 1997).

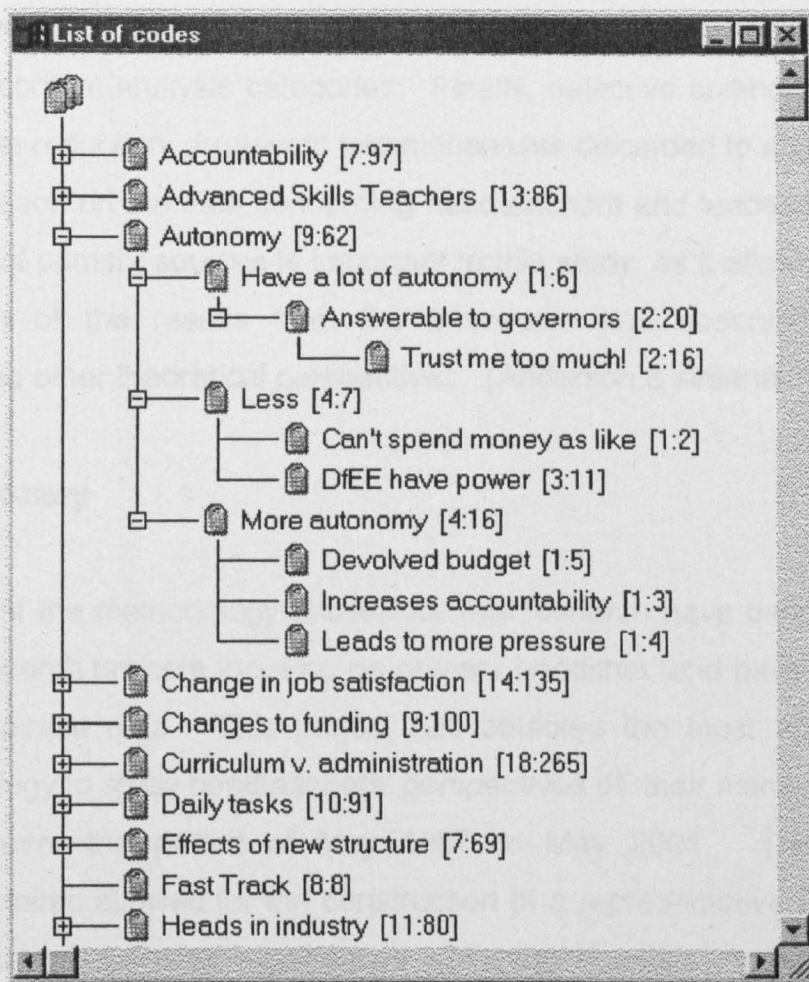


Fig. 3.10.2 An example of a section of coding from the analysis of interview data

Each code and subcode is attached to text segments from the interview data. These are indicated by the brackets beside each code. For example, [7:97] indicates that the code is attached to 7 segments of data with an overall length of 97 lines of text.

3.10.3 Analysis of Primary Documentary Sources

The most recent OfSTED inspection report available for each of the 9 schools in the interview sample was downloaded from the internet for analysis. These documents dated from 1997 to 2000. The files were transferred to the computer package Win Max Pro for analysis. As with the analysis of the interview transcripts, the first pass of the data involved open coding to locate the main themes of the inspection documents. Axial

coding was then used to further identify key concepts and provide more focused content analysis categories. Finally, selective coding was used to aid data reduction. Irrelevant information was discarded to allow for the concentration on the data concerning headteachers and leadership. The analysis of primary sources is important to this study, as it allowed for the validation of the results from the interviews and observations and introduced other theoretical perspectives. (Anderson & Arsenault 1998)

3.11 Summary

Aspects of the methodology chosen for this research have been used in other research projects focusing on primary headship, and have provided valid empirical data. This project has selected the most appropriate methodology to study headteachers' perspectives of their management of change over the period of May 1997 to May 2001. The use of questionnaires allowed for the construction of a representative sample of headteachers and their experiences while the in-depth interviews gave rise to more detailed data on a smaller sample of heads. Analysis of OfSTED documents triangulated the findings of the other two methods. In this selection, the experiences of other educational researchers have been considered. This is to ensure that previous models of success are emulated and methods deemed unsuitable to the collection of particular types of data are avoided. To this purpose, the triangular technique was selected and both qualitative and quantitative methods selected.

Chapter 4

Analysis of Questionnaire Responses

Context and Rationale for the Postal Questionnaire

Presentation of Analysis

Profile of the Sample

Background Information about Respondents' Schools

Meso-Factors and Processes

Micro-Factors and Processes

Macro-Factors and Processes

Job Satisfaction

Management Style

Balancing the Dual Role

Summary of Emerging Themes

4. Analysis of Questionnaire Responses

4.1 Context and Rationale for the Postal Questionnaire

The postal questionnaire was devised and circulated in May 1999 with the aim of receiving the completed responses by the end of July 1999. As already discussed, this was a period of substantial legislative reform for primary schools through Labour's drive towards raising standards. In 1997 the Department for Education and Employment had published its first policy document of the new government entitled *Excellence in Schools* (DfEE 1997). This White Paper set out to redefine the Government's aims for schools in England and Wales for the following five years. It proposed a new approach to education, with an emphasis on standards and accountability in schools through the partnership of parents and teachers. This White Paper was followed by a Green Paper *Teachers: Meeting the Challenge of Change* in 1998 (DfEE 1998a). The Green Paper offered a new vision for the teaching profession with the improvement to morale and status through better pay, stronger leadership and the attraction of new, highly qualified graduates.

In May 1999, when the questionnaires were circulated, Labour had already introduced the Literacy Hour into the primary curriculum in September 1998. The aim was to increase the number of 11 years olds achieving level 4 in Key Stage 2 English tests to 80 per cent by 2002 (Moriarty 1999). A similar initiative for maths, the Numeracy Strategy, was also proposed with implementation for September 1999. Both strategies incorporated a philosophy of "back to basics" with a perceived need to improve the levels of literacy and numeracy in primary aged pupils in England and Wales. This had led to a situation whereby headteachers and their staff were required to reassess the content and methods of teaching in the areas of Mathematics and English and embrace a whole new system for its delivery.

In addition, staff in schools were dealing with changes to their pay and conditions. Performance Related Pay had just been introduced and teachers were in the process of completing the paperwork in order to cross the pay threshold and receive a £2000 pay rise. This was generating extra work for both staff and headteachers who had to write a report backing their staff's applications for the pay increment. The government had also proposed a total restructure of the teaching profession which included:

- Advanced Skills Teachers.
- Fast Track System to headship.
- New appraisal systems linked to pay and career development.
- School Performance Award Scheme.
- National College for School Leadership.

(DfEE 1998a)

In summary, May 1999 - when the questionnaire was circulated in the Midlands and Merseyside - was a period of radical change in the education system in England and Wales. The questions in the survey were specifically aimed at ascertaining headteachers' responses to these changes and the effects they were having on their schools.

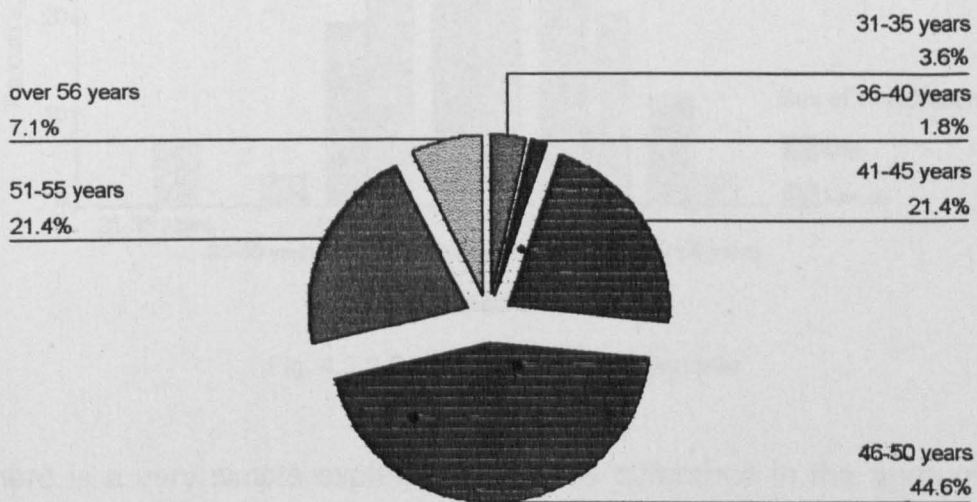
4.2 Presentation of Analysis

For the purposes of this study, the collation of data will be presented according to the order in which it appeared in the questionnaire except for the findings on respondents' job satisfaction and management style. These two elements of the study will be investigated at the end of the chapter and will be discussed with reference to the macro, meso and micro contextual factors contained within the rest of the questionnaire. An attempt will be made to show the link between job satisfaction and management style and to develop a three dimensional model of the

contextual factors influencing modern primary headship. This will be analysed in the context of the chief executive and leading professional roles of headteachers.

Where headteachers are quoted to qualify a statement, they are referred to by a questionnaire number followed by a brief description about them. For example, (LMS007: Male; 6 years; 46-50 years; Consultative) is male, has been the headteacher of his present school for 6 years, is in the 46-50 year age range and employs a consultative style of leadership.

4.3 The Profile of the Sample



4.3.1 Ages of Headteachers in the Sample

Ninety-four per cent of the heads who responded to the survey were over 40 years of age, with the largest percentage in the 46-50 age range (44.6%). Respondents in the 31-35 and 36-40 age ranges made up 3.6% and 1.8% of the survey respectively. Examination of the teaching profession as a whole revealed that 19% of teachers were under 30 years of age, 22% were between 30 and 39 years of age, 42% were between 40 and 49 years and 16% were over 50 years of age (OECD 1998). The

sample shows variations on the national average for the ages of teaching professionals. There were 24% more respondents in the 40 to 49 age group and 12.5% more in the over 50 years age range than were in the figures showing the national average. None of the respondents were under 30 years of age and there were 16.6% fewer respondents in the 30 to 39 year age range than the national percentages.

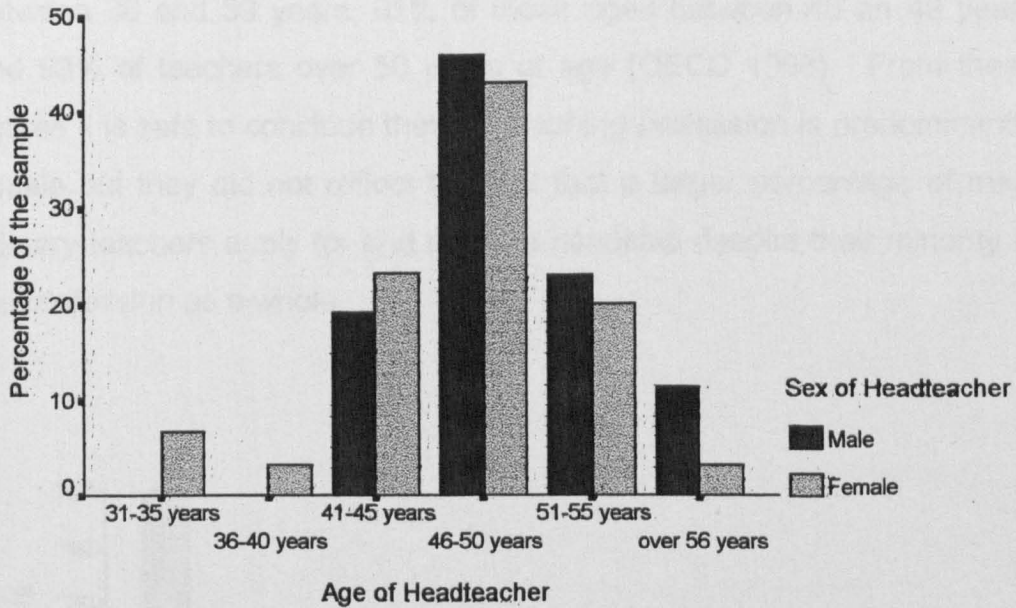


Fig. 4.3.2 Sex and Age of Respondents

There is a very simple explanation for this difference in the ages of the respondents and the teaching profession generally. As primary headteachers have traditionally been appointed through a combination of skills, knowledge and educational competencies, to qualify for headship requires at least five to ten years experience in one or more schools with a proven track record as a successful classroom teacher and/or deputy. A headteacher will usually have reached the age of at least 30 years by the time they achieve this - unless they were appointed after the introduction of the Fast Track system (DfEE 1998b). This initiative makes provision for high performing teachers and able graduates to take parts of the National Professional Qualification for Headship (NPQH) early to 'fast

track' to headship. The initiative does not apply to this sample of headteachers as all were already in post on its introduction.

Just over half of respondents were female (54%) which was just slightly higher than the figure for headteachers nationwide (Fig. 4.3.2). At this time, 51.6% of headteachers nationally were female (DfEE 1999). Studying the teaching profession as a whole at this time, 89% of teachers under the age of 30 years were female, as were 87% of those aged between 30 and 39 years, 91% of those aged between 40 and 49 years and 93% of teachers over 50 years of age (OECD 1998). From these figures it is safe to conclude that the teaching profession is predominantly female but they did not reflect the fact that a larger percentage of male primary teachers apply for and achieve headship despite their minority in the profession as a whole.

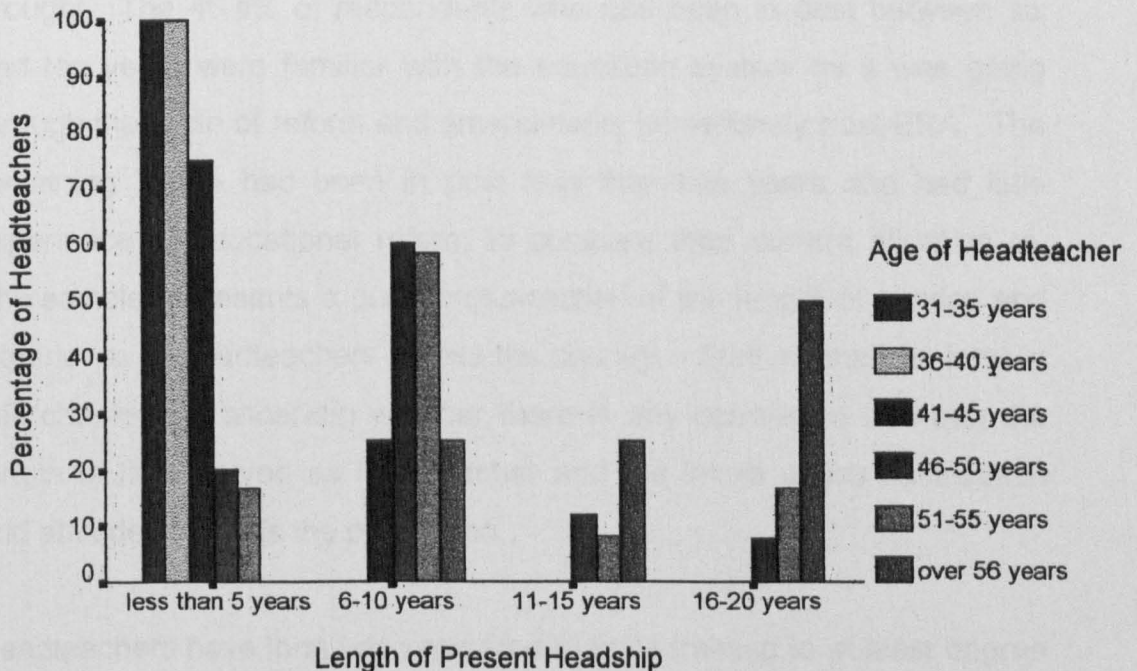


Fig. 4.3.3. Age of headteacher by the number of years as head of present school

As figure 4.3.3 shows, all the respondents who were under the age of 40 years had been in post less than five years. Similarly, 75% of the

respondents in the 41–45 age range had been in post less than five years with the remaining 25% having been headteachers between five and ten years. Not surprisingly, the respondents in the sample who had been in post over ten years (19.6%), were over the age of 46, with 3.6% of those serving 16–20 years (10.7%) being over 56. This reinforces the fact that, until the fast track system was introduced, primary headteachers needed experience as classroom teachers and deputies to be able to qualify for headship. This would mean that to have had over ten years experience as a headteacher and time spent as a deputy, they would necessarily be older than 30 years of age.

Putting the length of time served as headteacher into a political context, it becomes clear that the respondents had varying degrees of experience of government initiatives and educational reform. The 19.6% of respondents who had been in post at their present schools for over eleven years had lived through the introduction of ERA 1988 and the resultant changes it brought. The 46.4% of respondents who had been in post between six and ten years were familiar with the education system as it was going through the cycle of reform and amendments immediately post-ERA. The remaining 33.9% had been in post less than five years and had little experience of educational reform to compare their current situation to. The sample represents a good cross-section of the length of service and experience of headteachers across the country. Further analysis later in this chapter will ascertain whether there is any correlation between the length of time served as headteacher and the levels of job satisfaction and attitudes towards the profession.

Headteachers have long been required to have training to at least degree standard and this is reflected in the 39.3% of respondents in the sample who specified Bachelor of Arts degree (14.3%) and Bachelor of Education (25%) as their main qualifications (Fig. 4.3.4). A further 25.1% had continued their studies to complete either a Master of Education (5.4%);

Master of Philosophy (3.6%) or Master of Arts (16.1%) postgraduate study programme.

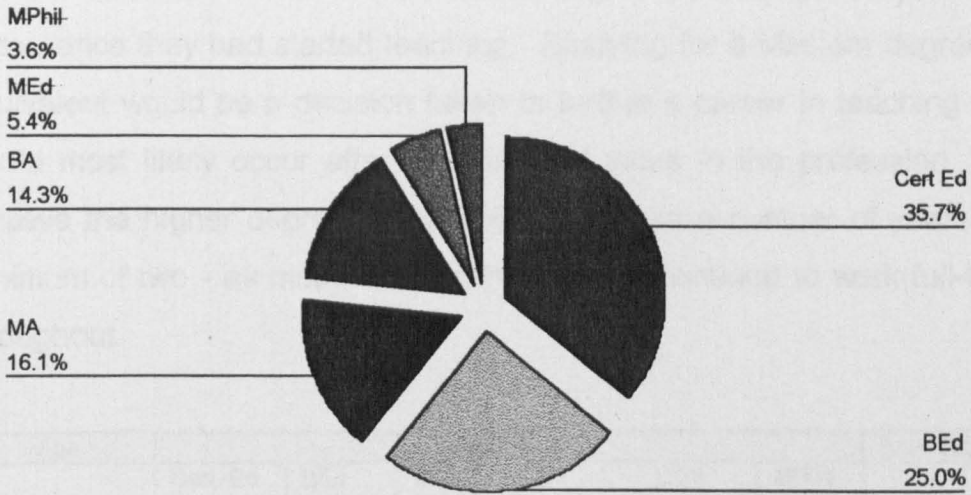


Fig 4.3.4 Professional Qualifications of the Headteachers in the Sample

Altogether, 64.4% of respondents in the sample had been educated to degree and beyond (the fact that 25.1% did higher degree studies presupposes an undergraduate degree course). The remaining 35.7% of the respondents in the sample had obtained a Certificate of Education.

As can be seen in Table 4.3.5, the qualifications that a respondent possessed varied according to their age and experience. The 35.7% of respondents who possessed a Certificate of Education were all over the age of 40 years. This qualification was the basic standard required for entry into the teaching profession up until the introduction of the Bachelor of Education degree. The fact that the respondents in possession of this qualification were over 40 years of age is indicative of the fact that it was discontinued in 1983 and anyone entering the teaching profession after that date would have followed the route of a university or polytechnic degree course (Holt et al 1999).

It was found that 39.4% of respondents had studied at a higher degree level of which only 3.6% were under the age of 40 years. As a higher degree is not a prerequisite for qualification as a classroom teacher, these heads would have achieved their further degrees, probably on a part-time basis, once they had started teaching. Studying for a Masters degree or equivalent would be a decision taken to further a career in teaching and would most likely occur after a number of years in the profession. To achieve the higher degree study would also take a number of years - a minimum of two - as most headteachers would continue to work full-time throughout.

Age	Qualifications						Row Total
	Cert. Ed	BEd	MA	BA	MEd	MPhil	
31-35 years		1 1.8%		1 1.8%			2 3.6%
36-40 years			1 1.8%				1 1.8%
41-45 years	4 7.1%	5 8.9%	2 3.6%	1 1.8%			12 21.4%
46-50 years	10 17.9%	7 12.5%	3 5.4%	2 3.6%	2 3.6%	1 1.8%	25 44.6%
51-55 years	4 7.1%	1 1.8%	3 5.4%	3 5.4%	1 1.8%		12 21.4%
Over 56 years	2 3.6%			1 1.8%		1 1.8%	4 7.1%
Column Total	20 35.7%	14 25%	9 16.1%	8 14.3%	3 5.4%	2 3.6%	

Table 4.3.5 Age and Qualifications of Headteachers

These combined factors would explain why the majority of the respondents in the sample who had achieved higher degrees were over the age of 40 years. This picture of headteachers' qualifications will gradually change as a result of the introduction of the Teaching and Higher Education Act (DfEE 1998c) which has made it compulsory for all new headteachers to hold the specialist qualification of National Professional Qualification for Headteachers (NPQH). This will give a uniformity to the qualifications held by headteachers appointed after that date.

4.4 Background Information about Respondents' Schools

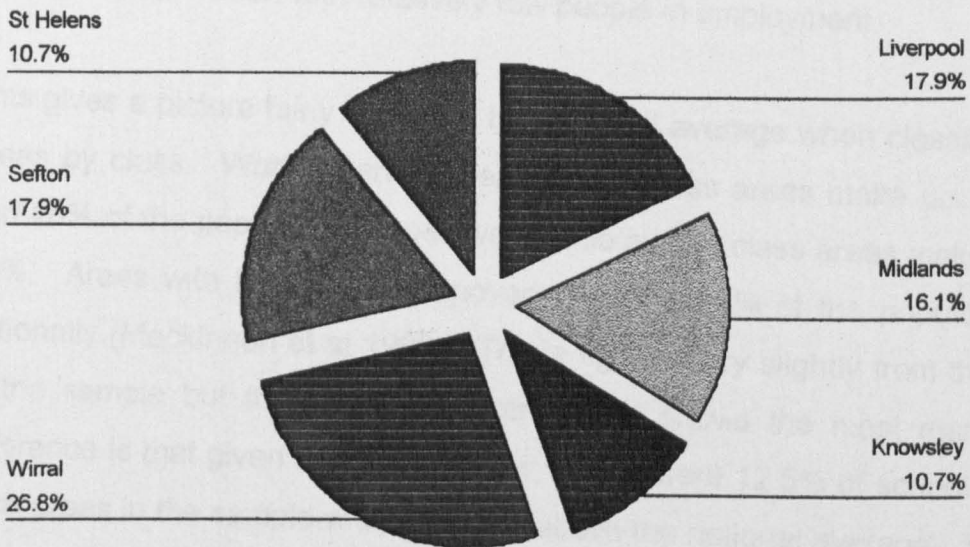


Fig. 4.4.1 LEAs of Participating Headteachers

The headteachers in the sample came from all the LEAs to which questionnaires were sent. The highest proportion of respondents were from Wirral (26.8%). Liverpool and Sefton accounted for 17.9% of the sample each and the Midlands returned 16.1% of the questionnaires. St Helens and Knowsley made up the final 21.4% of the sample.

As figure 4.4.2 shows, the respondents' schools were based in a range of localities affected by varying social and economic factors. It was found that 79.7% of schools in the survey were in areas that would traditionally be seen as working and upper working class including council estates (21.4%) and mixed private and council housing (42.9%) (Jowell et al 1992). These areas would contain a mix of people either employed in traditionally blue collar occupations with relatively good levels of income or those in slightly lower paid, part time jobs. There would also be a number of unemployed in these areas. It was noticed that 12.4% of schools were in middle class areas with higher levels of employment, more professionals, increased incomes and low levels of unemployment. Schools were in rural areas with a similar economic and social mix of

residents as the working class areas made up 5.4% of the sample. Another 12.5% of schools were in areas of high unemployment and economic deprivation with relatively few people in employment.

This gives a picture fairly similar to the national average when classifying areas by class. Working and upper working class areas make up 47% and 18% of the population respectively while middle class areas make up 28%. Areas with high levels of poverty make up 4% of the population nationally (Mackinnon et al 1999). These figures vary slightly from those in the sample but the single percentage that shows the most marked difference is that given for poorer areas. There were 12.5% of schools in such areas in the sample which is 8.5% above the national average. This may be accounted for by the fact that 39.3% of schools in the sample were located near council estates and in inner city areas with high unemployment.

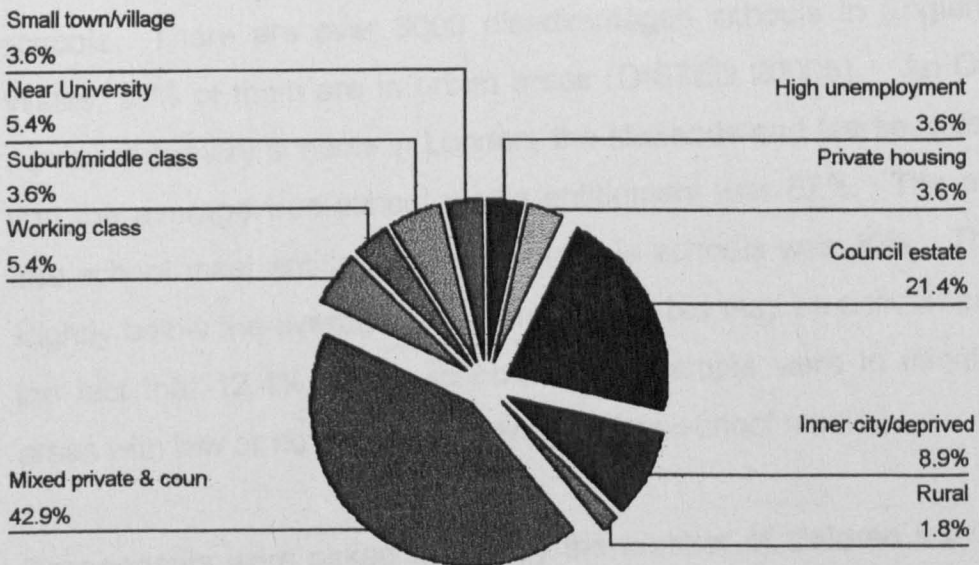


Fig. 4.4.2 Area of School Intake

Therefore, it is not surprising that with such a low percentage of schools in affluent areas, only 8.9% of schools had no pupils registered for free school meals (Figure 4.4.3). The national average of bought meals was 24.4% (DfEE 1998a). A further 25% showed less than twenty percent registered. To qualify for free school meals, a child's parents or guardians must be in receipt of state benefits such as Income Support or Unemployment Benefit. The percentage of schools at the opposite end of the social scale, with high unemployment and economic deprivation (12.5%) is evident in the fact that 19.7% of schools had over fifty percent of pupils registered for free school meals with 3.6% of them having over eighty percent. Schools with between twenty one and fifty percent of their pupils receiving free school meals made up the final 46.5% of the sample which corresponded to the fact that over half of the schools were situated in working class areas.

Officially, a school with over 35% of children entitled to free school meals is classed as 'disadvantaged' (OfSTED 2000b). This means that 51.8% of the schools in the sample were officially classed as disadvantaged schools. There are over 3000 disadvantaged schools in England and Wales, 95% of them are in urban areas (OfSTED 2000b). An OfSTED survey of primary schools in London, the Midlands and Merseyside found that the average free school meals entitlement was 62%. The average free school meal entitlement of the sample schools was 40%. This was slightly below the average for urban schools but may be accounted for by the fact that 12.4% of the schools in the sample were in middle class areas with few or no pupils registered for free school meals.

Respondents were asked to specify the number of children they had on their registers with Special Educational Needs (SEN). To be recognised as having special educational needs, a pupil must be assessed by a child psychologist who tests them for different aspects and degrees of special educational needs. If the child is found to have any special educational needs, they will receive a formal statement which specifies their exact

LEA	Percentage of Pupils on Free School Meals										Total	
	None	1-10%	11-20%	21-30%	31-40%	41-50%	51-60%	61-70%	71-80%	81-90%		91-100%
Liverpool			3 5.4%		1 1.8%	1 1.8%	3 5.4%		1 1.8%	1 1.8%		10 17.9%
The Midlands	1 1.8%	1 1.8%	4 7.2%	1 1.8%	1 1.8%							9 14.3%
Knowsley	1 1.8%		1 1.8%	1 1.8%		1 1.8%	2 3.6%		1 1.8%			6 10.7%
Wirral			3 5.4%	2 3.6%	4 7.1%	3 5.4%	2 3.6%				1 1.8%	15 26.8%
Sefton	2 3.6%		2 3.6%	3 5.4%	2 3.6%	1 1.8%						10 17.9%
St Helens	1 1.8%		1 1.8%	1 1.8%	1 1.8%	2 3.6%						6 10.7%
Column Total	5 8.9%	1 1.8%	13 20.2%	8 14.3%	9 16.1%	9 16.1%	5 8.8%	2 3.6%	2 3.6%	1 1.8%	1 1.8%	

Fig. 4.4.3. Percentage of Free School Meals in each LEA

learning requirements and recommends a teaching programme to deal with them (DFE 1994). Children are regularly assessed once 'statemented' to ascertain if any progress has been made by following the recommended programme. If progress has been made, the child is often taken off the statement and considered to no longer have special needs. If no progress is made, the child may be moved up a level on the scale of 'statementing' to see if that will have effect.

There are varying levels of special educational needs which include moderate learning difficulties, behavioural problems, dyslexia and dyspraxia, to name but a few and each individual case is different from another. Of the range of special educational needs identified by the DES (1986), moderate learning difficulties makes up 49.5%, behavioural problems 11.7%, severe learning difficulties 17.7% and physical disabilities 78.9%, the latter two categories being taught in special schools.

Percentage of children with statements of special educational needs in respondents' schools	Number of schools	Percentage of sample
None	6	10.7%
1-5%	47	83.9%
6-10%	3	5.4%

Table 4.4.4 Percentage of children statemented in respondents' schools

As Table 4.4.4 shows, it was found that 10.7% of the schools in the sample had no children on their registers with statements of special educational needs (SEN). However, 83.9% had between one and five percent of pupils registered with special needs and a further 5.4% had between six and ten percent in their schools. Nationally, 2.7% of the total school population have had statements or records of special educational needs (Mackinnon et al 1999). Of those children, 58% are in mainstream schools. Comparatively speaking, the sample schools had

above the national average number of pupils on their registers with statements of special needs.

One factor to take into consideration when examining this high incidence of children with special educational needs in sample schools is the link between educational standards and social background. The majority of schools in the sample were situated in areas of low income and high unemployment rates. Low educational achievement in children has been linked to poverty in many studies. For example, the *National Child Development Study* has documented the educational and social development of cohorts of children born in the same week in 1958 (Wedge and Prosser 1973, Fogelman 1983). In addition, other studies based on Standard Assessment Tasks (SATs) have linked areas of school intake to pupils' achievements (Wearmouth 2001). As many schools were based in socially deprived areas and areas of low income, it is not surprising that there was such a high incidence of special educational needs in the sample schools.

Another factor that may have affected the high incidence of children with special educational needs in respondents' schools could be that the questionnaire did not ask for specific levels of special educational needs. It is therefore unknown what proportion of pupils had learning difficulties and at what level, and how many had behavioural problems. Suffice it to say, that 89.3% of schools in the sample were dealing with children with at least moderate learning difficulties and possibly some behavioural problems, who, through the government's policy of 'inclusion' are participating in the full range of opportunities provided within mainstream schools (Mittler 2000).

4.5 Meso-Factors and Processes

As discussed, the Education Reform Act of 1988 established the existing funding system for schools throughout England and Wales. By devolving financial control from the government to individual schools, through the local management of schools (LMS), decisions which were previously the remit of the LEA concerning site management, (e.g. staffing and building repairs and development) had become the responsibility of individual schools. This devolution of funding and resource management to school governing bodies and senior staff, created more autonomy and flexibility at school level and had been widely hailed a success. Some decisions still remained within the LEA's domain but headteachers found that they were able to exercise more control over their schools' finances than previously possible.

At the same time, grant maintained (GM) status was introduced for any schools wishing to completely opt out of LEA control and become totally autonomous organisations. This allowed schools to identify their own funding needs and sources by putting the onus on individual schools to become more finance-focused and market-driven. Schools that had taken this option were reporting mixed responses. Although some headteachers enjoyed the financial freedom it provided, others felt that they had become isolated units concentrating solely on financial management and resource acquisition. Grant maintained status was not an option widely taken up by primary schools at the time due to the funding formulas involved. The latter favoured larger schools with more pupils. This, by definition, better suited secondary schools with larger rolls and premises.

By the time the questionnaires were circulated in 1999, headteachers were fully familiar with financial processes and had set up systems to help them cope with the workload involved. The Labour Government,

however, had set in motion a campaign to raise standards in schools in England and Wales and had thus proposed, and in some cases introduced, new funding systems. In most cases, these systems were not intended to replace those already in existence but to be additional sources of funding to help schools to improve their results. These new funding sources included:

- The Standards Fund - a pot of money introduced to reward schools achieving high standards.
- Education Action Zones (EAZs) - areas defined as being socially and economically disadvantaged (e.g. inner cities) where more money was concentrated to raise standards.
- National Grid Learning - money for Information and Computer Technology (ICT) development in schools.
- Extra money for Literacy resources.
- Extra money to keep Key Stage 1 class sizes below 30 pupils.
- Extra money for booster classes for Year 6 children needing support to achieve level 4 in SATs tests.
- New funding formulas for grant maintained schools - to be renamed Foundation Schools.

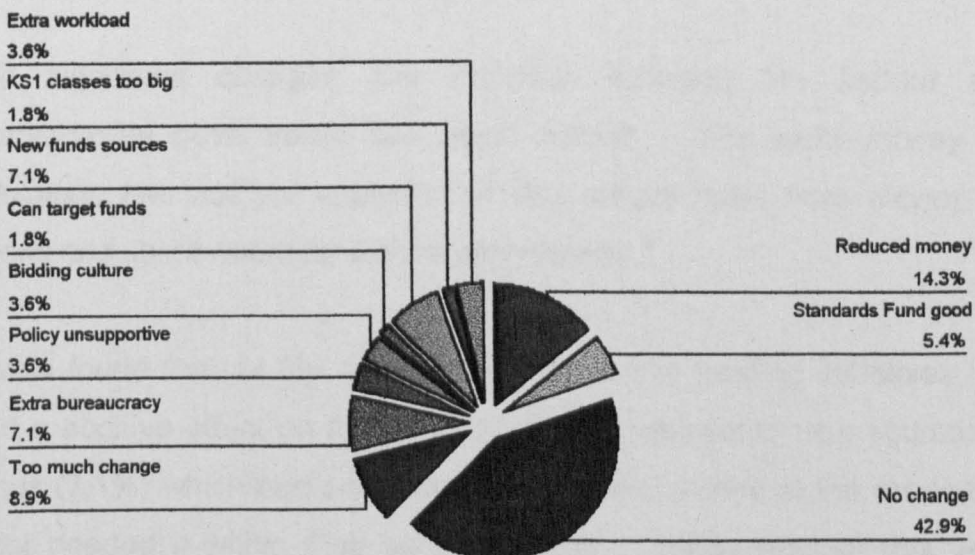


Fig. 4.5.1 Financial and strategic control

Each of these new funding initiatives involved new processes and paperwork for headteachers to familiarise themselves with. Thus, whilst the extra money was welcomed, many found the administration lengthy and onerous. Funding was not automatic. Schools were required to apply for each 'pot of money' and were assessed on the merits of their individual cases. In the case of GM schools, government proposals to change their status to Foundation Schools was an additional ambiguity with unknown implications for future funding.

As figure 4.5.1 shows, respondents in the sample had varying reactions to the changes. Nearly half, 42.9%, felt that there had been no change to the financial processes in their schools. This may be explained by the fact that many of the new initiatives did not apply to them. With 79.9% of schools in middle and upper working class areas, a high percentage were not based in EAZs and thus were not eligible for this source of funding. Also, these schools would not have needed to apply to the Standards Fund which was aimed at schools that needed to improve results. Many of the respondents in these schools felt that they were yet to see any of the money and, therefore, had little change to report. As one respondent (LMS007: Male; 6 years; 46-50 years; Consultative) stated:

"No significant changes, the transition between the Labour and Conservative government has been smooth. The extra money for education has not yet appeared in this school apart from money for books and some hours for the booster classes."

It was found that 14.3% of respondents felt the funding initiatives had had a positive effect on their schools. They welcomed new sources of funds (7.1%) which had enabled them to target money at the areas that most needed it within their schools (1.8%). These respondents were impressed with the Standards Fund (5.4%) and the opportunities that had

arisen from being able to take advantage of the additional money at their disposal. One respondent (LMS156: Male; 2 years; 41-45 years; Consultative) stated:

"We have had extra money from the Standards Fund. We've had £1,050 for one classroom assistant for one hour a day."

However, 42.9% of respondents had negative reactions to the changes in funding systems. Many felt that the changes were happening too fast to assimilate into their everyday working role (8.9%) and had increased their workload (3.6%) by increasing bureaucracy (7.1%). They found the new funding policies unsupportive (3.6%) and they felt that it had led to a bidding culture (3.6%) incompatible with primary education management. Some stated that the changes had actually reduced the amount of money they had coming into their schools (14.3%). This had led to disastrous results in some cases, with inadequate amounts of money to cover running costs, such as staff salaries. One respondent (LMS166: Male; 5 years; 41-45 years; Consultative) maintained:

"Funding is based on LEA formula (Free Meals). It is a significant factor. There's been a 4% fall in free meals which has resulted in a £16,000 reduction in our budget hence the loss of a teacher."

A small number of respondents found that keeping Key Stage 1 class sizes below the newly specified limit of 30 pupils affected their existing funding problems (1.8%) and was disrupting the organisation of the school as a whole. As one respondent (LMS219: Male; 20 years; Over 56 years; Authoritarian) stated:

"The effect of maintaining KS1 classes under the latest legislation of under 30 has dramatic effects on organisation i.e. vertical grouping and higher class numbers in KS2."

	LMS Schools	GM Schools	Total of LMS schools	Total of GM schools	Total as % of all schools in sample
No change	23 41.1%	1 1.8%	23 44.4%	1 25%	24 42.9%
Positive Responses					
Standards Fund good	2 3.6%	1 1.8%	2 3.8%	1 25%	3 5.4%
Better able to target money	1 1.8%		1 1.9%		1 1.8%
New sources of funding	4 7.1%		4 7.7%		4 7.1%
Negative Responses					
Less Money	6 10.7%	2 3.6%	6 11.6%	2 50%	8 14.3%
Too many changes	5 8.9%		5 9.6%		5 8.9%
Extra bureaucracy	4 7.1%		4 7.7%		4 7.1%
Policy unsupportive	2 3.6%		2 3.8%		2 3.6%
Bidding culture	2 3.6%		2 3.8%		2 3.6%
KS1 class sizes problematic	1 1.8%		1 1.9%		1 1.8%
Extra workload	2 3.6%		2 3.8%		2 3.6%
Column Total	52 92.9%	4 7.1%	52 100%	4 100%	56 100%

Table 4.5.2 Responses to Funding Changes by Status of Schools

As Table 4.5.2 shows, there was very little marked variation to responses to this question according to the status of schools in the sample. It was noticed that 13.4% of LMS respondents were positive about changes as was one of the GM respondents. In total 42.2% of LMS respondents had negative reactions to changes compared to 2 out of the 4 GM respondents. When asked if there were any changes to funding processes, one respondent in the GM sector stated that there was no change as opposed to 44.4% of respondents in the LMS sector. This constituted the largest difference in percentage of responses to this question which may be accounted for by the fact that GM headteachers were facing an uncertain financial future at the time the questionnaire was circulated.

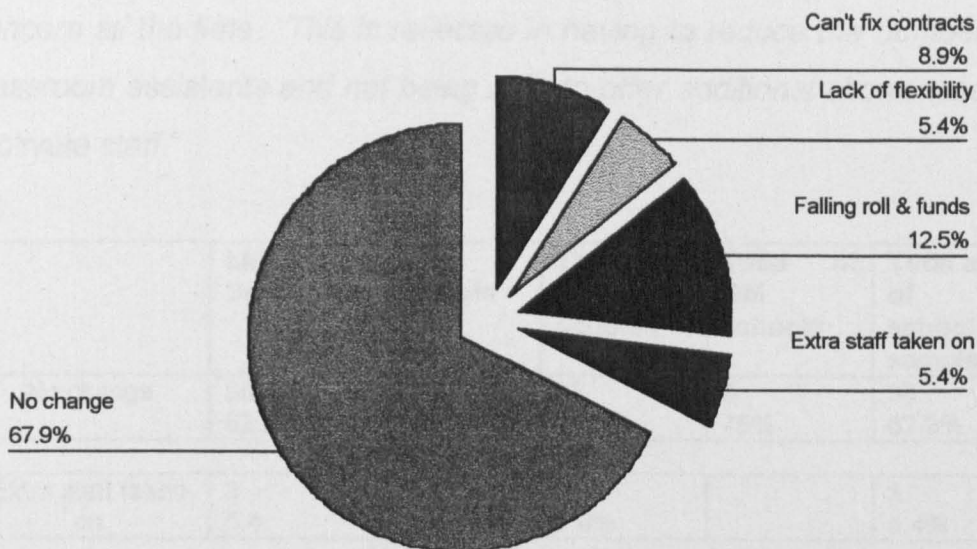


Fig. 4.5.3 Staffing decisions

As already mentioned, some respondents were having staffing difficulties caused by lack of funding. As Figure 4.5.3 demonstrates, this was not the case for all respondents in the sample. Over half of respondents (67.9%) stated that staffing decisions had not been affected at all by changes to funding. It was found that 5.4% of respondents felt that extra funding had enabled them to employ extra staff to maintain smaller class sizes and had provided the opportunity to offer booster classes for their Year 6 pupils.

However, 26.8% had been adversely affected by funding changes, claiming that a lack of financial flexibility had led to problems recruiting new staff (5.4%) and offering fixed contracts to those that had been hired recently (8.9%). Falling rolls in 12.5% of schools had led to a situation whereby respondents had actually seen a decrease in the funding received and this had led to a situation whereby they were unable to offer their staff pay increments and incentives. One respondent (LMS152: Female; 1.5 years; 41-45 years; Consultative/authoritarian to push reforms) claimed:

“Salaries take up most of the budget and redundancy is a serious concern all the time. This is reflected in having to reduce the number of classroom assistants and not being able to offer additional allowances to motivate staff.”

	LMS Schools	GM Schools	Total of LMS schools	Total of GM schools	Total as % of all schools in sample
No change	35 62.5%	3 5.4%	35 67.3%	3 75%	38 67.9%
Positive Responses					
Extra staff taken on	3 5.4		3 5.8%		3 5.4%
Negative Responses					
No fixed contracts	4 7.1%	1 1.8%	4 7.6%	1 25%	5 8.9%
Lack of flexibility	3 5.4		3 5.8%		3 5.4
Falling rolls & funds	7 12.5%		7 13.5%		7 12.5%
Column Total	52 92.9%	4 7.1%	52 100%	4 100%	56 100%

Table. 4.5.4 Responses to Staffing Changes by Status of School

When studied in the context of school status, there is a slight variation based on whether respondents' schools were grant maintained or locally managed (Table 4.5.4). It was found that 75% of GM respondents claimed to have seen no change in staff recruitment and retention since 1997 compared to 67.3% of LMS respondents. Another 5.8% of LMS respondents had seen positive results in the changes to staffing whereas none of the GM respondents could identify any positive results. A further 26.9% of LMS respondents stated that changes to staffing had been negative as did 25% of GM respondents. The negative responses from GM respondents seemed to be particularly bad with one (GM009: Male; 9 years; 51-55 years; Consultative/line management) stating:

“Transitional funding has 'protected' the school until April 2000. If existing LEA levels are maintained then we will have a £152,000 shortfall. 3

teachers are going on voluntary redundancy in August 1999. All 16 teacher assistants will be made redundant next April."

Apart from funding, another factor affecting staff recruitment and salaries was the Unfair Dismissal and Statement of Reasons for Dismissal Order which came into force in June 1999. This stated that the qualifying period of service after which an employee may complain of unfair dismissal was reduced from two years to one year. Respondents felt that this reduced their flexibility when employing new staff on a temporary basis. Combined with the fact that recent legislation had allowed for women with children to be able to request and receive the opportunity to work part-time if they are permanent full-time in a workplace, respondents were finding recruitment more difficult. As one respondent (LMS152: Female; 1.5 years; 41-45 years; Consultative/authoritarian to push reforms) stated:

"All posts now when they come up are advertised as temporary and are subject to budget review. One post out of three has been made permanent."

Recruitment and retention of staff under these conditions was proving problematic for these respondents. Many were struggling with the new systems brought in just when they had started to feel comfortable with the old systems. This was compounded by the changes taking place in the curriculum which were increasing at a rapid rate.

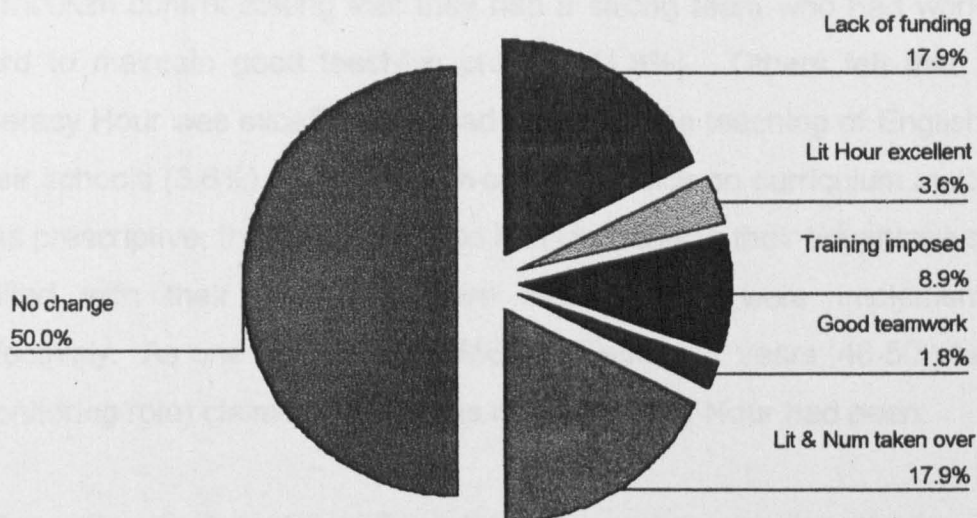


Fig. 4.5.5 Curriculum Decisions

Changes to the curriculum had been occurring before the Labour Party came to power but the rate of new initiatives being introduced had rapidly increased since their election in 1997. Schools now had to deal with the Literacy Hour, the Numeracy Strategy, changes to ICT, target setting and the imminent arrival of Curriculum 2000 (as previously discussed in the Introduction). As a result, the respondents in the sample were experiencing a shift in their levels of curriculum control (Fig. 4.5.5). It was discovered that 50% of respondents felt that there had been no significant changes in the way in which they were able to deal with curriculum matters. They had become used to reforms in education and had ceased to let it obstruct them in carrying out the running of their schools. One respondent (LMS100: Female; 13 years; 46-50 years; Consultative) maintained there was no change in her levels of curriculum control:

"Because demands made by the Government have remained at a high level. There is constant change and moving of the goalposts."

Overall, 5.4% of respondents were positive about their levels of curriculum control stating that they had a strong team who had worked hard to maintain good teaching practice (1.8%). Others felt that the Literacy Hour was excellent and had improved the teaching of English in their schools (3.6%). Although government policy on curriculum matters was prescriptive, these respondents had used this to their advantage and united with their staff to ensure that reforms were implemented effectively. As one respondent (LMS041: Female; 7 years; 46-50 years; Monitoring role) claimed, the effects of the Literacy Hour had been:

"Dramatic - the teaching of English has improved, especially the breadth of delivery. This year's SATs results have improved - very few Level 2Cs - and this is because of the Literacy Hour."

Other respondents in the sample did not react as favourably to curriculum reforms and the effects they had had on their levels of control. Nearly half of respondents (44.6%) contended that they had lost a high degree of their curriculum autonomy since 1997. A lack of funding had caused some respondents (17.9%) to sideline curriculum changes they had wished to introduce due to an inability to buy the resources required to carry out the teaching of those subjects. As one respondent (GM001: Male; 10 years; 46-50 years; Less autonomy) stated:

"Lack of funding means the school can no longer plan with confidence to undertake necessary curriculum development."

Other respondents claimed that their ability to plan for staff development was hindered by the fact that training needs had been imposed by government reforms with many staff members requiring courses to familiarise themselves with the new initiatives (8.9%). These curriculum changes included the Literacy and Numeracy Strategies which 17.9% of respondents felt had taken over as a priority in their schools to the

detriment of other curriculum areas. One respondent (LMS254: Male; 14 years; Over 56 years; Authoritarian) felt that the government had the wrong emphasis:

"A small amount of money for Literacy. A large amount of money for training. The money should be put into the classroom - at the point of interaction. Only then will there be real change."

Respondents in the questionnaire sample were finding that a lack of funding and government initiatives, such as the Literacy and Numeracy Strategies, were affecting their levels of control over the staffing and curriculum matters in their schools. Meso-factors were becoming more difficult to manage. Although a large percentage claimed there had been no change in their handling of mesopolitics in their schools, those who had reported a change stated that they were struggling with their lack of control in these areas. There appeared to be little reported difference between the LMS and GM sectors with both sets of respondents stating the same reasons for the levels of change to their roles.

4.6 Micro-Factors and Processes

As can be seen in Fig 4.6.1, 58.9% of respondents in the sample felt that there had been no change to the decision-making processes in their schools since 1997, while 3.6% stated that minor shifts in authority had taken place. A further 21.4% of respondents had involved the governors of their schools to a greater degree in decision-making, especially those decisions concerning staffing, job descriptions and pay issues. As one respondent (LMS225: Female; 8 years; 51-55 years; More autocratic) stated:

"The Governors discuss and approve financial decisions and are involved in many aspects of staffing - such as selection, recruitment and pay and conditions."

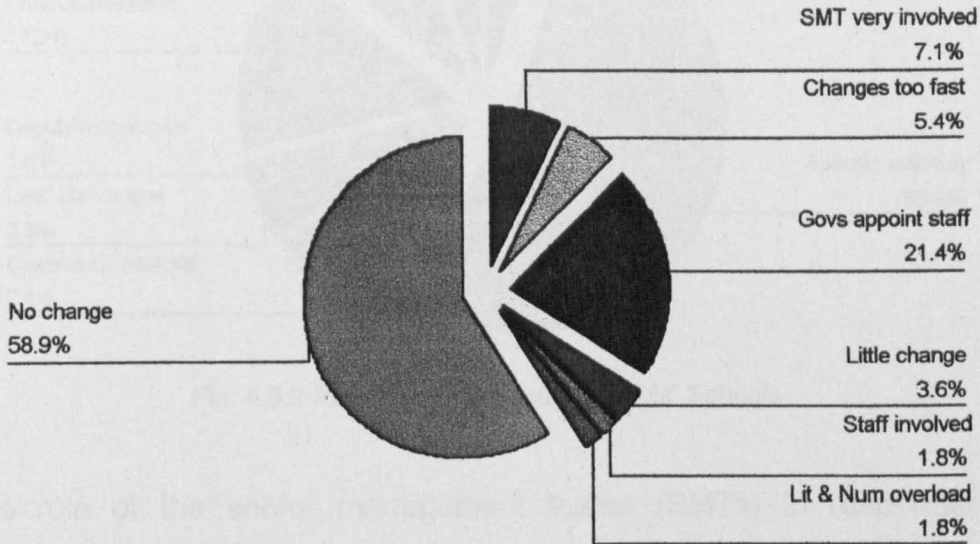


Fig. 4.6.1 Level of Involvement of Staff and Governors in Decision-making Processes

It was found that 1.8% of respondents maintained that staff had become more involved and 7.1% stated that their Senior Management Teams (SMT) were playing a larger role in decisions. Another 1.8% felt that there had been huge changes caused by the introduction of the Literacy and Numeracy strategies which had taken over as planning priorities. A further 5.4% stated that the changes from central government were coming so fast that many decisions had been taken away from them. One respondent (GM001: Male; 10 years; 46-50 years; Less autonomy) maintained:

"We have less autonomy. There is less chance to meet this school's particular needs."

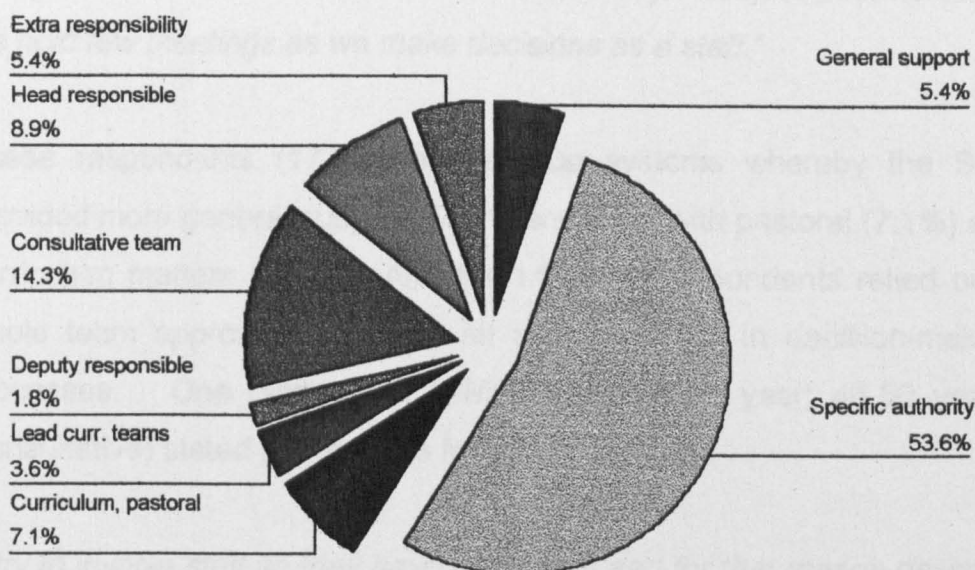


Fig. 4.6.2 Role of SMTs in Respondents' Schools

The role of the senior management teams (SMTs) in respondents' schools appears to be significant (Fig. 4.6.2). Altogether, 57.2% of respondents stated that the SMT in their school had specific areas of authority that fitted in with the management structure to provide support for heads (53.6%). SMTs were responsible for the development of curriculum areas or, in some cases, a whole Key Stage (3.6%). Respondents were delegating these responsibilities to their SMTs to enable them to cope with their own workload. As one respondent (LMS253: Female; 8 years; 46-50 years; More delegation/higher accountability from others) claimed:

"I have had to learn to delegate more to survive. There are some things that are impossible to delegate."

However, respondents did not delegate work just to avoid doing it themselves. Many felt that it was an extra burden on their staff and tried to limit the amount of extra work they gave staff. As one respondent (LMS239: Male; 20 years; 51-55 years; Consultative) claimed:

"They are also full time class teachers and major subject post holders - we hold few meetings as we make decisions as a staff."

These respondents (17.9%) had set up systems whereby the SMT provided more general support (5.4%) and dealt with pastoral (7.1%) and curriculum matters (5.4%). Another 14.3% of respondents relied on a whole team approach, involving all staff members in decision-making processes. One respondent (GM005: Female; 1 year; 46-50 years; Consultative) stated her reasons for this:

"I try to involve staff so they have ownership and for that reason desire to make it work."

In a small percentage of cases, respondents made all the decisions themselves (8.9%) or shared them jointly with the deputy (1.8%). These respondents reasoned that this was due to the fact that they were accountable for the success of their schools. As one respondent (LMS001: Female; 1 year; 46-50 years; Consultative) maintained:

"A headteacher is ultimately responsible for the effective running of the school ensuring standards are rising."

Where decisions were necessary and not enforced by the implementation of new government initiatives, respondents were sharing the decision-making with their senior staff and school governors to a greater extent than previously. Delegation had become a necessary part of running their schools but they had to take into account the fact that senior members of staff were already heavily laden with work commitments and improving pupils' attainment. The micropolitics of schools was gradually changing to a situation whereby respondents were no longer solely responsible for all decision-making but had established senior management structures in place to ease their workload.

4.7 Macro-Factors and Processes

At the time the questionnaire was circulated, respondents were faced with implementing government reforms that included:

- The Literacy Hour (Sept .1998).
- The Numeracy Strategy (Sept .1999).
- Target setting.
- Performance Related Pay.
- Advanced Skills Teachers.

Respondents were requested to give their views on these macro-factors and the effects on their respective schools.

Positive about the effects of the Literacy Hour 62%	Negative about the effects of the Literacy Hour 38%
<ul style="list-style-type: none"> • It has improved planning 14% • It has raised the profile of literacy in school 2% • It has improved continuity of teaching of literacy skills and led to whole school development in this area 14% • It has improved the range of teaching styles and methods 6% • It has involved the need for improved resources 8% 	<ul style="list-style-type: none"> • It has had a huge impact and taken over all other school priorities 36% • The brighter children are not stretched by the teaching method and content 2%

Table 4.7.1 The effects of the Literacy Hour on schools

When questioned about the changes already brought in by the Labour government, respondents gave a mixed response. Table 4.7.1 demonstrates that, overall, many were positive about the introduction of the Literacy Hour. It was found that 62% of respondents stated that it had improved the planning and teaching of English in their schools. As one respondent (LMS179: Female; 6 years; 46-50 years; Increased delegation) stated it had resulted in

“... better monitoring procedures and resources. Teaching is more focused with a maintained pace.”

However, 38% gave negative responses, stating that it had taken over as a planning priority (36%) and that the brighter children in their schools were not being stretched (2%). One respondent (LMS225: Female; 8 years; 51-55 years; More autocratic) held the view that the effects were:

“Dramatic - a) planning time is 3 hours plus; b) intensive teaching time each day with extra time required for English activities; c) involves monitoring by headteacher and inspectors.”

Altogether, 66% of respondents felt that LEAs had given good support and training for their schools throughout the introduction of the Literacy Hour. However, 34% were dissatisfied with the levels of support they had received stating that it was “irrelevant”.

LEA	Support for Numeracy Strategy					Row Total
	Training for key staff	Training for whole school	Very little support	Huge amount of support	No training as yet	
Liverpool	3	4		1	2	10 18.4%
The Midlands	2	3	1	3		9 16.7%
Knowsley	1	2	1	2	1	6 11.1%
Wirral	4	3	3	3	2	15 27.8%
Sefton	4	3		1	1	9 16.7%
St Helens		2	1	2		5 9.3%
Column Total	14 25.9%	16 29.7%	6 11.1%	12 22.2%	6 11.1%	

Table 4.7.2 LEA support for the Numeracy Strategy

In response to the question of how schools were preparing for the implementation of the Numeracy Hour in September 1999, 24% stated that they were already following the format and 28% had carried out audits and revised the curriculum in line with guidelines. It was found that 34% had ensured that their staff had received adequate support and training and 10% had appointed a key member of staff to ensure that the changes run smoothly (Table 4.7.2).

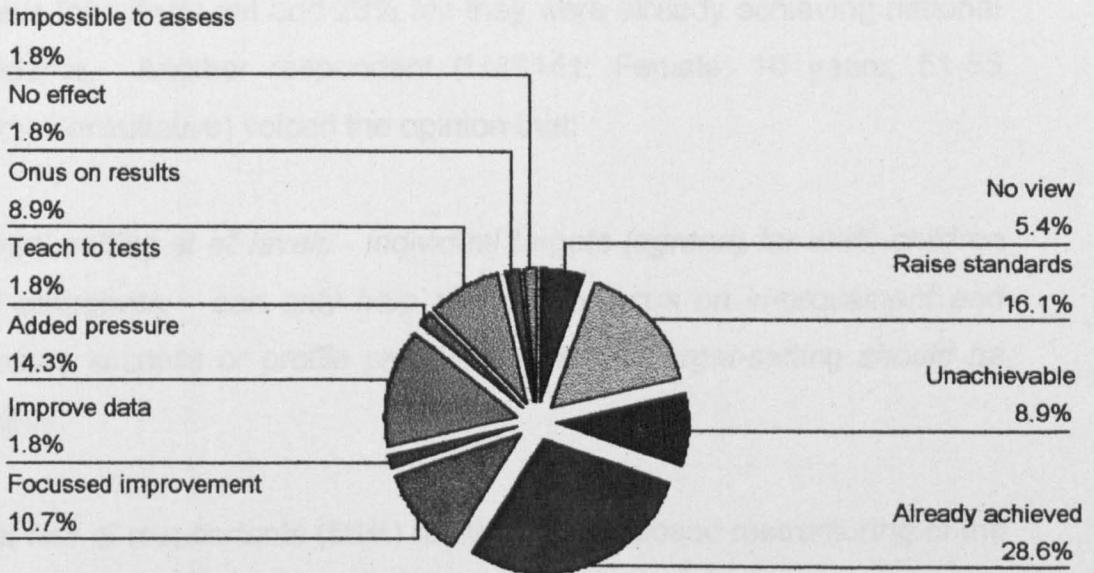


Fig. 4.7.3 Respondents' Views on Target Setting

Target-setting received a mixed response from respondents (Fig. 4.7.3). Overall, 34% felt that it would have a negative effect on their schools with one respondent (LMS238: Female; 10 years; 46-50 years; More directive) stating:

"We have set challenging but realistic targets below the LEA's target for us. We have reviewed them on request but cannot change them as they are based on assessment of individual pupils."

Many felt that they would never achieve national standards (8%); it would add extra pressure and the children would suffer (16%); it placed the onus on results (8%) and teachers would just teach for the tests (2%). One respondent qualified a negative viewpoint towards target-setting by stating that it would put *"the school at the mercy of its pupils' ability rather than its teachers' skills."* It was found that 28% of respondents stated that the system would have a positive effect on their schools by raising standards (16%) and focusing on areas for improvement (12%). One such respondent felt this would be achieved by *"firming up our aim of*

realising the true potential of each child." Only 2% felt it was difficult to assess the effects yet and 28% felt they were already achieving national standards. Another respondent (LMS141: Female; 10 years; 51-55 years; Consultative) voiced the opinion that:

"Target-setting at all levels - individual targets (agreed) for staff, children and collectively - can only help schools to focus on improvement and measure success or profile problems. Per Se target-setting should be positive."

Over half of respondents (56%) felt that the proposed restructuring of the teaching profession would have a negative effect. Many felt it would be *"divisive"* (20%) and would *"create a two-tier system"* while 16% stated it would demoralise staff and discourage new teachers from entering the profession. As one respondent (LMS043: Female; 2 years; 41-45 years; Consultative) stated:

"The 'threat' of performance-related pay is not one that I relish, and feel it is non-productive, as industry has proven, 'money' is not the greatest incentive."

Others stated that public opinion needed to improve (10%) with one respondent (LMS152: Female; 1.5 years; 41-45 years; Consultative/authoritarian to push reforms) maintaining:

"I think they are genuinely trying to raise the status of teachers but teacher status is reflected in public opinion and the public in general don't like teachers for the wrong reasons - holidays, etc. They don't see the work that goes on."

Others felt that it is too late as the damage to morale has already been done (4%). Only 6% aired the view that it would have no effect while

another 6% were unsure as to how it would change anything. Altogether 24% of respondents thought that restructuring would have positive long term effects and would give more recognition of achievement within the profession and lead to improved status for teachers. One positive response included *“hopefully it will enhance the status of the profession.”*

When asked about proposed changes to staff appraisal, 54% of respondents stated that they felt able to carry out the new methods but 36% added that it should be the responsibility of an outside agency to appraise staff for performance related pay. One respondent stated that although he felt qualified to appraise staff under the proposed system he did not think *“pay and appraisal should be linked”*. Altogether 40% of respondents stated that they did not feel equipped to carry out the new appraisal system and that it was *“a waste of time in its present format”*.

Positive about Advanced Skills Teachers 12%	Negative about Advanced Skills Teachers 88%
<ul style="list-style-type: none"> • It will enhance the teaching profession 10% • It will work well if adequately funded 2% 	<ul style="list-style-type: none"> • It requires a good experience of both management and teaching 4% • It is divisive and will destroy teamwork within schools - not suitable to ethos of primary teaching 28% • There is already too much expected of teachers 4% • It is a gimmick 14% • A lot of teachers already of this standard will go unrewarded 14% • The proposal lacks clarity 12% • The present system is fine 4%

Table 4.7.4 Heads' views on the proposed Advanced Skills Teachers status

Linked to this, the majority of respondents (88%) felt that Advanced Skills Teachers would be very divisive and that it would increase pressure on teachers (Fig. 4.7.4). As one respondent (LMS253: Female; 8 years; 46-50 years; More delegation/higher accountability from others) stated:

“Schools need to work as a team and the introduction of this (Advanced Skills Teacher status) could well destroy that spirit.”

Altogether 12% felt that the introduction of Advanced Skills status for teachers would have a positive effect and enhance the profession. A further 12% stated that the proposal would need more clarity if it were to work. Over half of respondents (52%) felt that fast track teachers would have a negative effect on the profession, being too subjective and inconsistent. In comparison, only 12% stated it would have a positive effect as long as it was properly resourced and implemented.

LEA	LEA Support				Row Total
	Courses & advice	Full support	None	Improving	
Liverpool	2	2	5		9 17.3%
The Midlands	4	4	1		9 14.3%
Knowsley		3	1	1	5 9.6%
Wirral	7	8			15 28.8%
Sefton	5	3	1		9 17.3%
St Helens	3	1		1	5 9.6%
Column Total	21 40.4%	21 40.4%	8 15.4%	2 3.8%	

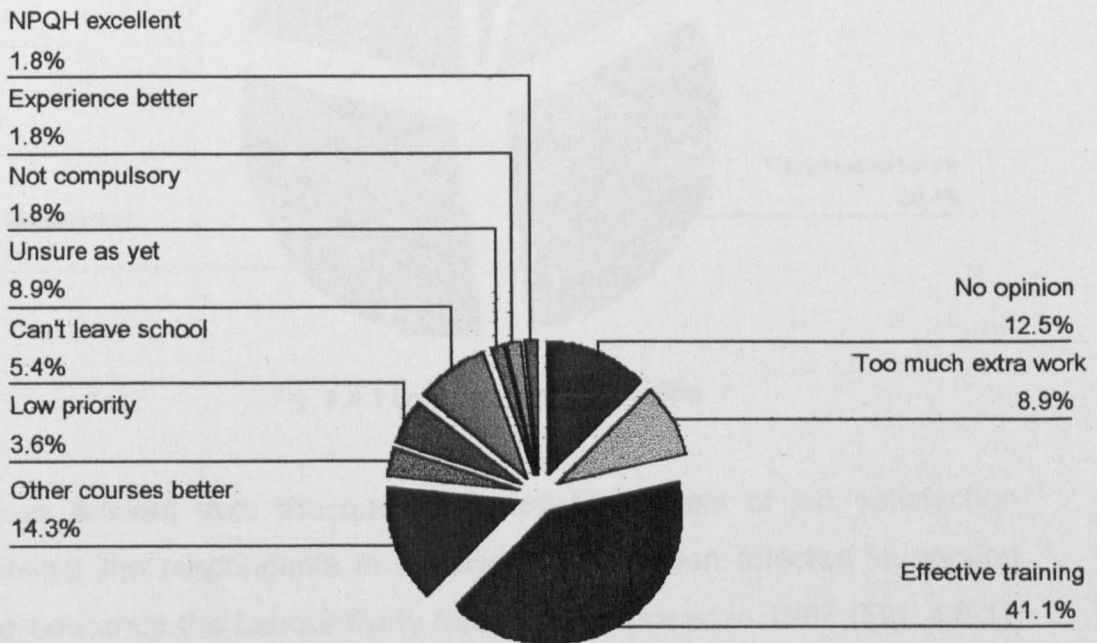
Table 4.7.5 LEA Leadership Support

Overall, respondents felt that they had received adequate support from their respective LEAs during this period of educational change (Table 4.7.5). Seventy-four per cent had attended regular courses and received ongoing support from advisors to enable them to set targets. Only 12% stated that they had received very little training and what was available had not been worthwhile. A further 6% had received training but were unsure how effective it had been as they had not had the chance put it into practice yet.

The overall response to the question of a new National School for School Leadership was one of doubt. Nearly half of respondents (46%) were unsure whether it would have any positive effects and preferred to reserve judgement until they had seen how effective the system would

be. As one respondent (LMS140: Male; 17 years; 46-50 years; Consultative) stated, it had:

"...yet to prove its worth. But I am committed to the continued need to develop oneself professionally."



4.7.6 Respondents' Views Concerning National Training Initiatives

Some respondents felt that they had enough responsibilities, 12% stating that it would just add to their already heavy workload. In comparison 24% stated it would be a good strategy and would enable headteachers to cope with change (2%).

4.8 Job Satisfaction

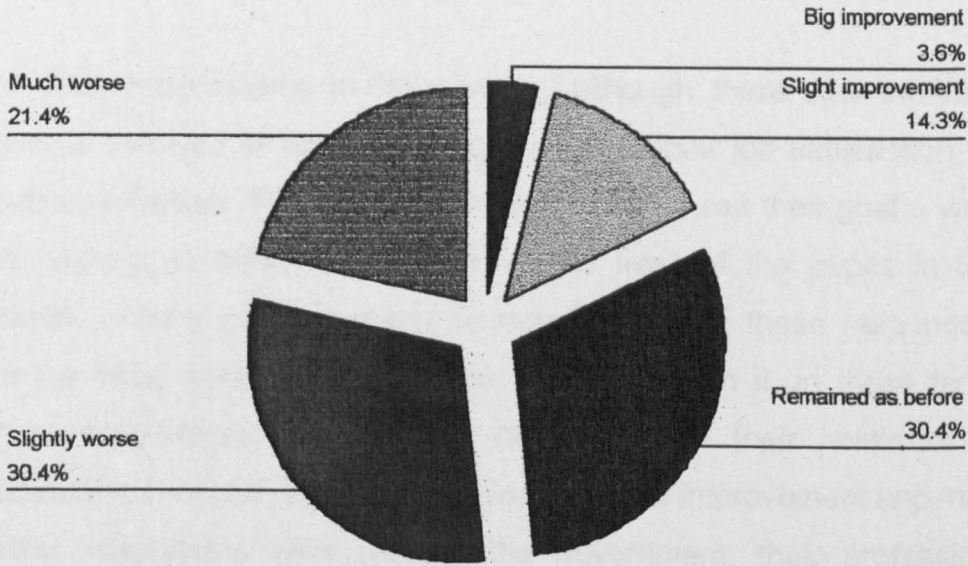


Fig. 4.8.1 Levels of Job Satisfaction

It was evident from the questionnaires that levels of job satisfaction amongst the respondents in the sample had been affected to varying degrees since the Labour Party had come to power in 1997 (Fig. 4.8.1). Respondents were asked to stipulate on a summated rating scale or *Likert scale* (Likert 1932) with five fixed alternative expressions ('big improvement', 'slight improvement', 'remained as before', 'slightly worse' and 'much worse'), how much their levels of job satisfaction had been influenced by government policy over the preceding two years. Altogether 30.4% of respondents stated that their levels of job satisfaction had remained as before with the changes introduced by the Labour government since 1997 having had no effect on how they perceived their roles in schools. These respondents had accepted that changes in education were inevitable and stated that in the main they were still satisfied with their jobs. As one respondent (LMS043: Female; 2 years; 41-45 years; Consultative) stated:

"I cease to let the 'culture of change' affect my general disposition. Everything seems to change except the most important thing - the children."

For these respondents in the sample, although there was increased pressure involved in the role of headteacher, their job satisfaction had not been affected. They felt they were still able to see their goal - which was working to educate and improve the lives of the pupils in their schools. There was a general acceptance among these respondents that the extra work involved in their role was worth it on these terms. Other respondents who reported no change in their levels of job satisfaction, however, felt that there was room for improvement and that if certain stipulations were met by the government, their professional fulfilment would be greatly enhanced. One respondent (LMS001: Male; 1 year; 31-35 years; Less autonomy) claimed:

"I have always been optimistic, enthusiastic and love teaching. No political manoeuvres will demoralise me but improved standards would increase my job satisfaction."

The remaining 70.2% of the respondents in the sample felt that their levels of job satisfaction had changed since Labour had come to power. Only 17.9% of these respondents stated that their level of job satisfaction had improved, with a further 3.5% of them stating that it had improved a great deal. One respondent (LMS061: Female; 6 years; 46-50 years; Consultative) attributed this to:

"A committed staff, supportive LEA and increased self confidence..."

This respondent also added that:

"I wish there was a real celebration of the work schools do against the odds."

This is an indication of the fact that although her job satisfaction had improved, it had little to do with external factors affected by the government (macropolitics) and more to do with the internal factors within her school (micropolitics). As with the previous respondent, who had claimed that his job satisfaction would increase if the government improved standards, this respondent felt that the government would actually improve her levels of job satisfaction should they increase recognition for the good work carried out by schools, such as hers, in poorer areas. These respondents felt that the micropolitics within their schools were the main influences on how they currently viewed their roles but that changes to macropolitics would improve their professional fulfilment greatly.

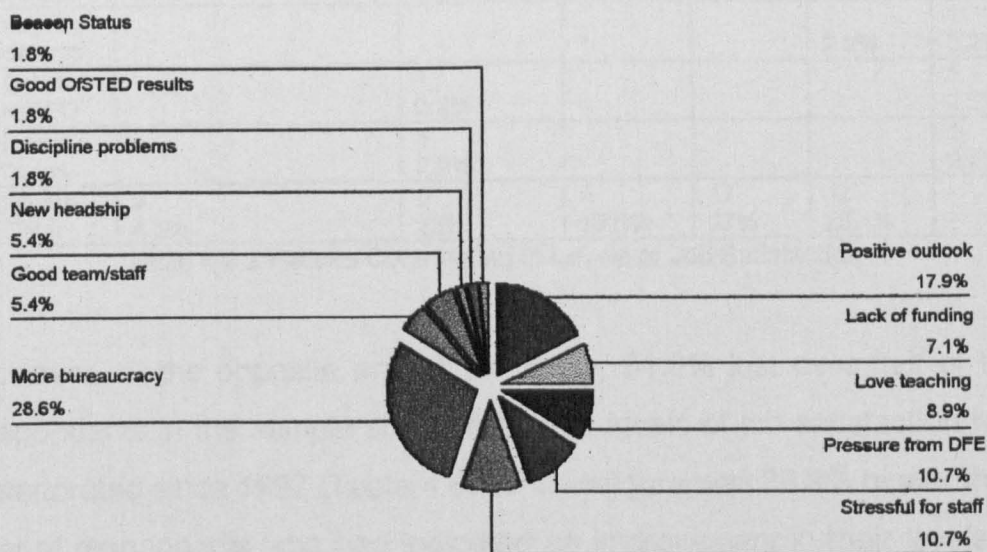


Fig. 4.8.2 Factors affecting Levels of Job Satisfaction

The remaining respondents who stated that their job satisfaction levels had improved also attributed their increased enthusiasm to the

micropolitics of their schools (Fig. 4.8.2). The fact that they had committed staff (5.4%), that they had received favourable OFSTED reports (1.8%), that they had achieved Beacon status (1.8%), that they were new heads and still enjoyed the challenge (5.4%) led these respondents to feel a greater degree of job satisfaction than they had previously felt.

Factors	Levels of Job Satisfaction					Row Total
	Big Improvement	Slight Improvement	No change	Slightly worse	Much worse	
Lack of funding			1 2.2%	2 4.3%	1 2.2%	4 8.7%
Positive outlook	1 2.2%		4 8.7%			5 10.9%
Pressure from DFEE			2 4.3%	2 4.3%	2 4.3%	6 13%
Stressful for staff			1 2.2%	3 6.5%	2 4.3%	6 13%
More bureaucracy			1 2.2%	9 19.6%	6 13%	16 34.8%
Good team/staff		2 4.3%		1 2.2%		3 6.5%
New headship	1 2.2%	2 4.3%				3 6.5%
Discipline problems					1 2.2%	1 2.2%
Good OFSTED		1 2.2%				1 2.2%
Beacon Status		1 2.2%				1 2.2%
Column Total	2 4.3%	6 13%	9 19.6%	17 37%	12 26.1%	

Table 4.8.3 Factors Contributing to Levels of Job Satisfaction

However, at the opposite end of the scale, 51.8% just over half of the respondents in the sample stated that their levels of job satisfaction had deteriorated since 1997 (Table 4.8.3). This figure was 33.9% higher than that of respondents who had indicated an improvement in their levels of job satisfaction. Altogether 21.4% of these respondents felt that their levels of job satisfaction had become much worse since 1997 and, unlike the respondents whose job satisfaction had increased, directly attributed this to macropolitics. One respondent (LMS187: Male; 8 years; 46-50 years; More prescriptive/less flexibility) maintained decreased levels of job satisfaction were due to:

"The relentless pace of change as a succession of major initiatives reach schools within a very short period. (It leaves) little time to reflect and evaluate."

The increase in bureaucracy was the largest single factor quoted by 32.6% of respondents to have had a negative effect on their role as headteachers. It was found that 19.6% of respondents who stated this was a concern had slightly decreased levels of job satisfaction and 13% had much worse levels of job satisfaction. The negative effect was a direct result of new initiatives introduced, at first, by the Conservative government and then by the Labour government, who had stepped up the rate of change dramatically since 1997. These reforms have inevitably been accompanied by a lengthy familiarisation, implementation, documentation and evaluation process. As one respondent (LMS222: Female; 4 years; 51-55 years; More coercive/autocratic) claimed:

"[There is] Too much time producing and completing paperwork to prove what's been done. Coping with staff tensions related to OfSTED. Trying to meet impossible targets and justify why we can't."

The fact of more bureaucracy and administrative tasks itself was not the main concern for respondents but rather the consequences it had for other areas of school life. The emphasis on change in primary schools had taken headteachers away from areas of school life they had once enjoyed. They were no longer able to teach or spend time with the pupils in their schools. As one respondent (LMS254: Male; 14 years; Over 56 years; Authoritarian) remarked, primary headship now involved:

"1) Too many meetings

2) Too many high profile fallacies - League Tables!

3) *Too much LAW in education and not enough common-sense.*

This had led to a situation whereby respondents felt as if the chief executive aspects of their job were overtaking their role as the leading professional within their schools. With so many meetings and extra paperwork to deal with, they were becoming more distant from their pupils and staff. This was leading to problems with prioritising tasks and achieving set goals. Many did not feel that they were performing tasks adequately to ensure that they were merely completed. One respondent (LMS250: Female; 6 years; 46-50 years; More coercive) defined it thus:

"I feel unable to carry out my role successfully because there is too much to do. Things are not, therefore, done to my satisfaction and so this affects my job satisfaction levels."

Many respondents claimed that the opportunities to teach were decreasing as a result. Only 8.9% of respondents were able to maintain a teaching aspect to their role but at the cost of long hours outside school to ensure they kept up to date with documentation. This was leading to an increasingly excessive workload for these respondents. As one respondent (LMS242: Male; 6 years; 46-50 years; More directive) explained:

"I am very involved in my post but have to say that as a teaching head, the amount of admin has increased my working hours to 70 hours per week on some occasions. (Never less than 50 hours per week)."

This extra administrative, chief executive aspect of respondents' roles was deemed an unnecessary hindrance when carrying out the day to day running of their schools. Respondents were beginning to feel distant from the events taking place in the classrooms and were finding it difficult to maintain a supportive role for their staff who were also struggling with

workloads brought about by government initiatives. The government reforms were not just affecting headteachers. Just over half of respondents (55.4%) claimed that staff morale levels in their schools were low as a result of the number of government initiatives that needed to be implemented in a very short space of time. The Literacy Hour had taken a great deal of planning and training for teachers to implement in their classrooms and they would soon be involved in the Numeracy Strategy and all the changes that this entailed. In addition the introduction of Performance Related Pay had caused a general feeling that they were under-valued and was leading to disunity amongst a profession traditionally known for its ethos of teamwork.

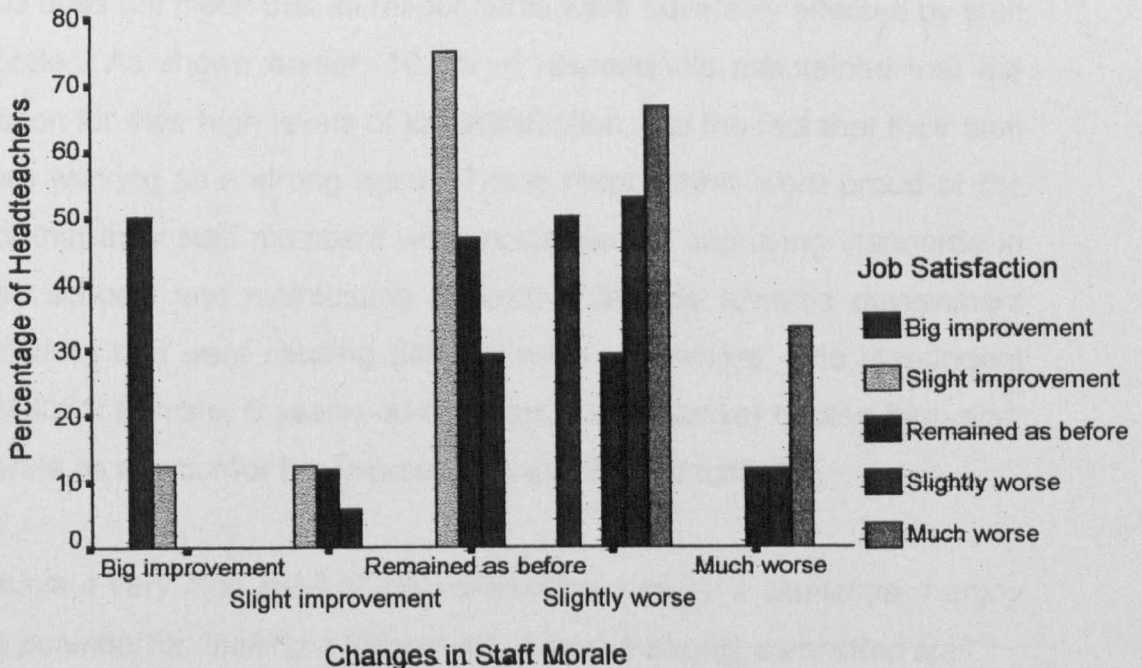


Fig. 4.8.4 Effects of Staff Morale on Respondents' Levels of Job Satisfaction

Many respondents (10.7%) stated that the morale of the staff in their schools was having an effect on their own levels of job satisfaction (Fig. 4.8.4). Interaction with staff members who were constantly stressed was becoming problematic and respondents felt that this affected the smooth

running of their schools. As one respondent (LMS188: Female; 4 years; 46-50 years; Crisis management/feel pressured) remarked:

"I feel very pressured to sell changes to staff which are being thrust upon us. Stress policy has emerged - more absence through exhaustion leads to pressure on everyone. More crisis management!"

This was an added pressure that respondents had to deal with in a diplomatic and tactful manner. It was causing a dichotomy in their role as headteachers who wanted the best for both their schools and their staff, without whom they would struggle to achieve anything.

This does not mean that all respondents were adversely affected by staff morale. As shown earlier, 10.6% of respondents maintained that the reason for their high levels of job satisfaction was the fact that their staff were working as a strong team. These respondents were proud of the fact that their staff members were committed to improving standards in their schools and maintaining a positive attitude towards government initiatives that were causing demoralisation elsewhere. One respondent (LMS061: Female; 6 years; 46-50 years; Consultative) quoted high staff morale as a factor for her improved levels of job satisfaction:

"I have a very high level of job satisfaction, I enjoy a challenge, I enjoy the potential for 'making a difference'. I have a strong, committed staff."

A combination of additional factors were attributable to respondents' levels of job satisfaction, one of which was the length of time each had served as a headteacher. As mentioned earlier in this chapter, the respondents represented a cross-section of headship experience and, as a result, many had already led their schools through a number of periods of educational change. The respondents who had been headteachers for longest had dealt with the most change and had known the education

system before 1988 when the government had held a 'laissez-faire' attitude towards schools. It is not surprising, therefore, that the majority of these respondents were feeling disillusioned about government initiatives and held the most negative views about their levels of job satisfaction.

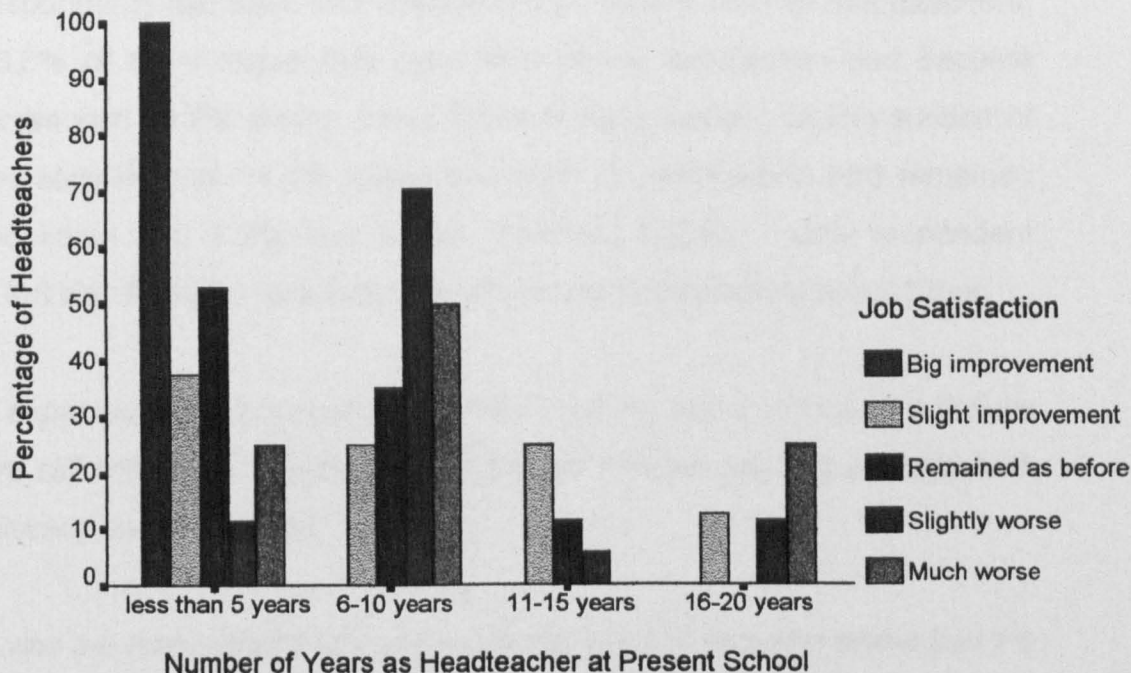


Fig 4.8.5 Levels of Job Satisfaction by Number of Years as Headteacher

As Fig 4.8.5 demonstrates, of the 10.7% of respondents who had been headteachers between sixteen and twenty years, only 1.7% stated their levels of job satisfaction had improved a little. The remaining 9% felt that their levels of job satisfaction had become worse - a further 5.4% stating that they had become much worse. These respondents attributed their dissatisfaction not so much to the number of changes introduced by the government since 1997, but to the rate at which the government has expected schools, and ultimately headteachers, to implement these changes. As one respondent (LMS041: Female; 7 years; 46-50 years; Monitoring role) stated:

“Although I support change, the rate of change has become faster since the Labour party came to power. I feel very overworked, like many of my colleagues.”

This opinion was reflected in the responses from the sample who had served between five and fifteen years as headteachers. Although these respondents had seen less change in their time served as headteachers, 33.8% of them stated that their level of job satisfaction had become worse with 10.7% stating it had become much worse. Of this section of the sample, only 14.3% stated that their job satisfaction had remained the same and 7.2% that it had improved slightly. One respondent (LMS106: Female; 16 years; Over 56 years; Consultative) argued that:

“I expected an improvement [post 1997] but the paper work and initiatives are still very time consuming even though now we need to address both Literacy and Numeracy.”

It was the respondents who were over 45 years of age who presented the most negative points of view about the pressures of their jobs, with 50% of the respondents in the 46-50 age range stating that their levels of job satisfaction had become much worse since 1997 (Table 4.8.5). These respondents felt that the nature of primary headship had moved away from the old values that had made it an important and worthwhile role. As one respondent (LMS238: Female; 10 years; 46-50 years; More directive) stated:

“[There is] no time to see a task through and evaluate it. [It is] simply about keeping plates spinning for any headteacher who still wants to know the pupils, teach them from time to time and be involved in curriculum.”

This respondent had been in post over 10 years and remembered a time when a head's role had less emphasis on paperwork and involved more contact time with pupils. Other respondents agreed that this was the one area suffering the most from the government initiatives and reforms in education - their relationship with the pupils in their schools. One respondent (LMS136: Female; 7 years; 46-50 years; Consultative) defined it as:

"Too much change all at once leads to increased workload. Less time is spent on the core business - CHILDREN!!"

This view was reiterated by another respondent (LMS179: Female; 6 years; 46-50 years; Increased delegation):

"Despite attempts to reduce workload, there is an increasing amount of paperwork to be done. Action planning, target setting and constant innovation and changes so that the children are seen less often."

Neither of these respondents had been in post as headteachers for as long as many in the sample (7 and 6 years respectively). However, both had been in the teaching profession for over 25 years altogether and had seen a great deal of change over that time. They could see that the amount of paperwork they had to carry out was keeping them in their offices and away from the classroom. They had become headteachers through their love of teaching and children, and each year they were becoming more distant from them because of the load of administrative tasks.

There was a variation in the levels of job satisfaction according to the maintaining LEA of respondents' schools. The respondents who claimed to have noticed a big improvement in job satisfaction worked for Sefton (1.8%) and Rochdale (1.8%). Those who had noticed a slight increase

worked for Sefton (5.4%), St Helens and Wirral (3.6%) and Solihull (1.8%). Overall, Sefton LEA had the most respondents (7.2%) who had either seen a big improvement or a slight improvement in their levels of job satisfaction.

LEA	Levels of Job Satisfaction					Row Total
	Big Improvement	Slight Improvement	No change	Slightly worse	Much worse	
Liverpool			4 7.1%	5 8.9%	1 1.8%	10 17.9%
The Midlands	1 1.8%	1 1.8%	1 1.8%	3 5.4%	3 5.4%	9 14.3%
Knowsley			5 8.9%	1 1.8%		6 10.7%
Wirral		2 3.6%	4 7%	3 5.4%	6 10.7%	15 26.7%
Sefton	1 1.8%	3 5.4%	2 3.6%	2 3.6%	2 3.6%	10 17.9%
St Helens		2 3.6%	1 1.8%	3 5.4%		6 10.7%
Column Total	2 3.6%	8 14.3%	17 30.3%	17 30.3%	12 21.4%	56 100%

Table 4.8.6 The Effects of LEA on Job Satisfaction

Of the 30.4% of respondents who claimed to have had slightly lowered levels of job satisfaction, 8.9% were based in Liverpool, 5.4% in Wirral and St Helens, 3.6% in Solihull and Sefton and 1.8% in Rochdale and Knowsley. The 21.4% of respondents who professed much worse levels of job satisfaction were based in Wirral (10.7%), the Midlands (5.4%), Sefton (3.6%) and Liverpool (1.8%). Wirral LEA accounted for the largest percentage (16.1%) of respondents whose job satisfaction levels had been lowered since 1997.

4.9 Management Style

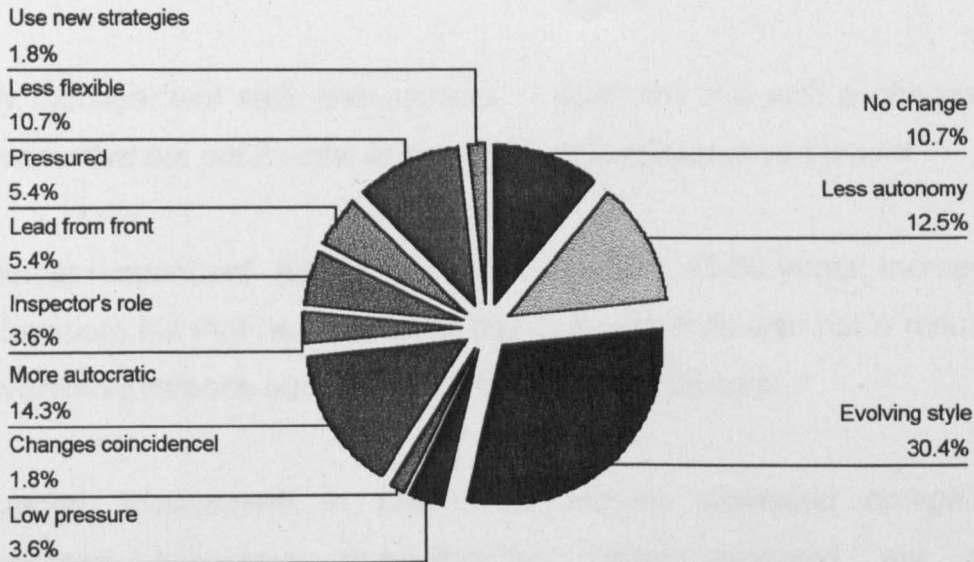


Fig. 4.9.1. Changes to Management Style

Only 10.7% of respondents perceived that their management style had not changed since 1997 as they tried to maintain the same style as much as possible to ensure the smooth running of their schools (Fig. 4.9.1). These respondents refused to allow macropolitics to affect their professional role but on occasion had to concede to government pressure. As one respondent (LMS135: Female; 3 years; 51-55 years; Consultative/authoritarian to push reforms) claimed, her management style was:

"Still the same - corporate as far as possible - I believe in teamwork and shared decision-making after whole staff involvement. However some decisions now come from above - e.g. How to teach Literacy, Numeracy, etc, etc."

Other respondents, a further 32.2% stated that they had evolving styles of management that had been unaffected by macropolitics. These respondents felt that their management style had been developing over a long period of time and that any recent changes were coincidental. One

respondent (LMS141: Female; 10 years; 51-55 years; Consultative) reasoned:

"My management style has evolved. I don't link this with a change of government but put it down to growth in professional development."

Another respondent (LMS179: Female; 6 years; 46-50 years; Increased delegation) felt that her change in management style was not a result of government reforms but was attributable to other factors:

"...recent involvement in LPSH has led to increased delegation. Increased governors responsibilities have improved my own management responsibilities and style."

Just over half of respondents (57.3%) felt that their management style had changed since Labour came to power. Many (16.1%) had previously used a consultative approach to managing their schools and believed that this was no longer possible with the effects of macropolitics on their schools. With high staff stress levels and new initiatives to implement, these respondents were bypassing the usual staff discussions and making decisions themselves. It had led to a pressured approach to management. One respondent (LMS250: Female; 6 years; 46-50 years; More coercive) claimed:

"I am unable to follow my preferred consultative style because many initiatives have to be carried through irrespective of my own or the staff's views."

A further 14.3% of respondents stated that their management style had become more autocratic. Their role as a facilitator of change in their schools had altered to the point where they were merely dictating action and no longer felt part of the team. They had been forced to adopt a role

whereby they coerced their staff into following government initiatives and monitored their progress in relation to set targets. One respondent (LMS219: Male; 20 years; Over 56 years; Authoritarian) defined his role thus:

"It has been necessary to become authoritarian, and to become an 'Inspector in the classroom'."

Another respondent (LMS222: Female; 4 years; 51-55 years; More coercive/autocratic) reiterated this, stating:

"I'm more coercive/autocratic and dislike it intensely."

Many respondents claimed that this was destroying the team ethos in their schools. Time previously spent in discussion of school development plans was now given over to planning of lessons prescribed by the Literacy and Numeracy Strategies. Staff were feeling under pressure to perform and reach targets at the same time as accommodating the methodologies involved in new the teaching initiatives. Respondents were having to watch their staff become more demoralised with each new government directive. As one respondent (LMS238: Female; 10 years; 46-50 years; More directive) stated:

"We don't have as many discussions about "philosophy" or value of methods, etc. We are told to implement initiatives and teachers are so tired they just do it with little time to evaluate, etc."

This was not a situation that respondents were happy with. Having worked in a consultative way for many years, they were used to sharing decisions and ideas with their staff. Now they were having to enforce decisions made by government at school level. Another respondent (LMS185: Male; 2 years; 46-50 years; More directive/coercive) claimed:

“with so many deadlines to meet the time for discussion has been eroded so I have to make more decisions than I feel is right”.

Only 12.5% of respondents claimed to have less autonomy than before 1997. This was a result of curriculum changes that had been prescribed by the government that had led to increased delegation of responsibilities to SMT members. As discussed earlier, respondents were finding that they had to delegate more tasks to senior staff members than previously and, in some cases, this had led to a feeling of powerlessness. Respondents were no longer playing an active role in curriculum decisions - many of which were decided for them by government policy anyway. One respondent (LMS253: Female; 8 years; 46-50 years; More delegation/higher accountability from others) maintained that her role now involved:

“More delegation and holding people accountable.”

Respondents were having to come to terms with the fact that current macropolitics necessitated a more flexible approach to education management. With the additional pressure of target setting and league tables, respondents needed to accept changes and work with them. As one respondent (LMS201: Male; 5 years; 51-55 years; Less participatory/need to be flexible) had discovered:

“My style is probably less participatory - you have to alter/modify style to match the issues arising. I use my preferred style of management less now than two years ago.”

The new style of management evolving appeared to encompass a need for a greater degree of flexibility. Respondents were finding that they needed to adapt their style to suit different situations. Many were disgruntled about the need to change while others saw it as an

opportunity to develop their schools in new directions. Apart from a small percentage, most respondents attributed the changes in their management styles to meso-factors within their schools that were directly affected by macro-factors. Government reforms were introducing fundamental changes to primary school management structures. Most respondents tried to see this in a positive light and work the situation to their advantage. They were learning to prioritise decisions and delegate to senior staff accordingly.

4.10 Balancing the Dual Role

Many of the heads in the sample revealed that they felt a huge conflict in their roles as the leading professional and chief executive of their schools. On the one hand, they felt that their leading professional role had increased within their respective schools to ensure that the rapid government policy changes in education were implemented effectively and to the required standard. On the other, this had been set against the increased bureaucracy resultant of these new government initiatives which had increased the chief executive function within their role as headteachers. Heads were expected to act as the leading professional in their schools, having expert knowledge of new government initiatives, while coping with the increased bureaucracy that accompanied them. Over half the respondents in the sample felt that the increase in responsibility in both areas of their role was leading to stress and an inability to carry out their jobs efficiently. One respondent (LMS100: Female; 13 years; 46-50 years; Consultative) stated that the reasons for her increased responsibilities were:

"Because demands made by the government have remained at a high level. There is constant change and they are always moving the goalposts."

Respondents thought that with such constant change and the added responsibility of ensuring that their schools were implementing new government initiatives such as the Literacy and Numeracy Strategies at the required pace, some elements of their roles in school would have to suffer. As one respondent (LMS225: Female; 8 years; 51-55 years; More autocratic) stated:

"I anticipate constant change - I feel I can't keep up. My job is to facilitate my staff and at present I'm not doing a good one."

Another respondent (LMS204: Female; 9 years; 41-45 years; More delegation) felt there was:

"...Less time to teach. Demands of office/paperwork have brought about changes - e.g. some tasks which I would have ... liked to control ... be involved in ... are now delegated."

This view of the change to respondents' roles in their schools was a theme repeated throughout the sample. The majority of respondents felt that the leading professional element of their job had become more pronounced as a result of recent policy initiatives over which their staff looked to them for guidance and direction. Many respondents expressed the view that, since 1997, they had been required to become experts in all areas of the curriculum, especially literacy, numeracy and information and communication technology, in order to support their staff and facilitate and monitor change. One respondent (LMS242: Male; 6 years; 46-50 years; More autocratic) had taken on much of the responsibility for the implementation of the Literacy and Numeracy Strategies in his school. He claimed:

"I have had to work hard at promoting literacy and numeracy initiatives. Some of the training pack materials were not really suitable".

Another respondent (LMS041: Female; 7 years; 46-50 years; Monitoring role) felt that she had to ensure that she had an up to date working knowledge of educational initiatives to be able to lead her staff by example, to evaluate their progress against set targets and to monitor the curriculum. She noted that:

"Monitoring the delivery of the curriculum has become much more important in the last two years. I am very involved in this process."

In many cases, respondents stated that the increase to their role as the leading professionals in their schools had carried with it the added pressure of dealing with the decline in levels of staff morale in their schools. One respondent (LMS141: Female; 10 years; 51-55 years; Evolving style) offered this example:

"Salaries have risen but staff need frequent praise to sustain morale; public image and announcements have often distressed staff."

Monitoring staff performance and evaluating curriculum change could not be achieved in a vacuum. Respondents had to ensure that they continued to show consideration for their staffs' concerns and respect their professionalism whilst maintaining a certain level of pressure to ensure that the requirements of unpopular government initiatives were met.

The increase in the responsibilities of headteachers and their accountability for ensuring that their staff implement new government strategies led many respondents to believe that there has been a change in their overall style of management. The conflict between their chief executive and leading professional roles was nowhere more evident than in their responses to any changes in their management styles. Many felt that the pressure of the chief executive element of their job had

increased with the excessive amounts of documentation that have accompanied government reforms. To cope with the added pressure from new government initiatives they have had to delegate some tasks to their senior management teams. They had resigned themselves to the fact that the chief executive element of their role was so demanding that to ensure they could carry out the leading professional element of their role effectively, they must expect their staff to take on more responsibility. One respondent (LMS253: Female; 8 years; 46-50 years; More delegation and holding people accountable) reported:

"I have had to learn to delegate more to survive. There are some things that are impossible to delegate."

This necessity to delegate tasks to other staff members was often prompted by advice from outside agencies who were able to take a more objective view of schools' organisational structures and point to areas where heads could ease the pressure on themselves. The following respondent (LMS179: Female; 6 years; 46-50 years; Increased delegation) received advice from outside agencies:

"OfSTED recommendations for delegation to staff re subject co-ordinators role has prompted more involvement of staff and SMT... Recent involvement in LPSH has led to increased delegation. Increased governors responsibilities have improved my own management responsibilities and style."

Although there appears to have been increased delegation of tasks in schools, many respondents felt that their management style had become more autocratic and involved far less consultation since 1997. This, respondents felt, was a result of the rapid rate of change in government policy since Labour came to power and its resultant unpopularity with their staff teams. Although heads were aware of the low levels of morale

amongst their staff, they were also under the mounting pressure caused by target-setting and performance related pay issues. To ensure that government imposed changes were properly adhered to, respondents were forced to abandon their previously collegial approach to management in favour of a more coercive approach. One respondent (LMS222: Female; 4 years; 51-55 years; Coercive/autocratic) reported that she tried not to compromise in her approach to decision-making but that, more often than not, she was forced to take the responsibility herself:

"I still try to involve the staff as much as possible in decision-making but there seems to have been so many changes that sometimes in order to get things done quickly I have to make decisions myself and then sell it to the staff."

A number of other respondents held the view that it was becoming more difficult to balance the two aspects of their role as chief executive and leading professional in their schools. They were finding it impossible to juggle both aspects of their job and the management of their schools was suffering. They felt that recent changes in education policy was causing them and their staff members unnecessary stress and excessive workloads. As the following head (LMS188: Female; 4 years; 46-50 years; Pressured) stated:

"I sometimes feel the job is managing me, never feel I have got everything running smoothly, forced into crisis management from time to time. "If it ain't broken don't mend it" springs to mind."

Respondents' accountability for the implementation of government initiated strategies caused the pressure to increase on teaching staff who often found it difficult carry out their jobs effectively due to increased stress levels. This had affected the day to day running of schools

adversely. This had caused a never-ending cycle of targets that went unmet, staff absences and additional pressure for the remaining staff members to try to compensate. As one respondent (LMS222: Female; 4 years; 51-55 years; More coercive/autocratic) stated:

"[The] pressure and pace of government initiatives as a manager having to make change sustainable is a nightmare. Pressure on all staff is far too great."

In the context of increased pressure and new demands the heads in the current sample appeared to be largely dismissive of training opportunities. Only four had taken the National Professional Qualification for Headteachers (NPQH) and one had done the LPSH and found it very useful. The general view of NPQH was expressed by one respondent (LMS257: Male; 13 years; 51-55 years; Consultative) who said:

"It is unstructured. They appear to be making it up as they go along."

Another commented that:

"The focus is OK but the pace is too great."

A third (LMS188: Female; 4 years; 46-50 years; Pressured) noted that it was far too secondary focused and unsuitable for primary school heads because it placed too much emphasis on the centrality of the head and failed to recognise the collegial nature of primary schools:

"The providers refuse to accept the 'we' in small schools."

Nor was the NPQH regarded as particularly suitable for deputies. One of the 11 respondents (GM001: Male; 10 years; 46-50 years; Less

autonomy) in the sample whose deputy had embarked upon NPQH remarked that the course placed far too many demands by being based on tasks which had to be completed in school:

"It is very difficult in a primary school for a deputy head to do NPQH."

A total of 20 respondents had availed themselves of the HEADLAMP opportunity although, as one respondent put it, it was silly not to do so since the money was there. This was thought to be more useful to the newly appointed head than NPQH but it was generally regarded as too little too late. Perhaps that explains why a large number of respondents in the sample expressed a marked decrease in their levels of job satisfaction. The conflict between their roles as the chief executive and leading professional in their schools had caused many respondents to state that they were no longer enjoying their jobs as much as they had done two years ago. One respondent (LMS100: Female; 13 years; 46-50 years; Consultative) stated that decreased levels of job satisfaction were because:

"Government policies are very prescriptive - spontaneity and innovative ideas are squeezed out."

Another respondent (LMS255: Male; 12 years; 46-50 years; More consultative) felt that his job satisfaction was not as it should be due to an inability to deal with the issues he thought were a priority in his school. The government prescribed changes had caused an inflexible approach to tackling issues that he felt were more important to his school than implementing the literacy and numeracy strategies - strategies that have dominated primary school management since their introduction.

"It is still immensely frustrating not to be able to tackle those initiatives and issues which you know would benefit the children. Lack of funding keeps PTR up to about 1:27, thus absolutely no flexibility."

This was not a universal response. A small proportion of respondents stated that their levels of job satisfaction had remained constant since 1997 and had even improved. These respondents had been in post less than five years and were still enjoying the challenge of new headships. These respondents had little experience of balancing chief executive and leading professional functions before the implementation of Labour's educational policies. As a result, they seem to have adapted to the challenges more readily than their more experienced colleagues. One newly appointed head (LMS061: Female; 6 years; 46-50 years; Consultative) stated:

"I have a very high level of job satisfaction, I enjoy the challenge, I enjoy the potential for "making a difference". I have a strong committed staff but I wish there was a real celebration of the work schools do against the "odds"."

It is interesting to note, however, that another respondent (LMS019: Female; 5 years; 41-45 years; Changes coincidental) stated that:

"[My] job satisfaction [has] improved because of promotion - however the more I am settling into the job the harder I am finding it. [The] pressure [is] very great, quite stressful, [I] never seem to have the time to get everything done."

4.11 Summary of Emerging Themes

The overall picture emerging from the analysis of the initial headteacher questionnaires is one of conflict between the chief executive/leading

professional aspects of heads' roles in schools. There has been an increase in the duties encompassed in both aspects but heads do not have the time to carry out both and give them equal emphasis in their approach to school management. As a result, they appear to be delegating some of the chief executive elements of their role to their senior management teams to ensure that they maintain their position as the leading professional within their schools. This is becoming more important with the implementation of government education policies which need strong leadership and expertise to enable teaching staff to meet set targets. The focus on implementing government educational reforms has increased the pressure on headteachers to the point where, as one respondent (LMS019: Female; 5 years; 41-45 years; Changes coincidental) commented:

“Overload of information and statutory requirements lead to exhaustion and inefficiency. It is difficult to deal with all the requirements being passed down and monitoring and target-setting under these conditions. Resources are not being well managed.”

Policies outlined in the *Green Paper* (DfEE 1998a) are already requiring heads to increasingly recognise the duality of their role while performing both sets of tasks, the chief executive and the leading professional, with equal emphasis. At the same time, both of these aspects have seen a growth in the number of responsibilities they encompass. The chief executive role now includes the implementation of school and national policies, including performance management, and the efficiency of the school. This role must be carried out whilst maintaining and promoting the school's ethos. The leading professional emphasis is on the importance of providing a clear educational vision for the school, supporting and monitoring teaching and curriculum development and planning for the school's future development. Respondents reported an increase in their leading professional responsibilities and acknowledge

that this phenomenon has been accompanied by an increase in the importance they attach to these professional functions (Bell and Rowley 2002).

Respondents also noted a growth in their work as the chief executive. Those who were in post prior to 1988 suggested that the current developments in their chief executive and leading professional roles were generating demands that were greater than those that developed in the wake of the legislation in the last decade of the Conservative government. Respondents were responding to them by treating the two aspects of their roles as independent. In doing so they were seeking to develop coping strategies that were based on shifting the burden of responsibility for one aspect of their role to other colleagues, although which functions were delegated appeared to vary between schools depending on the meso and micro-factors involved.

Respondents, on the whole, showed a positive response towards the levels of support they received from their respective LEAs in implementing changes. They were receiving more guidance on how to implement educational initiatives in their schools and LEAs were sharing accountability for the processes involved. Nationally, there had been more emphasis on prescribing curriculum content, pedagogy and processes of performance appraisal with very little support from the government. Respondents were expressing high levels of doubt over the effectiveness of national initiatives, such as NPQH and LPSH, to help them achieve these aspects of their work.

The overall picture provided by the responses to the initial questionnaire is one of a shift in headteachers' perceptions of their role as leaders of their schools. Many feel that collegiality is losing ground to a more autocratic approach where they need to coerce staff to implement changes enforced by new government policies. These policies are

prescriptive and constantly changing so that heads are finding it difficult to keep up with the documentation involved and, thus, feel under added pressure and stress. Many of the new initiatives proposed with the aim of improving the status of teachers involve more work for heads and place the onus on them to make decisions they would rather not. Respondents were struggling to maintain all the added responsibilities involved in their evolving role as headteachers. The chief executive and leading professional aspects were competing for attention and they were finding it difficult to divide their time effectively to achieve a balanced approach.

To further ascertain the continuing effects of government legislation and prescription on primary headteachers, nine were selected from the original sample of respondents to be interviewed in depth. The interviews included questions concerning:

- Their views on the significant changes to their schools over the past two years;
- How their job satisfaction has been affected by recent changes;
- How their management style has been affected;
- Their views on staff appraisal;
- How much of their time was spent on chief executive and leading professional matters;
- How well they have been able to maintain a balance between the chief executive and leading professional aspects of their role.

These are issues that have been selected for closer scrutiny in the in-depth interviews as they are central to the theme of this study and showed in the data collated from the questionnaires to have great relevance to the respondents' roles within their respective schools. The aim of the interviews will be to ascertain the reasons behind the views heads expressed in their questionnaire responses and to further

investigate how the management of primary schools may be evolving over the period from May 1997 to May 2000.

Chapter 5

The Headteacher Interviews

The Interview Context

Profiles of the Interview Headteachers

The Role of the Primary Headteacher

Management Style

Morale in Primary Schools

The Impact of Government Initiatives

The Role of the LEA

Balancing the Dual Role

Summary of Emerging Themes

5. The Headteacher Interviews

5.1 The Interview Context

The in-depth interviews were carried out in the Spring term of 2001. This was the 'settling-in' period after the plethora of educational initiatives introduced by Labour immediately after the 1997 election. Headteachers had become the overseers of a prescribed curriculum, subject to more stringent inspection and intervention procedures to ensure that targets were met and standards raised. Financial rewards were offered to schools achieving good results while those who failed, were subject to decisive action from the government. Performance management had been implemented in schools the previous summer and heads and staff had completed the first applications for the new system of performance related pay. By Spring 2001, headteachers were becoming accustomed to the new demands placed on them by Labour's educational initiatives.

Originally, it was planned that 12 headteachers from the questionnaire sample would be selected for the in depth interviews. They were to be chosen according to the typicality of their responses to the questionnaire. The concept of typicality to be utilised came from Bell et al (1996) where headteachers whose responses to the questionnaire in terms of how they described their style of management matched, or were radically different from, other respondents in the sample were chosen for interview. The 12 headteachers selected according to this method were contacted in early 2001 to arrange convenient times for interview. It soon became apparent, however, after a number of phone calls to these headteachers, that the selection of headteachers for the in-depth interviews would have to be carried out according to a more random sampling system. Of the 12 headteachers selected by typicality, only 3 were still in post and only one of them was available for interview.

	Left Post/Retired	Refused to take part	Unavailable in Spring 2001	Available in Spring 2001
Number	23	15	9	9
Percentage	41.1%	26.7%	16.1%	16.1%

Table 5.1.1 Headteacher's availability for interview Spring 2001

Table 5.1.1 shows the number of headteachers from the questionnaire sample still in post by early 2001. It is interesting to note that nearly half of the headteachers in the 1999 questionnaire sample, 41.1%, were no longer headteachers at their schools. Of these former headteachers, 47.8% had retired, 21.7% had moved on to other headships and 30.5% had taken jobs outside of primary education. Over half of these former headteachers (56.5%) had stated that their levels of job satisfaction had decreased when responding to the 1999 questionnaire. It was not surprising, therefore, to discover early in 2001 that they had left the profession or changed schools.

Of the remaining heads in the questionnaire sample, 26.7% claimed to be too busy to take part in the in-depth interviews. It is interesting to note that 23.2% of these headteachers had already stated in 1999 that they were finding it difficult to maintain a balance of the chief executive and leading professional tasks involved in primary headship. It may be safe to conclude, judging by their response to the invitation to take part in the interviews, that this must still have been the case in early 2001. A further 16.1% of the questionnaire sample were unavailable for interview in Spring 2001 but were willing to take part later in the year. Again, nearly all of these headteachers had stated they were overworked in 1999.

The remaining nine headteachers (16.1%) from the questionnaire sample were available for interview in Spring 2001. The interviews took place over a two week period and lasted approximately one to two hours each. Questions covered areas touching on all macro, meso and micro-factors

affecting their role in schools. The data from the interviews were analysed in the context of Hughes' (1976; 1985) dual model of headship. Interview responses have been divided into the following categories for ease of analysis:

Category	Related Questions in the Interview
The Primary Headteacher's Role	<ul style="list-style-type: none"> • Q1: What types of tasks take up the majority of the day? • Q2: What proportion of time is taken up with administration and what proportion with curriculum/professional matters? • Q3: Has there been a shift in priorities in the last three years?
Management Style	<ul style="list-style-type: none"> • Q5: What is their preferred management style? • Q6: Are they able to use it? • Q7: If they are not able to use it, why not? • Q18: How much autonomy do they have? • Q12: How accountable are heads?
Morale in Primary Schools	<ul style="list-style-type: none"> • Q4: What are the effects on levels of job satisfaction? • Q16: What are the effects on levels of staff morale?
The Effects of Government Legislation	<ul style="list-style-type: none"> • Q8: What is the most significant government measure for the individual schools? • Q9: Has this effect been positive?
Performance Related Pay and Performance Management	<ul style="list-style-type: none"> • Q10: What are heads' views on the re-structuring of the profession, i.e. performance related pay, advanced skills teachers and performance management? • Q11: What are the effects of the new structure on the individual schools? • Q15: Have any members of staff applied for the fast track system?
School Funding	<ul style="list-style-type: none"> • Q17: What are the effects of funding changes on the heads' role?
Target Setting	<ul style="list-style-type: none"> • Q19: What are the effects of target-setting on individual schools?
Advanced Skills Teachers	<ul style="list-style-type: none"> • Q13: Have they had any staff applying for Advanced Skills Teacher status? • Q14: What are the heads' perceptions of the advantages and disadvantages to having advanced skills teachers on their staff?
The LEA's Role	<ul style="list-style-type: none"> • Q20: How well do the LEAs support the individual schools? • Q21: How well do the LEAs' targets match the individual schools' targets? • Q22: What effect will the TTA's proposals for heads to spend time in industry have on job performance? • Q23: How do heads feel their training and development needs could be best met?

Table 5.1.2 Analysis of Interview Questions

Where headteachers are quoted to qualify a statement, they are referred to by a number followed by a brief description about them. For example, Headteacher 1 is accompanied by the reference: (Female; 13 years; 46-50 years; Consultative). Headteacher 1 is female, has been the headteacher of her present school for 13 years, is between 46 and 50 years of age and employs a consultative style of leadership. As there were 9 headteachers in the interview sample, they range from Headteacher 1 to 9.

5.2 Profiles of the Interview Headteachers

Headteacher 1

Headteacher 1 is a female in the 46-50 year age bracket. She has been headteacher of her present school, a voluntary controlled Church of England Infant school, for 14 years. The school is based in an area of general socio-economic deprivation and has 240 pupils on roll. Just over half the pupils (52.2%) are entitled to free school meals which puts it into the official DfEE category of 'disadvantaged' (OfSTED 2000b). To qualify for disadvantaged status, a school must have 35% or more pupils entitled to free school meals on the register. Altogether 26.6% of pupils are on the school's register of special educational needs, which is much higher than the average 2.7% of the national school population (MacKinnon et al 1999). The headteacher feels that there has been no change in her management style or levels of job satisfaction since Labour came to power in 1997. She feels that she is well supported by her deputy headteacher and the 3 members of her senior management team to whom she has delegated responsibility for specific areas of curriculum management.

Headteacher 2

Headteacher 2 is male in the 51-55 year old age bracket. He has been head of a Church of England voluntary controlled junior mixed infant school for 21 years. The school is based in the middle of a council estate and has 435 children on roll. A well above average 44% of pupils are entitled to free school meals, making it an officially disadvantaged school (OfSTED 2000b). 3.1% of pupils have statements of special educational needs which is above the national average (MacKinnon et al 1999). The headteacher feels that his management style has not been affected by Labour's educational reforms but that his levels of job satisfaction have become much worse. He has a strong senior management team who support him through curriculum management at the different Key Stages.

Headteacher 3

Headteacher 3 is a female aged between 46 and 50 years of age. She has been headteacher of her present school, a county infant school, for 7 years. The school is based in a suburban, middle class area and has 262 pupils on roll. This is reflected in the fact that only 8.1% of pupils are entitled to free school meals and 10.4% are on the school's register for Special Educational Needs. She feels that her role involves more monitoring of staff and the curriculum than before 1997 and, as a result, her levels of job satisfaction have decreased slightly. She has support from a strong senior management team, who are responsible for specific curriculum areas.

Headteacher 4

Headteacher 4 is female and aged between 41-45 years. She has been headteacher of her present school, a county infant school, for 6 years.

The school is based in an inner city area in rapid decline and with a transient population. There are 222 pupils on roll of which 76% are eligible for free school meals. This is well above the official national poverty indicator for schools (OfSTED 2000b). The school has 31.9% of its pupils on the register for Special Educational Needs, well above the national average of 2.7% of the national school population (MacKinnon et al 1999). She feels that her management style has been unaffected by Labour policies and her levels of job satisfaction have remained the same as they were before 1997. She has 4 members on her senior management team who share responsibility and use a consultative approach to decision making.

Headteacher 5

Headteacher 5 is a female in the 46-50 year old age bracket. She has been head of her present school, a county primary with a nursery, for 6 years. The school is based in an area of mixed socio-economic conditions and has 281 pupils on roll. Of the pupils registered at the school, 23% are eligible for free school meals and 19.5% have special needs statements. Both of these figures are above the national average (OECD 1998). She feels that she is no longer able to use her preferred consultative style of management and that her levels of job satisfaction have suffered greatly since Labour came to power in 1997. She is supported by 3 members of staff with specific responsibility for the development of Key Stages.

Headteacher 6

Headteacher 6 is female and aged between 46 and 50 years. She has been head of her current school, a voluntary aided infant and junior school, for 5 years. The school is based in a suburban area with high unemployment and has 197 pupils on roll. There are 50% of pupils in

school entitled to free school meals and 25% of pupils are on the register for special needs. Both of these figures are much higher than the national average (OECD 1998). She feels that there have been no changes in her management style or her levels of job satisfaction since Labour came to power in 1997. Her senior management team consists of 2 members of staff with specific curriculum responsibilities.

Headteacher 7

Headteacher 7 is male and is over 56 years of age. He has been head of his current school, a voluntary aided Roman Catholic infant and junior school, for 9 years. The school is based in the city centre with many overseas pupils and has 196 pupils on roll. There is a high percentage of children who have English as an additional language (39%) and 38% of pupils are eligible for free school meals. These figures are above the national average (OECD 1998). There are no children registered for special educational needs at the school. He feels that he has increased consultation with senior management staff and other staff since Labour came to power which has increased his accountability and lowered his levels of job satisfaction. He works in consultation with 3 members of his senior management team.

Headteacher 8

Headteacher 8 is female and aged between 41 and 45 years old. She has been head of her present school, a community infant school, for 7 years. The school is based in a middle class area with 240 pupils on roll. There are 8.5% of pupils registered as having special educational needs in the school. She uses a style of leadership and management recommended in recent headteacher training and states that she still experiences a great deal of job satisfaction. She is supported in her role by 2 members of her senior management team.

Headteacher 9

Headteacher 9 is male and aged between 51 and 55 years. He has been head of his current school, a maintained primary school, for 5 years. It is based in a council estate with high unemployment and has 264 pupils on roll. Over 75% of pupils are eligible for free school meals and nearly half of the school population is on the special educational needs register. Both of these figures are well beyond the national average (OECD 1998). He feels that his management style has become less participatory since 1997 which has led to his job satisfaction being greatly decreased. He is supported in his role by 3 members of his senior management team.

5.3 The Primary Headteacher's Role

"The headteacher is responsible for creating a productive, disciplined learning environment and for the day-to-day management, organisation and administration of the school, and is accountable to the governing body."

(TTA 1997:4)

The role of the primary headteacher involves a diversity of responsibilities to ensure the smooth day-to-day running of the school.

They must carry out tasks involving:

- curriculum planning and administration;
- management of staff and pupils;
- dealing with parents and external agencies;
- the organisation and monitoring of learning outcomes that are in line with internally and externally set aims and objectives;
- resource and financial management and policy planning and review.

(Southworth 1995a; Jones 19992a; b; Jones and Connolly 2001)

Such a variety of elements involved in primary school headship would pre-suppose a high level of organisational skills and prioritisation on the part of headteachers to ensure that deadlines and targets are met. One would assume that headteachers arrive at school with the day's work planned out. Indeed, one of the skills cited in the TTA's NPQH guidelines for aspiring heads is *"self-management - the ability to plan time effectively and to organise oneself"* (TTA 1998: 8).

	People Tasks	Documents/ planning	Monitoring teaching	Teaching/ assessing
Percentage	58.4%	25%	8.3%	8.3%

Table 5.3.1 Sample Headteachers' daily tasks

The headteachers in the interview sample recognised there was a need to be well organised and to try to plan their daily routines to ensure that they were able to complete all important tasks. They stated that in reality, however, this was rarely possible in a primary school and they tended to spend most of their time dealing with urgent people tasks (Table 5.3.1). They stated that they had very little control over the way that they spent their day. They may have planned to carry out certain pieces of paperwork or monitoring within the school only to find that they were taken away from this by a last minute phone call or discipline problems around the school (Alexander et al 1992). They found that they were spending a great deal of their time reacting to situations beyond their control. As Headteacher 1 (Female; 13 years; 46-50 years; Consultative) stated:

"Things can concertina. You find it takes you away from what you had actually planned. Often I get to the end of the day and find I've done very little of what I'd actually planned to do. A bit reactive, really."

The nature of primary headship is highly unpredictable (Southworth 1995a; b). There were constant interruptions from staff with problems, children who needed to be disciplined and parents with grievances. Even when these situations had been dealt with, the phone would ring or visitors arrived at the school to distract the head further. The headteachers in the interview sample accepted that the majority of their time was taken up with what they classed as "people tasks" (Hall et al 1988). Headteacher 5 (Female; 6 years; 46-50 years; More directive) reported that:

"During the day to day running of the school a lot of time is spent sort of trouble-shooting - sorting out parents who are upset about something or children who have a row."

Although the heads interviewed stated they spent a lot of time dealing with people tasks, it was not the type of interaction they would have liked. Most contact with children in their schools was based on dealing with those pupils who were disruptive and, thus, needed discipline. Many of them regretted the fact that they were no longer able to teach. They all felt that there was little room in modern primary headship for teaching, which had once made up a large proportion of their role. Headteacher 2 (Male; 20 years; 51-55 years; Consultative) summed up his feelings by saying:

"One of the things that really upsets me is that every year I seem to get further and further away from the children and am working through other people."

The heads in the interview sample appeared to be spending less time with children carrying out enjoyable, fulfilling activities and more time dealing with discipline and social problems with particular children. The nature of the people tasks they carried out had moved from being

focused on the leading professional aspects of their role - when they had taught pupils - to being a chief executive aspect. Headteachers were now the trouble-shooters of the school, acting in a chief executive capacity to maintain the equilibrium of their organisation.

Only one headteacher (Headteacher 8: Female; 7 years; 41-45 years; Consultative) in the sample had regular teaching contact with the children in her school. She claimed:

"I structure my headship in the way that I work a lot with children. Because of the nature of so many tasks coming at me that it would just be all management tasks if I didn't see the children. I actually structure my day and time when I am not teaching by being with the children doing assessments. I am also special needs coordinator as well so am quite heavily involved with classes really."

This head maintained this structure to her day by carrying out all her paperwork and administration after school hours. She was focusing on the leading professional aspects of her role during school hours and carrying out chief executive tasks at home. She admitted that the chief executive tasks had increased to the point where she was working in excess of 60-70 hours a week to keep up. Other heads in the sample reiterated this, saying that there had been an increase in the paperwork involved in their job. As most of their day in school was taken up with dealing with people tasks, it was necessary for them to take work home in order to complete it (Alexander et al 1992). Headteacher 5 (Female; 6 years; 46-50 years; More directive) maintained:

"I find it impossible to do what I call 'proper work' in school, writing reports and that sort of thing which is very time-consuming."

Another headteacher (Headteacher 9: Male; 15 years; 51-55 years; Consultative) agreed with this point, arguing that so much time during the day was spent reacting to situations within the school that it was the only option open to heads wishing to keep up with the amount of paperwork involved in their role. He reasoned:

"I think that is symptomatic of the roles of headteachers in most downtown or disadvantaged areas and what they tend to do is spend a fair amount of time outside normal school hours doing catch up on administration and organisational planning issues so that the time is available when it is necessary to deal with stress related problems when they arise - because they arise very frequently!"

This was the picture painted by many headteachers in the sample, who found that they had started to prioritise their work in a different way to juggle all their responsibilities. They were employing numerous strategies to maintain a healthy balance in their chief executive and leading professional roles. One such strategy included delegating the planning and monitoring of curriculum matters to senior management teams and curriculum coordinators. Heads were relying more heavily on staff in curriculum areas such as Literacy and Numeracy to free up some of their own time for other priorities. As a result, many of their leading professional functions were now being carried out by their senior management teams (Nias et al 1989; Bell and Rowley 2002). Headteacher 6 (Female; 4 years; 46-50 years; Consultative/flexible) stated:

"In terms of curriculum, I have curriculum coordinators who do that and anything that comes into me through the government or the LEA I disseminate down to the curriculum coordinators."

It is worth noting that this headteacher stated that she "disseminated" information down to the relevant curriculum coordinators. She did not foist the total responsibility off onto her staff but, rather, acted as a filter for information so that she was not overloading her staff with unnecessary work (Day et 1998). This attitude was common among all the headteachers interviewed. Although they were willing to delegate and hand over the responsibility of many leading professional matters to their subject coordinators, they ensured that they only passed on the necessary information. They all closely monitored their curriculum coordinators so that even though they were not actually writing and planning the documents themselves, they had input and, ultimately, the final say over, content. This, in itself, still took up a fair proportion of a head's time. Headteacher 1 (Female; 13 years; 46-50 years; Consultative) stated:

"Officially with curriculum, I suppose I would spend a couple of hours a week - that is, discussing with coordinators about their monitoring role, how they monitor the curriculum."

Time no longer spent carrying out leading professional tasks, such as curriculum planning, was quickly filled by something else (Coulson 1986). One of the changes that had happened in the last few years since LMS had been the fact that more onus had been placed on schools to manage their own resources and finances. This had resulted in the need for heads to become more involved in the administration tasks required to access different types of funding and to maintain a healthy school budget (Bell et al 1996). A particular focus of the interview was to try to establish exactly how much time headteachers were now spending in an administrative role and how much time they were able to devote to professional and curriculum matters. Many of them found it very difficult to divide up their time into clearly defined areas of work as they felt that there was a certain element of paperwork involved in all the work they

carry out. As the Hughes (1985) and Coulson (1986) models have already demonstrated, there are areas in which the chief executive and leading professional elements of the headteacher's role are interpenetrating and inter-linked. This was evident when the sample heads were asked to define how much time was spent on curriculum and professional matters and how much time on administration. Headteacher 9 (Male; 15 years; 51-55 years; Consultative) responded:

"It really depends how you define administration and curriculum matters because many of the administrative issues and organisational issues I attend to have a curriculum focus. I would certainly say that in a school like this there is a very great need for emotional/behavioural/pastoral supports which might not be considered strictly within the curriculum role and because of the wide range of stress related difficulties parents and children in my disadvantaged area, a significant amount must be directed to supporting those issues because without the good relationships of parents and children the curriculum that you want to plan and deliver is going to be seriously hampered anyway."

The difficulty in approximating how much time was spent on administration and how much on curriculum and professional matters was one that was echoed by all the heads in the sample. They were asked to define the division between the two types of tasks themselves. Clarifying exactly what constituted "administration" was problematic as they felt that it should include all the paperwork they carried out - which would make it an underpinning factor in everything they did (Hughes 1985; Southworth 1998; Law and Glover 2000). They found it easiest to divide the two into practical and non-practical aspects of their work. Based on this definition, heads in the sample were carrying out the more practical aspects of their role - such as holding meetings, monitoring teaching and dealing with building matters - during school hours. To maintain the smooth running of the school they dealt with most of the

paperwork after school and at home, leading them to work excessively long hours (Chaplain 2001). Headteacher 5 (Female; 6 years; 46-50 years; More directive) reasoned:

"I spend a lot of my time, I say my own time, my time outside school, on administration and my time in school on curriculum and monitoring. It's very difficult to say how many hours a week. I work 60 plus hours a week anyway."

As already stated, many of the heads delegated a great deal of the curriculum planning and monitoring to their senior management teams and curriculum coordinators (Bell and Rowley 2002). There seemed to be a pattern emerging that showed that heads were expecting more from their staff members as their own workload was increasing. Aspects of their leading professional role that they believed other staff members could deal with was being delegated to alleviate pressure on the chief executive functions. Another indicator of this was in the fact that many of the heads were now employing administration officers to manage the paperwork and administration of chief executive functions. Whereas in the past schools used to have secretaries who just dealt with school dinner money and registers, heads now appeared to be employing these administration officers, who had a far wider remit, to relieve some of the pressure on themselves. Headteacher 2 (Male; 20 years; 51-55 years; Consultative) stated:

"I'm very lucky that I have, quote, a secretary, who is really now an office administrator who tends to get everything passed to her and she does it and it comes back to me for signature."

As with the delegation of work to senior management teams and curriculum coordinators, however, heads still maintained some input into matters dealt with by their office administrators. They ensured that their

administration officers had all the information required to complete a task, being careful not to overload them with unnecessary details and forms to fill in. In this way, they filtered relevant information to all their staff members to enable them to carry out their respective roles efficiently and effectively and acted as a facilitator in the relationships that contributed to the smooth running of the school (Day et 1998). In the opinion of Headteacher 9 (Male; 15 years; 51-55 years; Consultative):

"I think the only thing that a head is there for nowadays is to manage the quality of the relationships. Other people do the rest of the jobs. Other people are far more competent in analysing curriculum, knowing how to plan curriculum, telling me what should be coming up next. They are the practitioners. The heads' role has moved more away from being a knowledgeable practitioner, an influential practitioner. In a sense that has moved him to a role of trying to develop and promote and support those who have got that expertise to develop the organisation as a whole.

This change in the types of tasks that heads carried out in schools had been gradually happening since the Education Reform Act of 1988 but the heads in the interview sample all agreed that the pace of change had definitely increased since Labour came to power in 1997. With their emphasis on improving standards, the Labour government had introduced a huge number of educational reforms that impinged on the primary heads' role in school through the levels of paperwork that were involved. There had been a marked increase in chief executive activity in primary schools (Alexander et al 1992; Doughty 1998; Southworth 1998; Bell and Rowley 2002). The heads interviewed agreed that this had been the single most significant change to their daily routine. Headteacher 3 (Female; 7 years; 46-50 years; Monitoring role) stated:

"There's an awful lot more form filling rather than dealing with the children, teaching or even planning the curriculum and development of the curriculum."

The shift in priorities in the last three years had been mainly attributed by the heads in the interview sample to the changes to school funding and the restructuring of the teaching profession. Curriculum changes, such as the Literacy and Numeracy strategies, had caused less long-term stress to headteachers in the survey as much of this, after initial consultation, was delegated to the relevant subject coordinators (Southworth 1999b). This leading professional function was no longer their responsibility. What had affected heads, especially over the long-term, had been the constant stream of paper that came into their offices on a daily basis. This originated with the Department for Education and Skills and increased each time a new initiative was introduced. Headteacher 4 (Female; 6 years; 41-45 years; Consultative) summarised this by saying:

"It's a great deal more demanding with things from the outside. Threshold has taken a great deal of time in as much as supporting teachers - I don't mean actually filling in their threshold papers! A lot of work on data, collecting data to do with things like attendance, targeting, SATs results. I suppose you would class that as administrative but it does have an effect."

Other heads agreed that there had been a marked increase in chief executive tasks but that, at the same time, there had been little respite in the amount of work involved with the leading professional aspects of their role (Bell and Rowley 2002). Headteacher 5 (Female; 6 years; 46-50 years; More directive) agreed:

"There has been a shift in the administration side - it is much larger than it used to be. And the curriculum side has stayed at least as big, if not bigger than it used to be. So you're trying to put a quart into a pint pot!"

What appeared to be frustrating the heads in the interview sample was that they were trying to run their schools efficiently with, in effect, the same objectives as the government - raising standards. But they felt hindered in this process by a constant stream of new government initiatives introduced before the previous ones had been fully assimilated into school life. Headteacher 7 (Male; 9 years; Over 56 years; Consultative) felt he was in a very difficult position:

"But more and more, it seems to me, that people are pulling you from all directions. Both from the centre, who have an agenda, and we in school have that same agenda which is basically raising standards."

The problem lay in the fact that, when it came to raising standards, the government's initiatives were not always in line with the priorities of the primary heads who had to implement them. As PACE (Pollard et al 1994) found in the period immediately after ERA (DES 1988), headteachers were accountable for implementing government reforms that they did not always agree with. Heads would rather be putting their time into improving standards from the inside but found that they were being constantly distracted from this by changes enforced from the outside - i.e. through government legislation that turned the primary education system on its head. Macro-factors were over-riding micro-factors as priorities in headteachers' limited working day and leading to an imbalance in the chief executive and leading professional functions of their role.

5.4 Management Style

All the heads in the interview sample classed themselves as having a mixed approach to the management of their schools dependent on the situational variables involved. These situational variables were influenced by macro, meso and micro factors which did not always allow the headteachers to use the management style of choice. Many stated that they preferred a consultative/democratic style of management. They viewed this as an ideal method of management as it allowed for more delegation to senior management teams and curriculum coordinators and for ownership of school development by all staff. Through regular meetings and consultation with staff, the heads felt that their schools could run smoothly and develop in line with organisational aims and objectives. Headteacher 4 (Female; 6 years; 41–45 years; Consultative) described her style like this:

"I did the headteachers' training for headteachers' inservice looking at leadership styles and I always thought I was very kind of democratic, in fact quite a mixture of both. It's quite collegiate I think. I meet with my staff every day, every morning. I do have management teams. And apparently I am quite coercive as well! It's very much my own style."

Primary school management is often a blend of different styles which vary according to the context in which they are used. The headteachers in the sample found that style varied according to whether their staff actually needed any input into decision-making. In some situations it was totally inappropriate for the teaching staff to be consulted whereas, in others, it was imperative. If staff were consulted in matters such as who would be employed to clean the school, the head would have been wasting their time. Decisions involving the setting of priorities and targets for school development, by their very nature, required input from all teaching staff. Headteachers in the sample were involving staff in

decisions about leading professional matters but acting autonomously over chief executive matters. Headteacher 6 (Female; 4 years; 46-50 years; Consultative/flexible) stated:

"In teaching you find that your style changes from day to day as some days you're teaching and quite a lot of decisions you are making are quite different."

Heads appeared to use their own discretion on how much or how little to consult their staff in any given situation. They filtered out the information that their staff did not require and presented it to them in a "bite-size" form. This was not motivated by a wish to mislead their staff in any way but to prevent them from being overloaded with information. Headteacher 1 (Female; 13 years; 46-50 years; Consultative) argued:

"I find I have to have some idea of what I want at the end of it, to give it to them. Rather than to just give them carte blanche - they're busy people, they haven't got time for that."

This system required a sound working relationship with all staff, as this head recognised. She added:

"They've got the attitude now, I suppose they trust me and say: "Let's just do it and go home!" They trust that I've spent the time doing it, beavering it away and, at the end of the day, I suppose, I get the responsibility if it all falls apart."

Other heads had also found that there were times when it was necessary to make decisions and present them to the staff. With the government's initiatives changing so regularly, heads had found that staff often needed to be coerced into accepting them (Pollard et al 1994). This brought about a more autocratic style of management which was not the style of

choice. Headteacher 9 (Male; 15 years; 51-55 years; Consultative) stated:

"You justify things that had to be done and explain why they had to be done and then say to people that it's done. I think the initiatives nationally have created scenarios where headteachers have to coerce more and more."

Overall, the headteachers interviewed expressed a concern that they were not able to use their preferred management style as much as 3 - 5 years ago. They put this down to a variety of reasons which included macro-factors, such as government initiatives which were not always in line with the ethos of individual schools and micro-factors, such as staff opposition to new ideas and the vision for school development. This led to heads feeling powerless in the face of constant change (Pollard et al 1994). Headteacher 6 (Female; 4 years; 46-50 years; Consultative/flexible) summed the situation up, saying:

"Last summer was horrendous. There was so much stuff coming into us, and it all had to be done yesterday, that you weren't being proactive - you were being reactive. All you had to do was have a meeting and there was no way forward. That was quite pressurised because you knew at the same time you weren't able to manage, you weren't allowed."

This constantly changing climate of primary education had an effect on the amount of autonomy heads felt that they were able to exercise in their own schools. In terms of the curriculum and leading professional matters, the heads in the interview sample felt that they had very little autonomy. This had occurred gradually since the Education Reform Act of 1988 when the National Curriculum was introduced and was reported as one of the effects of ERA by the PACE project (Pollard et al 1994). The National Curriculum laid out the content of the curriculum in a very

prescriptive manner but allowed for teachers to use their own method of delivery. Over the last 10 years, the National Curriculum had undergone a vast number of amendments and revisions that had left the teaching profession in a state of flux. After the Dearing Report (DES 1996), it was promised that there would be no more changes for a future five years to allow schools to accustom themselves to the newest amendments to the revised curriculum documents. When Labour came to power in 1997, however, they immediately introduced more changes in the form of the Literacy and Numeracy Strategies (DfEE 1997; 1998) which not only prescribed the content of these subjects but also their method of delivery. These strategies completely transformed the way that maths and English are taught in primary schools. Many of the heads interviewed felt that this was one of the main reasons for the lack of autonomy over leading professional matters in their schools. Headteacher 3 (Female; 7 years; 46-50 years; Monitoring role) stated:

"There is much much less autonomy because the change is so fast and there's so much of it that it takes you all your time to be able to put in place what you've been directed to do."

Headteacher 7 (Male; 9 years; Over 56 years; Consultative) stated:

"The DfEE have the power because you have to respond to their initiatives immediately."

In other areas of school management, however, the heads interviewed felt positive about the increased levels of autonomy. With the introduction of Local Management of Schools in the Education Reform Act of 1988, responsibility for the finances of schools was devolved to local level. Since then, more financial power had gradually been granted to individual schools and this had led to increased financial autonomy for heads. These heads were feeling empowered over the government

initiatives that had improved their autonomy in this chief executive function (Bell et al 1996). Headteacher 2 (Male; 20 years; 51-55 years; Consultative) stated:

"Yes, we have a lot of autonomy. Particularly since Local Management of Schools came in. As long as we work within the parameters that have been laid down for us. And, yes, more and more of the budget is being devolved to schools and it's better for us to manage with the help of the governors."

This head was happy with the level of autonomy that he was able to exercise over chief executive functions in his school. Although governing bodies of schools held some power when it came to financial decision-making, this head still felt that he had high levels of autonomy because, ultimately, they trusted his judgment. They left a lot of the decisions to him and just added the rubber stamp to them. He added:

"They (the governors) back me up, although they do question some of my decisions but I think for the most part, they're happy here with what I and my staff want to do with the funds that are given to us. So I have a good relationship....I sometimes think the governors rely on me too much, are perhaps too trusting, sometimes give me too much autonomy."

Another head (Headteacher 8: Female; 7 years; 41-45 years; Consultative) voiced concern that the added autonomy that heads were now allowed with regard to the financial decision-making for their schools may be too much for them to cope with. The chief executive aspect of her role now encompassed a much wider range of responsibilities than previously. She claimed:

"I have more autonomy. I deal with Health and Safety, budget preparation, service tendering - for gardening and other work on the

school grounds, deciding who does the decorating. They are throwing money at people but heads are going under - they don't like asking for help because it reflects on their role, their professional status."

Generally, the heads interviewed felt that their levels of autonomy had increased and, although on the whole that was a positive development for them in the management of their schools, it did lead to increased levels of accountability. Headteacher 9 (Male; 15 years; 51-55 years; Consultative) stated:

"The problem with having more autonomy is the greater the range of justification and answerability that comes along with it - that's the problem."

Especially now that heads had more financial power, they were to be held more accountable for their decisions and actions. Headteacher 5 (Female; 6 years; 46-50 years; More directive) reported:

"I'll become increasingly, increasingly accountable. I seem to be accountable for everything up to and including the kitchen sink and whether people get divorced or not! It has increased accountability to governors, to government, to parents, to everybody really."

Increased accountability did not appear to worry the heads in the interview sample untowardly (Bell et al 1996). Many of them felt that although there was increased accountability to a variety of different bodies, it was something that was justifiable considering the position they were in. They understood that they were in a significant role and were prepared to take responsibility for the decisions that they had to make. As the leading professional in their school, they had to be prepared to fulfil the expectations placed on them by macro, meso and micro-factors. Headteacher 4 (Female; 6 years; 41-45 years; Consultative) maintained:

"I have always thought I should be accountable which is why I will take on targets because I think I am accountable. It's a strength in some ways, because it allows me to say "Oh, we'll ignore that provided I as headteacher will be accountable to the governors and the parents and to the children." I suppose its because I'm quite strong willed. It's reasonable to be accountable. I think that it's right that I should be accountable - I'm paid a lot of money."

Other heads felt that there had been little effect on their role from increased levels of accountability. They had always been accountable for the management of their schools and had accepted it as a responsibility that went with the territory. Headteacher 1 (Female; 13 years; 46-50 years; Consultative) claimed:

"I'm pretty used to being a public figure. And everything you do is subject to audit and subject to accountability so I don't really get bothered any more. I don't mind making mistakes anymore. And that allows others to make mistakes too."

Headteachers in the sample were finding that there had been an enforced change in their management styles. This was not evident in all aspects of their role but varied according to the situation and the type of task involved. They had become more autonomous in their chief executive role, especially with the increased powers of holding devolved budgets (Bell et al 1996; Bell and Rowley 2002). They often felt that there was little need to involve staff in decisions about chief executive matters as many of these were concerned with the discipline of individual children, dealing with parents and representing the school to outside agencies. If some staff input was required, for example over the allocation funding for resources to specific curriculum subjects, then the relevant coordinator was consulted. Overall, however, the headteachers took the responsibility for chief executive functions to allow staff to

continue in their roles as classroom teachers uninterrupted by matters they could deal with themselves.

The sample headteachers expressed a slightly different view about their management of leading professional matters. They all stated that they preferred to use a consultative style of management when faced with leading professional matters. To some extent they were able to do this and had even delegated a great deal of their leading professional responsibilities to key members of staff (Nias et al 1989; Bird and Bell 1999; Bell and Rowley 2002). Decisions for some leading professional matters often involved staff meetings, consultation with governors and input from individual coordinators. This was not the case for all leading professional activities, however. With the pace of government reform giving rise to a number of new educational initiatives in quick succession, headteachers in the sample commented that there were times when they had to act autocratically to ensure that staff implemented the changes to their classroom practices (Southworth 1995a; 1995b; Jones 1999a; 1999b). Many government reforms in the past three years had involved a great deal of work and a re-evaluation of curriculum content and pedagogy. As a result these initiatives had been unpopular in schools. Headteachers had to work hard to sell these changes in their schools because, as with the aftermath of ERA, the ultimate responsibility for their success belonged to them (Pollard et al 1994; DfEE 1997; OfSTED 1998).

5.5 Morale in Primary Schools

The question of how much headteachers' levels of job satisfaction had been affected by all the changes in the education system invited a mixed response. Many of the heads in the interview sample (33.3%) felt that their levels of job satisfaction had not been affected by government initiatives and that they felt the same as they had before Labour came to

power. Their satisfaction with their role benefited from their love for the profession and the fact that they felt that they were able to make a difference in lives of their pupils. Their fulfilment came from achieving that aim. Headteacher 8 (Female; 7 years; 41-45 years; Consultative) stated:

"I am not a typical one really, I think! I still look forward to coming into school every day and not even some of my staff enjoy coming in every day. I just enjoy the contact with the children."

This headteacher accredited the constancy in her level of job satisfaction with training that she had received to help her cope with the workload involved with primary headship (TTA 1997). This had enabled her to manage her daily routine in such a way that she was able to balance time-consuming chief executive tasks. She claimed:

"I think that in the last year and a half, probably, I have been a lot better at prioritising because there is nothing really urgent in paperwork really - just forms which have to be returned at a certain time. But the rest can maybe wait. I am a lot better at binning things now."

	Increased Satisfaction	No change	Decreased Satisfaction
Percentage	25%	33.3%	41.7%

Table 5.5.1. Headteachers' levels of job satisfaction

Over half of the heads interviewed had noticed a change in their levels of job satisfaction in the last three years (Table 5.5.1). Most of those heads (41.7%) agreed that their job satisfaction had decreased and a common theme in their responses was the increased workload generated by new government initiatives (DfEE 1997; 1998; Southworth 1999a). As a result, heads had to start working longer hours to complete unfinished paperwork. This macro-factor had led to a number of them suffering from

increased stress levels (Chaplain 2001). Headteacher 3 (Female; 7 years; 46-50 years; Monitoring role) responded:

"I do find that the workload is so heavy now that you're taking it home every night or, if you're not doing it, you feel guilty about it and you work every weekend - usually on a Sunday and it gets wearing. It does affect the way that you feel about the job satisfaction because there's too much pressure."

Another cause for decreased levels of job satisfaction cited by heads had been what they perceived as a climate of "teacher bashing" in this country and the feeling that they would never achieve the impossible targets set out for them. They felt that the constant criticism of the teaching profession had made their role extremely difficult. Government legislation aimed at combating inadequacies in the education system had been viewed as heavy-handed and impossible to keep pace with. Headteacher 5 (Female; 6 years; 46-50 years; More directive) summed up her feelings thus:

"These days, like lots of headteachers, I'm constantly being told we're not doing the job well enough or in a satisfactory way and I find that quite depressing really."

Heads stated that they felt as if they had been unable to concentrate on one issue for long enough or to give it their full attention before having to move onto another new issue. Just as they had accustomed themselves to a new initiative, the government set up another one that, on occasions, had almost reversed the previous one and canceled out all the work put into it by schools. Again, Headteacher 5 (Female; 6 years; 46-50 years; More directive) stated:

"I like to think that I'm doing as good a job as I can do and I find it impossible to do it properly anymore because there's too much and the goalposts keep changing."

Another cause of dissatisfaction for heads, especially those working in socially disadvantaged areas, was the government's social inclusion policy (DfEE 1998). Children who are disruptive and would previously have been placed in special schools, must now remain in mainstream schools. This has led to discipline problems in schools which a lot of heads have not had to deal with in previous years. Children who were behaving extremely badly were becoming the focus of many headteachers at the expense of the majority of well behaved children in schools. Headteacher 2 (Male; 20 years; 51-55 years; Consultative) explained how it had affected his school:

"You're constantly dealing with very bad situations within classrooms and we forget that we have some lovely children in this school. I seem to be dealing with the 5-10% who are causing problems all the time and there's no satisfaction in that when sometimes you feel as if you're not winning. This year, we've had ten major behaviour problems in the Year 6 classes... for the first time in my life, I've excluded some children. Which has not been easy. So, in that, the job satisfaction has gone away."

Another head (Headteacher 9: Male 15 years; 51-55 years; Consultative) in the interview sample who was based in a socially disadvantaged area, facing similar problems to this head, felt that his levels of job satisfaction had actually increased in recent years. He saw the social inclusion policy introduced by the government as having added a positive dynamic to his school. He was very enthusiastic about the impact that it would have on his school and the local community. He stated:

"I believe in what we are trying to do in terms of the range of initiatives that we are promoting and it is going to be beneficial to the community as a whole and my job satisfaction, even though there are tremendous ups and downs in terms of frustration and then achievements, overall I feel it's what makes me get up in the morning."

Another head (Headteacher 6: Female; 4 years; 46-50 years; Consultative/flexible) who felt that her levels of job satisfaction had increased, was based in a school which had recently been awarded Beacon Status (DfEE 1998). Inspection reports for the school had been excellent. This headteacher felt as if she was gaining the recognition she deserved and that her school was achieving the targets set out for them. This had led to her positive outlook and a general feeling that she could manage her role in school without the stress that other heads in the sample were suffering from. She stated:

"We've had a lot of success here. We've had an offer to be a Beacon School so we've had a lot of recognition in those terms... We had OfSTED last term and they came through with a fine tooth comb and we had an extremely good report. After that I thought we must be doing something right! My role was classed as excellent so I must be doing it right!"

The way that headteachers felt was not always a reflection on how their staff had reacted to government changes. Although most of the heads in the interview sample reported feeling as if their levels of job satisfaction had either stayed constant or had increased, many of them felt that the morale of their staff had lowered over the past three years. They attributed this to the fast pace of change and, as mentioned earlier, the culture of "teacher bashing". Teachers in these schools were finding it difficult to cope with new government initiatives that prescribed the methods by which they should deliver particular subjects in the

curriculum and the increased workloads that this had led to (Southworth 1999a).

The heavy workload combined with the fact that teachers felt that they could not get anything right, had led to them becoming de-motivated. Headteacher 3 (Female; 7 years; 46-50 years; Monitoring role) voiced her concerns as such:

“Certainly the morale of teachers is very low now and people in their 40s and 50s just want to leave which is ever so sad. I went into teaching because I wanted to be a teacher and I thought it was a very worthwhile job. I don’t think very many people feel like that now.”

Negative staff morale 75%	Positive staff morale 25%
<ul style="list-style-type: none"> • Feeling that cannot get anything right • Government undervalues their achievements • Fast pace of government initiatives • Lost passion for teaching - teach to tests • Introduction of pay threshold • Heavy workload 	<ul style="list-style-type: none"> • Feel valued by their own school and head • Head protects them from the worst changes • Look forward to the challenges of new initiatives

Table 5.5.2 Causes of change in staff morale in sample schools

The overload of work and the low morale felt by teachers in the sample schools appeared to have been mostly affected by government initiatives (Table 5.5.2). These macro-factors had led teachers to believe that their value had been called into question. One example of this was the introduction of measures such as performance related pay (DfEE 1999). They believed it was almost an insult after all the hard work they had put in over the years. The heads in the interview sample had reacted by trying to shield their staff from these changes as much as they could. They tried to reassure their staff and maintain a supportive atmosphere in the school. As a result, although teachers were feeling undervalued,

their disappointment was aimed outside of their organisation at the government and media. Headteacher 9 (Male; 15 years; 51-55 years; Consultative) stated:

"I think that my teaching staff feel within the context of the school, and what they are doing, fairly well balanced and fairly well recompensed within the structures of the school. They are recognised for what they do. I have to say I have increasing concern about the way the government initiatives are focusing on key issues of children's achievements. That is going to make us feel very bad or going to try and make us feel very bad about ourselves."

In a small number of cases, where heads claimed that morale had remained high, it had been mainly through their own efforts to help their teaching staff feel valued. These heads had invested time in their staff to enable them to receive the training and support they required to cope with the changes to the curriculum. Headteachers had tried to ensure that positive micro-factors eased the pressure placed on staff through the demands of macro-factors (Day et al, 1998). As a result, this led to reported levels of enthusiasm for certain initiatives. One head (Headteacher 2: Male; 20 years; 46-50 years; Consultative) felt that there had been a positive response in his school to the Literacy and Numeracy strategies mainly because he managed their introduction in a way that his staff was able to cope with. He claimed:

"Those changes have probably been the greatest we've seen and very, very much to the advantage of teachers and children. We've been delighted with them."

Those headteachers in the sample who had expressed the view that their levels of job satisfaction had been lowered since 1997 attributed it to macro-factors. These macro-factors included:

- Increased amounts of paperwork generated by government initiatives causing increased emphasis on chief executive functions.
- Negative feedback from the government and the media giving rise to lower morale amongst headteachers and their staff.
- Constantly changing expectations of government initiatives resulting in an increase in leading professional responsibilities.
- Social inclusion policies necessitating all pupils, regardless of ability and social background, to be educated in mainstream schools.

These macro-factors were having a huge impact on the micro-factors of the sample schools. Headteachers reported lower staff morale, discipline problems and excessive workloads in both their chief executive and leading professional functions as a result. They felt as if they were having to shield staff from these macro-factors at the expense of their own increased levels of stress (Chaplain 2001).

The headteachers who reported higher levels of job satisfaction attributed it to:

- Beacon Status raising the profile of the school and boosting staff morale.
- Good OfSTED reports affirming staff in their own ability to teach effectively.
- Social inclusion policies necessitating all pupils, regardless of ability and social background, to be educated in mainstream schools.
- A love of the job which was an over-riding factor when faced with negative aspects of the role.

These macro-factors had a significant impact on the micro-factors contributing to a positive working environment in this group of headteachers' schools. Good OfSTED reports and Beacon Status had increased staff confidence to the point that they felt positive about government intervention into the curriculum and willing to tackle any new

initiatives. Social inclusion policies, although already cited by another head in the sample as a negative macro-factor, had confirmed that another was working in the right direction. He had always advocated the inclusion of all children in his school and now felt better supported in his ability to implement social inclusion policies in his school. One headteacher's positive attitude towards her role was the over-riding factor in her levels of job satisfaction.

5.6 The Effects of Government Initiatives

Government Initiative	Effects on school
Performance Management and Performance Related Pay 25%	Negative: extra workload Positive: Compliments existing appraisal structure
Extra funding 25%	Negative: extra workload Positive: Expansion of school and better equipment
Target-setting 8.3%	Negative: extra workload Positive: very good principle
Literacy and Numeracy Strategies 16.7%	Negative: lowering of standards Positive: transformed teaching in those areas
Social inclusion 16.7%	Negative: lowering behaviour standards in school Positive: fits in with school philosophy
Curriculum 2000 8.3%	Positive: less prescriptive and less content

5.6.1 The effects of government legislation on sample schools

The heads in the interview sample were asked to explain which of the government initiatives introduced in the last three years had made the most significant impact on their schools. There had been a number of reforms to the education system that had increased the emphasis on

raising standards and accountability in schools. As with all new initiatives, they were met with a mixed response from the teaching profession. The main initiatives (outlined in Table 5.6.1) included curriculum changes, such as Curriculum 2000, the Literacy and Numeracy strategies and target setting, which had implications for the leading professional functions of the headteachers' role. Performance Management also had repercussions for leading professional functions. Reforms affecting the chief executive functions included funding changes and social inclusion.

Performance Management and Performance Related Pay (DfEE 1999) were introduced by the Labour government as a means of recognising the efforts of teachers who worked hard for no extra reward. The initiative was introduced as an antidote to a system that seemingly rewarded teachers with an annual pay increase regardless of their performance. It received a mixed response in schools across the country but the predominant attitude towards it was negative. Many of the heads in the interview sample felt that it had an extremely demoralising effect on their teaching staff and was very negative for the teaching profession as a whole. One of the main objections to the new system was the link to children's performance in national testing. Many believed it would be highly subjective. Headteacher 8 (Female; 7 years; 41-45 years; Consultative) stated:

"Performance Related Pay is something that has come from industry into teaching. It doesn't apply because you cannot mark a teacher's effect on a child which is really behind the idea of it. I think it is very divisive anyway. I don't agree with it."

Another objection raised by many heads was the fact that the introduction of Performance Management had increased the workload of all involved. Teaching staff had been burdened with extra paperwork

and heads had to check it and assess individual staff members' eligibility for the increase in pay. This increase in the chief executive functions was a direct result of an initiative introduced as a leading professional task. It clearly demonstrates the close inter-linking of the Hughes' (1976; 1985) model. The increase in the leading professional functions had led to a similar increase in chief executive functions. The effects of performance management had been to cause confusion and worry in a lot of schools necessitating heads to reassure their staff throughout the whole process (Chaplain 2001). Headteacher 3 (Female; 7 years; 46-50 years; Monitoring role) stated:

"Certainly, the part of the Performance Management which we have put in place now, which is teachers going through the threshold, I've thought is an absolute joke because the majority of teachers are going to go through it. It's caused an awful lot of work. Training, and the teachers actually having to fill the forms out and I have to find time to read them and send them off. And someone's going to come out to the school."

One head (Headteacher 1: Female; 13 years; 46-50 years; Consultative) interviewed overcame many of the problems related to her staff's negativity to the system by filtering the information to them in a format they would find simple and time efficient. She increased her own levels of chief executive activity, through the production of teachers' packs, to reassure her staff. She stated:

"I took the documentation and I filtered it and I gave the staff a sort of teachers' pack. Which took the stress out of it I encouraged them to do a self-review beforehand - they had a proforma of a self-review, a pack of proformas. If they filled in those, they made the interview run like clockwork. That was my accountability."

Although the overall response to performance related pay was negative, a small number of heads interviewed felt that the new pay structure would have a positive effect on their school. They commented that it had formalised systems that their schools have had in place for many years. They were finally pleased to be able to reward the teachers who worked hard in their schools. Headteacher 6 (Female; 4 years; 46-50 years; Consultative/flexible) expressed very positive views, saying:

"Performance Management hasn't really been an issue because we're Investors in People. We're part of that and the two quite marry into that."

Performance management was one of the measures introduced by the Labour government to improve standards in schools (DfEE 1999). By increasing the accountability of heads for their teaching methods, the government aimed to ensure that pupils' results in national testing would improve. Another of their measures to raise standards was the introduction of targets to improve attainment in Literacy and Numeracy. This had already begun under the previous government, but with the election of Labour to power, the initiative gained momentum. Central government, in conjunction with LEAs, set ambitious targets for primary schools to achieve in the annual Standard Assessment Tests (SATs). This had led to an outcry from schools around the country as it was viewed as more government interference in the education system. The heads in the interview sample had very negative opinions about the introduction of these targets and many anticipated that it was going to lead to far-reaching problems in their schools.

One of the main objections of the heads in the sample was that the targets set by the government were totally unrealistic for their schools. Many of them took children from socially disadvantaged areas which influenced the standards they would be able to achieve (Sharrocks 1993). Many of the heads believed that the main problem was that

schools would be compared unfairly and the reasons for the lack of achievement would not be fully justified in terms of the social factors that had contributed to them. Headteacher 5 (Female; 6 years; 46-50 years; More directive) reasoned:

“It is a good idea to set targets for individual children, we’ve always done that to push them to wherever they can go, but it is not sensible to compare schools that do not have like catchments - I suffer here because my catchment is poorer than other schools.”

School will not meet targets 83.3%	School will meet targets 16.7%
<ul style="list-style-type: none"> • Schools expected to achieve more than pupils are capable of • A mismatch of targets to the efforts of pupils • Different cohorts have varying abilities so impossible to make standards rise every year • Targets are too ambitious • No consideration of type of children taken into school • Transient population in area so impossible to compare cohorts 	<ul style="list-style-type: none"> • 99/100% on target • Plenty of parental support so no problems meeting targets • Children start school with more developed language skills

Table 5.6.2 Headteachers' views on target setting

This imparity of the system was the overriding objection to it. Heads felt that to set targets, in itself, was not a negative issue (Table 5.6.2). The problems lay in the fact that some felt their schools would never reach the levels set by the government and that this would lead to further pressure on their already demoralised staff. Many had children who had worked extremely hard but had missed achieving level 4 by just a few marks. Others had children who had been on the special educational needs register but still managed to reach a level 3. They felt that the setting of targets did not take into account the efforts of these children, or

the staff who taught them, to achieve levels that were actually relatively very good. The negative effect on the staff and pupils was very powerful. Headteacher 4 (Female; 6 years; 41-45 years; Consultative) argued:

"The overwhelming problem here is that you could become so disillusioned and so unhappy that you never ever meet these targets. I don't care what the government says, social deprivation contributes."

The heads in schools in the less socially deprived areas were confident about their pupils' ability to reach the targets set. They had catchments where the children received a great deal of parental support and their language skills on entering school were far more advanced than those of pupils in the socially disadvantaged areas. The heads in the sample whose pupils were achieving higher results stated that the extra support from parents made their job a great deal easier. In schools like this, target-setting was not seen as a threat. Headteacher 8 (Female; 7 years; 41-45 years; Consultative) stated:

"We have no problems with target setting - it's just a numbers exercise. We're achieving all our targets by 99-100%."

The government aimed to combat the discrepancies between results from schools in socially disadvantaged areas and those in more affluent areas by introducing baseline assessment for children on entering school in the Foundation Stage. It was intended that this baseline assessment would result in a picture of the "value added" to each child by the school's efforts. It would take into account what level the child was achieving when starting school to help clarify the work done by teachers in helping them to reach learning objectives. Although this was welcomed by headteachers, the system still had its pitfalls. Headteacher 2 (Male; ; 20 years; 51-55 years; Consultative) explained:

"For the first time ever, we've had our baseline for Key Stage 1 and the value added is absolutely phenomenal for this school. It just goes to show what can be done. But it's taking it through to Key Stage 2 that's hard."

Target setting was a problematic issue for headteachers in the sample. The principle of setting targets within schools for individual pupils was greeted positively. However the system of league tables and comparisons with schools nationally often had a demoralising effect on teaching staff. The only headteachers in the sample who were positive about the system for setting targets were from the schools that were already achieving good results. They did not feel as threatened as the heads from schools in the more disadvantaged areas. Their role in the crusade to raise standards was fairly secure.

In order to raise standards, Labour very quickly realised that a major injection of funds was needed to aid schools to carry out new measures. In the past three years there were a variety of different "pots of money" established, each with a designated area for school spending. Schools have hugely benefited from this money and have been able to invest in new resources and building work. It has generally had a significantly positive effect on schools and the heads' ability to provide for the needs of their teaching staff and pupils. Headteacher 2 (Male; 20 years; 51-55 years; Consultative) had made very good use of the extra money available:

"I've been able to employ some more staff. Added to that, the other extra funding has been very useful. On a personal level, for the school, as you came in, you saw some new building going on ... We're going to create a learning environment tailor-made for children and for the specific needs of children. In this last phase that's going on, we're developing an Early Years area, very specifically designed."

To access funding for building projects and other schemes to improve their schools, heads needed to apply to an increasing number of funding bodies. A number of heads in the sample were in schools situated in Education Action Zones which had extra funds aimed at alleviating problems caused by social deprivation (DfEE 1998). Other schools were eligible for extra funding from the Standards Fund (ibid). The main problem encountered by the heads was the amount of work required to access this money. This had led to a marked increase in the chief executive functions of their role. Each fund had its own set of paperwork and criteria on which it based its awards. Heads felt quite bewildered at times by the information that was needed by these funding bodies to process claims. Headteacher 4 (Female; 6 years; 41-45 years; Consultative) stated:

"It's quite hard work because suddenly you realise that actually I could get this pot of money and what will I do with it? You have to be really clear about it. The more money there is the harder the work is. It isn't easier! The horizons get wider."

This head was positive about the extra funding she was able to access despite the amount of work involved. Other heads in the sample viewed the situation in a more negative light, feeling that there was actually too much funding available in formats that were constantly changing. This added to the amount of paperwork involved and made applications exceedingly complicated. Headteacher 9 (Male; 15 years; 51-55 years; Consultative) stated his case:

"Income is in a variety of pots which are ring etched so what you have to do is get all this funding information out on the table, work out how you are going to manage it with the knowledge that, sometimes, the goalposts are going to change anyway."

The fluctuations in funding and the amount of paperwork involved had led a number of the heads in the sample to feel that the system was highly inefficient. Forms were often lost or sent back to schools for further information. With an already heavy chief executive workload, heads found this inconvenient and frustrating. Often they were unable to proceed with financial planning as they had not received an answer to a recent funding bid. Headteacher 1 (Female; 13 years; 46-50 years; Consultative) argued:

"That is a nuisance because you set your budget in March, April and then you'll suddenly get another bag of money and you can't just spend it for the sake of spending it and that is a headache. And I got my out-take figures only recently so we have still not closed our finances for the last financial year because we were waiting for these out-take figures."

This type of frustration was not common to all heads however, as a small minority in the sample were based in schools in fairly middle class areas. This gave them a different set of funding problems arising from the fact that many of the pots of money set up in the last three years had been specifically established for schools in problem areas. These heads, therefore, were not eligible for the extra funds and were left to cope with rising pupil numbers with a diminishing budget. Headteacher 3 (Female; 7 years; 46-50 years; Monitoring role) defined her dilemma:

"We don't have many problems with special needs or with deprivation because that's measured by our numbers of free school dinners. And so our budget has been quite poor even though we have got over 300 children. It means it limits how you can develop your school."

The heads in the interview sample were unanimous in their condemnation of the concept of Advanced Skills Teachers (ASTs) (DfEE 1999). They all felt a system that would set one member of staff apart as

being more of an expert and better paid than everyone else would be very divisive and create a bad working atmosphere. None of the staff in their own schools had applied for AST status and the heads were very firm in the belief that it would not be something that they would consider in the future. They believed that, although recognising achievement was a positive step forward for the teaching profession, to do it in this manner would actually have a negative effect on the whole profession. Headteacher 2 (Male; 20 years; 51-55 years; Consultative) claimed:

“Advance Skills Teachers is another way to divide teachers out and in this school the governors have chosen not to go up that route at all. They just have up to point 9 which is the maximum they can go up to and then we look at management responsibility.”

Staff who were seen as good were rewarded with management responsibility rather than AST status. They were given leading professional responsibility and encouraged to develop their curriculum and management skills through training opportunities. Heads felt that awarding AST status would, in fact, have a negative effect on the career of such promising teachers. It would be setting them up for failure that would be awaited by the rest of the staff. Headteacher 9 (Male; 15 years; 51-55 years; Consultative) reasoned:

“I have met some ASTs who have found that certain aspects of their role have changed significantly because they have had their perceptions of people who work with them change and instead of becoming somebody who is a really good teacher who you work with, you label ASTs with all the connotations of that. You tend to get people waiting in the wings a little bit and watching to see when you don't do it the way you are supposed.”

Headteachers in the sample agreed that the concept of Advanced Skills Teachers would not work in small primary schools where teamwork was of the essence (Southworth 1995a; 1995b). The introduction of an ambitious teacher set apart from the rest of the staff by a label of excellence would, they conceded, undermine the work and efforts of those less ambitious teachers who had worked hard for years, happy to remain as classroom practitioners. None of the sample headteachers would be willing to employ an AST as the risk of losing the confidence of existing staff members was too great.

Government reforms after 1997 were aimed at raising standards in education and providing the motivation and economic incentives to achieve this (Bottery 1999a). There were curriculum initiatives, funding changes and financial rewards for both teachers and schools created during this period (DfEE 1998; 1999). Curriculum changes, such as Curriculum 2000 and the Literacy and Numeracy strategies were generally greeted positively. Their impact on pedagogy, planning and curriculum content made teachers' role as deliverers of the curriculum easier to manage. Other aspects of curriculum reform, such as target setting, received a very negative response. This was seen as increasing the chief executive functions of headship whilst undermining the leading professional role. Funding increases led to an enlargement of chief executive functions as heads ploughed through the documentation involved.

5.7 The LEA's Role

On the whole, the heads in the sample felt that they received adequate support from their LEAs. They were regularly updated on government initiatives and were given training and advice that helped them to cope with new strategies. They had regular inspections that aimed to move the school forward and inform the School Development Plan which heads

felt took some of the onus away from them. Training courses were available whenever new initiatives were set up by the government and the whole of the teaching staff in schools could attend courses that would improve expertise in their areas of curriculum responsibility. This enabled the head to delegate to them more of the leading professional aspects of their role and freed up time for other chief executive priorities.

Current LEA role	Recommended LEA role
<ul style="list-style-type: none"> • Training on new initiatives and implementation • Inspections of schools by advisors 	<ul style="list-style-type: none"> • More training for heads to process changes • More positive attitude towards its schools • Positive discrimination for schools in socially disadvantaged areas • Filter information to heads - ease their workload • Allow advisors more time in schools to develop initiatives with heads and staff • Consult with heads over targets for their schools

Table 5.7.1 Respondents' Views Concerning LEAs' Role

Heads were generally positive about the things that their LEAs did - it appeared to be more the things that they did not do that came in for some criticism. As Table 5.7.1 demonstrates, many heads felt that their LEAs needed to act as a filter for information to school. In the past, LEAs would only send the information that was necessary to heads whereas this aspect of their role had changed in recent years to a point where heads sometimes felt abandoned with all the information that originated from central government. Headteacher 6 (Female; 4 years; 46-50 years; Consultative/flexible) argued:

“There’s so much stuff coming down to us and no one is filtering it. You used to have a system where the LEA would filter the information and tell you what this is and what that is. That made it easier to take in. Now it’s

all hands on deck and you have to read it and you don't always have the chance to read it and the LEA feels their role is to support the head but they're just not doing it."

The LEAs' role had changed over the years and they now acted as a "critical friend" in schools in an attempt to make heads and staff feel less pressured by their presence. Most heads welcomed this approach and the input from the LEA advisors. However, at times they felt that LEA advisors were out of touch with the realities of school and had so many deadlines themselves that they were unable to offer the support that schools really needed. Headteacher 8 (Female; 7 years; 41-45 years; Consultative) stated:

"They need to recruit some decent people as LEA inspectors - they're over-burdened so we don't see enough of them. There's also been a social change and they need to realise that they're a service industry and their level of service is too low! They've got too much dead wood in the office!"

Another complaint was the general lack of support for schools in the more socially deprived areas. Some of the heads felt that their LEA did not offer enough positive discrimination for schools in the more socially disadvantaged areas and that, as a result, these schools would be seen as failing to reach targets. Headteacher 4 (Female; 6 years; 41-45 years; Consultative) stated:

"I feel quite strongly that the LEA could be more positive about it's schools, schools like this kind of school. If we are saying we've got benchmarking and we've got PANDAs and they are important, then the LEA needs to be more proactive and I sometimes feel they should be arguing on the side of social deprivation which means additional problems."

Positive about targets 41.7%	Negative about targets 58.3%
<ul style="list-style-type: none"> • Fit in with school's SDP • Targeted at the curriculum areas that most need it • Extra money available for ICT • Linked to School Effectiveness measures 	<ul style="list-style-type: none"> • Too high • Unrealistic for some schools • No consultation with schools

Table 5.7.2 Heads views on LEA targets

This lack of recognition of social factors and their effects on the educational achievement of primary school children frustrated heads and was seen as one of the main reasons they would not meet the targets set by their LEA (Table 5.7.2). Many thought that the targets were too high and that LEAs had made no attempt to consult with individual schools over their ability to achieve the results required. Headteacher 8 (Female; 7 years; 41-45 years; Consultative) claimed:

“The LEA just make the targets and tell the schools - it’s not a two-way system. There’s no consultation. An improvement would be if they involved heads in setting the targets so they are more achievable for schools.”

Overall headteachers’ response to LEA support was positive. LEAs were offering advice in leading professional matters and training to help deal with government educational initiatives. Headteachers believed that their respective LEAs were improving the standards of service provided and meeting their leading professional needs. The only area that they felt was inadequate was the LEAs’ role in filtering information to schools. They did not appear to be doing this anymore which was causing a strain on the headteachers’ chief executive functions in schools. Dealing with the large amounts of documentation involved with government initiatives was cumbersome for heads who were now expected to deal with the fully detailed documents rather than the condensed versions previously

filtered through from the LEA. It was causing an added pressure on heads already struggling to maintain the chief executive aspects of their role.

5.8 Balancing the Dual Role

Headteachers in the interview sample, as in the questionnaire sample, were finding it difficult to deal with both aspects of their role and maintain a balanced approach. They were working extremely hard to concentrate on both aspects of their roles without allowing one or the other to suffer. To achieve this, the heads in the sample were employing different strategies to enable them to function as both the chief executive and the leading professional of their school. They were influenced in their choice of these strategies by macro, meso and micro factors.

The macro-factors that were influencing their chief executive and leading professional roles resulted from the direct intervention of the government in the running of their schools. Chief executive tasks had increased with the advent of the Literacy and Numeracy strategies and Curriculum 2000. Both had been accompanied by increased documentation and literature detailing curriculum guidelines, although Curriculum 2000 contained fewer programmes of study and attainment targets than previous versions of the National Curriculum (DfEE 1999b). More sources of funding had increased the amount of money available to schools but now there were additional application forms involved to access it. Target setting had increased the levels of documentation dealing with pupils' progress in English, maths and science and was linked to the performance management of teaching staff. Performance management involved a great deal of paperwork and heads were often required to provide guidance for staff seeking to go through the pay threshold.

These new government initiatives all involved elements of the leading professional functions of headteachers, requiring an increased awareness of the reforms made to curriculum content and pedagogy. The headteachers in the interview sample were finding this difficult to cope with as the focus on chief executive functions was already very demanding. An example of this was performance management which involved the head's input into teaching staff's applications, appraisal and separate documentation to verify their staff's suitability for a pay increment. Headteachers were having to act as advisors and assessors of their staff's performance in the classroom. This had not happened before and heads felt a certain amount of emotional attachment to staff who they felt were excellent teachers. They did not want their staff to have to go through the process of applying for the pay threshold, but knew that it was a necessity. In this case, the increased levels of chief executive and leading professional functions that accompanied performance management caused stresses which were further agitated by the emotional nature of the subject.

LEAs were helping headteachers to deal with some of the pressure caused by the leading professional aspects of their role by providing training and support for them and their staff. This took the onus off heads to be the leading professional themselves and ensured that staff had the expertise to take up the responsibility for curriculum planning and development. Headteachers could then focus on the chief executive aspects of the reforms which they were unable to delegate to teaching staff. LEAs were not supporting the headteachers in their chief executive roles, but instead were allowing them to deal with the deluge of paperwork and administration from central government themselves.

Meso-factors encompassed the structures in place in the headteachers' schools that enabled them to function in their chief executive and leading professional roles effectively. The headteachers who reported that they

were coping with both aspects of their role were those who had established adequate and efficient management structures within their schools. These heads were able to balance their dual role more effectively without focusing too heavily on one aspect rather than the other. These heads had realised that the roles were inter-linked (Hughes 1976; 1985) and could not be carried out in isolation. They were aware that one area informed the other and tried not to place too much emphasis on one function while neglecting the other. With a well structured management team, this was possible.

Micro-factors were those involving the individual relationships within the schools. Headteachers reported that their staff were demoralised with aspects of their roles and responsibilities with the constant changes to the curriculum and raised levels of accountability. Performance management was proving to be the most unpopular measure introduced by the government in headteachers' schools. Headteachers reported, that in spite of this, staff were still committed and working hard to raise standards. Many had curriculum responsibilities delegated to them by the headteacher and were fulfilling them very effectively. This allowed the heads in the sample to focus on the other chief executive matters competing for their time.

There was a small minority of heads in the sample who appeared to be dealing with all aspects of their roles themselves. Many were reluctant to delegate tasks to staff in fear of increasing their already heavy workload. These headteachers were managing to balance their chief executive and leading professional roles through excessive working hours. They stated that this was the only way to ensure that everything was completed on time and targets were met. They were working over 60 hours a week to achieve this at great cost their home lives and, possibly, their long term health. These heads were motivated by the micro-factors in their schools

in trying to cope with all their chief executive and leading professional functions to avoid overloading their staff with extra responsibilities.

Headteachers in the sample reported that there had been a shift in their style of management since 1997. Most stated that they were unable to use their preferred style - which for the majority of them was a consultative style. They believed that they used a different style of management to suit the occasion and the circumstances. More often than not, they used a different style of management according to whether they were dealing with either chief executive or leading professional matters. When dealing with chief executive tasks, headteachers in the sample reported that they acted autonomously. They stated that this was due to the fact that most of their chief executive functions did not require the input of their staff. In leading professional matters, however, they tried to use a consultative approach as much as possible. This was the style that they had previously used but were finding that they used less often these days. In its place, headteachers stated that they frequently had to be coercive and autocratic in leading professional matters to ensure that staff implemented unpopular government measures in their schools.

Levels of job satisfaction were affected by the need to coerce staff to accept changes resultant of macro-factors, such as performance management and changing government expectations over curriculum provision. Headteachers were accountable for the implementation of government initiatives in their schools. Their staff members greeted many of them with a great deal of negativity. Headteachers had to deal with their staff's frustrations about government reforms at the same time as persuading them to participate fully and enthusiastically in the change process. It was inevitably affecting their perception of their role as headteacher.

Those who reported lowered levels of job satisfaction, were affected by:

- the increase in their chief executive workload;
- the negative feedback from the government and media;
- changing expectations entailed in government initiatives;
- low morale of staff resultant of government initiatives;
- social inclusion and the increase in poor behaviour of pupils.

All of these influencing factors in headteachers' decreased levels of job satisfaction were the result of macro-factors. Headteachers who stated that their levels of job satisfaction had increased attributed it to meso and micro-factors in their schools. This included having Beacon Status and good OfSTED inspection results.

The headteachers who reported that they were able to balance the roles of chief executive and leading professional were those who had delegated leading professional tasks to their senior staff to enable them to concentrate on their chief executive functions. They were supported in this role by efficient administration officers who handled as much of the paperwork as was possible. This allowed these headteachers to deal with the people-orientated chief executive tasks that competed for so much of their attention. The balance was provided through the use of individual meso and micro-factors within the individual schools brought into play to counteract the overload in both roles caused by macro-factors.

5.9 Summary of Emerging Themes

The headteachers in the interview sample were generally quite positive about their role in school and the initiatives brought in by the Labour government. The main objection they made was to the pace of the changes and the paperwork that has accompanied each government reform. Many of them had to work in excess of 60 hours a week to keep on top of the administration of delivering the curriculum and, at times,

felt a great deal of pressure from the government to achieve targets that they knew were unrealistic for their schools. Heads had become adept at coping and had set up various strategies to allow themselves to do this. They had to manage themselves, their schools and their staff and remain positive to keep up the morale of everyone else in their organisation. Headteacher 1 (Female; 13 years; 46-50 years; Consultative) stated:

"You've got to be a very good juggler and keep all your balls up in the air at the same time. Drop too many, you've lost it and you can't go back."

This was becoming increasingly difficult for the heads in the sample. Many were finding that juggling their chief executive and leading professional functions was becoming more difficult by 2001. They had already reported that they were overworked when responding to the questionnaire in 1999. By the time they were interviewed in spring 2001, their workload had increased again. This was a result of the macro, meso and micro-factors involved with each of their dual role functions.

The picture painted by the data from the interview transcripts is not dissimilar to that of the data from the questionnaires. Headteachers were still finding that government initiatives increased their extra chief executive and leading professional responsibilities. By spring 2001, however, these responsibilities were becoming more onerous and heads were struggling to maintain a balanced approach to their role. They were either delegating large areas of responsibility to their staff so that they were, in effect, not fulfilling that aspect of their role themselves or they were working excessively long hours to fit in all the work required. In the former instance, the heads were becoming less focussed on leading professional matters, as much of the work that they delegated to staff was curriculum-based. They were losing the professional knowledge of government educational initiatives and becoming less aware of

curriculum developments in their schools. In the latter case, they were in danger of increased levels of stress and illness due to overwork.

Heads in the sample noted a change in their management and leadership style since 1997. As with the heads in the questionnaire sample, they stated that they used their preferred style of management far less than they had been able to before 1997. This was due to the need to coerce staff to implement educational reforms that were often extremely unpopular. They felt that they were continually managing the changes enforced by the government. They had also lost a great deal of the autonomy over the curriculum that they had been able to exercise prior to 1997. Although control over curriculum content had been taken from heads after the introduction of the National Curriculum (DES 1988), it was not until the advent of the Literacy and Numeracy Strategies that the government had begun to prescribe pedagogy. Many heads maintained that this had eradicated their control in these curriculum areas. Although they were not happy about this lack of control, most of the heads in the interview sample felt that the Literacy and Numeracy Strategies had improved standards in their schools.

The heads in the questionnaire sample had not been as positive, stating in most cases that the Literacy and Numeracy Strategies were the main cause of their lower levels of job satisfaction. This may be attributed to the fact that the questionnaire responses were elicited shortly after the introduction of these initiatives when schools were going through the process of upheaval in these curriculum areas. Two years later, when the heads were interviewed, the dust had settled and it was possible for them to be more objective about the effects of these changes.

Lack of autonomy over curriculum matters was counter-balanced by increased levels of autonomy in other areas such as finances and development planning. Heads stated that they were able to exercise a

large amount of control over these matters in their schools which allowed them the freedom to steer their schools according to the needs of the pupils and staff and develop their own identity in the local area. Heads were very positive about this change to their role.

Levels of job satisfaction were affected by macro, meso and micro factors. Heads in the interview sample who had lowered levels of job satisfaction attributed these to macro-factors. Performance management was the largest single factor causing heads to feel negative about their role in school. Increased levels of job satisfaction were due to micro-factors, the most significant being a strong team ethos in schools. Heads found it more rewarding when working with teachers who were as committed to the school as they were themselves. As a result, many had achieved good OfSTED reports and one had been awarded Beacon Status. These heads were proud of their schools and highly satisfied in their role.

Chapter 6

Analysis of OfSTED Documents

The Role of OfSTED

The Annual Report of Her Majesty's Chief Inspector of Schools

OfSTED and the Dual Role of Headship

OfSTED and the Individual Headteachers

OfSTED's View of the Interview Sample

Headteachers' Performance Nationally 1998-99

Summary of Findings

Emerging Themes

6. Analysis of OfSTED Documents

6.1 The Role of OfSTED

The 1990s saw a move towards a greater emphasis on school effectiveness and improvement (Southworth 1999c). This was embodied in the reforms by the Conservatives between 1988 and 1997. These reforms established a framework of higher accountability of headteachers in relation to their schools' performance, through parental choice and the publication of exam results. The introduction of a national programme of school inspections in 1993 further increased this accountability of headteachers (OfSTED 1993). Under the new system, schools were to be inspected every 4 years by a trained and accredited team, under the auspices of the Office for Standards in Education (OfSTED). This inspection system is still in place under the Labour government but has been relaxed to allow for inspections every 6 years (OfSTED 1999).

The OfSTED team of inspectors spend, on average, 4 days in school observing lessons across the curriculum. They use data from these observations to inform their report on the quality of teaching and learning in the school. Individual teachers are then graded on their effectiveness at delivering the national curriculum to their pupils (OfSTED 1994; 1996; 1999). In addition, parents and governors are questioned about their views on the school, and documentation, including the School Development Plan, is examined. The aim therein is to ascertain whether the school is achieving its own targets and fulfilling the expectations of its stakeholders.

Great emphasis is placed by OfSTED, throughout the inspection process, on the effectiveness and improvement of standards in schools and the centrality of the head's role to this process (OfSTED 1998). Headteachers are credited as being the sole factor that contributes to the

success or failure of schools (OfSTED 1999). From the outset, OfSTED has had a strong focus on school leadership. The then Chief Inspector of Schools stated that the leadership provided by the headteacher was essential for the improvement of educational standards and that they must directly influence teachers to that end (Woodhead 1996). The headteacher was credited with being the standard-bearer in the school, with a duty to highlight good practice and build on it. Headteachers unable to bring about changes in their schools were seen as being responsible for the failure:

“When a school is put into special measures, one of the factors leading to this decision is often poor leadership ... In many cases the headteacher leaves the school.”

(OfSTED 1998: 4)

Although the OfSTED system of inspections was established by the Conservative government, Labour have made no attempt to dispense with it since their election to office in 1997. Instead, they have increased the amount of documentation and evidence of schools' effectiveness to be published and, thus, increased headteachers' accountability still further (OfSTED 1999). In its White Paper, *Excellence in Schools* (DfEE 1997), Labour set down its reliance on headteachers to monitor and evaluate their schools and lead the way towards raising educational standards. Headteachers must bear the responsibility of implementing government initiatives effectively in their schools or be seen to have failed in their role:

“The vision for learning set out in this White Paper will demand the highest qualities of leadership and management from headteachers. The quality of the head often makes the difference between the success or failure of a school. Good heads can transform a school; poor heads can block progress and achievement.”

(DfEE 1997: 46)

OfSTED has a clearly devised set of criteria for assessing the quality of schools and their leadership, which are used in the inspection process (OfSTED 1993; 1995b; 1999). The focus on standards in schools encompasses a whole range of aspects that it views as important, in the contribution to a school's provision of 'value for money'. These include:

- *Educational standards of the pupils - attainment and progress; attitudes, behaviour and personal development; attendance.*
- *Quality of education - teaching; the curriculum and assessment; spiritual, moral, social and cultural development; guidance and pupils' welfare; partnership with parents and the community.*
- *The management and efficiency of the school - leadership and management; staffing; accommodation; learning resources; the efficiency of the school.*

(Adapted from the OfSTED Framework 1999)

This study has examined the OfSTED evaluations of the management and efficiency of the schools in the interview sample. The aim therein is to ascertain the leadership and management of the individual headteachers, as assessed by an external body whose sole purpose is to evaluate school effectiveness. As already discussed in the Methodology chapter, OfSTED inspectors are subject to rigid training and guidelines, to ensure that they offer an objective view of all schools inspected. The uniform approach to the systems and values of OfSTED inspection allows for clarity in the analysis of inspection data from each school and the opportunity to draw comparisons with data from schools nationally. This chapter will start by examining the individual reports for each school in the interview sample. It will analyse each report and examine how it compares to the data from the transcripts of each interview. The findings from these analyses will be set into a collective context, to show the development of any trends in management and leadership in the sample heads. These trends will then be set against the trends shown nationally

for that inspection period, to ascertain whether the Merseyside heads were typical of heads across England and Wales. The purpose of which being to ascertain whether the heads interviewed have a true perception of their own management and leadership styles, how they compare to their national counterparts and what proportion of their time is taken up with each of the chief executive and leading professional sub-roles. The Annual Report of Her Majesty's Chief Inspector of Schools will be used to provide the data on national educational management and leadership trends.

6.2 The Annual Report of Her Majesty's Chief Inspector of Schools

Her Majesty's Chief Inspector of Schools produces an annual report detailing the findings of inspection teams across England and Wales. The aim of this report is to demonstrate progress made nationally by all schools in relation to targets set by the government (OfSTED 2000a). One of the main objectives of the document is to assess the quality of the leadership and management of primary schools across the country. This is evaluated in the context of school effectiveness and sets out 5 priorities for ascertaining how well primary headteachers have been able to lead their schools. These priorities are the promotion and improvement of:

- a) the school's ethos;*
- b) a clear educational direction for the school;*
- c) the school's aims, values and policies;*
- d) development planning, monitoring and evaluation within the school;*
- e) support and monitoring of teaching and curriculum development within the school.*

(Adapted from OfSTED 2000a: 33)

Headteachers' performance in relation to these objectives is rated on a scale of Good/Very Good, Satisfactory and Unsatisfactory/Poor. Headteachers who rate a grade of Good/Very Good are those who have demonstrated excellent leadership skills and whose schools have shown great improvement in all areas since their previous inspection. A Satisfactory grade indicates that headteachers have demonstrated effective leadership and their schools have made some progress in most, if not all areas of the curriculum since their previous inspection. Unsatisfactory/Poor is used to show that headteachers have failed to improve their schools in any way since their previous inspection which, by OfSTED definitions, is an indicator of poor leadership and management skills (OfSTED 1998; 2000a; 2000b; DfEE 1997).

6.3 OfSTED and the Dual Role of Headship

<i>Leading professional sub-role</i>		<i>Chief executive sub-role</i>
1. Providing clear educational direction for the school 2. Development planning, monitoring and evaluation 3. Support and monitoring of teaching and curriculum development	↔	1. Promoting the school's ethos 2. Implementing the school's aims, values and policies

Table 6.3.1. The dual (leading professional-chief executive) role model

(Adapted from OfSTED 2000a; Hughes 1976; 1984; Coulson 1986)

OfSTED's categorisation of the different aspects of the primary headteacher's role is useful for the analysis of the two sub-roles of primary headship: the chief executive and the leading professional (Hughes 1976; 1984; Coulson 1986). As already discussed, these sub-roles inter-relate and inter-penetrate. Through the analysis of the 5

different elements of headship as defined by OfSTED, it is possible to divide the daily tasks encompassed in the head's role into the two categories. Table 6.3.1 shows the model that will be used in the analysis of the sample headteachers' performance. It does not incorporate the external and internal dimensions developed by the original Hughes (1976; 1984) model. To define them in this manner would be to make them too rigid.

OfSTED's focus on school effectiveness and the head's role in that process means that reports resulting from school inspections represent a very clear indicator of the state of primary school management. Each inspection's comprehensive coverage of these 5 aspects of school management and leadership allows for collection of common data. The clear division of the types of tasks carried out by headteachers, subject to OfSTED inspection, facilitate the analysis of the chief executive and leading professional aspects of their roles. This model will be used in the analysis of data from the individual, collective and national inspection reports on primary school management between 1997 and 2001.

6.4 OfSTED and the Individual Headteachers

This section will examine the OfSTED reports for each school in the interview sample individually. This will allow for the development of a general view of how well these schools were performing and thus, how adequately the headteachers in the sample were fulfilling their roles (OfSTED 1999). It will focus in particular on how well the headteachers were managing both the chief executive and leading professional functions of their role.

6.4.1 Headteacher 1

Age: 46-50 years

Sex: Female

Present headship: 14 years

School type: Infant

No. of pupils: 240

Type of area: Socio-economically deprived

Management style: Consultative as much as possible

Aspect	Sub-role	OfSTED Conclusions
Support and monitoring of teaching and curriculum development	Leading Professional	Unsatisfactory
Development planning, monitoring and evaluation	Leading Professional	Satisfactory
Implementation of school aims, values and policies	Chief Executive	Satisfactory
Leadership: clear educational direction	Leading Professional	Very Good/Good
School ethos	Chief Executive	Very Good/Good

Table 6.4.1 OfSTED's Grading of Headteacher 1

According to OfSTED, Headteacher 1 performed her role effectively and was found to have the full support of her deputy in pursuing the aims of the school (Table 6.4.1). There was a strong team focus amongst all the staff who worked together to achieve the aims of the school. This had resulted in a welcoming atmosphere in the school and led to good relationships with the local community. Despite the socioeconomic disadvantage in the area it served, the school was able to develop links with parents, community groups and the local parish church. It had established itself as a focal point for a large amount of local activity. The children were offered a quality educational experience and achieved average results in national tests. They were given a sound basis in their

spiritual, moral, social and cultural development. Taking into consideration the satisfactory standards achieved in all subjects of the curriculum and the quality of education provided in relation to its context and income, the school was considered by OfSTED to provide sound value for money. There were a number of key leadership areas highlighted as needing improvement, but OfSTED felt that these would be adequately addressed by the school in time for the next inspection.

Chief Executive Tasks

The strong leadership provided by the headteacher had led to the development of a positive ethos, promoting good relationships between pupils and adults. The headteacher had been very good at creating and maintaining the ethos of the school and involving the local community in school life. She had acted as an ambassador for the school and was confident in that role. OfSTED made particular comment on the manner in which the headteacher had been able to establish links into the community - a feat not easily accomplished in an area traditionally suspicious of authority. The head herself maintained that this was an important part of her role stating: *"I am pretty used to being a public figure."*

The school's aims, values and policies placed a strong emphasis on the continued development of ties to the local community and businesses. The headteacher was found to be very effective at networking and selling the school to outside agencies. To this end, she had worked hard to implement the school's policies and aims with the full support of her deputy, staff and governors. She had set up administration systems that enabled her to efficiently carry out this chief executive aspect of her role. OfSTED were particularly impressed with the structures in place to deal with financial matters:

"The school has established effective and efficient structures and working practices to manage and monitor its finances. The system of financial control and general administration is a strength of the school. The school plans ahead in the short term, carefully seeking to implement the most effective mix that it can afford, with quality of education as a priority. This gives it a sound basis on which to plan for future educational delivery and improvement."

It is interesting to note that the headteacher herself described financial planning and funding issues as a 'nightmare'. She felt that she was having to fill in too many forms and was always behind with applications. She was obviously managing it well in the short term, as OfSTED commented on this fact. They stated, however, that financial planning needed to extend beyond one year so that a longer term view of the strategic management of resources could be achieved. This was where she was struggling. She was focusing on making funding applications and managing her budgets, rather than planning for the long term. This was something that she recognised herself but stated, in her own defence, that she was subject to the inefficiencies of government and LEA departments. This slowed down all her financial planning processes. She stated:

"I got my out-take figures only recently so we have still not closed our finance for the last financial year because we were waiting for these out-take figures."

She was learning to plan for the fact that financial documents and application forms were slow to be processed but found this a frustrating aspect of her chief executive role. She felt thwarted by the fact that there were so many proformas for each application, some of which asked for the same information in a variety of different forms. She found it very

time-consuming and often took up time that should have been spent on other equally important, leading professional aspects of her role.

Leading Professional Tasks

The headteacher was found to provide a very good vision for the school, with clear educational goals imparted to the staff. This enabled them to work well together as a cohesive team, sharing knowledge and expertise and supporting each other's work. The governing body was also well informed and played an increasingly important role in supporting the work of the school. However, it played a limited role in providing a strategic view of where the school was going.

The headteacher maintained that she had a consultative management style in most aspects of her role which OfSTED found to be evident in the fact that she worked together with the staff to define the school's goals and development needs. This was all closely linked to the school's monitoring and evaluation systems. She stated:

"I am consultative in some things ... with curriculum and aims of the school. We have a school development plan and anything that comes out of it is based on a year's monitoring of all that we do. That informs the development plan for the next year, so that is consultative."

OfSTED confirmed that the headteacher was supported by the governors and staff in formulating the school development plan. In their view, the plan was satisfactory and starting to identify forward planning and costings. In its present form, however, it did not provide a tool for strategic direction. This meant that, although there was a clear commitment to maintaining standards of attainment, through monitoring and evaluating the work of the school, there was not an adequate system through which to address it. The headteacher was deemed responsible

for the establishment of a framework for monitoring the curriculum in school and supporting the professional development of her staff. She had not achieved this and, as a result, was found to be performing at an unsatisfactory level in her role as curriculum developer. OfSTED did state, however, that she was attempting to address the problem. They agreed:

"The school development plan lacks sharp focus and professional development for teaching and non-teaching staff is limited [but] there are clear procedures which identify the process that will be used to improve it and those who will be responsible for carrying it out."

Although the school was found to be unsatisfactory in its support and monitoring of the curriculum, it was taking steps to make improvements and the headteacher had assigned responsibilities to different staff members according to their expertise. She saw herself as the facilitator in this process, ensuring that her staff received the relevant information to complete the task. As the leading professional in the school, she would take any new curriculum information and sift through it to find the salient points. She would then disseminate the information to the appropriate staff in the school. On the introduction of new government initiatives, she fully acquainted herself with all the options for implementation before she held discussions with the staff. She stated:

"I will, autocratically, on my own beaver away at thinking of a system to make it easy for them to accept it so that when I deliver it to them I say 'This is what we have to do. This is how I think we can do it here. What do you think about this?' And then, if it needs to fine-tuned then, fine... I find I have to have some idea of what I want at the end of it... They've got the attitude now, I suppose, they trust me and say 'Let's just do it and go home!' They trust that I've spent the time doing it, beavering away. At the end of the day, I suppose, I get the responsibility if it all falls apart."

She held the view that her staff were far too busy to have to deal with all the paperwork involved in recent government initiatives. She believed her role was to act as a filter for new information, thus enabling her staff to continue to effectively deliver the curriculum with as little disruption as possible. Her staff trusted her to have researched the relevant information for them and were happy to accept her diluted version of the original documents. In the instance of performance management, the head sorted through the main documentation and produced a small teachers' pack with proformas to aid her staff's applications. She helped them to prepare for their interviews by setting targets and encouraging them to carry out self reviews. In this way, she was able to help her staff through a particularly stressful process. More importantly, she recognised that it was her ultimate responsibility to ensure the efficient completion of the whole process within her school. As she stated:

"I encouraged them to do a self review beforehand - they had a proforma of a self review. If they filled those in it made the interview run like clockwork. That was my accountability. That worked well too."

Headteacher 1 was very aware of her responsibilities towards her staff and for her ultimate accountability for the success of her school (DfEE 1997; OfSTED 1998; 1999). She felt that her levels of accountability had increased in recent years with more pressure from the DES to reach targets and improve standards in her school (Southworth 1998; 1999c). She had a very relaxed attitude towards her responsibilities, however, and stated:

"Everything you do is subject to audit and subject to accountability so I don't get bothered anymore. I don't mind making mistakes anymore. And that allows others to make mistakes too."

Although she was aware that her accountability had increased, this headteacher maintained that she did her job to the best of her ability and could do no more than that. She was not allowing herself to worry about the possibility of things going wrong. Her attitude was positive and her staff worked as a committed team as a result.

Balancing the Dual Role

It is apparent from the OfSTED report that Headteacher 1 was very good at performing the chief executive aspects of her role. She had created and promoted an extremely positive ethos in the school that had permeated through to the local community. Pupils, staff and parents felt valued and the school had a very welcoming atmosphere. She had efficiently implemented the aims, values and policies of the school and had the confidence in her own ability to take the school forward. She had set up efficient administration systems in the school and had a very good administration assistant who dealt with a great deal of the paperwork for her. The only areas of administration that appeared to be causing her any problems were the long term financial planning and the funding applications. This was highlighted in the OfSTED report as an aspect of the school's administration that would need improvement and was the only chief executive aspect of her role that the headteacher was struggling with.

Although financial planning is a chief executive function of headship, it is closely linked to development planning and the support and monitoring of the curriculum - both leading professional aspects of her role. It is interesting to note that OfSTED also found that she was struggling with these functions of her role. Her systems for monitoring and supporting teaching and the curriculum were under-developed and rated by OfSTED as unsatisfactory. As a result, her staff did not receive the training required to meet the challenges of curriculum changes and there was

little information on which to base future planning and development needs.

Headteacher 1 was focusing on the often non-essential chief executive aspects of her role and increasing her own workload. An example of this was the great effort she took to condense the information about performance management into a smaller package for her staff. Although this was highly commendable and was no doubt of benefit to her staff, it was an unnecessary responsibility to take upon herself. The government had already produced teachers' packs with the relevant information for staff in schools. By concentrating on this relatively minor aspect of performance management, she was creating extra work for herself and adding to an already complicated appraisal system. This focus on the chief executive aspects of performance management was having a detrimental effect on some of the leading professional functions of her role (Alexander et al 1992). As she was dealing with - and creating more - paperwork while neglecting the long term monitoring of the curriculum, she was unable to accumulate the information required for development planning. This leading professional function was essential to formulating a plan for the future of the school. The deficit in her leading professional role was then impairing her ability to effectively carry out some of the other important aspects of her chief executive role.

The over-emphasis on the chief executive aspect of her headship role was partly the result of macro-factors. New government initiatives needed to be implemented by headteachers and the new government offices set up to deal with administering them were often very inefficient. This had led to an increase in her levels of paperwork and a greater concentration on her chief executive sub-role. Macro-factors were not totally to blame for this situation, however. As already stated, this headteacher had created extra work for herself in some areas by duplicating some of the paperwork sent from the DfEE to give to her staff

in a simplified form. Macro-factors had not caused this situation. It was more the result of the micro-factors in the school. She maintained that her staff were too busy to have to read through all the documents accompanying each government initiative. So, to save her staff the stress of dealing with the issue themselves, she had intervened to simplify the process for them.

As the Hughes model (1976; 1984) suggested, the chief executive and leading professional sub-roles are inter-linked and inter-penetrating. The head does not carry out one sub-role in isolation. As Headteacher 1 demonstrates, the over-emphasis on one aspect of either of the sub-roles, in this case the focus on generating more administration than necessary, will lead to aspects of both roles suffering in the long term. Headteacher 1 was not maintaining a balance between the two sub-roles. Her concentration on the chief executive functions of her role was actually causing both the leading professional and the chief executive sub-roles to suffer.

Summary

Headteacher 1 was found by OfSTED to be effective in her role and provided sound leadership for her school. Her strengths lay in her ability to support her staff and ensure that a team ethos was maintained. She had a clear educational vision for the school and the ability to plan for future developments to ensure the school progressed in line with set targets. She was very positive and carried this attitude through into all aspects of her work. The main weakness displayed by headteacher 1 was her inability to delegate responsibility to her staff. She stated that this was due to her desire to ensure that her staff were not over-burdened with work. Although this is commendable, carrying the burden for all her chief executive and leading professional functions was causing this headteacher to work excessively long hours to fulfil all her duties.

6.4.2 Headteacher 2

Age: 51-55 years

Sex: Male

Present headship: 21 years

School type: Junior Mixed Infants

No. of pupils: 435

Type of area: Council estate

Management style: Facilitator of staff/consultative

Aspect	Sub-role	OfSTED Conclusions
Support and monitoring of teaching and curriculum development	Leading Professional	Satisfactory
Development planning, monitoring and evaluation	Leading Professional	Satisfactory
Implementation of school aims, values and policies	Chief Executive	Very Good/Good
Leadership: clear educational direction	Leading Professional	Very Good/Good
School ethos	Chief Executive	Very Good/Good

Table 6.4.2 OfSTED's Grading of Headteacher 2

OfSTED reported that Headteacher 2 was a very effective leader who had created an excellent working atmosphere in his school (Table 6.4.2). There was a very good sense of purpose and strong supportive team work amongst the staff who were united in achieving the aims of the school. He was well supported by his deputy headteacher and members of the senior management team. The very good relationships between pupils and staff in the school had made a significant contribution to a very positive atmosphere in lessons. Pupils in the school were valued and willing to express their own opinions and feelings as a result. The school had built on good curriculum practice and had established a successful personal and social educational programme. The school had developed strong links with parents, community groups and the local parish church. There were also ties to local businesses and colleges that

offered accredited courses to the local community. The children were offered a quality educational experience and achieved results close to national average and well above average for schools in similar areas. The good educational progress made by pupils, along with their very good personal and social development, was achieved with average levels of expenditure. This was viewed as good value for money.

Chief Executive Tasks

OfSTED reported that a strength of the school was the very effective leadership provided by the headteacher. He contributed much to the positive atmosphere, the good team spirit and the climate of hard work. He had created an excellent working atmosphere, based on good staff relationships. His awareness of what was happening within the school enabled him to intervene where necessary, at an early stage, to prevent potential problems from developing. OfSTED identified his focus on teachers' strengths and his high level of interest in their professional development as a significant factor in the development of a positive ethos in the school. The headteacher himself stated that a strong focus of his leadership style was to develop the potential of his staff:

"I'm hoping that all my management team will go further. I've been here 21 years and I'm on my 5th or 6th deputy. All my previous deputies are now headteachers and I've had one or two teachers who've been on my management team who are either deputies now or headteachers in their own right. I look for people who are going to progress and they obviously do."

This was one of the factors that contributed to his promotion of a supportive and caring school ethos. OfSTED were impressed with his ability to act upon opportunities for the professional development of his staff and to make them feel valued for their achievements.

OfSTED commented that the school was very well managed. The headteacher was very good at implementing the aims, values and policies of the school. There was a strong emphasis on the involvement of the local community in school life. The headteacher had encouraged the participation of local people and parents with a high degree of success. He had also invited local high schools, colleges, Pathways initiatives, theatres and museums, to name but a few, to contribute to school life. OfSTED commented that:

“There are good links with a number of organisations and businesses. Three pupils have won prizes this year for their work on projects sponsored by businesses... All these good links enhance pupils’ personal development and raise their awareness of the importance of the school in the local community.”

These factors had had a significant impact on raising standards in the school and improving relations with the local community. This was a very difficult accomplishment for the school as it was situated in an area considered to have some of the worst pockets of extreme poverty in England. Parental involvement had been difficult to encourage but the head’s persistent efforts had improved the situation.

Headteacher 2 was very good in all areas of his chief executive duties. He did not place an over-emphasis on this aspect of his role and employed an administration assistant to deal with the majority of his paperwork. This allowed him to use the time to perform other tasks and focus on the needs of the children. He had also delegated a certain amount of responsibility to other staff members. He stated:

“Everybody is involved in decision-making at various levels. Everybody has a job description and specific roles and my management team consists of my deputy, who I work very closely with, she has responsibility

for special needs in school. She oversees the Yr3 and Yr4, so she's got lower KS2. I have somebody else in charge of assessment at KS2 and also have a watching brief over upper KS2. The Yr5 and Yr6 teachers work as a team. I have somebody in charge of KS1 and somebody in charge of Early Years."

His ability to delegate responsibilities was a strength of his leadership style and this was recognised by OfSTED. They stated that subject coordinators played a very effective role in the management of the school and had worked hard to implement new developments in literacy, numeracy, science and information technology. By delegating specific areas of responsibility to key members of staff, the headteacher was freeing up some of his own time to deal with the leading professional issues in the school.

Leading Professional Tasks

Headteacher 2 was reported to provide clear educational leadership for his staff and school. There was very good purpose and a clear direction and developments. This was evident in the strategic management, which was good with clear goals and was linked to the School Development Plan. Staff involvement was encouraged through his consultative style of leadership and he was very quick to recognise the potential in staff for future professional development. OfSTED commented on this fact:

"A particular strength is the way he recognises teachers' contributions, encourages members of staff and fosters their professional development by giving them opportunities to take on responsibilities within a supportive framework."

The headteacher provided good support and professional development for all staff. Their needs were highlighted through a system of

monitoring and evaluation of teaching and the curriculum. This was carried out by the headteacher who used the information accumulated in such exercises to inform future training and development needs within the school. The headteacher had been involved in an early appraisal model developed by his LEA and had adopted many of its practices in his own appraisals of the development of his staff and school. The effective system that he used was proving useful for the assessment of the school's progress in line with government set targets and allowed him to build on the positive work carried out by his staff. OfSTED stated:

"The headteacher's very effective informal monitoring gives him a clear insight into what is successful and what still needs to be improved."

Information from curriculum monitoring was translated into the school's development plan, highlighting key areas for improvement. The school made use of two year projections showing alternative scenarios to give a longer term view of its options and their possible outcomes. Curriculum planning and development had shown a great deal of improvement since the previous OfSTED inspection and the headteacher felt confident that the school was working to achieve the right balance in all areas of pupils' learning. His investment in his staff's professional development allowed him a high degree of trust in their abilities to plan within their own subject and Key Stage effectively. He stated:

"We're very lucky in that we've done a tremendous amount of planning here so I know the curriculum is being delivered. I have a monitoring role in that but I also work through my senior management team and my coordinators to ensure the curriculum is being delivered. But a lot of work has been done on the curriculum in the last 5 years so I, in part, can stand back from it without analysing the results of our efforts in the form of the QCA tests at KS1 and KS2."

Headteacher 2 was performing the leading professional aspects of his role to a satisfactory level. He had succeeded in achieving a high degree of delegation in leading professional tasks by relying on his subject and Key Stage coordinators to implement many of the changes in the curriculum. He saw his role as more of a monitor of the overall system and tried to ensure that his staff were equipped to carry out what was required of them.

Balancing the Dual Role

Headteacher 2 was effective in his chief executive role and had managed to maintain a very positive ethos in his school. This excellent working ethos had led to pupils making very good educational progress during their time in school. The strong focus on caring attitudes and values in the school had a huge influence on the personal and social development of pupils. The headteacher was able to implement curriculum changes and improvements without too much disruption to school life and pupils' educational attainment. One of the reasons for his ability to carry out the chief executive elements of his role effectively, was the fact that he delegated tasks to staff with the relevant expertise. He did not create extra work for himself. He had an administration assistant who dealt with much of his paperwork and subject coordinators to alleviate some of the pressure from curriculum matters.

His educational leadership was found to be very good and he provided a strong focus and vision for the school. His support and monitoring of the curriculum and development planning were reported to be satisfactory. This could be accounted for by the fact that he had delegated much of the school's development and planning to his senior staff. His prominence as the leading professional in the school was no longer imperative, as other key members of staff had taken over responsibility for these areas. He was obviously still keeping abreast of curriculum

innovations and educational trends but was leaving the minute details to the relevant staff members.

In spite of the delegation of specific areas of responsibility to his senior staff, Headteacher 2 still reported increased levels of activity in the chief executive aspect of his role. Although OfSTED found his overall performance extremely effective, he found that the increase in his chief executive role was taking him further away from the children. As a teaching head, he found it very difficult to maintain contact with his pupils with the extra pressure from the DfEE. He stated:

“I’ve seen the whole gamut of change from being a headteacher very much involved with the children to being very much an administrator and working through other people...”

Headteacher 2 was finding that it was difficult to balance the chief executive and the leading professional aspects of his role. Both had become burdensome and had taken him away from teaching the children in his school. To rectify this situation, he had chosen to transfer some of his duties to other key members of staff, rather than sacrifice any more of his time spent with his pupils. The key to this headteacher’s survival has been the delegation of much of the leading professional aspects of his role. He did not attempt to overload his staff with extra work but did allocate responsibilities according to the interests, ambitions and abilities of his staff. His accent on developing the potential of his staff allowed him to do this.

The emphasis placed on the extra chief executive functions of this head’s role was a result of macro-factors. Government initiatives, such as the Literacy and Numeracy Strategies, had increased the amount of paperwork that he needed to deal with and had placed a pressure on schools to re-evaluate their pedagogy in these curriculum areas. As the

Hughes (1976; 1985) and Coulson (1986) models show, the two sub-roles are inter-linked. If there is too much stress on one or the other of the functions, the other suffers as well. Rather than opt for early retirement as many of his peers across the country had done as a result of the extra workload (Chaplain 2001), Headteacher 2 had decided to use the micro-factors in his school to his favour. Many of his staff were ambitious and willing to take on extra curriculum responsibilities. He in turn, offered them support and guidance as a leading professional as and when they needed it (Bell and Rowley 2002).

Summary

Headteacher 2 was found to be a very effective leader of his school. His main strengths lay in the fact that he was extremely good at recognising the potential of his staff members and delegating responsibilities accordingly. He placed a strong emphasis on developing staff's professional knowledge and competencies and was quick to offer advice and training to staff with leadership ambitions. He had developed a positive working ethos in the school through defining clear educational goals and vision. He was realistic about achieving targets set by the government and ensured that staff did not become demoralised when unable to reach national averages. His ability to delegate many of his leading professional functions was enabling him to focus on the chief executive functions and carry them out effectively.

6.4.3 Headteacher 3

Age: 46-50 years

Sex: Female

Present headship: 7 years

School type: Infant

No. of pupils: 262

Type of area: Suburban middle class

Management style: More monitoring of staff and curriculum

Aspect	Sub-role	OfSTED Conclusions
Support and monitoring of teaching and curriculum development	Leading Professional	Satisfactory
Development planning, monitoring and evaluation	Leading Professional	Very Good/Good
Implementation of school aims, values and policies	Chief Executive	Very Good/Good
Leadership: clear educational direction	Leading Professional	Very Good/Good
School ethos	Chief Executive	Very Good/Good

Table 6.4.3 OfSTED's Grading of Headteacher 3

The main findings of the OfSTED team was that the school was very successful and offered a high quality educational experience for its pupils (Table 6.4.3). The school had a very positive reputation in the local community and there was a very good relationship with pupils' parents. It offered a broad curriculum to its pupils, with social and personal development a priority. There were opportunities for pupils to take part in extra curricular activities, such as a recorder group, and there were many educational trips arranged outside of school. Visiting speakers and organisations were encouraged to support teachers' work in the curriculum. Pupils had very good relationships with staff and progressed well in relation to prior attainment.

Chief Executive Tasks

OfSTED reported that Headteacher 3 had developed a very good school ethos which valued the efforts of all its pupils. Pupils knew exactly what was expected from them and behaved appropriately at all times. The headteacher inspired good attitudes amongst both the staff and pupils.

There was a great emphasis on a positive discipline system which engendered the school's aims to value all its pupils. OfSTED stated:

"It is a caring community with a commitment to hard work and high achievement and it serves its pupils well."

The school placed a strong focus on the relationships and the development of pupils' social skills. This was apparent in the way that the headteacher carried out the chief executive aspects of her role and implemented the school's values, aims and policies. The school's ethos and the relationships formed with parents and the local community were testimony to this fact. Parents were invited to participate in much of school life and there was a very active Parent Teacher Association. Parental involvement was highly valued in a variety of forms - from help in the classroom and on school trips to fundraising for the school. OfSTED were particularly impressed by the 'Information to Parents' booklet that the school had produced to promote the high standards of behaviour and work expected. This booklet also detailed the arrangements for the rewards and sanctions system used to enforce the behaviour policy in school. OfSTED stated:

"The headteacher has high expectations for the school and all its pupils. The school's aims and values were reflected in the effective relationships between adults and pupils throughout the school and enhanced the sense of community."

Headteacher 3 was found by OfSTED to be performing her chief executive functions to a very good standard. She did not feel as confident herself, however, stating that she was often overwhelmed with the amount of paperwork and administration that she had to carry out when implementing the school's policies and aims. She maintained that she had to take a great deal more work home these days than in

previous years and it was impinging on her social and personal life. This was more to do with the extra pressure from new government initiatives than internal documentation. She did not mind working hard but felt that when she spent most of the time concentrating on DfEE documentation, she was unable to further her own vision for the school. She claimed:

"I like to have lots of things planned for the way that the school moves forward each term, early on in the term. But now you don't have a lot of choice about what you're putting into place in your school. Most of it comes from above and so therefore you don't feel that the way that the school is moving is actually down to you as a headteacher."

The headteacher found the focus on improving standards, even in a school such as hers where pupils were high-achievers, was very time-consuming. She had to work to the government's agenda and had less influence over the content of policies and practices in the school than in previous years. In spite of this, OfSTED reported that she provided strong leadership and management for the school, developing effective relationships between staff, pupils and parents.

Leading Professional Tasks

Headteacher 3 had a very clear educational vision for her school which she shared with the staff and parents. They were all committed to achieving her aims and goals and worked together as a united team to move the school towards them. Her management team were focused on improving the school and the quality of education provided. OfSTED reported that the management of the school, at all levels, effectively reflected the stated aims and values of the school. These were described in its Mission Statement and prospectus. This created a positive caring ethos, which encompassed a commitment to hard work. OfSTED highlighted the educational leadership of the school as one of its main strengths:

“There is a well understood, clear vision for educational excellence and the school is moving positively towards raising standards and attaining high academic targets across the curriculum.”

The commitment of all staff to the progress of the school was never more evident than during the long absence of the deputy headteacher the previous year. The effective support of the governing body and a committed and conscientious staff had been invaluable in the management of the school during this period. As the leading professional in the school, headteacher 3 had imparted her vision for the school to her staff which was evident in the life and work of the school.

One of the other leading professional aspects of her role, the monitoring of the curriculum and support of teaching, was reported by OfSTED to be satisfactory. This was indicative of the fact that there were some slight inadequacies in them which were outweighed by the positive aspects. The headteacher was found to be very effective at monitoring teachers' planning and teaching and regularly reviewed classroom practices. She had a good relationship with her staff which was reflected in the fact that they readily accepted her advice and guidance on curriculum matters. The headteacher's support for her staff was noted as being good:

“The headteacher monitors curricular developments effectively and efficiently. Coordinators are knowledgeable in their subjects, but where expertise is limited, they seek good quality inservice training and work to increase their competencies.”

The headteacher's assessment of the curriculum and monitoring of pupils' progress against set targets was not as effectively followed through. Although there was a good policy which set out guidelines as to how to monitor pupils' attainment, the school had yet to implement this fully. Most of the assessment carried out was informal. OfSTED

recommended that this be formalised to make it a manageable and useful tool for school development.

The school development plan was reported to be very good. The headteacher had established a structure that had matched carefully costed action plans to targets, personnel, realistic timescales, review dates and criteria for success. This had resulted in a comprehensive vision for the school's future development and opportunities for quick reactions to challenges as they arise. Planning is closely linked to the school budget and constantly monitored. The governing body shouldered some of the responsibility with the head for spending decisions arising from the development planning. OfSTED observed that the benefits of the careful planning were evident throughout the school:

"The strategic planning document and the school development plan reflect the school's strong commitment to equality of opportunity for all its staff and pupils. The clarity of the approach has resulted in documents that are clear and detailed, setting out details of provision for using opportunities and meeting challenges."

Headteacher 3 had managed to maintain the leading professional aspects of her role very well. She had a great deal of support from a good staff team and the governors of the school. They had full confidence in her as the leading professional of her school and relied on her expertise in moving the school forward. Curriculum assessment procedures needed some fine-tuning but had not contributed in any way to a detraction in the school's many achievements.

Balancing the Dual Role

The headteacher was found to offer effective management and leadership of the school. OfSTED made very few recommendations for

change or improvement, stating that her leadership was a strength of the school. In their opinion, she was balancing her role as head very well, maintaining both the chief executive and leading professional aspects to a similar degree. She felt, however, that her role was too focused on the chief executive functions, with much of the paperwork and administration of school aims and policies being carried out in her free time at home (Alexander et al 1992). OfSTED would not have seen this. They were only able to see that the documentation was in place but not how many hours it had taken to complete it.

One of the positive factors that facilitated the head's management and leadership in the school was the support offered by her staff and school governors. They were able to take the pressure off her in both of her areas of responsibility. This meant that she was able to carry out her daily tasks in a less pressured fashion. She stated clearly that her main frustration was the fact that she had so little autonomy and that the changes that she was implementing originated at government level (Bell and Rowley 2002). She felt ruled by macropolitics and her accountability in the reform process (Bell et al 1996; Doughty 1998). She was coping with the dual sub-roles of headship mainly because of micro-factors - the support she received within her school.

Summary

Headteacher 3 was found to offer very effective leadership and management for her school. She remained positive in her role but often felt overwhelmed by all that it encompassed. Her staff were very supportive and she was able to delegate some of the leading professional aspects of her role to her senior management team. She remained very focussed on the chief executive aspects of her role and worked extremely long hours at home to sustain this aspect of her role.

This headteacher was in danger of high stress levels and illness due to her working patterns.

6.4.4 Headteacher 4

Age: 46-50 years

Sex: Female

Present headship: 6 years

School type: Infants

No. of pupils: 222

Type of area: Inner city/rapid decline

Management style: Consultative

Aspect	Sub-role	OfSTED Conclusions
Support and monitoring of teaching and curriculum development	Leading Professional	Very Good/Good
Development planning, monitoring and evaluation	Leading Professional	Very Good/Good
Implementation of school aims, values and policies	Chief Executive	Very Good/Good
Leadership: clear educational direction	Leading Professional	Very Good/Good
School ethos	Chief Executive	Very Good/Good

Table 6.4.4 OfSTED's Grading of Headteacher 4

OfSTED reported that this was an improving school. The previous inspection had highlighted a number of areas that needed to change to bring the school into line with other similar schools. This inspection indicated that the school had worked hard to rectify the mistakes of the past and had taken great strides down the road to improvement. These improvements were directly attributed to the excellent leadership and management skills of the headteacher (Table 6.4.4). She had turned the school around from a place with a very poor ethos and pupil attainment to somewhere that pupils enjoyed spending their days and were willing to

work hard. Standards were still below average in English but levels of attainment in mathematics and science matched levels achieved nationally. This demonstrated a progression since the previous inspection but was still in need of some focus for future development.

Chief Executive Tasks

The leadership and management of Headteacher 4 was reported to be excellent. One aspect that OfSTED commented on was the successful creation and maintenance of a very positive ethos which permeated all aspects of school life. They found that this was most evident in the strong sense of teamwork amongst all the staff and in the positive attitudes of pupils mentioned by them. There were high quality relationships throughout the school and very good communications existed between all who worked there. OfSTED stated:

"An additional feature was the 'open culture' of willingness to listen, contribute, learn and alter practice in order to improve and raise standards. These reflected the values and attitudes which the school promotes and which the parents fully support."

The headteacher had established and promoted a strong ethos of positive behaviour and hard work in the school. This was evident in the implementation of the school's behaviour policy. She had carefully established a comprehensive system that was proving to be extremely effective throughout the school. There were clear boundaries for all pupils and rules were displayed in classrooms to ensure that there were no misunderstandings. Poor behaviour was firmly but gently dealt with by staff. Pupils' achievements were celebrated and OfSTED was impressed with the recognition given to pupils' hard work and efforts:

“The school fosters good behaviour, having a very positive policy, and good behaviour is recognised publicly.”

Another indicator of the headteacher’s successful implementation of the school’s aims, values and policies was the fact that the pupils were given opportunities to take part in educational experiences beyond their normal national curriculum subjects. On different occasions, pupils were able to sample various cultures from around the world through visits from dance troupe and theatre groups, experimenting with unusual art forms introduced by visiting artists and paying visits to sites of interest around the city. The pupils’ social and personal development was a strong focus of the school. This was achieved through the promotion of partnerships with local community organisations and businesses. The headteachers had managed to secure a minibus for school trips from a local motor company and Glo’ arm bands from another company as part of a traffic awareness campaign in school.

The success of this headteacher was highly evident from the atmosphere in the school. Apart from the improvements she had made, she had developed a lively, friendly atmosphere where relationships between staff and pupils were positive and constructive. She was extremely good at carrying out her chief executive role in the school. She was an excellent ambassador for the school in the local community and promoted the interests of her pupils above all else. She worked incredibly hard in her role and this was evident throughout all aspects of successful school life. She had put her mark on the school’s ethos by implementing the aims, value and policies formulated with staff.

Leading Professional Tasks

Headteacher 4 was reported to have a clear vision and sense of direction for the school. This was evident in all aspects of school life. She

encouraged the creation of an environment in which pupils would be stimulated and motivated to learn. This was not easy to accomplish in an old Victorian school building with few sources of natural light. The staff, both teaching and non-teaching, had managed to arrange the children's work in an exciting and challenging manner around the school building. This had further enhanced the school's positive working environment and pupils were keen to participate in learning activities as a result. OfSTED commented on how well the displays around the school had contributed to the atmosphere of learning:

"The dedication and hard work of all the staff, teaching and non-teaching, are clearly evident in the attractive and stimulating learning environment created in the school. The aims of the school state its commitment to providing an environment in which pupils grow and develop to their fullest potential. The way the school is led and managed allows this to happen."

The strong educational direction provided by the headteacher had inspired the staff in the school to achieve a huge improvement in pupils' standards of achievement. The staff worked as a positive team and were willing to put in a great deal of extra effort to make learning an exciting experience for the pupils in their classes. She had a massive input into the development of curriculum developments in the school and at all times had been definite about what she wanted to achieve. OfSTED reported that the support and guidance she offered her staff was exemplary. She had established firm approaches to medium-term planning and had developed the subject coordinators' roles to contribute more to the planning process. She regularly reviewed National Curriculum subjects to evaluate teachers' progress which had led to a good quality curriculum provision. Headteacher 4 was exceptionally rigorous in the monitoring and evaluation of the education provided in her school. OfSTED stated:

“The headteacher’s thorough and diligent role in monitoring the quality of teaching is having a positive impact on standards.”

The headteacher’s management of school development was such that pupils, parents, staff, governors and the local community all played their parts appropriately and well. All of those involved showed the same strong commitment to raising standards of pupils. The school development plan was a very effective tool for managing change. It reflected inclusion of the whole school community and it clearly identified relevant priorities and targets and allocated responsibilities, according to the relevant expertise of staff members. She was instrumental herself in ensuring that the plan was precise and focused on manageable change. OfSTED stated:

“The school development plan is a very effective tool for managing change. It reflects inclusion of the whole school community. It clearly identifies relevant targets and priorities.”

A strong emphasis was placed on quality and educational value when considering curriculum and staffing issues. All targets in the development plan were carefully costed with this in mind and resources were purchased in order of priority. The headteacher was not willing to cut corners to save money. This epitomised her whole philosophy about the quality of educational experience that she wanted all pupils in her school to receive. As the leading professional in her school, Headteacher 4 was excellent. She led by example in many cases and offered her staff solid professional support and guidance.

Balancing the Dual Role

OfSTED reported that headteacher 4 was extremely effective at the chief executive aspects of her role. She was an excellent ambassador for the

school and had promoted their interests in the local community to great effect. She was able to sustain the focus on this aspect of her role as she had a very efficient administration assistant on whom she relied heavily. She did, however, admit to the fact that she also took a lot of her paperwork home to deal with out of school hours. She wanted to be able to focus on her leading professional role while in school. This meant that she was working excessively long hours. She stated:

"I spend quite a lot of time on curriculum and professional matters. But the day's very stretched and I'm in school working from half seven and don't take a lunch. I work through the lunchtime and, with all the performance management, I'm working until quite late at night because I'm doing interviews in school and keeping up with paperwork at home."

Headteacher 4 was obviously extremely dedicated to her job and prepared to work long hours to achieve her goals. She had already turned her school around in a relatively short period of time and clearly intended to continue to make improvements for some time to come. As a relatively new head of 6 years, her levels of job satisfaction were still very high and, hence, she was highly motivated to improve her school. She had achieved a balance in the chief executive and leading professional aspects of her role, if only through working such long hours. It is very difficult to quantify the effect of her enthusiasm on her job performance but common sense indicates that she would not be able to sustain the balance between the two roles once she had run out of enthusiasm or, worse, become exhausted through overwork. She stated:

"I've not been a headteacher very long and I'm testing myself with the things I can do and my own confidence has increased. I'm a much more confident headteacher."

Headteacher 4 was an example of a head who felt highly accountable for the performance of her school to the point of working to extremes. She was reacting to macro-factors that had increased the levels of chief executive activity in her role without relinquishing any of the leading professional aspects (Ribbins 1993). She did not appear to delegate very much work to her senior management team so ended up carrying the bulk of the workload herself. As the Hughes (1976; 1985) model suggests, the dual sub-roles are very closely related and often the neglect of one aspect will have an adverse effect on the other. In this case, the headteacher was neglecting neither of the functions and maintaining full accountability for the running of her school (Bell et al 1996). This could possibly result in adverse effects on her health in the future (Draper and McMichael 1999).

Summary

Headteacher 4 was an effective leader of her school. Her tendency towards over-responsibility meant that she did not delegate responsibilities to her staff and took on too much herself. She worked extremely long hours to sustain her role but was not maintaining a balance in the two sub-roles. She was dealing with matters through crisis management and finding that her stress levels were increasing as a result.

6.4.5 Headteacher 5

Age: 46-50 years

Sex: Female

Present headship: 6 years

School type: Junior Mixed Infants

No. of pupils: 281

Type of area: Mixed socio-economic conditions

Management style: More coercive

Aspect	Sub-role	OfSTED Conclusions
Support and monitoring of teaching and curriculum development	Leading Professional	Satisfactory
Development planning, monitoring and evaluation	Leading Professional	Satisfactory
Implementation of school aims, values and policies	Chief Executive	Very Good/Good
Leadership: clear educational direction	Leading Professional	Very Good/Good
School ethos	Chief Executive	Very Good/Good

Table 6.4.5 OfSTED's Grading of Headteacher 5

The school was found to be successful with a committed staff and a positive working atmosphere (Table 6.4.5). Pupils were offered a good all-round education which incorporated elements of social, moral and personal development. There were good links to the local community and parents were highly involved in the work of the school. Pupils were positive and hard working and achieved results in line with national standards. Relationships between adults and pupils were good and the school functioned as a well-integrated community at work and at play. Pupils demonstrated caring attitudes towards their peers and were very respectful towards adults.

Chief Executive Tasks

Headteacher 5 worked hard to establish and promote a positive ethos in the school. There was a code of conduct for pupils that advocated a high level of self discipline, tolerance of others and cooperation-operation. Members of staff modeled these attitudes and behaviour to the children and demonstrated commitment, care and concern. This had led to pupils holding each others' feelings in high regard and showing consideration.

The school's discipline policy was very structured and focused on highlighting the good work and behaviour achieved by pupils. OfSTED commented on this:

"The attitudes and values promoted by the school are an important element in the pupils' personal and social development. Clear systems of reward, praise and sanctions are in place and are fully understood by pupils, staff and parents."

The aims, values and policies of the school were implemented by the headteacher very effectively. The discipline policy was one indicator of the school's aim to create a happy, caring community where all the children felt secure and confident, had the opportunity to fulfil their own potential, and could develop the skills necessary to play their part in society. Other indicators of the head's ability to implement these aims were the ties to the local community and parents. Parents played a large part in helping in the classrooms and volunteering their time to the school. This headteacher did not focus on attracting involvement from local businesses or organisations in school life. OfSTED did not view this as an issue. The support from parents was very good and compensated for this. The headteacher had encouraged the growth of a large and successful Parent Teacher Association who helped with fundraising for the school.

The financial systems within the school were identified by OfSTED as being very efficient. All spending was informed by the targets set out in the school development plan and were needs-led. The whole of the staff team were involved in decisions concerning finances and were very well informed about funding systems and where to apply for extra money for school projects. The consultative approach to decisions about finances relieved some of the pressure on the headteacher's chief executive role

but did not remove the accountability she had for the decisions that were made.

Leading Professional Tasks

The headteacher provided strong leadership and a clear educational direction for the school. She was reported to be very good in this leading professional aspect of her role. She had goals for the school and effectively communicated these to staff so that they worked with her towards achieving them. Her approach to management and leadership was consultative and she preferred a team approach to implementing changes in the school. This had led to a positive team spirit amongst all staff who had an active role in the development and running of the school through the effective school development plan. All members of staff had clearly defined responsibilities and they carried out their duties conscientiously. The headteacher had delegated different aspects of the school's development to key members of staff according to their skills and expertise. Each had an area of responsibility within the curriculum and were required to formulate policies and frameworks from which the rest of the school could work. The governing body were also very supportive and played an active role in the work of the school. They had clearly defined responsibilities which included involvement in strategic planning, curriculum initiatives and policy making. The senior management team worked effectively together in monitoring and evaluating the curriculum.

One of the other leading professional aspects of the headteacher's role, the monitoring of the curriculum and support of teaching, was rated by OfSTED as satisfactory. Although she showed strengths in the methods that she used for monitoring the curriculum, there were also a number of inadequacies in this area. She did not take full responsibility for

evaluation of teaching practices and delegated much of the work to key members of staff. OfSTED commented that:

“The headteacher, senior management team and coordinators are successful at monitoring the curriculum planning to ensure that it is appropriate to the needs of all the pupils. The headteacher has a strategic overview of the curriculum and systematically monitors pupils’ work to ensure quality.”

The headteacher did not carry out this leading professional function in its entirety. It was largely carried out by her staff with, in the case of development planning, input from the school governors. Subject coordinators monitored planning across the Key Stages and met regularly with the governors to discuss curriculum initiatives and progress. The delegation of these types of roles to other members of her staff diminished her involvement and, therefore, her knowledge of professional matters. Although she would have had a basic knowledge of curriculum issues and a general overview of what should be taught in school, she would not have had an informed view of all relevant subject developments. She favoured this approach that allowed her to have a general oversight of the curriculum while facilitating staff to make consultative curriculum decisions in the school.

Balancing the Dual Role

Headteacher 5 was very effective at the chief executive aspects of her role. She had developed a caring, supportive school ethos where pupils felt valued by each other and staff. There was a strong team approach to teaching and implementing the school’s aims and values. All staff were involved in policy formulation and had their areas of responsibility in the school. She focused on a lot of the chief executive tasks herself, preferring to take extra paperwork home than to sacrifice time during the

school day to complete it. This was becoming more necessary with the increase of administration resulting from educational reforms, funding applications and staff appraisals. She stated that the chief executive role had grown massively since 1997:

"I find it very difficult to do what I call 'proper work' in school, writing reports and that sort of thing, which is very time-consuming. I spend a lot of my time, I say my own time outside school, on admin and my time in school on curriculum and monitoring. It's very difficult to say how many hours a week. I work 60 plus hours a week anyway."

This over-emphasis on the chief executive aspects of her role had caused a deficit in her ability to carry out her leading professional role as effectively. Although she was rated satisfactory in her monitoring of the curriculum and the planning for the school's development, a rating that in itself was not negative, it did not match the very good rating that she received for the chief executive functions that she carried out. She was quite disappointed with the fact that the amount of administration and new initiatives introduced by the Labour government were causing this shift in priorities. She felt that she was the victim of macro-factors that were dictating the way that she ran her school. One example she used, the introduction of performance related pay, was something that she felt was an unnecessary burden. She stated:

"I think performance management is a sledge hammer to crack a nut! I think probably the worst schools who weren't developing their staff, setting objectives and so on, were probably in the minority. Most schools were the same as mine and were doing that sort of thing anyway - in perhaps a more informal way. So it's formalised something we were doing anyway. It's actually causing quite a bit of pressure because all these things have to be recorded."

Headteacher 5 was able to delegate many of her leading professional functions to senior staff but maintained the chief executive functions herself. She preferred a collegial approach to leading professional matters in the school, involving staff and, sometimes governors, in decisions about the school's future progress. She did not welcome the enlargement of her chief executive functions but accommodated it through necessity. This did lead to the adoption of a more autocratic style of leadership in some situations, which was very much against her consultative philosophies (Bell and Rowley 2002). When a government initiative was introduced that was unpopular in the school she had to become firm with her staff to ensure that it was implemented effectively. This meant that she had to compromise her usual staff discussions about changes and take the responsibility upon herself (Bell et al 1996). She saw this as a direct result of her accountability for the development of the school and the need to ensure that the administration of reforms was completed in a satisfactory manner.

Doughty's (1998) modification of the Hughes' model (1976; 1985) argues that the interdependency of the two aspects of the headteacher's role would be impacted by the government reforms to education after 1997. The increase in government documentation that accompanied reforms to the curriculum added to the elements involved in the chief executive sub-role. At the same time, these reforms required a more in depth knowledge of the curriculum to enable the headteacher to support staff through the transitions and facilitate change (Bell and Rowley 2002). There was, in effect, an increase in the duties involved with both aspects of the dual role of headship. Headteacher 5 was acting as the chief executive of her school and transferring some of her leading professional responsibilities to her senior staff. This was the way in which she found it easiest to cope. She was able to sustain her role as headteacher but only by working long hours and sacrificing some of her leading professional tasks.

Summary

Headteacher 5 was an effective leader of her school. She was positive and offered support and guidance for her staff. She delegated a great deal of her leading professional functions to her senior staff but was still working excessively long hours to cope with the workload generated by the remaining chief executive functions. She was unable to use her preferred style of management due to the pressures caused by macro-factors. The micro-factors within her school enabled her to remain positive in her role. She had developed a strong team ethos within her staff, who continued to work hard regardless of the situation.

6.4.6 Headteacher 6

Age: 41-45 years

Sex: Female

Present headship: 5 years

School type: Junior Mixed Infants

No. of pupils: 197

Type of area: Suburban area with high unemployment

Management style: Consultative

Aspect	Sub-role	OfSTED Conclusions
Support and monitoring of teaching and curriculum development	Leading Professional	Very Good/Good
Development planning, monitoring and evaluation	Leading Professional	Very Good/Good
Implementation of school aims, values and policies	Chief Executive	Very Good/Good
Leadership: clear educational direction	Leading Professional	Very Good/Good
School ethos	Chief Executive	Very Good/Good

Table 6.4.6 OfSTED's Grading of Headteacher 6

OfSTED were very impressed with all aspects of this school and the headteacher's leadership and management (Table 6.4.6). It had an extremely positive atmosphere, high expectations for pupils' achievement and offered a very good range of high quality learning opportunities. It was actively involved in a number of national and local initiatives including a link with industry which had increased the number of school computers. It had gained a Basic Skills Association quality kitemark for its work in literacy and numeracy. Its work on the environment had won it Eco school status and it had recently been recognised as one of England's most improved schools. It was awarded Beacon Status as a result of the huge improvements made so that expertise could be shared with other local schools. It is part of an Education Action Zone (EAZ).

Chief Executive Tasks

It comes as no surprise that OfSTED reported that headteacher 6 was an excellent leader of her school. She had been highly successful at representing the school to local community organisations and businesses, securing sponsorship and funding from many of them. She had established a dynamic atmosphere in the school and promoted an ethos of hard work, a well rounded education and respect for each other. The staff worked as a united team to improve the school and raise standards of pupils' attainment. She had inspired a strong commitment from all her staff through her own drive and dedication to the school. This had cemented the team ethos amongst the staff. OfSTED commented:

"The school has a good record of exceeding its targets in English and mathematics last year and was recognised as the third most improved school in England. Overall, school leadership has developed an excellent spirit of teamwork. Staff are very modest about the improvements they have made and are keen to develop further."

The headteacher had been highly effective in her implementation of the school's aims, values and policies. This was evident in her success at forming strong links to parents and the local community. This added to the breadth of scope in the curriculum and enhanced children's learning in all areas. Liaising with local businesses had paid off as the headteacher had secured funding and equipment that have been useful tools for improving pupils' standards in the school. The school's quest for educational excellence was epitomised in the number of awards that it had received and the selection for Beacon status. The headteacher had proved herself to be adept at pursuing the aims of the school and putting into practice policy decisions discussed with the staff. She was extremely proactive in her approach to providing the best educational opportunities for her pupils. OfSTED observed:

"Leadership has also made significant improvements in others aspects of school life such as widening the curriculum and increasing parental and community involvement."

Leading Professional Tasks

The school had a clear and confident sense of direction which was provided by the headteacher. She had adopted a consultative style of decision-making and involved her staff and governors in discussions about the curriculum and pupils' learning. Decisions were made as a result of assessing the school's strengths and weaknesses and led to the implementation of practical solutions to make improvements. This process had raised pupils' attainment in the core subjects at the end of Key Stage 2 and identified areas for improvement in Key Stage 1. OfSTED commented on the school's positive approach to curriculum innovation:

"The headteacher provides excellent leadership. Staff with management responsibilities support her very well and the governors give good

support. Through its policy of early intervention, the school is tackling the relative weaknesses in attainment at the end of Key Stage 1."

The headteacher has been diligent in setting up efficient structures for the monitoring and support of teaching and the curriculum. Subject coordinators were encouraged to become experts in their field and were thus able to advise and support other staff members in their teaching. Coordinators worked hard to develop good practice in the school. The headteachers had allocated areas of responsibility to staff based on their expertise and interest and their dedication was evident in the teaching around the school. There were specialist teachers dealing with special educational needs and coordinators for assessment and all curriculum subjects. The headteacher found the process of becoming an Investor in People had helped the school develop this effective management structure. Her own role in this system was to put into practice staff appraisals. OfSTED commented:

"The school's monitoring of its performance is very well linked to its appraisal and performance management system. Through this the headteacher works out job descriptions with staff, targets for improvement and any support they need. The school is making good arrangements for introducing the new national performance management measures."

This careful monitoring of staff performance and curriculum development had informed a number of decisions taken to improve different aspects of school life. The headteacher had made recent improvements in information and technology resources and teaching that were having an increasing effect on pupils' progress. Further improvements were planned in other areas of the curriculum based on assessments of the quality of teaching and learning in the school.

Balancing the Dual Role

Headteacher 6 was assessed as being extremely effective in her chief executive role. She had achieved the promotion of a positive school ethos which valued all pupils and staff. She had effectively put the school's aims and objectives into practice and raised its profile in the local community. She had managed to focus on these aspects of her chief executive role through the delegation of a great deal of paperwork to her curriculum coordinators. She had ensured that structures had been put in place to support them in their roles but had left much of the responsibility for the curriculum to them. She was aware that her chief executive function had become enlarged and delegation had been her answer:

"I have curriculum coordinators who do that [curriculum paperwork] and anything that comes into me through the government or the LEA I disseminate down to curriculum coordinators. Admin takes a lot of time and professional matters. Both take up a lot of time - and giving information out - because you have so much information coming in."

This delegation of tasks was decreasing the emphasis on the headteacher's leading professional role. She was no longer able to remain up to date with curriculum developments and received most of her information second hand. This was mainly due to the fact that coordination of the curriculum was now the domain of senior staff members and involved very little input from her. She did have final say over decisions but was happy to leave a lot of the responsibility to the staff who had received the relevant training.

Headteacher 6 was maintaining a balance between the dual roles through delegation. Although she was ultimately accountable for the education provided in the school, she was no longer directly involved

with curriculum development. She had developed a strong school ethos and had imparted her vision of excellence to her staff. They in their turn had committed to that vision and purpose. They were guided by the headteacher's goals for improvement and developed curriculum areas with this in mind. The interdependency of the chief executive and leading professional sub-roles (Hughes 1976; 1985) was evidently an issue that headteacher 6 had coped with through the spreading out of responsibilities. She maintained that the school was managing at the moment but was unsure how long they would be able to keep up the pace:

"They've got to reduce changes. They've got to take the pressure off. There's got to be a point where you achieve the best you're going to achieve in your school. I think in our school we've achieved that. Now I can't sustain it."

Summary

Headteacher 6 was found to offer extremely effective leadership for her school. She had developed and promoted a strong vision for her school and had the full support of all her staff. She was highly proactive in the local area and had raised the profile of the school with local businesses and community organisations. She worked excessively long hours and was beginning to find that this was taking its toll. She knew that she would not be able to sustain her pace of work for much longer and was looking to the government to ease the pressure on schools. Her school had achieved a great deal in the previous few years but it had taken a lot of effort to get there. This headteacher was realistic about the fact that she would have to slow down soon.

6.4.7 Headteacher 7

Age: Over 56 years

Sex: Male

Present headship: 9 years

School type: Junior Mixed Infants

No. of pupils: 196

Type of area: City centre - many overseas pupils

Management style: More coercive

Aspect	Sub-role	OfSTED Conclusions
Support and monitoring of teaching and curriculum development	Leading Professional	Unsatisfactory
Development planning, monitoring and evaluation	Leading Professional	Unsatisfactory
Implementation of school aims, values and policies	Chief Executive	Unsatisfactory
Leadership: clear educational direction	Leading Professional	Satisfactory
School ethos	Chief Executive	Very Good/Good

Table 6.4.7 OfSTED's Grading of Headteacher 7

The was a good school with above average attainment in English, mathematics and science (Table 6.4.7). The school promoted the acceptance of people from all cultures, beliefs and traditions and this was reflected in the very positive atmosphere and racial harmony throughout the year groups. There was good teaching in the school and commitment to raising standards. Pupils were very well motivated and keen to learn. Their behaviour was very good with clear guidelines and boundaries. The school offered a wide curriculum with appropriate visits to enhance pupils' learning.

Chief Executive Tasks

The headteacher had been successful in establishing a positive ethos in the school. There was a high percentage of pupils from a variety of different cultural, ethnic and religious backgrounds and this fact had been used as a means of developing an atmosphere of racial tolerance in the school. Pupils were accepted on their own merits and the many who entered school with English as an additional language were effectively integrated into school life. OfSTED stated that leadership had been identified as inadequate at the previous inspection but that in some areas, such as the school's ethos, progress had been made:

"At the time of the last inspection the school was identified as having serious weaknesses in some aspects of leadership and management... There is no doubt that the school has made strides forward and is now clearly a better school than it was. This was recognised two years ago under a monitoring review visit by Her Majesty's Inspector of Schools. Under the guidance of the headteacher standards have improved dramatically since the last inspection."

The headteacher's ability to implement the school's aims, values and policies was found to be unsatisfactory. He was finding it difficult to cope with the pressure of the increased workload caused by the administration of curriculum changes and improvements. As a result he was spending all his time trying to keep up with the chief executive administrative elements of his role to the detriment of all other responsibilities. He stated that he was finding his workload problematic:

"There has been far more bureaucracy in the last ten years. I have been doing this particular job for about twenty years. Originally it was all routine, now it's not routine. You cannot predict what you are going to do from one week to the next."

Headteacher 7 was spending the bulk of his time dealing with correspondence, replying to DfEE documents and maintaining the administration of the school. In his defence, however, it should be noted that his school had previously received a negative OfSTED report and he was having to work extremely hard to raise standards in his school. A lot of extra documentation would have been generated through the need to justify results and curriculum practices in the school (OfSTED 1998). OfSTED acknowledged this:

“The modest but effective leadership provided by the headteacher has played a significant role in first raising and then sustaining high academic standards.”

This strong emphasis on the chief executive administration tasks was one that had been imposed through circumstances. The headteacher had allowed the school to drift for a number of years and was now having to pay the price. This involved greater intervention from the LEA and OfSTED and increased levels of paperwork. The headteacher was struggling to sustain the amount of time and effort involved in dealing with these chief executive tasks. Some of the other chief executive tasks were also suffering as a result. He was unable to focus much attention on relationships with parents and the community to the extent that it had a low profile in the local area. Some parents were even unaware of some of their children's achievements as lack of communication was problematic. Headteacher 7 was engrossed in fulfilling the criteria of official documentation which was allowing these aspects of his role to suffer.

Leading Professional Tasks

OfSTED reported that the school was led reasonably well by the headteacher. In a modest and unassuming manner he had made an important contribution to the improving nature of the school. He had a

purpose for the future of the school which he imparted satisfactorily to his staff. He was supported well by a committed senior management team, an effective teaching and non-teaching staff and a governing body who were becoming increasingly instrumental in holding the school to account for the quality of education it provided. His vision for the school was slightly impaired by the fact that his main focus was on the improvement of standards in the school.

One of the main areas identified as still in need of a great deal of improvement was the monitoring and support of the curriculum. The headteacher had only just set in place procedures to evaluate the quality of teaching in the school and curriculum coordinators were not allowed enough non-contact time to enable them to deal with the system efficiently. This was rated unsatisfactory by OfSTED who commented:

“The weakness is that the procedures to monitor, evaluate and support teaching and learning across the school are not focused enough to have their biggest impact on raising standards. Much informal discussion takes place but there is, for example, no regular scrutiny of pupils’ work or procedures in place that would ensure the dissemination of good practice or the tackling of any identified weaknesses.”

This weakness in identifying areas for improvement had a direct influence on the school’s ability to plan for development. OfSTED reported that this leading professional function was also unsatisfactory. The headteacher was a key figure in the formulation of the school development plan and he met with the staff and governing body to discuss future priorities. OfSTED’s criticism of the planning was that it did not sufficiently address issues for improvement or put them into any order of priority. As a result, the school development plan was very vague and lacking in focus. OfSTED reported:

“The plan does not sufficiently prioritise the areas most in need of improvement, outline the longer term aspirations of the school or have rigorous enough procedures to monitor progress towards stated targets. The pupils make good progress during their time in school and a sharper, more focused school development plan would assist in helping provide an even better quality of education.”

The school was progressing but was unlikely to make any high improvements in standards without more leading professional input from the headteacher. He was depending too much on his senior staff who did not have the time or the expertise to fulfil this role. The headteacher had not successfully imparted his vision and aims for the school to his staff to enable them to support him in this aspect of his role. They had no clear idea of what was expected from them and were unable to act independently.

Balancing the Dual Role

Headteacher 7 was finding it very difficult to balance the dual role of his headship. He felt overwhelmed by the chief executive aspects of his job, finding the documentation weighty and time-consuming. This was having an effect on the leading professional aspects of his role. He was not able to monitor and support the curriculum which affected his ability to plan for the school's future development. His difficulty in managing his role was affected by both macro-factors and meso-factors. His school had received an unfavourable OfSTED report from their previous inspection which had stated that the school had unsatisfactory procedures and working practices. This meso-factor had resulted in an increase in the attention he received from government and LEA officials who were anxious to help him improve standards in his school. He found that this macro-factor had led to increased levels of paperwork and

administration, meetings with advisors, staff and governors with the aim of identifying ways to turn the school around.

As demonstrated by the Hughes' dual model (1976; 1985), the over-emphasis on the chief executive aspects of his role was causing headteacher 7 to experience difficulties in maintaining a balanced approach to his duties. The chief executive aspects that he was struggling with were closely integrated into the leading professional tasks of identifying the school's needs and planning for their development (Law and Glover 2000). These were not being performed adequately and, as a result, the headteacher was finding the management and leadership of his school difficult to sustain. He did not have a clear view of the school's future development or the means by which to achieve it.

Summary

Headteacher 7 was found to be the least effective leader in the sample. He was slightly negative in his attitude towards his role; maintaining that the chief executive and leading professional aspects of his role had become too demanding. Instead of dealing with this in proactive manner, as many of the other heads had done, he had tried to avoid some of the the new demands of his role. He was not happy with the amount of paperwork he was required to submit to DES and funding offices and continued to bemoan the present state of education. He had delegated some of his leading professional functions to senior members of staff and maintained the chief executive functions himself. He found this sustainable but not the most preferable method of dealing with his workload.

6.4.8 Headteacher 8

Age: 41-45 years

Sex: Female

Present headship: 7 years

School type: Infants

No. of pupils: 240

Type of area: Middle class

Management style: Uses blend recommended by NPQH

Aspect	Sub-role	OfSTED Conclusions
Support and monitoring of teaching and curriculum development	Leading Professional	Unsatisfactory
Development planning, monitoring and evaluation	Leading Professional	Satisfactory
Implementation of school aims, values and policies	Chief Executive	Satisfactory
Leadership: clear educational direction	Leading Professional	Satisfactory
School ethos	Chief Executive	Very Good/Good

Table 6.4.8 OfSTED's Grading of Headteacher 8

OfSTED reported that the school was very successful and offered a broad curriculum to all its pupils. There was a positive atmosphere where children were encouraged to learn. Relationships within the school were very good and pupils responded well to their teachers and other staff. Their behaviour was exemplary and they were all aware of the boundaries laid down by the school. The headteacher still had some teaching responsibilities which had led to a strong bond with the pupils in the school (Table 6.4.8). Teaching in literacy and numeracy was a strength of the teaching team and pupils participated well in the lessons. Pupils' personal development was good and they received praise and positive feedback for their work and behaviour. Staff worked well as a team and were committed to improving standards in the school. The pupils performed well in national tests, attaining results higher than the national average for English, mathematics and science. The school was viewed as offering good value for money.

Chief Executive Tasks

Headteacher 8 had created a very good ethos in her school. There was a positive learning environment, with lively displays and visual aids around the building. Teachers promoted a positive discipline policy in their classrooms and worked as a team to ensure that all pupils behaved as required. The headteacher still did some teaching herself which helped to promote the positive atmosphere and build relationships with the pupils. It also meant that she was able to keep abreast of curriculum changes through teaching according to new methods and content. OfSTED noticed:

“The headteacher also teaches regularly and gives feedback to teachers on her observations of the lessons.”

The headteacher had managed to implement the school's aims, values and policies to a satisfactory level. She had not been a proactive ambassador for the school, however, and there were very few links to local community organisations or businesses. The relationship with parents was very good and there was a good home-school partnership ensuring that the school's aim to promote a high standard in reading was maintained. The school policy on quality of learning had been recognised in a number of ways. OfSTED observed:

“A key commitment in the governors' expenditure has been to maintain a below average pupil-teacher ratio and the average class size has reduced since the last inspection. Strategies to maintain high standards include the teaching of high attaining pupils in small groups withdrawn from their classes.”

The headteacher was committed to the equal opportunities of all pupils and ensured that the children at both the top and the bottom end of the

ability range in the school received the best possible education. This was evident in her implementation of the school's aim to improve standards. She had very good support from the governors in this aspect of her chief executive function.

Leading Professional Tasks

The headteacher had a definite view of where she wanted her school to be in the future. She had secured the commitment of the parents, staff and governors of the school to her vision and direction. All those in school were working towards the goals she had set and were actively engaged in progressing through the targets set for development. One of the headteacher's priorities in the school's progression was a value for quality teachers. She wanted to see all her staff performing to their potential, as OfSTED noted:

"The headteacher has a clear vision for the continuous professional development of teachers. Teachers have good opportunities to develop and refresh their skills including time away from full-time class teaching. The headteacher also ensures that they do not always teach the same year group each year."

The individual needs of teachers and the corporate needs of the school were identified and met well. Teachers who joined the school when they were newly qualified spoke enthusiastically of how well they had been supported. The headteacher's observations of lessons resulted in the provision of guidance to staff on daily teaching routines and many of these features were apparent during the OfSTED inspection. They did not, however, give much scope for setting targets for improvement of the curriculum. Although staff felt a strong commitment to their development as classroom teachers, the headteacher did not feel that there was any need to change classroom practice. OfSTED found that:

“The school development plan usefully indicates what procedures are used for monitoring but it does not include specific targets for achieving this or prioritise its objectives. For example, although the school is concerned to raise standards in writing, no clear timetable is outlined for monitoring and evaluating what progress is made.”

Planning for development and the monitoring needed to carry this out effectively, was very vague with no link to clearly defined objectives. This made it very difficult to assess what improvements were to be made and the progress that had already been made. OfSTED observed:

“The current development plan includes no reference to the outcomes of previous monitoring so it is difficult to see how the plan’s targets have built on any strengths and weaknesses that were identified.”

They concluded that a more clearly focused development plan with more precise and fewer targets would help the school to shape a more rigorous programme of monitoring and evaluation. This would go a long way towards informing measures for the improvement of the teaching and learning in the school.

Balancing the Dual Role

Headteacher 8 was found to offer effective management and leadership of the school. OfSTED made quite a number of recommendations for change or improvement based on aspects of her leading professional role in the school. In their opinion, she was maintaining the chief executive aspects of her role very well or at least satisfactorily. Her leading professional role, however, was suffering from a lack of focus. This was probably due to the fact that she was still so heavily involved in teaching and activities involving the children. Although this is commendable and it is good to see a headteacher still playing such a

large part in the pupils' educational and social development, it had led to a situation whereby she had little time to monitor other teachers' performance and developments in the curriculum. She was adamant about maintaining the teaching focus of her headship, however, stating:

"I have the premise that I don't ask any of my staff to do anything that I wouldn't do myself in the way of teaching."

She felt that by continuing to teach she would be able to lead by example and be aware of factors that teachers were themselves having to deal with on a daily basis. She wanted to take responsibility for the teaching and curriculum in her school by showing others how it should be done. This was not where her teaching responsibilities ended, however. She was also the special needs coordinator in the school. It was not surprising, therefore, that OfSTED had found her lacking in some areas of leadership and management of the school. It was the leading professional aspects of her role that were actually suffering - precisely the elements she felt she had mastered. This was the result of micro-factors more than macro-factors. Although the headteacher was pressured by the documentation and requirements of government intervention into education, she had placed more pressure on herself by attempting to prove herself as a classroom teacher. She was unwilling to accept that this was an aspect of her role that needed to be reduced radically. By attempting to be the leading professional in her school in this way, her actual leading professional responsibilities were suffering.

Headteacher 8 felt that her role was too focused on the chief executive functions with much of the paperwork and administration of school aims and policies being carried out in her free time at home (Alexander et al 1992). She claimed to be working in excess of 69 hours a week to keep up with her paperwork. By placing less stress on the unnecessary aspects of her role, this headteacher would have been in a better

position to balance the chief executive and leading professional functions of her job.

Summary

Headteacher 8 was positive and confident in her approach to leading her school. Her staff were committed and standards high. She was very involved with the pupils' education and had good relationships with their parents. She was very ambitious for the school and provided a clear educational vision which reflected the fact that she wanted the school to excel. She valued input from staff but did not show much inclination or willingness to delegate some of her tasks to them. She continued to teach, manage the day to day running of the school, administer to paperwork and documentation and deal with curriculum matters herself. She worked in excess of 70 hours a week. It is obvious that this is not sustainable and she will have to reconsider this approach in the future.

6.4.9 Headteacher 9

Age: 51-55 years

Sex: Male

Present headship: 5 years

School type: Junior Mixed Infants

No. of pupils: 264

Type of area: Council estate with high unemployment

Management style: Less participatory

OfSTED were impressed with the school (Table 6.4.9) which was working hard to offer its pupils opportunities to develop skills, knowledge and a growing responsibility towards themselves, others and their surroundings. A caring and stimulating environment had been created to endeavour to develop literate, numerate and socially mature pupils. This

was not an easy task as a high percentage of children came from very difficult home backgrounds supported by a wide variety of agencies. Many of them suffered from social and emotional difficulties. Pupils' achievements in English and science were in line with the national average by the end of Key Stage 2. Attainment in mathematics was well below average at the end of the same Key Stage. In terms of the educational standards achieved, and the quality of education provided in relation to its context and income, the school was found to provide very good value for money.

Aspect	Sub-role	OfSTED Conclusions
Support and monitoring of teaching and curriculum development	Leading Professional	Satisfactory
Development planning, monitoring and evaluation	Leading Professional	Very Good/Good
Implementation of school aims, values and policies	Chief Executive	Very Good/Good
Leadership: clear educational direction	Leading Professional	Very Good/Good
School ethos	Chief Executive	Very Good/Good

Table 6.4.9 OfSTED's Grading of Headteacher 9

Chief Executive Tasks

The headteacher had established a very positive ethos in the school which embodied the school's commitment to its pupils. There was a strong focus on social development and good relationships existed throughout the school. A high standard of behavior was expected from all pupils and there was a code of conduct to which they had to adhere. This was enforced through a positive, assertive approach. Teachers used praise and highlighted achievements rather than focusing on negative behaviour. The pupils responded well and aimed to please all adults in the school. OfSTED noted:

“The school is a happy and caring community in which the pupils are learning to value friendship and to show respect for other people’s feelings, values and beliefs.”

Headteacher 9 had implemented the school’s aims, values and policies very effectively. He was an excellent ambassador for the school within the local community and had managed to secure the support of parents and local community organisations. This was especially significant given the fact that the school was situated in an inner city area where social and economic problems prevailed. Parents were involved in the work of the school and local community groups regularly visited to reinforce learning in a variety of areas of the curriculum. OfSTED agreed:

“The aims, values and policies of the school are well conceived and reflected clearly through all its work.”

Headteacher 9 was very proactive in his approach to the chief executive aspects of his role. He was an extremely good ambassador for the school and ensured that the daily routine in school demonstrated its aims, values and policies. These were evident in all aspects of school life.

Leading Professional Tasks

Headteacher 9 provided a high quality of leadership and management which was thought to be a significant factor in contributing to the school’s success. He had a clear and appropriate vision for the school’s future which was shared by the supportive governors and committed staff. OfSTED found that all members of staff and the governors carried out their roles and responsibilities with a sense of purpose and a high level of professional commitment. They stated:

“The positive ethos permeates all areas of the school and reflects the governors’ desire to provide a rich and stimulating learning environment which helps each pupil towards achieving progressively higher standards and where all have equality of access to the curriculum.”

The headteacher was found to be satisfactory in his monitoring of the curriculum and development planning. He had set up structures that allowed for the adequate monitoring of pupils’ progress against set targets. He was involved in the appraisal of staff’s performance which had led to the improvement of teaching standards in the school. Results from appraisals and curriculum monitoring were used to inform the school’s development plan. OfSTED stated:

“The aims, values and policies of the school are well conceived, clearly and thoroughly documented, and reflected through all its work. The school’s development plan is relevant, detailed and thorough. It identifies agreed priorities, is carefully costed and is on course for successful completion.”

The headteacher was effective in his execution of the leading professional aspects of his role. He was well-informed about government legislation and educational issues and this was evident in all his work. He focused on some aspects of his leading professional role, such as providing a clear educational vision for the school, but was less effective at maintaining the professional standards of his staff. He delegated responsibilities to them but often they were unsupported in their fulfilment of them.

Balancing the Dual Role

Headteacher 9 was effective in his chief executive role and had created a very positive ethos in his school. This excellent caring and supportive

ethos had led to pupils making very good educational and social progress during their time in school. The focus on caring attitudes and values in the school had a huge influence on the personal and social development of pupils. The headteacher was able to implement curriculum changes and improvements without too much disruption to school life and pupils' educational attainment. He was dedicated to his school and, thus, put in a huge amount of effort to ensure that he carried out his role effectively. He was a natural figurehead and took great pride in talking about the achievements of his school.

His educational leadership was found to be very good and he provided a strong focus and vision for the school. His support and monitoring of the curriculum and development planning were reported to be satisfactory. This could be accounted for by the fact that he was very heavily involved in community and social organisations that contributed to school life. He sat on a range of committees and contributed to a number of community initiatives. These all took up a great deal of his time and, combined with frequent meetings with external agencies concerning particular children, he was left with very few hours during the day into which he could fit the monitoring of classroom practices and development planning. His solution to his overstretched timetable was to take a lot of work home. This had led to him working up to 75 hours a week but he was not willing to compromise on other areas to reduce his working hours:

"Raising children's achievements isn't necessarily to analyse the work of staff but on the quality of teaching. It might well be to deal with supporting a vulnerable family and allowing their children to feel much more able to access the curriculum we offer."

He saw all of his pastoral, social and emotional support work as essential to the running of his school. He was far more interested in the emotional state of his pupils and their families than he was in ensuring that

government targets were met. His view was that standards could not be raised in a school such as his merely through academic achievement. Pupils needed help in improving self esteem before they were able to improve their academic achievement. Headteacher 9 was keen that the government should acknowledge that fact and the work that schools such as his did to improve their pupils' social and moral values. He stated:

“So what I am trying to do at the moment with this school is strategically put it into a position where we cannot be criticised at all for apparently low levels of attainment because what we are doing is targeting a deprived community in the way that a deprived community needs targeting. That is by providing a whole range of educational opportunities and issues which are designed to support disadvantaged children and their families to develop the whole picture.”

The emphasis placed on the extra chief executive functions of this head's role was a result of macro-factors. Government initiatives such as the Total Inclusion measures, which as direct bearing on his school population, had increased the amount of paperwork that he needed to deal with and had focused his attention on the means by which he could improve educational provision for problematic pupils. As the Hughes (1976; 1985) and Coulson (1986) models show, the two sub-roles are inter-linked. If there is too much stress on one or the other of the functions, the other suffers as well. Rather than opt for early retirement as many of his peers across the country had done as a result of the extra workload (Draper and McMichael 1996), Headteacher 9 had opted to take the extra documentation home to complete during his free time. This had resulted in excessively long working hours and a high probability of burnout in the future.

Summary

Headteacher 9 provided a strong educational vision for his school which encompassed an holistic approach to the school curriculum. With the school being based in a socially and economically deprived area, he recognised the fact that he was up against a great deal of factors that made his job a lot harder than in schools in slightly more affluent areas. He was very proactive in his approach to promoting the school's ethos in the local area and involving local parents and community organisations. He was extremely proud of his school and its achievements and put this down to positive micro and meso-factors. His staff were hard working and committed to the shared educational goals of the school. They supported the head and remained positive even in times of disruption from educational reforms.

6.5 OfSTED's View of the Interview Sample

The headteachers in the interview sample appeared to be performing their leadership and management roles to a fairly high standard. As figure 6.5.1 demonstrates, they were all very good at promoting their schools' ethos to ensure that pupils felt valued and motivated to work to their best ability. All of the heads in the sample had established a clear educational direction for their schools to either a very good (66.7%) or satisfactory (33.3%) standard thus, creating an atmosphere where improvements were welcomed and embraced as part of school life. This was evident in the number of heads who were implementing their schools' values, aims and policies effectively (77.8%). These heads were able to find ways of putting the schools' vision into a practical form to move forward and develop all areas of the school's provision.

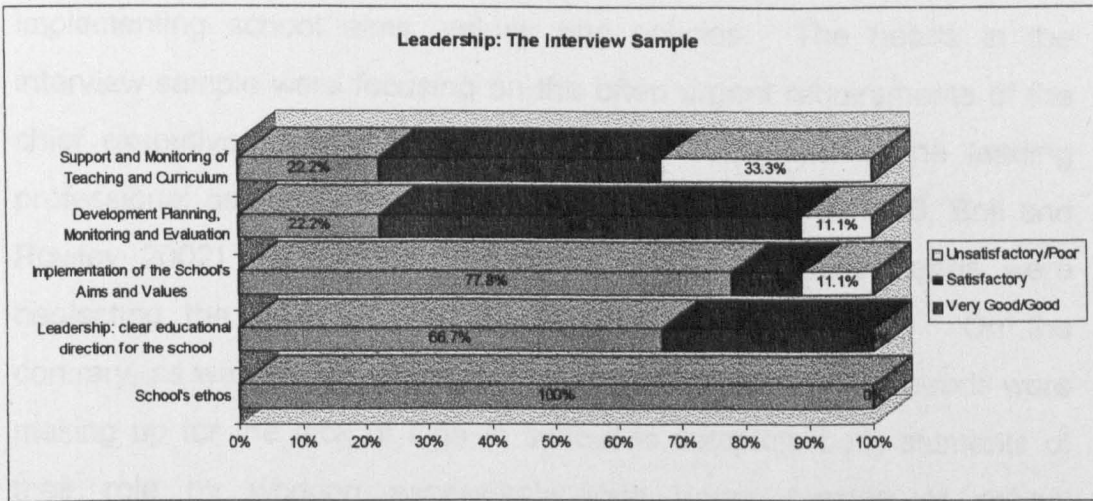


Fig. 6.5.1 Leadership and Management in the Interview Sample Schools
(Information adapted from individual school reports)

In most areas of leadership and management, it is evident that the heads in the interview sample were performing to either a very good standard or a satisfactory standard (Fig. 6.5.1). The area of leadership and management where they were not performing as well appeared to be in the support and monitoring of teaching and curriculum development (33.3%). Although this is an area of primary school management that has always had a priority in an informal way, it has increased in prominence in recent years with the introduction of performance management and the issue of raising standards (DfEE 1997; 1998). It is, therefore, unsurprising that a small percentage of the heads in the interview sample should still be struggling with this aspect of their redefined role.

Another factor to consider, based on the findings in Chapter 5, is that the heads in the interview sample found it difficult to maintain all aspects of their roles to the same degree. The chief executive aspects of their roles often took priority over the leading professional aspects. This is evident when examining the OfSTED report findings which show that the two areas that the heads in the interview sample were excelling in were those that fell into the chief executive sub-role: promoting the school ethos and

implementing school aims, values and policies. The heads in the interview sample were focusing on the often urgent requirements of the chief executive aspects of their role to the detriment of the leading professional aspects (Alexander et al 1992; Southworth 1998; Bell and Rowley 2002). This does not mean that the sample heads were neglecting the leading professional aspects of their role. On the contrary, as was shown in the previous chapter, many of the heads were making up for the lack of time in school to complete both elements of their role by working excessively long hours outside of school (Headteachers 3; 8; 9). This increase in pressure and working hours would inevitably lead to some aspects of the heads' role suffering as a result of having too many duties to perform. This may explain why a small percentage of heads in the interview sample were rated as unsatisfactory by OfSTED in their performance of particular types of tasks.

6.6 Headteachers' Performance Nationally 1998-99

According to the Chief Inspector's report for 1998-99, primary headteachers in England and Wales were performing their leadership and management roles in an effective manner (Fig. 6.6.2). The majority of headteachers were promoting the school's ethos (77%), providing clear educational direction for their school (64%) and implementing the school's aims, values and policies (63%) to a very good or good standard. Slightly fewer headteachers were able to plan, monitor and evaluate the curriculum effectively (46%) and to support and monitor teaching in their schools (41%) to a very good or good standard. Only a small number of headteachers appeared to be struggling with leadership and management issues in their schools. Only 3% were found to be Unsatisfactory/Poor at promoting their school's ethos while 11% failed to provide clear educational vision and goals for their schools. The implementation of the school's aims and values was a problem for 7% of

headteachers and nearly a quarter had problems with planning issues (20%) and monitoring teaching and the curriculum (27%).

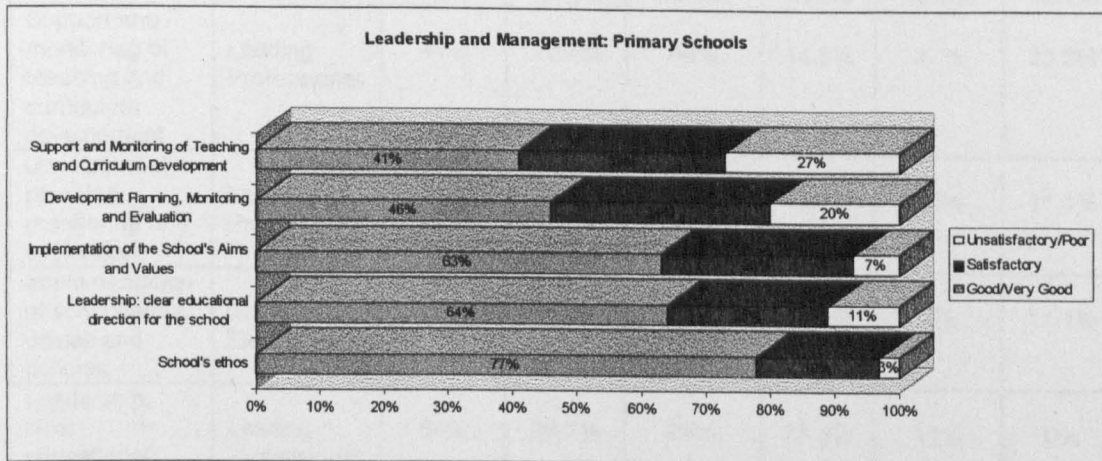


Fig. 6.6.1 Leadership and Management in Primary Schools 1998-99

(Adapted from OfSTED 2000a: 33)

To be fair to primary headteachers, 1998-99 saw the introduction of the Literacy and Numeracy strategies which they were expected to implement in their schools. This involved a complete re-evaluation of teaching methods and resources in all primary schools across England and Wales. Headteachers became highly involved in curriculum planning in their schools in a way that they had not been for many years. They were expected to show a greater level of curriculum knowledge than previously and had to place more emphasis on being the leading professional within their schools (Southworth 1998; Bell and Rowley 2002). This fact was acknowledged by the then Chief Inspector of Schools:

“Increasingly, headteachers are realising that providing the most effective feedback requires not just an understanding of the features of good teaching but also detailed knowledge of the literacy framework and of how reading and writing are best taught.”

(OfSTED 2000a: 33)

6.7 Summary of Findings

Aspect	Sub-role	Very Good/Good		Satisfactory		Unsatisfactory/Poor	
		National	Sample	National	Sample	National	Sample
Support and monitoring of teaching and curriculum development	Leading Professional	41%	22.2%	46%	44.5%	27%	33.3%
Development planning, monitoring and evaluation	Leading Professional	46%	22.2%	34%	66.7%	20%	11.1%
Implementation of school aims, values and policies	Chief Executive	63%	77.8%	30%	11.1%	7%	11.1%
Leadership: clear educational direction	Leading Professional	64%	66.7%	25%	33.3%	11%	0%
School ethos	Chief Executive	77%	100%	10%	0%	3%	0%

(Information adapted from individual school reports)

Table 6.7.1 Comparison of Leadership and Management Nationally and in the Interview Sample Schools

On examination of Table 6.7.1, it is apparent that the headteachers in the interview sample were performing comparatively well with their counterparts on a national level. In most areas identified by Her Majesty's Chief Inspector of Schools (OfSTED 2000a) as key factors of primary headship, these headteachers were performing above the national average. Twenty three per cent more heads in the interview sample were promoting their school ethos to a very high standard than headteachers nationally and 14.8% more of them were implementing their school policies effectively.

These two aspects of their role were defined as chief executive functions. Another marked difference in performance was in the area of development planning where 32.7% of the heads in the sample were achieving this aspect of their role satisfactorily in comparison to heads

nationally. This was defined as a leading professional function of the heads' role and it is interesting to note that the majority of the sample headteachers were only achieving a satisfactory level of performance in this area.

There was little variation between the performance of the sample heads and heads nationally in the other leading professional sub-role functions. On average, the sample heads were performing in line with their national counterparts. The one exception to this was in the support and monitoring of teaching and curriculum development. This appeared to be the one leading professional function that the sample heads were particularly struggling with. Only 22.2% were managing this aspect of their role very well in contrast to 41% of heads nationally. They were more in line with their national counterparts who were performing satisfactorily but made up the single largest percentage for poor performance in any area of leadership and management (33.3%). As already mentioned, this was a period when the support and monitoring of teaching and the curriculum was becoming more significant. Schools were having to deal with the Literacy and Numeracy strategies and new staff appraisal systems. The heads in the interview sample were obviously struggling with this leading professional aspect of their roles. What the headteachers in the sample were doing well, and in some cases better, than headteachers nationally were the mainly chief executive functions of their role. This included implementing school policies and aims and promoting the school ethos. Although they were in line with the national average for providing clear educational vision for their school, other leading professional functions, such as development planning and the support and monitoring of the curriculum, were suffering. Relative to headteachers nationally, the headteachers in the interview sample were focusing on the chief executive aspects of their role to the detriment of the leading professional aspects (Alexander et al 1992; Southworth 1998; Bell and Rowley 2002).

6.8 Emerging Themes

The headteachers in the interview sample were not typical of headteachers across England and Wales during this period. The variations between the two groups lay in their abilities to carry out different aspects of their dual role with sample heads being marginally more effective in the administration of their chief executive role than heads across the rest of the country. There are factors involved that have not been studied in depth by this research, that may have had a bearing on those results. Factors such as the LEA policies and practices, support from school advisors and the micropolitics of individual schools may all have been significant in these results. That will remain an unknown factor. What is known is that headteachers in the sample were influenced by a number of factors as to how well they fulfilled their dual roles which were divided in to macro, meso and micro-factors.

Macro-factors involved the influence of the government's agenda for education. As already stated, the government had pledged to raise educational standards in this country and introduced a number of measures to that end. This had increased the chief executive functions of the headteachers' role as reforms were accompanied by documentation and a certain degree of background reading and research. This was accompanied by the increased accountability of heads who had to raise the profile of their schools and sell themselves to the local community. The reasons for this were twofold: firstly headteachers had to attract new pupils to their school to maintain the number of pupils on roll thus securing government funding to sustain their school. Secondly, they had started to look to local businesses as an extra source of finance and resources. Networking, in the fashion of a chief executive of a company, had started to become a focus of those interested in acquiring extra funding and equipment from local businesses.

Meso-factors involved the structures in place in the respondents' schools. How headteachers were able to manage the balance of the two sub-roles was influenced by the management structures within their schools. Those headteachers who had been able to establish effective systems for monitoring the curriculum, development and financial planning and supporting teachers, found that balancing the increased activity in the dual roles did not lead to an over-emphasis on one or the other functions of that role. Those who had failed to set up those systems, were finding it difficult to maintain the balance as there was so much to do. The urgent chief executive functions were given priority while the important leading professional aspects were neglected. This overload in one area of the headteacher's role was causing both to suffer and additional stress levels for those involved.

Micro-factors included the relationships of the individuals within the schools. OfSTED reported that the staff in the sample schools were very positive, hard working and committed to raising standards. This was interesting when compared to the results from the analysis of the interview data, which demonstrated that nearly three quarters of the headteachers in the sample thought that there was low morale in their schools. Many of the headteachers were able to take advantage of the micropolitics of their schools and involve staff and governors in different aspects of their roles. Tasks were often delegated to staff with the expertise to deal with them. This sharing of responsibilities led in some cases to the heads losing touch with leading professional matters in the school. Most who delegated management tasks, however, found that it was a necessity to relieve the pressure on the rest of their workload. They also found that it improved the team ownership of changes made in the school and helped to continue the development of a positive school ethos.

A final consideration is the part that personality and individual choice played in the management decisions made by the headteachers in the sample. Some of the heads were keen to delegate work to their staff to ease their own workload and aid their professional development. A lot of these heads were reported by OfSTED to be highly effective in their roles and had created successful teamwork in their schools. Other headteachers chose to take all of the responsibility upon themselves and worked excessively long hours outside of school to complete their chief executive tasks. One head went to extremes and even created extra work for herself to maintain the equilibrium of her staff.

Although a number of these headteachers were reported by OfSTED to run effective schools, it was at a cost of their free time and possibly even their long term health. A very small percentage of headteachers were still teaching on a regular basis. Although this was important for the development of good relationships with pupils and staff, it added a huge amount to their workload. These heads refused to relinquish their teaching responsibilities, even at the cost of having to increase their hours of work outside school. They found it hard to accept that modern primary headship leaves little room for teaching.

Overall, the headteachers in the interview sample were maintaining the chief executive and leading professional roles, although this was often at a cost. They had either delegated many of their leading professional tasks to key staff members or were overloaded themselves. OfSTED found that the most successful heads, including the head of the Beacon Status school, had established highly evolved management structures within their schools and included all members of staff and the governors in leading professional tasks and decisions. Those headteachers who were finding it difficult to sustain both roles had not achieved this team approach and were still trying to manage everything alone.

Chapter 7

Final Conclusions

Summary

A New Model of Primary Headship

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7. Final Conclusions

Summary

The study has provided some insight into how primary headteachers in Merseyside and the Midlands have been balancing the dual role of the chief executive and leading professional functions of headship since 1997. The focus of the study was the period between May 1997, after the election of the Labour government, to Spring 2001. This was a time of huge educational change as the new Labour government set in motion a series of reforms to achieve the raising of standards in primary schools throughout the country. The first step they took was to publish a White Paper, *Excellence in Schools*, (DfEE 1997) which detailed plans for the overhaul of the schooling system in England and Wales. In 1998, a Green Paper, *Teachers, Meeting the Challenge of Change*, was published that set out the government's plans for the re-structuring of the teaching profession. These two documents were the basis of the Labour agenda for educational reform and demonstrated a departure from the philosophies of their Conservative predecessors. The emphasis of Labour policies was placed on the importance of civic responsibilities, duties, and contributions to the greater well being of society rather than the individualism and self interest of the Tories.

Labour's focus has been on standards of performance, citizenship and economic and school effectiveness. Patterns of accountability are now more centralised, with LEAs playing a significant role in helping to raise standards. Policy has been increasingly concerned with operational and managerial detail, even to the extent of prescribing curriculum content, pedagogy and processes of performance appraisal. Professional leadership has focused on the delivery of a prescribed curriculum. Management activity is increasingly concerned with monitoring a range of different performance indicators both within and between schools. It

also includes response to the data provided in order to continually improve pupil attainment, thus enabling policy objectives to be attained. Headteachers have been faced with these changes to the educational system and have attempted to maintain a balance between the ever increasing demands of the chief executive and leading professional aspects of their role. This study has investigated how well they have been able to achieve this.

The dual model of headship was formulated for secondary heads by Hughes (1976) but has been shown to be relevant to modern primary headship through its application to the sample of headteachers used in this study. The dual model has been refined a number of times (Morgan et al 1983; Coulson 1985; Doughty 1998; Law and Glover 2000; Bell and Rowley 2002) to show the evolution over time of the professional and managerial tasks involved in headship. These versions have all offered refinements of the elements involved in the two sub-roles of headship, the chief executive and leading professional functions. This study demonstrated the interdependence of the two functions in the changing context of the Labour government's first three years in office.

Macro, meso and micro-factors played a significant role in the ways that the headteachers in the sample exercised their chief executive and leading professional functions. Macro-factors were the national priorities and policies of the Labour government and their influence on effective leadership performance. Meso-factors included specific organisational tasks and processes. Micro-factors were identified in the relationships between staff members, governors, parents and pupils. The study examined the coping strategies employed by different headteachers to deal with the chief executive and leading professional roles in the context of various macro, meso and micro-factors.

Headteachers in the questionnaire and interview samples both reported increased levels of chief executive activity since Labour had come to power. It had already started in the wake of ERA (DES 1988) when schools had first taken responsibility for devolved budgets. Since then, successive government reforms had further increased the amount of documentation involved in primary headship. The reforms introduced by Labour, specifically new funding arrangements, performance management and target setting, had continued to increase the emphasis on the chief executive aspects of headteachers' roles. Headteachers in the questionnaire sample had reported increased levels of delegation of both, chief executive and leading professional tasks, to senior staff members in order to survive. The types of tasks delegated were dependent on the micro and meso-factors of the individual schools. Headteachers in the interview sample stated that they had employed administration officers to alleviate the pressure of excessive documentation and bureaucracy.

The level of people tasks involved in the chief executive role of the headteacher had remained constant and, in some cases, even increased. Headteachers in both the questionnaire and the interview samples, reported that dealing with pupils, parents and external organisations and agencies was still a huge part of their chief executive role. It added an element of unpredictability to their role whereby they faced constant interruptions and phone calls. Headteachers in schools based in disadvantaged areas reported that, since the introduction of Labour's social inclusion policy, they spent even more time dealing with people tasks than before. Pupils previously excluded from mainstream schools due to behavioural, educational or emotional problems had to be accommodated no matter how severe their difficulties. This had increased the amount of time heads spent in meetings with external agencies and dealing with discipline problems within their schools. This

had hindered their ability to deal with other, often more important, chief executive tasks by causing constant distractions.

Leading professional tasks were increasing in line with chief executive tasks over this period. The stronger emphasis on curriculum development and innovation, monitoring of the curriculum and teaching and staff appraisal, had led to the need for headteachers to have an up to date knowledge of curriculum and professional matters. This alone was a large enough task for headteachers to manage. Curriculum changes were introduced in rapid succession and required professional knowledge and understanding for effective implementation in schools. Headteachers in both the questionnaire and the interview samples, reported that the increase in the leading professional aspects of their role was causing stress and overwork when combined with the extra chief executive activity. To deal with this situation, most heads in both samples had delegated a large amount of their leading professional tasks to senior staff with the result that they were losing much of their professional knowledge and expertise.

The increase in the levels of both aspects of the headteacher's role had started to change the style of management used by the headteachers in both samples. Most stated that their preferred style of management was consultative but that it was becoming more problematic to exercise it. Many found that consultation in leading professional functions had become a thing of the past with the need to rush through curriculum reforms. Wherever possible, headteachers in both samples consulted with staff over leading professional matters but, at times, were forced to be coercive. They were forced by macro-factors to use a more autocratic type of management to ensure that staff implemented unpopular government initiatives in the school.

When performing chief executive tasks, headteachers in both samples reported being more autonomous than before. Many chief executive functions, such as the completion of paperwork, applications for funding and dealing with individual pupils, did not require input from other staff members. Headteachers stated that in such cases it was inappropriate to involve staff in chief executive activity. Only when it was necessary, did headteachers in both samples include staff members in decisions about chief executive matters.

The majority of headteachers in both samples reported a change in their levels of job satisfaction. The few who stated that their job satisfaction had remained as it was before Labour came to power, attributed this to the fact that they were all relatively new heads. They were still enjoying the challenges of new headship and had little experience of trying to balance chief executive and leading professional prior to Labour's drive to raise standards. They found it easier to adapt to the challenges of headship than their more experienced colleagues.

Most headteachers in the sample were not so fortunate. They reported that there had been a marked decrease in their levels of job satisfaction and directly attributed this to the prescriptive nature of government intervention in education. They believed that the government's agenda for raising standards in literacy and numeracy had dominated education in recent years and left little room for them to develop their schools according to their own judgements, needs or desires. Government prescribed changes had resulted in an inflexible approach to tackling issues of choice in schools. Many headteachers felt that they had become the facilitators of change mandated by the government and were no longer able to exercise freedom in the delivery of the curriculum.

The headteachers in both samples reported a growing conflict between the chief executive and leading professional aspects of their role. The

duties encompassed in each role had increased dramatically since Labour had come to power and headteachers were expected to still place the same emphasis on both sets of tasks. This had become impossible and headteachers had established strategies to allow themselves to achieve a balance between the two roles. Many reported that they had started to delegate more of their tasks to senior management teams according to their experience and expertise. Which tasks were delegated depended on the individual headteacher and the meso and micro-factors of that particular school. The transfer of responsibility to senior staff was not confined to just one aspect of the headteachers' role. Both the chief executive and the leading professional tasks were delegated to other members of staff. The only aim of the headteachers in the samples was to free up some time to allow them to concentrate on the tasks remaining. They generally had no preference as to which types of tasks to delegate.

A small number of headteachers in both samples stated that, as new headteachers, they were enthusiastic and willing to work long hours to achieve a balance in their dual role. These headteachers were not delegating any of their tasks to other staff members, but instead, were working excessively long hours at home to compensate for work not completed in schools hours. They were trying to catch up on chief executive tasks outside of school hours to enable them to focus on the leading professional tasks during the day. They were finding it increasingly difficult to balance the two roles.

A New Model of Primary Headship

The data accumulated from the questionnaires and the interviews shed new light on the dual model of headship first proposed by Hughes (1985). When he first put forward his theory of headship, education was much simpler and there were fewer demands on headteachers. Since

1997, there have been massive reforms to education and, although the Hughes model is still relevant, it needs refining.

The new dual model of headship still consists of the external and internal elements of the chief executive and leading professional roles but they have been placed in a new context. The new dual model of headship encompasses macro, meso and micro functions. These are particular to primary headship and may not be transferable to the study of secondary heads. These roles now contain an increased number of responsibilities as a result of government legislation and intervention into schools and their curriculum. Figure 7.1 shows the delineation of the tasks involved in the two aspects of the headteacher's role. The leading professional role now encompasses a wider set of tasks underpinned by a need for specialist professional knowledge and skills. The micro elements of the leading professional sub-role include those tasks that involve the strategic management of the school including the provision of clear education vision and goals. The macro element entails the headteacher acting as ambassador for the school to the wider community and local organisations.

The chief executive role involves the set of tasks required to ensure the smooth running of the school on a daily basis. The micro aspects of the chief executive role include tasks that encompass administration and dealing with issues concerning pupils, staff and parents. Through these tasks, the head acts as the facilitator of change in the school, to enable staff to engage in the implementation of curriculum changes. The macro elements of the chief executive role entails developing and promoting links with school governors and the LEA. These agencies are external to the school but have a direct influence over its operations.

Underlying both the external and internal elements of the chief executive and leading professional sub-roles are the now greatly increased levels

of accountability involved in the headteacher's role. Headteachers must now take responsibility for the success or failure of their schools in a climate of ever increasing expectations for improved educational achievements.

<i>Leading professional sub-role</i>		<i>Chief executive sub-role</i>
<p>Macro (outside)</p> <p>1. Target setting</p> <p style="text-align: center;">↓</p>	↔	<p>Macro (outside)</p> <p>1. Ambassador for school 2. Relationships with the governing body and with the LEA as employing authority</p> <p style="text-align: center;">↓</p>
<p>Meso (organisational)</p> <p>1. School development planning 2. Staff development and support 3. Monitoring the curriculum 4. Performance management</p>	↔	<p>Meso (organisational)</p> <p>1. Implementing school aims and values 2. Organisation of school routines 3. Promoting school ethos 4. Financial planning</p>
<p style="text-align: center;">↑</p> <p>Micro (interpersonal)</p> <p>1. Staff appraisal 2. Provide clear educational goals</p>	↔	<p style="text-align: center;">↑</p> <p>Micro (interpersonal)</p> <p>1. Providing clear educational vision Facilitator of change 2. People tasks 3. Disseminator of information 4. Facilitator</p>

Table 7.1 The new dual (leading professional-chief executive) role model

The increased levels of accountability may be the cause of headteachers' need to accomplish all aspects of their dual role no matter how hard they must work to do so. As mentioned earlier in this section,

many headteachers in the sample were trying to maintain the totality of their role without any delegation of tasks to other staff members. They may well have been ensuring that tasks were completed to the right standard for the sake of their own levels of accountability. This was causing an excessive amount of work for these headteachers and could lead to burnout and stress. A number of heads stated that although they were maintaining both roles there was little likelihood that they would be able to sustain the pace of work involved in doing so for much longer.

Issues of Interest

There were a number of interesting issues arising from the data from both the questionnaire and interview samples. The first one that became obvious, even before there had been much comparative analysis of the data from both samples, was the fact that so many of headteachers who had answered the questionnaire, had left their posts by Spring 2001. On closer observation, it became apparent that a large number of these heads had reported low levels of job satisfaction and a difficulty in balancing the chief executive and leading professional aspects of their role in 1999. It was not surprising, therefore, to discover that nearly two years later, these heads had moved on. Nearly half had retired - though how many had done this prematurely is not known - and a quarter had moved onto other schools. The final quarter had taken up posts outside of teaching. Not all of these posts were totally removed from education, however, as a number of these former headteachers were working as LEA advisors and inspectors.

Another interesting issue arising from the analysis of data from both the questionnaires and the interviews was the role that personality played in headteachers' ability to balance their dual role. The study attempted to take into account micro-factors that might influence the experiences and choices of the headteachers questioned but, inevitably, it was impossible

to take into consideration every variable that may arise. It was interesting to note that a number of headteachers avoided, as much as possible, the delegation of tasks to their senior staff. These heads often took on extra workloads themselves to allow their staff to be free from the added responsibilities of chief executive and leading professional tasks. Some of these heads reasoned that their staff were too busy to have take on the extra responsibilities. But surely, they were busy themselves! What would have been interesting to ascertain, were the motives that lay behind such altruism. Why did these heads feel the need to overburden themselves to ensure that they did not cause their staff too much stress? What were the micropolitics of the school?

Other heads in both samples were very happy to delegate responsibilities to their staff. Some actively sought opportunities to do so and encouraged their staff to take up training to enhance their professional development. Why were these heads more likely to encourage the increase in their staff's responsibilities while other heads seemed to actively discourage it? Did these heads feel less threatened about the professional empowerment of their staff, or were they just less concerned about upsetting the equilibrium of their schools? These heads may just have wanted to offload some of their own responsibilities without much thought to who else would take care of them.

These personality factors offer a whole new dynamic to the data but, as they are difficult to assess, and heads were not asked to give reasons for their choices, they will remain unknown elements. It is not certain even had a question been included about the choice to delegate tasks, whether headteachers would have actually answered truthfully or tried to hide their motives. Where personality is involved, it is difficult to quantify and reason for responses.

Another issue of interest in the research was the high number of responses from schools in disadvantaged areas. The questionnaires were circulated to a wide cross section of schools in the Midlands and Merseyside areas, but the majority of responses came from schools in problem areas. The reason for this is unknown. Perhaps these types of schools attract a different type of headteacher? They were certainly very proactive personalities with a tendency to ensure that their schools were prominent in the local communities. It could possibly have been a coincidence but this, again, remains an unknown factor.

Reflections

There were a number of issues that arose during the research that this study was ill-equipped to explore in detail due its broad nature. This research project covered a very wide scope of data to gain an insight into the coping strategies of modern primary headteachers. There was so much encompassed in the conceptual framework – the dual model of headship – that to have investigated every issue that arose from the data would have been to create a never ending report.

The time that had elapsed between the initial questionnaire and the interviews, in hindsight, may have been too long. If this had been shortened, more of the headteachers may have still been in post and able to participate in the interviews. This would have allowed for the use of a more purposive sample rather than the opportunistic one achieved. There may also have been more of balance of male and female heads in the interview sample. These, however, are unknown factors.

Although triangulation of results was achieved through the methodology used, it would have been beneficial to ascertain the views of the staff in the interview sample schools. The headteachers inevitably provided a biased view of their own performance. Eliciting the views of teaching

and non-teaching staff would have provided even further evidence of headteachers' evolving management and leadership styles.

Implications

Headteachers must learn to delegate to survive. Those headteachers in the sample schools who had already done so, found that they were far more able to deal with the totality of their role and less prone to high stress levels. It is, therefore, in the best interests of the headteacher and their school that there should be a certain amount of delegation of tasks. In doing so, heads should be aware of trying not to overload staff or assigning a curriculum subject to someone inappropriate. These situations may lead to a transfer of the head's anxieties to staff members ill-equipped to deal with them.

By delegating to senior staff, headteachers must be careful not to dilute their own leading professional role. There is a danger that increased allocation of responsibility for curriculum and professional matters to senior staff will ultimately result in heads merely becoming the administrators of schools. To be an effective headteacher, professional knowledge, skills and expertise are required. These are part of the TTA's guidance for teachers wishing to pursue headship through NPQH and they have become more imperative with the introduction of recent government educational reforms. Schools cannot be effective in raising standards with a headteacher who has no understanding of professional matters.

Headlamp, NPQH, and LPSH need to ensure that they equip headteachers for the increased chief executive and leading professional activity involved in their role. Currently, headteachers feel ill equipped for the evolving demands of primary headship. They are responsible for the improvement of standards in education in their schools and will be

held accountable for its failures. Training bodies must ensure that heads are capable of dealing with the tasks that are involved with the dual role of headship. They could achieve this by creating training opportunities specific to issues relevant to schools, thus giving them the tools with which to achieve their goals.

LEAs must be more proactive in their support for headteachers in their area. Advisors should be more readily available for visits and advice and, with a lighter workload themselves, would be more effective in their capacity to direct headteachers. Guidance needs to be specific and practical to facilitate the headteachers' ability to make improvements to the school.

LEAs must involve headteachers in consultation before setting targets for the school. This will avoid the situation whereby unrealistic targets will be set for individual schools

The headteachers in the samples who had been able to keep a more balanced approach to their dual role were those who delegated responsibilities to senior staff. There did not appear to be a pattern in the types of functions delegated to staff. This varied between schools and the expertise of staff members. It would be highly beneficial to the management of primary schools if headteachers were to delegate more tasks, as the sample heads did, to decrease their levels of pressure. Heads should be careful to ensure that responsibilities are delegated to relevant staff members as a mistake would result in more work for themselves in the long run.

Suggestions for Further Research

Some interesting issues for further research might include:

- The effects of personality on headteachers' management choices;

- How management styles were affected by the micropolitics of individual schools;
- How the LEA can best support serving and trainee headteachers;
- The effects of LEA policies and practice on headteachers' performance;
- The role of school advisors in the balance of the chief executive and leading professional roles;
- The extent to which headteachers are continuing to delegate chief executive and leading professional tasks to senior staff.

The findings of this study have shown that modern primary education is continuing to evolve to become unrecognisable from ten years ago. Heads in the sample reported that they could foresee more changes in the future, with increased pressure from the government to achieve higher standards. It would be interesting to re-interview these headteachers in longitudinal research in a year's time, if they are indeed still in post, to ascertain any further changes that may have occurred by then. Many of these heads felt that they were becoming facilitators of change mandated by others. It would be interesting to find out whether that has turned out to be true through future research on the same subject.

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Appendix A

Questionnaire for Headteachers of Grant-Maintained Primary Schools

This questionnaire is divided into FIVE parts:

- PART 1** is about you and your career
- PART 2** is about your school
- PART 3** is about the impact of GM status on your school
- PART 4** is about your experience of managing a GM school
- PART 5** is about the changes to National Curriculum policies
proposed by the Labour government since May 1997 and their
effects on school management

PART 1

Q 1.1 What is your surname?
(Block Capitals).....
Forename(s)?

Q 1.2 Are you? Male Female

Q 1.3 How old are you?
Less than 30 31-35 36-40 41-45
46-50 51-55 Over 56

Q 1.4 What qualifications do you have?
.....
.....

Q 1.5 For how many years have you been teaching? (exclude any breaks in service)
 Years

Q 1.6 For how many of these years have you held the post of headteacher?
 Years

Q 1.7 For how many years have you been the headteacher of your present school, irrespective of when it opened as a grant-maintained school?
 Years

Q 1.8 Prior to becoming a head of a GM school, did you have any responsibility for managing a fully delegated budget?
Yes No

End of Part 1

Part 2

Q 2.1 Name, address and telephone/fax of your present school:

Name of

School:.....

Address:.....

.....

.....

.....

.....

.....

DfE No: Post Code:

..... Telephone No:

..... Fax No:

.....

Email:.....

.....

Q 2.2 When was your school FIRST opened?

Within last 4 years Between 5 - 15 years

Between 16 - 25 years Between 26 - 35 years

Between 36 - 45 years Between 46 - 55 years

Over 55 years ago

Q 2.3 What is the name of the previous maintaining LEA?

.....

.....

Q 2.4 How many pupils are presently on roll?

Q 2.5a Roughly, what percentage of your pupils are:

White European Chinese

Bangladeshi Indian

Black (African)		Pakistani	
Black (Caribbean)	<input type="checkbox"/>	Other	<input type="checkbox"/>
Black (Other)	<input type="checkbox"/>	Total	<input type="checkbox"/>

Q2.5b From what sort of area do you draw the majority of your pupils?
(Please state):

.....

Q 2.6 How many pupils are currently statemented?

Q 2.6b How many pupils are currently in receipt of free school dinners?

Q 2.7 What is your current pupil-teacher ratio?

Q 2.8 How many FTE TEACHERS are currently employed at your school?

Q 2.9 How many FTE TEACHING SUPPORT STAFF (e.g. care assistants, welfare assistants, nursery nurses, teaching assistants) work at your school?

Q 2.10 How many FTE ANCILLARY STAFF are currently employed at your school?

Administrative/secretarial

Technical/maintenance

Q 2.11 Is your school fully subscribed or almost full?

Yes No

Q 2.12 Why did your school seek grant-maintained status?

.....

.....
.....
.....

Part 3

Q 3.0 To what extent have the following aspects of school life changed since the Labour government came to power in May 1997? Please tick to indicate how these apply to your school (only one per row):

		Much	Slightly	No	Slightly	
		Improved	Improved	Change	Worsened	
Much						
Worsened						
3.0.1	The school's reputation in the area	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.0.2	Spending on inservice and professional development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.0.3	Staff morale	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.0.4	Teaching staff levels	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.0.5	Staff recruitment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.0.6	Teacher's conditions of service, including salaries	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.0.7	Use of classroom assistants	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q3.1 Please give details of the significant changes identified in Q3.0:

.....

.....

.....

.....

.....

.....

.....

Q3.2 Since May 1997 have there been any changes in the use of:

	More	No Change	Less
3.2.1 Part-time appointments	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.2.2 Temporary contracts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q 3.3 If you ticked the "More" or "Less" boxes for Question 3.1, please give details:

.....

Q3.4 Since May 1997, have changes taken place in the following areas? (tick one box per row):

	Much	Slightly	No	Slightly	
	Improved	Improved	Change	Worse	
Much					
Worse					
3.4.1 Curriculum planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.4.2 Financial planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.4.3 Strategic planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.4.4 Resource planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.4.5 Staff development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.4.6 Staff selection and	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.4.7 Staff pay and conditions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q3.5 Please comment on significant changes identified in Q 3.5:

.....

PART 4

Q4.0 Since May 1997, how has your job satisfaction been affected? (tick one box only) :

- | | | |
|-------|-------------------------|--------------------------|
| 4.0.1 | Improved a great deal | <input type="checkbox"/> |
| 4.0.2 | Improved a little | <input type="checkbox"/> |
| 4.0.3 | Remained much as before | <input type="checkbox"/> |
| 4.0.4 | Become a little worse | <input type="checkbox"/> |
| 4.0.5 | Become much worse | <input type="checkbox"/> |

Q4.1 Why would you say that?

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Q4.2 What effect have government policies had on how much control you exercise in the following areas?

	Total Control	Significant Control	Shared Control	Some Control	
Almost no Control					
4.2.1 Curriculum planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2.2 Financial planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2.3 Resource planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2.4 Planning of staff development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2.5 Staff selection & recruitment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2.6 Staff pay & conditions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q4.3 Please outline these changes:

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 Q4.4 What effect has government legislation had on the following areas of whole-school decision making. For each area tick what generally happens in your school (one tick per row) :

		The head consults staff decisions staff	The head involves staff delegates and tells staff	The head sells decision to staff	The head and then decides	The head decides in decision making	The decides and to
4.4.1	Financial	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.4.2	Curriculum	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.4.3	Staff development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.4.4	Staff selection & recruitment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.4.5	Staff pay & conditions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q.4.5 Please outline these changes:

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Q4.6 How many members of staff are in your Senior Management Team?

Two Three More than three

Q4.7 How much responsibility does each member of staff in the Senior Management Team have?

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Q4.8 How much training and support is available for individual members of the Senior Management Team?

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Q4.9 Please describe how your management style may have changed since the Labour government came to power:

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Q4.10 How many members of your staff, other than yourself, have completed or are currently completing, the NPQH qualifications?

END OF PART 4

PART 5

Q5.0 How relevant is the LEA's Educational Development Plan to your School Development Plan?

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Q5.1 What effect has the implementation of the Literacy Hour had on your school?

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Q5.2 What support have you received from the LEA to achieve its targets for Literacy strategies in your school? (Please give details)

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Q5.3 What measures is your school taking to implement the Numeracy Strategy from September 1999?

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Q5.4 What support have you received from the LEA to achieve its targets for Numeracy strategies in your school? (Please give details)

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Q5.5 **What support have you received from the LEA to achieve its targets for**
ICT **strategies in your school? (Please give details)**

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Q5.6 **What measures is your school taking to achieve the LEA's targets for**
attendance?

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Q5.7 **How is the LEA supporting the quality of leadership and management in**
your **school?**

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Q5.8 **What are your views on your role in the proposed School Performance**
Award Scheme?

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Q5.9 **What are your views on the proposals for the introduction of the "fast**
track" **scheme for teachers?**

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Q5.10 Do you feel equipped to make judgements based on appraisal of teachers' performance to determine their pay and career development?

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Q5.10b What are your views on the proposed Advanced Skills Teacher status for teachers with "consistently strong performance"?

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Q5.10c How do you feel that "consistently strong performance" should be measured?

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Q5.11 What effect will the proposed target-setting process have on your school's performance?

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Q5.12 How do you feel that the government's proposals to restructure the teaching profession will affect the status of teachers?

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Q5.13 How do you feel the introduction of the National College for School Leadership will affect your ability to cope with the proposed new structure of the teaching profession?

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Q5.14 What are your views on the effectiveness of the NPQH and HEADLAMP in providing professional development for new headteachers?

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Q5.15 What are your views on the new induction process for new teachers?

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Q5.16 Is it desirable in principle to apply a national funding formula to GM primary schools?

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Q5.16b If no, how should those schools be funded?

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Q5.17 Which factors (pupil numbers, special needs, free school meals, area costs and fixed costs) should be recognised within a national formula?

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Q5.18 What impact do you think that the change in GM funding will have on the way your school operates?

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END OF PART 5

Please return this questionnaire to us in the SAE provided

Thank you for your time. Please feel free to add any additional comments you may think are relevant.

Appendix B

Questionnaire for Headteachers of Primary Schools with Devolved Budgets

This questionnaire is divided into FIVE parts:

- PART 1** is about you and your career
- PART 2** is about your school
- PART 3** is about the impact of devolved budgets on your school
- PART 4** is about your experience of managing a school with a
devolved budget
- PART 5** is about the changes to National Curriculum policies
proposed by the Labour government since May 1997 and their
effects on school management

PART 1

Q 1.1 What is your surname?
(Block Capitals).....
Forename(s)?

Q 1.2 Are you? Male Female

Q 1.3 How old are you?
Less than 30 31-35 36-40 41-45
46-50 51-55 Over 56

Q 1.4 What qualifications do you have?

.....
.....

Q 1.5 For how many years have you been teaching? (exclude any breaks in service)

Years

Q 1.6 For how many of these years have you held the post of headteacher?

Years

Q 1.7 For how many years have you been the headteacher of your present school, irrespective of when it became a locally managed school?

Years

End of Part 1

Part 2

Q 2.1 Name, address and telephone/fax of your present school:

Name of
School:.....
Address:.....
.....
.....
.....
.....
DfE No: Post Code:
..... Telephone No:
..... Fax No:
.....
Email:.....
.....

Q 2.2 For how many years has your school had a devolved budget?

Less than 3 3-5 years 5-8 years
Over 8 years

Q 2.3 What is the name of the maintaining LEA?

.....
.....

Q 2.4 How many pupils are presently on roll?

Q 2.5a Roughly, what percentage of your pupils are:

White European	<input type="checkbox"/>	Chinese	<input type="checkbox"/>
Bangladeshi	<input type="checkbox"/>	Indian	<input type="checkbox"/>
Black (African)	<input type="checkbox"/>	Pakistani	<input type="checkbox"/>
Black (Caribbean)	<input type="checkbox"/>	Other	<input type="checkbox"/>

Black (Other) Total

**Q2.5b From what sort of area do you draw the majority of your pupils?
(Please state):**

.....
.....
.....

Q 2.6 How many pupils are currently statemented?

Q 2.6b How many pupils are currently in receipt of free school dinners?

Q 2.7 What is your current pupil-teacher ratio?

Q 2.8 How many FTE TEACHERS are currently employed at your school?

Q 2.9 How many FTE TEACHING SUPPORT STAFF (e.g. care assistants, welfare assistants, nursery nurses, teaching assistants) work at your school?

Q 2.10 How many FTE ANCILLARY STAFF are currently employed at your school?

Administrative/secretarial

Technical/maintenance

Part 3

Q 3.0 To what extent have the following aspects of school life changed since the Labour government came to power in May 1997? Please tick to indicate how these apply to your school (only one per row):

		Much	Slightly	No	Slightly
		Improved	Improved	Change	Worsened
Much					
Worsened					
3.0.1	Spending on inservice and professional development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.0.2	Staff morale	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.0.3	Teaching staff levels	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.0.4	Staff recruitment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.0.5	Teacher's conditions of service, including salaries	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.0.6	Use of classroom assistants	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q3.1 Please give details of the significant changes identified in Q3.0:

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Q3.2 Since May 1997 have there been any changes in the use of:

	More	No Change	Less
3.2.1 Part-time appointments	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.2.2 Temporary contracts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q 3.3 If you ticked the "More" or "Less" boxes for Question 3.1, please give details:

.....

Q3.4 Since May 1997, have changes taken place in the following areas? (tick one box per row):

	Much	Slightly	No	Slightly	
	Improved	Improved	Change	Worse	
Much					
Worse					
3.4.1 Curriculum planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.4.2 Financial planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.4.3 Strategic planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.4.4 Resource planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.4.5 Staff development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.4.6 Staff selection and	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.4.7 Staff pay and conditions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q3.5 Please comment on significant changes identified in Q 3.5:

.....

PART 4

Q4.0 Since May 1997, how has your job satisfaction been affected? (tick one box only) :

- 4.0.1 Improved a great deal
- 4.0.2 Improved a little
- 4.0.3 Remained much as before
- 4.0.4 Become a little worse
- 4.0.5 Become much worse

Q4.1 Why would you say that?

.....

.....

.....

.....

Q4.2 What effect have government policies had on how much control you exercise in the following areas?

Almost no Control	Total Control	Significant Control	Shared Control	Some Control	
4.2.1 Curriculum planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2.2 Financial planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2.3 Resource planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2.4 Planning of staff development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2.5 Staff selection & recruitment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2.6 Staff pay & conditions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q4.3 Please outline these changes:

.....

.....

.....

.....

Q4.4 What effect has government legislation had on the following areas of whole-school decision making. For each area tick what generally happens in your school (one tick per row) :

		The head consults staff decisions staff	The head involves staff and tells staff	The head delegates and tells staff	The head sells decision to staff	The head and then decides	The head decides in decision making	The decides and to
4.4.1	Financial	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.4.2	Curriculum	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.4.3	Staff development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.4.4	Staff selection & recruitment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.4.5	Staff pay & conditions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q.4.5 Please outline these changes:

.....

 (((

Q4.6 How many members of staff are in your Senior Management Team?

Two Three More than three

Q4.7 How much responsibility does each member of staff in the Senior Management Team have?

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.....

Q4.8 How much training and support is available for individual members of the Senior Management Team?

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Q4.9 Please describe how your management style may have changed since the Labour government came to power:

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.....
.....

Q4.10 How many members of your staff, other than yourself, have completed or are currently completing, the NPQH qualifications?

END OF PART 4

PART 5

Q5.0 How relevant is the LEA's Educational Development Plan to your School Development Plan?

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.....

Q5.1 What effect has the implementation of the Literacy Hour had on your school?

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Q5.2 What support have you received from the LEA to achieve its targets for Literacy strategies in your school? (Please give details)

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Q5.3 What measures is your school taking to implement the Numeracy Strategy from September 1999?

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Q5.4 What support have you received from the LEA to achieve its targets for Numeracy strategies in your school? (Please give details)

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Q5.5 What support have you received from the LEA to achieve its targets for
ICT strategies in your school? (Please give details)

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Q5.6 What measures is your school taking to achieve the LEA's targets for
attendance?

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Q5.7 How is the LEA supporting the quality of leadership and management in
your school?

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Q5.8 What are your views on your role in the proposed School Performance

Award Scheme?

.....
.....

Q5.9 What are your views on the proposals for the introduction of the “fast track” scheme for teachers?

.....
.....

Q5.10 Do you feel equipped to make judgements based on appraisal of teachers’ performance to determine their pay and career development?

.....
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Q5.10b What are your views on the proposed Advanced Skills Teacher status for teachers with “consistently strong performance”?

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.....

Q5.10c How do you feel that “consistently strong performance” should be measured?

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Q5.11 What effect will the proposed target-setting process have on your school’s performance?

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Q5.12 How do you feel that the government's proposals to restructure the teaching profession will affect the status of teachers?

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Q5.13 How do you feel the introduction of the National College for School Leadership will affect your ability to cope with the proposed new structure of the teaching profession?

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Q5.14 What are your views on the effectiveness of the NPQH and HEADLAMP in providing professional development for new headteachers?

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Q5.15 What are your views on the new induction process for new teachers?

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.....
.....

END OF PART 5

Please return this questionnaire to us in the SAE provided

Thank you for your time. Please feel free to add any additional comments you may think are relevant.