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CREATING PROFESSIONAL MANAGERS
FOR SCHOOLS IN THE 21ST CENTURY

The role of schools in Britain has changed continuously since the 1980s, and the role of teachers as professional school managers has changed in response. Examined in this article is recently experienced professional development activity of an academic nature, critically and analytically discussing and evaluating its contribution to the personal needs of an individual school manager. Also considered and reviewed are the opportunities and constraints offered for professional engagement within a contemporary school.

Key words: *Britain, Educational Reform, contemporary school, professional development, school managers, head teacher.*

Two Acts of Parliament, the 1988 Education Reform Act and subsequent 1992 Education Acts changed the way in which education was delivered in Britain and in so doing control moved away from the teaching profession towards the "consumer". The new arrangements were underpinned by business values, which were in conflict with those held by the majority of teachers. The government's reform was founded on the premise that the views, habits and practices of what they called the "educational establishment" were at the root of the problem of low standards. As a result schools were given responsibility for managing their own budgets and determining their priorities, within defined limits; accountable for their performance through a national system of assessment and regular inspection which has become increasingly data driven. The inception of school based management brought with it a focus on education management with an emphasis on head teacher training and the concept of 'leaders' to influence school and pupil success.

The paradigm move from an 'education service' to an 'education market' was reflected in the Department for Employment and Education and the Teacher Training Agency's drive to develop a well qualified and up-to-date teaching force across initial teacher training and in service stages [5; 6]. This led to a more coherent national policy emphasizing the need for targeted professional development strategies, which supported in the first instance the needs of the school and where possible personal development needs, set against a framework of national standards [5; 6; 7]. In making the case for professionalism the questioned has been posed as to why teaching should want to put on the garments, some would say the trappings of professionalism? They argue the case that whilst educationalists accept the need for teachers who have been trained and inducted to be autonomous and responsible, they are not valued or treated as professionals by society, lawmakers, bureaucrats and administrators, therefore 'professionalization' is necessary to raise the status of teaching, as well as to improve recruitment and retention and bring about improved pay and career prospects.

One of the factors, which contribute to society's failure to accept 'teaching' as a profession, is access and familiarity. Lawyers are rarely consulted, doctors perhaps more frequently; both in specific and internally restricted circumstances. Schools and teachers are known to almost everyone, in that they attended schools and experienced education provided by teachers and progressed through the 'system'. As a result everyone believes they know what schools do and what teachers are supposed to deliver. The 'system' has failed in some cases and they hold 'teachers' responsible, therefore the trust and respect associated with being identified as a 'profession' has been lost. I have been a qualified teacher since the mid 1970's, and the term 'trappings of professionalism' even today seems to fit the position accurately. Undoubtedly, teaching has passed through a series of processes and changes that has enabled it to meet more and more of the criteria that define a profession. Some writers believe that professional status is derived from the exercise of professional judgement, professional autonomy, the right to self-regulation, expertise in a body of knowledge highly valued by society and a relationship based on a common understanding, however C. Kydd (1997) argues that to rely on a comparative model to explain teachers' professionalism fails to take into account the difference in professions and the context in which professional practices and the internal structures maintain or even work against the achievement of professional status. She goes on to put the case that criteria by which teachers have traditionally defined themselves have in fact been diminished as a result of the impact of Educational Reform [14]. For example, can the argument for professional autonomy still be substantiated when the curriculum is centrally managed and defined as a National Curriculum? Furthermore, does the increased role of parents and the government in the governance of schools diminish the role of teachers as a knowledgeable profession?

The problem is that the term 'professional' is a contested concept and most find it easier to give examples than to define. In making a case for the General Teaching Council (now the Educational Workforce Council) in

1995, it was argued that 'teaching feels like a profession'. I have to say that after 30 years as a teacher, deputy head teacher and head teacher, teaching does not feel like a profession and the salaries of the majority of those involved in education is well below than of those in other 'professional' fields. The teaching profession as a body does not recruit and train its own members; this is carried out by the Training and Development Agency (formerly the Teacher Training Agency) that is a government created structure. Universities in conjunction with the Department for Education set the criteria by which candidates are selected and the ever-changing qualification they achieve. Teaching has become all degree profession. The government regulates the pay and conditions of service for teachers; and all schools can access this on-line from the Department of Education.

The educational Workforce Councils in England and Wales cannot be considered a 'self-regulating body' of professionals as the Council is composed of members directly elected by teachers, nominated members from teacher unions and other educational bodies and members appointed directly by the Council itself. In general teaching is not given automatic recognition or status by any society in line with medical or law professions. Status is something good teachers and head teachers earn from the school communities in which they work and serve. It is by no means automatic and is often hard one. As mentioned previously, teaching may have succeeded in achieving the 'trappings of professionalism' as set out by Hoyle [12, p. 45], but for me the reality is this term has more meaning for those who describe themselves as educationalists and are involved in policy context than teachers working in the classroom. However, I do agree with and consider myself as meeting the three aspects of being a professional in education as put forward as early as 1997 by Garrett and Bowles (1997):

– a professional will have undergone a lengthy period of professional training in a body of abstract knowledge and will have experience in the field;

– a professional is controlled by a code of ethics and professional values:

– a professional is committed to the core business of the organization, i.e. the quality of student learning [2].

Although teachers are well paid in comparison to many other workers in society, however, for the majority of my colleagues the financial gain was not, and is not, a factor in their decision to become and remain teachers.

Being committed to the core business of the organization has implications for professional development and in my case this was affected by the rise of 'managerialism' which was reflected in the paradigm shift from an 'education service' to an 'education market'. The role of the head teacher after this change required them to manage budgets, devise, implement and monitor strategic and school development whilst managing the professional development of their staff, in order to run efficient and effective organizations displaying on-going improvement. Schools had become accountable and were expected to provide value for money. The change of role meant that there was a need for head teachers to have a range of different skills and qualities. It was no longer the assumption that effective teachers would make effective leaders and managers. However the reverse can equally be assumed that effective managers without practical experience in the classroom might also find it difficult to fulfil the dual role of manager and leader of learning. For me there was the question that in order to fulfil my role as a deputy head teacher and prepare for the future role of a head teacher I needed to further develop my knowledge and understanding of the management aspect of the role. My head teacher – line manager believed part of his role was to assist me to continue my professional development and therefore within the school context he provided me with first hand practical experience. My part was to seek 'off-site' development and training that would compliment the practical 'on-site' development. The head teacher also believed this would have a significant positive impact on the quality of leadership and management in the school. I chose to apply for acceptance on the National Professional Qualification for Headship (NPQH) course because I wanted to improve my knowledge and develop my skills enabling me to carry out the role to high standard, thus benefitting the pupils, staff and other stakeholders.

Being a professional means I am committed to the core business of my organization which is to raise standards, provide a safe caring and secure learning environment for pupils and establish the school as a learning organization. At that time the NPQH was a good place to begin. When I applied, the NPQH had not yet become a mandatory qualification for new appointees; however there was a selection process and not all applicants were accepted. The selection was carried out at Local Authority Level and I was the only representative from my Local Authority that year. The training was carried out over 18 months – 2 years.

The programme had four elements:

1. An initial needs assessment, where candidates were asked to assess their training needs against the national standards for head teachers. An action plan for training and development was then devised; also included were the two compulsory modules of strategic leadership and accountability;

2. Training days where all candidates met together for information sharing, discussion groups and role play activities;

3. Assessment tasks for each module – school based activities linked to the application of standards. A file for assessment was prepared and submitted. There were face-to-face interviews with an assessor who would

ask questions or raise discussion points relating to the outcomes of the task. It was necessary to pass each module in the agree action plan;

4. A final assessment day – where a group of candidates completed an assessed role play scenario, a group problem solving activity and a written 'in-basket' activity based on school organisational and management issues.

The format supported my preferred learning style, in that I find face-to-face delivery enables me to engage more actively in the process of learning. The opportunity to listen and interact with other colleagues is *ab initio* an invaluable part of the learning process and as a teacher I am used to interacting both with children, colleagues and a range of other adults on a daily basis. For me the learning process is not a solitary process. The school-based tasks linked the knowledge base to the practical application of the role. It led to professional dialogue with the head teacher as we decided how they linked with into the school priorities as outlined in the school development plan. This in turn had an impact on the training and development of other colleagues within the school.

The preparation of the required module file presented no problems because it was a record of the work being carried out and as a teacher I had become accustomed to working on evidenced based projects. This aspect of the course was perhaps most beneficial to me as it focussed on the implementation of the standards for head teachers. As a deputy head I felt confident in my leadership skills but the role of a head teacher required me to be able to manage the organization not only on a day-to-day basis but to ensure it functioned efficiently and effectively, worked within the financial constraint of a budget and gave value for money.

These tasks allowed me to work through this process under the guidance of the head teacher. The face-to-face interviews with the assessor were perhaps more nerve racking, in that some modules, e.g. those linked to financial accountability and resource funding, were more challenging as the fine details of the school budget was an area where I had little in depth knowledge. The final assessment day was I felt artificial; however if the purpose was to observe how candidates reacted under pressure then it served its purpose.

The NPQH is underpinned by the National Standard for Head Teachers and the successful completion of the qualification indicates candidates have reached a level of competence in leadership and management as assessed against those standards. Based on a competence model, the NPQH provides clarity, consistency and accessibility. Clarity in that it sets out the role and function of head teachers in the six key areas under the headings of knowledge and professional qualities; consistency in that it provides a framework for establishing standardization in schools, regions and nationally; and accessibility in that teachers, deputy head teachers and assistant head teachers can apply and if unsuccessful receive written feedback and the opportunity to reapply.

The content of the course was prescriptive but this was to be expected seen in the context of the strategic establishment of a more formalized structure of continuing professional development, accountability and the government's drive to raise standards. Some writers point out that many of the competency framework initially introduced into Britain, have been largely driven by a business management development focus and cite reports which unlike their American counterparts focus on satisfactory rather than superior performance levels. This may be reflected in the NPQH model to the detriment of the 'professionals' within the profession!

When I undertook the NPQH training I was very clear what I needed in order to develop within the role of deputy head teacher. It was part of my chosen personal and professional development, which I often find difficult to separate. Now it has become a mandatory qualification, I question whether for the majority of those applying for NPQH the focus and drive is not part of their continuing personal and professional development but as a hurdle to be negotiated in order to achieve an ultimate goal. The Welsh Assembly Government describes NPQH thus: "The National Professional Qualification for Headship (NPQH) is a practical, professional qualification underpinned by the National Standards for Head Teachers in Wales which provides effective preparation and professional development for teachers aspiring to headship" [3].

It also goes on to say that teachers, deputies, assistant head teachers and others need to build NPQH into their career planning. Undoubtedly, NPQH provides teachers with an opportunity to improve their knowledge, understanding and skills, however the content and delivery is controlled by a government agency and, I believe, this is a crucial point Kydd is making that the criteria by which teachers have traditionally described themselves as professionals have been eroded [14]. In the mid 1990's there were those who saw restricting education as enhancing the prospects of teacher professionalism [10], whilst others believed the post 1998 scenario as not only diminishing them but also indicated a 'disrespect and disregard for teachers themselves' [8, p. 6]. In a critique of management models it is argued the move towards managerialism has stripped away teacher professionalism and opportunities for professional judgement, leaving them with little more than 'technician status'. Is this because as previously stated these models focus on 'satisfactory' rather than 'superior' performance and this has contributed to the loss of teacher professionalism and opportunities for professional judgement? Did the NPQH help me to find define myself as a professional? The answer has to be no. I had and still have the same view I held when I entered teacher training, teaching is my vocation but 'professionality', I believe, comes from the individual's perception of and commitment to their role both present and future. The undertaking of the NPQH did not give me status amongst my colleagues or society; it was a statement of professionality. I was extremely fortunate in that the combination of 'off-site' and 'on-site' development gave

me the perfect scenario for 'professional' development as defined by the Chartered Institute of Personnel and Development key principles:

1. Professional development is a continuous process that applies throughout a practitioner's working life.

2. Individuals are responsible for controlling and managing their own development.

3. Individuals should decide for themselves their learning needs and how to fulfil them.

4. Learning targets should be clearly articulated and should reflect the needs of employers and clients as well as practitioner's individual goals.

5. Learning is most effective when it is acknowledged as an integral part of work activity rather than an additional burden.

When the time for promotion came I was prepared to undertake the role of headship and NPQH had given me eligibility status.

Experience as a teacher, deputy head teacher and head teacher have given me a very clear understanding of myself and my role as a 'professional'. I have undertaken professional training at varying stages of my career both academic and practical, I have varied experience in the field of primary education including teaching pupils with Special Educational Needs and a number of leadership and management roles. I accept and have worked under a defined code of practice, outlined by a framework of standards and professional values. I am committed to my organization – school and its business, i.e. the quality teaching and learning for the children. As a professional, I accept the need for and value professional development. The Department for Education defines it as any activity that increases the skills, knowledge and understanding of teachers and their effectiveness in schools [7, p. 3].

Bolem defines it as "the process by which teachers and head teachers learn, enhance and use appropriate knowledge, skills and values" [1, p. 272]. He clarifies 'appropriateness' as being based on shared and public value judgements about the needs of and best interest of their clients. In the current educational climate where there is a drive to raise standards linked to school improvement, increased monitoring schools and teacher performance, the challenge of new technology and new forms of pedagogy, head teachers are working in an increasingly 'political context'. The changes initiated at a national, regional and local levels to raise standards exert priority over the school's own vision of desirable improvement. When this is looked at in conjunction with the disappearance of the Better School Fund and the Continuing Professional Development funding programme and their replacement with prescriptive School Improvement grants, opportunities for a more flexible programme of continuing professional development are significantly reduced. Whilst schools have five compulsory in-service training days per year some of these are being used as a prerequisite for the Educational Improvement Grant for school cluster training, which might address the global priorities but due to high numbers of staff, will not take into account differences in staff levels of knowledge, experience or preferred learning styles. The same is true of curriculum innovations, e.g. Foundation Phase models; the training was little more than short awareness training. Schools were then expected to 'pick-up' further professional development opportunities to ensure their staff was confident in making a change in their practice. With restricted school budgets this gives little scope to consider the 'personal' aspect under the umbrella of 'professional development'. The General Teaching Council for Wales (now the Employment Workforce Council) published a position paper 'Leadership, Including Headship in which they stated: 'The GTCW believes the vacuum in nationally available, quality assured Professional Development programmes for the vast majority of teachers between Induction / Early Professional Development and Headship needs to be addressed urgently. We understand that local authorities are committed to developing middle level leader programmes so that all teachers in Wales will be able to access these opportunities in due course. Given this, it is essential that such programmes are subject to national quality assurance arrangements and there is sufficient funding to enable professional development to take place".

The key to the future of professional development is of course the availability of funding, yet if the funding is strictly controlled and made available only in order to meet national and local priorities. The use of 'on-site' training is of great practical importance and head teachers need to put in place opportunities for 'middle managers' to make the transfer from classroom based experience and expertise to the wider field of 'whole school leadership and management', developing an understanding and knowledge of the complexities of leading and managing a school in the 21st century. Teachers and head teachers need to take a proactive, by taking responsibility for directing and managing their own professional development. I have always believed my continuing professional development was my own responsibility. I have sought to find training or courses that would help me to improve my knowledge and skills both as a practitioner and as a leader and manager. As a Head Teacher I had to take an overview of the needs of the school, the training and development needs of individual teachers and the pressures of local and national priorities. I felt I was walking a 'professional tightrope'. One of the core areas of the National Standards for Head Teachers was Developing Self and Working with Others. This was a focus for continuing professional development. Both teachers and head teachers are now involved in Performance Management and this might be considered an ideal vehicle for supporting professional and personal development. There is the opportunity in the process for open discussion, needs analysis and action planning. As a head teacher I ensured that part of the process teachers completed their own self-assessment

review, where they were asked to identify strengths and areas for development. Also, they were asked to say where they wanted to be professionally in five years and to consider what training and or development they might need in order to reach that point. (This would be carried out every two-three years.) The self-assessment forms the basis of the discussion with the head teacher. From the discussion, a CPD action plan would be drawn up to include personnel, curriculum and pupil focussed targets, timescale, success criteria or outcomes and support provided by the school. Each teacher was assigned a Team Leader who met with the teacher at regular intervals to discuss progress and review the targets at the end of the school year. Classroom observations were also carried out to evaluate the impact of CPD on teaching and learning. Teachers also observe one another to share good practice. As Head Teacher I operated with the team leaders to discuss the progress of the teachers and to ensure the school was delivering its commitment to the training programme. A similar process is carried out for the Head Teacher with the school's challenge adviser helping to support the school governors in the review process and agreeing targets for the Head Teacher. The outcomes are reported back to the Governing Body.

I firmly believed the Head Teacher should help teachers focus on the next step of their personal and professional development. For example I had two teachers who felt they were ready to undertake a course for Aspiring Deputy Head Teachers. They had identified the next step in their personal and professional development. The school supported their application and was able to provide teacher cover on 'day' course element of programme. The Deputy Head was assigned a mentoring role to support the teachers as they completed the training modules. From the school's perspective their training and development will be beneficial, as it will support the Head Teacher in building leadership and management capacity within the school. As Head Teacher, I endeavoured to offer a continuing professional development programme which where possible tries to align personal and professional development, takes into account the preferred learning style of teachers, and fits closely with the Chartered Institute of Professional Development principles, mentioned earlier. I believe that as a committed 'professional' professional and personal development are so closely interlinked as to be almost inseparable and on occasion indistinguishable and therefore school and the individual have the same aims and goals.

What lies ahead for schools and teachers can only be guessed at. The Welsh Assembly Government will be introducing major changes to the curriculum as a result of the Government initiated Donaldson Report (published 2015), which is already impacting on the training to ensure standards of teaching and learning continue to improve. These changes will undoubtedly have implications for the continuing professional development of teachers and head teachers. However, I believe as schools develop under the umbrella of 'learning communities', schools and their teachers can still retain a level of independence in their choice of continuing professional development. For it is only, as a result of the school's vision, values, actions and work practices including the CPD process that "a culture of learning is likely to continue to develop and be sustained" [11].

As a Head Teacher I took comfort from the advice of Roy Bolem: "In an invariably changing and turbulent environment, effective leaders and managers should adopt strategies and methods appropriate to their particular organisation, tasks staff and context – local and national; they should learn and use a repertoire of styles and techniques and exercise informed professional judgement to operate effectively within the constraints and opportunities of their unique situation" [1, p. 1150].

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Морган Е.

ПІДГОТОВКА ПРОФЕСІЙНИХ КЕРІВНИКІВ ДЛЯ ШКОЛИ У XXI СТОЛІТТІ

Починаючи з 1980-х років, роль школи в Британії постійно змінювалась, а відповідно змінювалась і роль учителів як професійних менеджерів. У цій статті вивчається власний досвід професійного зростання вчителя; всебічно розглядається, критично аналізується й оцінюється його значення для особистісного становлення керівника школи. Також зважуються можливості й обмеження, що існують у царині підвищення кваліфікації вчителів у сучасній школі.

Ключові слова: Британія, освітня реформа, сучасна школа, підвищення кваліфікації, професійне зростання вчителя, менеджери.

Морган Э.

ПОДГОТОВКА ПРОФЕССИОНАЛЬНЫХ РУКОВОДИТЕЛЕЙ ДЛЯ ШКОЛЫ В XXI ВЕКЕ

Начиная с 1980-х годов, роль школы в Британии постоянно изменялась, что повлекло за собой и изменение роли учителей как профессиональных менеджеров. В этой статье изучается собственный опыт профессионального роста учителя; всесторонне рассматривается, критически анализируется и оценивается его значение для личностного роста руководителя школы. Также взвешиваются возможности и ограничения, существующие в плане повышения квалификации учителей в современной школе.

Ключевые слова: Британия, образовательная реформа, современная школа, повышение квалификации, профессиональный рост учителя, менеджеры.