



Documenting the Dimensions:

An examination of the work, contextual complexity, and expectations of the roles of Principals and Deputy Principals in Western Australian public schools.

A report of the findings and recommendations of the Inquiry commissioned by the State School Teachers' Union of Western Australia.

Prepared for the Inquiry Panel by the Australian Institute of Employment Rights Inc. May 2013

Acknowledgments

The Inquiry Panel would like to recognise and thank the following:

- the many teachers and school leaders who attended our forums and wrote to the Panel.
- representatives of parents, community, business and academics who attended roundtables and wrote submissions.
- SSTUWA elected officers and staff, particularly, Anne Gisborne President of the SSTUWA, who supported this Panel and the research.
- AIER Team
 - Hon. Paul Munro - Project Adviser
 - Lisa Heap - Project Manager
 - Keith Harvey - Deputy Project Manager/Researcher
 - Mary Lambert - Researcher
 - Kerri-Ann Tipping - Research Assistant/Database Co-ordinator
 - Jane Ponton - Business Manager

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In 2012, the State School Teachers' Union of Western Australia (SSTUWA) asked an expert Panel to inquire into the work, contextual complexity, systems and community expectations of the roles of principals and deputy principals in Western Australian public schools.

About the Inquiry

In 2012, the State School Teachers' Union of Western Australia (SSTUWA) asked an expert Panel to inquire into the work, contextual complexity, systems and community expectations of the roles of principals and deputy principals in Western Australian public schools.

The Inquiry arose from a negotiated enterprise agreement covering school leaders and other school employees in WA. The General Agreement 2011 made provision for consideration of the conditions under which principals and deputy principals currently work. The SSTUWA decided to use an inquiry based process to inform its preparation for discussions with the Department.

The SSTUWA asked the Panel to conduct a review and inquire into matters relevant to the conditions under which school leaders perform their work and their remuneration. The Panel is independent but has conducted its work at the request of, and with the valuable assistance of the Union, its elected officers and staff.

The Panel was headed by Ms Fran Hinton and included Ms Margaret Banks, Professor Colleen Hayward and Mr Rob Fry. The details of all Panel members are set out on the following page.

The Panel was supported by the Australian Institute of Employment Rights Inc. (AIER) headed by Ms Lisa Heap. The AIER, an independent non-government organisation concerned with employment standards, work rights and workplace culture, provided the secretariat and research expertise to assist the Panel. In conjunction with the Panel the AIER developed an Issues Paper that provided the foundation for the Panel's work. The Issues Paper (available from the Inquiry website), was provided in summary form to all attendees and was also made available publicly. The AIER also carried out a literature scan of published material relevant to the Inquiry. This has been used by the Panel to inform its deliberations.

The work of the Inquiry was conducted primarily through face-to-face consultations with school leaders, community stakeholders and other interested persons. Over 500 people were spoken to during the course of the Inquiry. Consultations were held in Perth and in six regional centres in WA. The Panel also met with a large number of other interested parties in 'roundtable' discussions in Perth and conducted some consultations by telephone.

School leaders and other interested people and organisations gave very generously of their time and spoke openly and with passion about the vital job of educating Western Australia's young people.

Members of the Panel attended a number of forums of school leaders to discuss the issues the Inquiry raised. A detailed list of the timetable of the Inquiry and the locations where the Panel held consultations forms part of this Report.

A website was created (www.schoolleaders.org.au) in order to inform the public about the Inquiry, provide updates on our progress, make available relevant information and create a portal through which public submissions could be received. A number of written submissions were received.

The Panel met on several occasions alone, and also with the AIER, throughout the process to deliberate on the issues and to guide the drafting of this Report.

This final Report represents the independent findings and recommendations of the Panel.

May 2013

About the Panel



**Fran Hinton
(Chair)**

Fran is a former Chief Executive Officer of the ACT Department of Education and Training and also Teaching Australia - Australian Institute of Teaching and School Leadership. She has held senior roles within the Commonwealth Department of Education and has consulted widely in the area of schools and education including as Education Policy Advisor to the Anindilyakwa Land Council on Groote Eylandt, NT.



**Professor Colleen
Hayward**

Colleen joined Edith Cowan University (ECU) in early 2009 as Head of Kurongkurl Katitjin, ECU's Centre for Indigenous Education and Research. In 2012 she also became Pro-Vice-Chancellor (Equity and Indigenous). She has an extensive background in a range of areas including health, education, training, employment, housing, child protection and law and justice, as well as significant experience in policy and management.

Colleen is a senior Noongar woman.



Margaret Banks

Margaret was previously the Chief Executive Officer of the Department of Employment, Education and Training, NT and former Deputy Director General of Education and Training WA.

In her recent role in Canberra with the Department of Education, Employment and Workplace Relations she was responsible for the Teacher Quality National Partnership which included working collaboratively with states and territories, the establishment and operations of the Australian Institute of Teaching and School Leadership (AITSL), management of Teach for Australia, Teach Next, Teach Remote, Standards for Teachers and School Leaders and the Minister's Conversations with Principals.



Rob Fry

Rob is the past President of the WA Council of State School Organisation and a Vice President of the Australian Council of State School Organisations. He has been a member of the WACOT Board and is Chair of the Hedland SHS School Council.

Rob has extensive experience as a senior manager in the TAFE system and retired as the Director of Hedland College Campus in 2010.

He is currently a business owner in Port Hedland.



Lisa Heap

Lisa is the Executive Director of AIER. She has worked as a trade unionist, lawyer, consultant and adviser in the area of workplace relations and law for over twenty years. Lisa is a former Federal Women's Officer of the Australian Education Union (AEU).

In 2009 she was the lead advocate representing Queensland community sector workers in their successful landmark work value/pay equity case before the Queensland Industrial Relations Commission.

Ms Anne Gisborne
President
State School Teachers Union of Western Australia
150-152 Adelaide Terrace
East Perth Western Australia 6004

Dear Anne

On behalf of the Panel of the Inquiry and the Australian Institute of Employment Rights Inc. we have pleasure in presenting our Report to the SSTUWA.

The Panel has consulted extensively with WA's public school leaders as well as many other stakeholders as part of this Inquiry and in preparation of this Report.

We have met face-to-face with a large number of school leaders, at a variety of locations in Perth and in six regional centres. In addition we have discussed these issues with school leaders in some remote areas by teleconference and through attendance at a number of forums of school leaders.

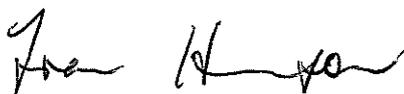
The Panel has been impressed by the number and quality of the consultations. School leaders have travelled considerable distances to attend and spoke freely and with enthusiasm and commitment about their work.

We have also met directly, or had teleconferences, with a number of key stakeholder groups, from representatives of parents and friends associations to state and national bodies concerned with education and school leadership. A number of representatives of the business community were involved in meeting with the Panel. Written submissions were received from interested parties.

There are many changes and challenges facing school leaders and we heard many stories of success but also of frustration and lack of support. Overwhelmingly, what school leaders said they want is the time and resources to do the best by their students. ***The input from school leaders at the consultations focussed on what the system should do for the students, not what it should do for school leaders.***

School leaders make a critical difference to student outcomes. The public school system should and must support school leaders in delivering high quality education to all students.

Schools, teachers and school leaders are required to implement broad national and state education policies in line with decisions of governments, and in line with Departmental directions, policies and guidelines. Educators within schools turn policy into practice by the application of teaching and learning strategies which take into account the individual needs of each student. School leaders are the conduit through which this translation of policy into action occurs. It is vitally important that they receive the support and resources to make this translation effective. The Panel hopes that this report will assist them in doing this vital work.



Fran Hinton
Panel Chair
17 May 2013



Lisa Heap
Executive Director, AIER



“Leadership is about connecting something from the past, putting your own unique contribution on it, and connecting it with the future. This is what school leaders do: they stand between and connect the wisdom of generations.”

Walker, A (2011) 'School Leadership as Connective Activity' ACEL Monograph Series No. 48

Summary of findings and recommendations

“Leadership is about connecting something from the past, putting your own unique contribution on it, and connecting it with the future. This is what school leaders do: they stand between and connect the wisdom of generations.”

This Inquiry was commissioned by the State School Teachers’ Union of Western Australia (SSTUWA) to investigate the current dimensions of school leadership within Western Australian (WA) public schools, and the environment within which these leaders (principals and deputies) perform their work.

In particular the Inquiry considered whether the conditions of employment and system supports are sufficient to sustain and grow effective school leadership.

Whilst all involved in the Inquiry are passionately interested in all aspects associated with the delivery of quality education in WA public schools this was not our remit and our findings and recommendations are therefore necessarily limited to the matters that fall within the scope of the Inquiry’s Terms of Reference.

By focusing specifically on the work of principals and deputies the Panel was afforded the opportunity to closely observe the current nature of these roles and the context within which these roles are performed. Through this observation, and the associated research accompanying the Inquiry, the Panel has been convinced that school leaders are central to the promotion of quality teaching and learning and therefore to the achievement of educational outcomes that the community demands.

The Western Australian public education system, like all those around Australia, has been heavily influenced by national developments and international trends. The work of Western Australian principals and deputies has changed to accommodate developments such as:

- successive waves of devolution of decision making and responsibilities to the school;
- introduction and monitoring of public accountability mechanisms such as standardised testing and the publication of school based results through mechanisms such as *My School*;
- growth in expectations regarding educational attainment and outcomes from students, parents, employers, the community and governments (local, state and federal); and
- curriculum reform.

Further, changes in the demography of the student population, the regulatory environment within which education is delivered, the growth and expansion in information technology and many other factors identified in our Report have contributed to a more complex context within which principals and deputies perform their role.

The Panel is concerned that this expansion in the role and responsibility of principals and deputies, and the increasingly complex context within which education is being delivered, is not being recognised or adequately supported by the Department of Education (the Department), other government agencies and governments (state and federal). Most school leaders reported feeling a sense of alienation from the Department and those within the Department to whom they were meant to report and from whom they should be receiving support.

This investigation spans the period from 1991 until 2013. The timeframe coincides with the period since the last major review of the classification structure for teaching staff, including school leaders, which was part of an agreement between the Department and the SSTUWA contained in the 1990 *Memorandum of Agreement between the Ministry of Education and the State School Teachers' Union of Western Australia*.

The Panel has concluded that much has changed in relation to the work of principals and deputies. However, very little has occurred in relation to the system of remuneration and the salaries associated with these roles. School leaders' roles are not remunerated at levels that are commensurate with the skills, responsibility, judgement, accountabilities and decision-making which principals and deputy principals are required to exercise. This is clear when current levels of remuneration are compared to those in similar leadership roles in different professions or contexts.

The Report of our research and findings has been structured around key themes arising from the Terms of Reference of the Inquiry. These are set out below.

The important work of school leaders

On 21st February 2012, WA Premier Colin Barnett told the Western Australian Parliament:

“There is no more important a job than ensuring every child, no matter what their circumstances, can achieve their potential. Education is the key to this.”

The Report has drawn on national and international research that recognises that educational outcomes are linked to the quality of teaching staff and those who lead them.

School leaders are critical to the success of the education system. This is increasingly so in an environment of devolved decision making.

Today leadership in a school setting is a multi-dimensional function. It includes responsibility for:

- the development of a culture of high expectations of educational outcomes, leading teaching and learning, including continual improvement in curriculum development and delivery;
- student outcomes, measured internally and externally through NAPLAN testing,

- statewide testing and international measures;
- the delivery of education to meet the specific needs of individual students, including those with particular learning needs (refugees, students with disabilities, including mental health issues) and at risk students generally;
- student welfare in an increasingly complex and socially diverse community;
- risk management at multiple levels, including student attainment and safety;
- delivery of public policy objectives at a school-based level;
- broadening the diversity of educational programs, e.g. early childhood, VET in schools;
- establishing links between the school and local communities, including parents and other stakeholders and managing the expectations of these groups;
- managing structural changes to education provision, including pre-primary enrolments, moving year 7 to high schools, raising school leaving ages, inclusion of students with special needs;
- selection, management, mentoring, professional development and performance management of teachers and other school staff; and
- managing and developing the school and its physical resources.

The school leaders from whom the Panel heard believed that their key responsibility was to lead the delivery of quality education, albeit within an increasingly complex context. To these principals and deputies, teaching is a service to the young people of Western Australia. School leaders, by facilitating the environment within which quality teaching can take place, see themselves as engaged in a vital public service for young people, their parents and the community.

Continual and comprehensive change

This Inquiry has involved a serious consideration of the nature, scope, and breadth of the changes that have taken place since 1991 that have affected the delivery of education in Western Australian public schools. The extent of these changes cannot be overstated.

It is clear to the Panel that the past 20 years have seen change in many, if not all, areas in which schools are expected to operate. Areas of change include:

- the changing nature of the student body – including changing student expectations, a greater diversity in the social and family backgrounds of students, including those from refugee and migrant communities, increasingly diverse student educational needs due to inclusion policies and mainstreaming of education for students with disabilities, and the increasing diagnoses of students with a broader range of particular needs, including autism spectrum and mental health issues;
- the changing community expectations of schools including parental expectations;
- partnerships with other agencies (including for the purpose of individual student case management) and community and businesses, the extension of the school ‘boundaries’ to deal with a broader range of matters affecting young people;
- the requirement to deliver strategies to address the educational needs of students with particular learning needs including inclusive education for students with disabilities and a range of other personalised learning approaches;
- continuing curriculum change;

- the delivery of a range of public policy outcomes, beyond that of educating students, in response to a wide variety of policy matters e.g. out of school care, extended services, equity and diversity in the community, child protection;
- the relocation of decision-making and responsibilities to schools and the increased functions which flow from this: management of “one line” budgets, working with school councils and boards, the changing nature of relationships with the Department, the development of school plans, human resource management, including greater expectations relating to performance management;
- the implementation of national partnership agreements and programs containing a number of national public policy requirements, including literacy and numeracy, indigenous education, and school buildings (BER) and computers in schools; and
- technologies – those affecting curriculum delivery (teaching and learning strategies), the accounting for and reporting of school and student outcomes, school management (internally and externally), as well as the implications of technology based social media.

Many school leaders were of the opinion that systemic changes in WA’s public schools have affected them greatly in their roles, impacting on their ability to provide learning environments that facilitate the best possible student outcomes.

The Panel considers that it is remarkable that in the face of constant change, and the very public accountability for student outcomes, school leaders in Western Australia have kept their focus on leading teaching and learning, to the extent that they have.

While some of the duties of school leaders have remained the same as previously, there have also been significant changes. The relocation of responsibilities to schools has created a range of new and expanded responsibilities for principals and deputies. Principals in Western Australia now have specific ‘end of line’ responsibility for the operation of their schools in accordance with departmental policies. A range of administrative and human resource functions previously performed by the Department’s central, regional or district offices have become the responsibility of schools and of principals in particular. This includes the hiring of new teachers and the personnel functions associated with this.

In the past the Department provided a range of services to schools, such as curriculum experts and experts in other fields, e.g. student attendance and engagement. The Department was also responsible for the system-wide professional development of teachers in response to new programs and curriculum. The Panel has been advised by school leaders and the Department that these resources have been dispersed and that individual schools and/or networks of schools are now funded to carry out these functions.

Technological changes over the past 20 years have been considerable. The World Wide Web was not a global phenomenon until around 1995. Schools must maintain information technology (IT) and networks with completely inadequate budgets and with few dedicated IT resources. They must also develop and implement policies regulating student interaction with this technology and create opportunities for the development of teacher learning as to how technology can be used in the

classroom. Further, leaders are expected to be able to interpret and translate the outcomes measured in data and lead teaching practices to address issues identified via data collection.

The past 20 years have seen significant growth in the involvement of the Commonwealth government in school funding programs, some funds going directly to schools and others via State governments. School leaders must often apply for, manage and account for, these additional funds. National partnership agreements have increased in their scope and application.

School building and maintenance programs are also increasingly managed by school leaders, rather than by the Department, at a time which has seen a significant reduction in funding from the central system which has resulted in schools needing to find more money from within local school budgets.

The Panel was provided with details of the extent to which principals were involved in negotiating partnership agreements with multinational corporations and not-for-profit organisations regarding partnerships and sponsorships. Private companies are moving away from providing money to schools as donations and are now expecting a richer and mutual relationship with schools. The brokering of these arrangements requires the application of sophisticated negotiating skills. The Panel notes that if this is going to be a growing trend, these are skills that school leaders will be required to develop in greater depth.

System supports

The Panel was concerned to learn that school leaders are not being adequately supported to lead the changes that are being required of them in terms of delivery of quality student learning opportunities and educational outcomes.

In part, this is because the resources and the supports that were previously available to schools through the central, regional or district offices of the Department are no longer available. Schools must do much of this work themselves. Departmental policy suggests that the resources previously provided by central, regional or district offices are now embedded in schools, particularly in the networks.

Those school leaders to whom these responsibilities have been devolved feel that these measures are not working, especially in the areas of staff selection, curriculum development and professional development of teaching staff. The conclusion amongst school leaders is that the real value of the available resources has declined at a time when the demands on schools and their leaders are increasing.

A paradox appears to exist with respect to accountability measures. Public accountability measures are driving an emphasis on control and compliance as evidenced by an emphasis on administration. However, the biggest risk to the system is that students may fail to achieve desired educational outcomes. It appears that less emphasis is being given to managing risks relating to educational

outcomes. The emphasis rather is on other compliance measures, not related to student outcomes, which take school leaders away from the key task of educational leadership. This means there is a risk that desired educational outcomes for students may not be achieved.

Principals and deputies have welcomed many of the changes and, in particular, their new decision-making responsibilities, including the accountability and the professional changes they bring. These changes have come at a cost, however, through greatly extended workloads and working hours. School leaders now work after hours, on weekends and during non - school days, including annual leave periods. Many school leaders told the Panel that their work/life balance and their family lives have been adversely affected.

Most principals also reported difficulties in obtaining adequate IT support. This is especially true in regions areas remote from Perth.

The provision of services to schools in rural and remote areas needs attention. Support services of all types must be more adequately provided. Specific central programs and additional funding is needed to ensure that these schools have access to levels of support needed to operate.

A number of principals reported that principals new to the role had received no induction training, further contact from the Department or support. There appears to be no clearly identified mentoring programs or support systems.

It is clear that principals need better line management support. Regional Executive Directors are responsible for either too many schools - up to 200 - or for addressing the needs of schools with considerable distances between them. Many principals report no regular contact from the Regional Executive Director. Some principals reported feeling abandoned by the system – and left to sink or swim on their own. In Independent Public Schools (IPS), the Director General is the specified direct line manager. This is not a model conducive to the development of an individual in the role of principal and the building of mutual relationships.

Principals need a line manager who is familiar with them and their school community and who can give advice and assistance on a regular basis.

Principals need additional resources within their schools to help them manage their schools. This was often expressed as a request for additional administrative support through enhanced secretarial/personal assistant support, and skilled business managers, registrars or bursars to handle the finance and human resource functions under direction of the leadership team.

The Panel is of the view that a fuller and richer definition and engagement of the deputy within the leadership group would also be of great benefit here. This requires a greater commitment to the development of deputies particularly as they will be the pool for principals of the future.

Attraction and retention of skilled school leaders

The ability for the system to attract and retain dedicated skilled school leaders will be central to the success of Western Australian public schools.

The Panel was informed that anecdotally there appeared to be fewer applicants for school leader positions than in previous years.

Many school leaders informed the Panel that they were told by other school staff that there was “no way” that they would be applying for leadership positions given the workload, hours and responsibilities of principals and deputies.

Most school leaders from whom the Panel heard indicated they loved their jobs, but were finding them increasingly stressful and demanding.

Many thought that it was increasingly difficult to balance work and family life and some thought it was difficult for teachers with family responsibilities to aspire to leadership positions. This was particularly applicable for women.

The Panel is concerned that the strategies used to attract women into these leadership roles may not be having this effect as they do not address many of the systemic barriers to women’s advancement.

The Department’s Equity and Diversity Management Plan also includes a number of objectives with regard to the employment of staff of Aboriginal origin, including in school leader positions. The Panel was advised that these objectives are not being achieved.

Changes in the way schools are staffed have also reportedly had an impact on the preparation of school leaders. In the past, the system of country service for young teachers meant that many had access to both the formal and informal opportunities to act in leadership positions in rural or remote schools.

The Panel was advised that the previous district structures provided more opportunities for aspirant leaders to perform a number of roles which provided broader system experience beyond classroom teaching.

Currently with limited rights to return, teachers reported they are reluctant to accept teaching positions in the country, especially those who are married with families. This denies them access to leadership experience and therefore the necessary attributes to win promotions.

School leaders informed the Panel that there is no defined pathway for aspiring leaders nor any system for encouraging potential leaders. It appears that the process is ‘hit and miss’, depending on where opportunities for leadership experience arise. The Panel was unable to identify any systematic approach to talent identification and development.



Workplace conditions

The Panel is of the view that the current level of remuneration offered for principals and deputies does not match the duties, responsibilities, skill knowledge, judgement and decision making and accountability required for the roles.

The existing classification structure was largely established in 1991, before many of the current complexities of the roles had emerged. Minor changes to the classification structure have taken place, particularly the addition of additional increments at the higher levels.

The current classification structure is simplistic and does not account for variations in the complexity of the tasks faced by principals and deputies within the current context. The factors used within the structure are also outdated for modern remuneration models and do not accord with principles associated with work value or comparative wage justice.

Principals and deputies are exercising 'end of line' managerial responsibilities for significant operations.

The salaries of principals and deputies are not comparable with their responsibilities and accountabilities in the view of the Panel. Chief Executive Officers (CEOs) and non-executive CEOs of other WA government agencies or local government authorities, with whom the roles of principals and deputies are comparable, earn considerably more.

While there is a large range of school types and situations in WA, it appears to the Panel that there is considerable scope for improving salaries of principals and deputies.

Recommendations

1. Recognising and clarifying leadership roles and good leadership practice

Over time the roles of both principals and deputy principals have changed substantially as has the development of thinking and practice around educational leadership and leadership more generally.

The Panel recommends that:

- 1.1. comprehensive position descriptions for the roles of principals and deputy principals be developed, taking account of the current context within which these roles are performed and acknowledging the skills, expertise, judgment and decision-making and levels of accountability associated with the roles;
- 1.2. particular attention should be given to developing the role of deputy principals as an important part of a leadership team and to build the next generation of principals;
- 1.3. the Department of Education promote, as its preferred leadership model, the concept of distributive leadership and provide professional development and support to principals and deputy principals to assist them to implement this within schools; and
- 1.4. a collaborative process be established between the Department of Education and the State School Teachers' Union of Western Australia for the regular identification and mapping of work, responsibility and resource allocations to school leaders.

2. Address the excessive workload and administrative burden on principals

The administrative burden on principals is excessive. They are being required either via direction of the Department or via lack of alternative resources to carry out administrative activities that are not central to the role of leading teaching and learning and could and should easily be dealt with via delegation to administrative support roles.

The Panel recommends that:

- 2.1 a working party of representatives from the Department and the SSTUWA be established to review the working hours of principals and deputy principals over a twelve month period in order to identify strategies to overcome excessive hours and workloads;
- 2.2 sufficient administrative resources be provided in each school to ensure that school leaders are not distracted from their key function by administrative tasks that can be done by others under their management. In particular these resources should include:

- dedicated secretarial/personal assistant support to each school principal commensurate with the size of the school and the complexity of its student cohort and program delivery; and
 - upgrading of the role of existing business managers/registrars roles (in terms of time allocation) with additional skills training, to those in these roles to allow them to alleviate the burden of financial/administrative tasks from principals and deputy principals who can then focus on educational leadership in the school.
- 2.3 staffing allocations recognise increased time for school leaders for non-teaching duties and reflect a broader range of factors including SEI information, specific needs of students, the educational programs being delivered, the number of individual learning plans required, the location of schools and their ability to access other support services;
 - 2.4 technical support for the establishment and maintenance of effective information technology systems, including upgrading requirements be made available and that the particular concerns for schools in rural and remote settings be addressed urgently;
 - 2.5 the provision of professional development, curriculum support and other programs, previously centrally provided and funded, be reviewed by a joint working party of the Department and the SSTUWA and inadequacies and inequities identified here addressed;
 - 2.6 the Department revisit the *School Improvement and Accountability Policy and Framework* to evaluate the effectiveness of the balance between school improvement and accountability objectives; and
 - 2.7 the current practice of the Department sending multiple communications with demands for responses from principals without regard for the timing and workload associated with this cease. Further the process of communicating expectations, instructions or information to principals by weekly Ed-e-Mail be reviewed as it is both inefficient and stress inducing.

3. More attention given to identifying, inducting and developing leaders

A high quality system attends to developing and sustaining its school leaders. Attention needs to be given to the processes for inducting and developing leaders within this system. Further the current structure for line management of principals is inadequate to provide genuine support. Attention needs to be given to the development of deputy principals as a pool of aspirant leaders.

The Panel recommends that:

- 3.1 all principals be supported by line managers who know local school leaders and who can regularly visit schools in their area. This will require a review and renegotiation of the regional structures so that there is a closer relationship between principals and their line manager and a re-consideration of the reporting structure for IPS principals;
- 3.2 all new principals be provided with induction training and intensive support for their first 12 months in the position. This support should include a program of mentoring from the line manager and a peer, as well as access to work shadowing of experienced principals following appointment, or in preparation for appointment;

- 3.3 aspirants for school leadership positions be systematically identified and developed including through the offering of opportunities for both experience in leadership positions and pre-post further educational opportunities (as well as in position training and support);
- 3.4 a review of the system of country placements be undertaken to determine if the positive aspects of the former system can be re-discovered or re-invented;
- 3.5 close attention be paid to the outcomes of the Equity and Diversity Plan, which expires next year, with a view to addressing shortfalls and inadequacies that are, or become, apparent and the potential structural barriers to the participation of women and Indigenous employees in leadership roles identified in this Report;
- 3.6 a specific development program for deputy principals be developed; and
- 3.7 the Department should provide greater resources to extend access to educational leadership programs such as the Masters of Educational Leadership. Access to these places (and to scholarships) needs to be assessed based on a transparent set of criteria.

4. Review, improve and realign salary structures

Significant changes have occurred in the expectations placed on school leaders. These changes, resulting in greater complexity of the work and higher levels of accountability, are not reflected in the remuneration for the roles. The current structure for establishing salaries for principals and deputies is outdated and should be reviewed. The salaries for these roles are inadequate and do not equate to those for equivalent roles elsewhere.

The Panel recommends that:

- 4.1 the existing classification structure for school leaders be replaced with a new structure based on levels of complexity, responsibility, accountability, judgment and decision making and the recognition of end of line responsibility. The determination of 'complexity' should include measures such as the nature of the student cohort, location and school curriculum offerings;
- 4.2 the criteria for any levels within the structure be clearly identified and contained within the appropriate industrial instrument;
- 4.3 the classification system should allow for the regular review of changing complexities and responsibilities of school leaders, and so provide an opportunity to argue and consider changes in work value that should result in a higher classification; and
- 4.4 the base salaries and components for an overall remuneration package take account of, and be appropriately bench-marked against, other appropriate equivalent roles including those such as the public sector CEO and non CEO Executive Officer ranges.



A strong policy focus on devolving responsibility and accountability for achievement of these outcomes to local schools has developed during this period. These initiatives have increased the demands on school leaders, who are now required to exercise new and higher level skills along with their new responsibilities.

Policy directions driving change

At the request of the Panel, the Australian Institute of Employment Rights Inc. (AIER) carried out a literature scan relevant to the matters contained in the terms of reference.

This literature scan considered developments affecting the work of school leaders in Australia and overseas. It looked at:

various decisions of National, State and Territory governments which have an impact upon the roles and responsibilities of school leaders;

research performed by the Australian Productivity Commission on the Schools Workforce; and

international developments affecting school leaders, including recent Organisation for Economic Cooperation and Development (OECD) reports on improving school performance.

This Chapter represents a summary of major policy initiatives that have been identified as having relevance to the issues in this Inquiry. It is not intended to represent a comprehensive summary of all policies.

National Directions

The literature scan showed that over the past 20 years:

there has been a high level of consistency of approach to school education reform across Australia as a result of a series of decisions taken by successive Federal governments applied through partnership agreements with the States and Territories; and

there have been changes in national curriculum, and also a development and implementation of national benchmarks against which students – and therefore also schools - are assessed.

A strong policy focus on devolving responsibility and accountability for achievement of these outcomes to local schools has developed during this period. These initiatives have increased the demands on school leaders, who are now required to exercise new and higher level skills along with their new responsibilities. The OECD reports show that these trends are also well-established in many other industrialised countries and that the same demands and additional responsibilities are being required in many countries.

The literature scan revealed that there are many other drivers of change affecting social and community expectations including:

- changing social and governmental expectations on student performance and outcomes;
- changing economic environments, including globalisation and the increasing application of new technologies;
- changing structural and organisational arrangements for the delivery of educational services in schools;
- recognition of the need for increasing professional development for the role of school leaders and other educators; and
- an increased focus on the individual needs of each student.

In 2008, the *Melbourne Declaration* by the Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA) set out the key role of school leaders in meeting new educational demands (MCEETYA 2008, page 11):

“The teachers and leaders who work in Australia’s schools and educate young people are of fundamental importance to achieving these educational goals for young Australians...”

School principals and other school leaders play a critical role in supporting and fostering quality teaching through coaching and mentoring teachers to find the best ways to facilitate learning, and by promoting a culture of high expectations in schools. School leaders are responsible for creating and sustaining the learning environment and the conditions under which quality teaching and learning take place.”

The Melbourne Declaration also stated:

“In the 1989 Hobart Declaration and the 1999 Adelaide Declaration, the State, Territory and Commonwealth Education Ministers committed to working together to ensure high-quality schooling for all young Australians. The Melbourne Declaration (at page 4) acknowledges major changes in the world that are placing new demands on Australian education:

Global integration and international mobility have increased rapidly in the past decade. ...

Globalisation and technological change are placing greater demands on education and skill development in Australia and the nature of jobs available to young Australians is changing faster than ever.

Rapid and continuing advances in information and communication technologies (ICT) are changing the ways people share, use, develop and process information and technology. In this digital age, young people need to be highly skilled in the use of ICT...”

The Melbourne Declaration is consistent with and supports goals established by Australian governments through the Council of Australian Governments (COAG) reform process, including the *National Education Agreement* (NEA) [Council Of Australian Governments 2008a) and the *Smarter Schools – Quality Teaching National Partnership*. (Council Of Australian Governments 2008b)

The NEA had a focus on establishing educational targets and for local and national measurement and reporting on these outcomes by schools. (Council Of Australian Governments 2008a)

As part of the measures to be taken to achieve these objectives, a new focus emerged via the *National Education Agreement* (Council Of Australian Governments 2008a, par. 36) on the issue of leadership roles in schools:

*“36. The Parties commit to the following policy directions:
improving teacher and school leader quality;
high standards and expectations;
greater accountability and better directed resources;
modern, world-class teaching and learning environments,
including Information and Communication Technology (ICT);
integrated strategies for low SES school communities; and
boosting parental engagement.”*

New policy directions were designed to achieve these goals.

As part of the COAG Smarter Schools National Partnership agreements, greater emphasis was placed on school leadership roles as part of an increased emphasis on quality teaching.

Australian governments, through National Partnership Agreements (NPAs), COAG decisions and programs have repeatedly committed themselves to improving school outcomes by, amongst other things, improving school leadership capabilities.

In 2007, the Australian Council for Educational Research [ACER] published an Australian Country Report for the OECD’s *Improving school leadership activity* (Australian Council for Educational Research 2007)). This Report (Australian Council for Educational Research 2007, p29) noted that in 2004, the Australian Government gave legislative priority to giving schools more autonomy, including giving principals more power over teacher appointments. These developments were later endorsed by the relevant Ministerial Council.

The emergence of local school Networks was also identified in this report. (Australian Council for Educational Research 2007, p34).

Professional Standards for school leaders have been developed nationally in Australia by the Australian Institute for Teaching and School Leadership (AiTSL) and elsewhere in the world. AiTSL’s national Professional Standards for Principals (Australian Institute for Teaching and School Leadership 2011) have been followed by a Charter for professional learning for teachers and school leaders (Australian Institute for Teaching and School Leadership 2012).

The Productivity Commission released a Report covering the schools workforce on 4 May 2012 (Schools Workforce – Research Report) [Productivity Commission, 2012]. Chapter 8 of this Report looked at the issues relating to school leadership and autonomy.

The key points of Chapter 8 include:

“Strengthening school-level leadership could raise student outcomes by enhancing quality teaching, enabling better management of resources, and improving the responsiveness of schools to the needs of students and the local community.”

and,

“Principals and other school leaders play a pivotal role within their school communities. Measures that have the capacity to augment and enhance school leadership include:

investment in soundly based training and professional development for school leaders; and

effective protocols for evaluating school leaders’ performance, drawing on external oversight by education departments (and Catholic education offices) and school boards and councilimproving management capacity by strengthening the role of non-teaching administrative and clerical staff.”

New Directions in Western Australia

Western Australia has a varied configuration of schools in the K-12 years, including metropolitan, regional remote and extremely remote schools. The public school system includes early childhood education, primary, high and senior, and district high schools schools as well as education support and language development schools/centers, schools of the air and other facilities. According to the Department of Education’s 2012 Annual Report, (Department of Education 2012), there are 766 public sector schools in WA.

Devolution

Note:This draws heavily on and includes extracts from a thesis by John Mortimer *“How school administration team manage their work in a restructured education system: a Western Australian study.”* The references in these paragraphs are those cited by the author and are found in the source document.

In WA, devolving responsibilities to individual schools has been an on-going process since the *Better Schools* initiative of the late 1980s and is now well advanced.

In 1987 the Western Australian Department of Education released *Better Schools in Western Australia: A Programme for Improvement* (Ministry of Education, 1987). Commonly known as the *Better Schools Report*, it saw school leaders as assuming the responsibility for producing educational outcomes while being constrained by budgetary allocations and new central structures.

The *Better Schools Report* outlined the rationale for change as follows:

“The administrative style of education, as for other Government departments, must be one of:

- *responsiveness and adaptability to the needs of the community and to Government priorities*
- *flexibility in the use of resources to meet these goals and*
- *accountability to the Government and the community for the standard of service and funding.”*

The rationale for change included the belief in the value of self-determining schools, with responsibilities being devolved to the school level. With the acceptance of these responsibilities, there was seen to be a need for school accountability to the local community (outwards) and the government (upwards). To demonstrate accountability upwards, new systems were required to monitor school performance and to ensure accountability outwards in the community.

The '*Better Schools Report*' of 1987 was the baseline policy document in Western Australia for restructuring the State school system. It focused on devolving authority and decentralising responsibilities to a future system of self-determining schools with community participation.

Over the next few years, a collection of policy documents was published to provide guidelines to implement the '*Better Schools Report*' program for improvement. This 'policy ensemble' includes nine documents published between 1987 and 2002.

They are:

- *Better Schools in Western Australia: A Programme for Improvement*. (1987) Perth: Ministry of Education WA ('Better Schools Report')
- *School Development Plans: Policy and Guidelines*. (1989) Perth: Ministry of Education WA
- *School Decision Making: Policy and Guidelines*. (1990) Perth: Ministry of Education WA
- *School Accountability: Policy and Guidelines*. (1991) Perth: Ministry of Education WA
- *School Financial Planning and Management: Policy and Guidelines*. (1991) Perth: Ministry of Education WA
- *Improving and Reporting Schools' Performance*: Draft. (1996) Perth: Education Department of WA
- Plan for Government Schools Education 1998-2000. (1997) Perth: Education Department of WA
- *School Performance: A Framework for Improving and Reporting*. (1997) Perth: Education Department of WA
- *The School Accountability Framework*. (2002) Perth: Department of Education WA (Numerous draft versions published since 1999)

Of the nine documents published between 1987 and 2002, there were four policy implementation documents that focus on school development plans, school decision making, school accountability and school financial planning and management. A system level strategic plan for the triennium 1998 – 2000 was formulated in 1997 to implement these four policy documents. Ongoing developments in the area of school accountability produced a draft school accountability framework in January 1996.

These accountability arrangements were confirmed in the final version of the policy as published in June 2002: The *School Accountability Framework*. This has since been reviewed again and the current policy is a 2008 document referred to later in this Chapter.



Although not limited to education services, the policy document *Managing Change in the Public Sector* (Western Australian Parliament, 1986a) was also influential in the way public sector organisations were managed. *Managing Change in the Public Sector* was a response to an economic recession and foreshadowed reductions in public expenditure. Not only the public service, but also the public education system, was “expected to do more with less - to increase output with reduced input”.

The elements of the machinery outlined in the ‘*Better Schools Report*’ to make the system operate included mandatory school development plans; single-line budgets for schools; formally established school-based decision-making groups that would endorse plans and approve budgets; an external auditing system; a central office focused on defining policy parameters and standards; and school support services decentralised into schools or in district offices.

Outcomes Based Education and Assessment in WA

A succession of changes over the last 20 years has focused schools on the teaching and learning agenda through the detailed specification of the outcomes students are expected to achieve at school. First released in 1998, these “*Outcome Statements*” were used by schools to formulate their curriculum, to assess student progress and to report to parents. The curriculum and assessment requirements for K to 10 students was formalised through the Curriculum Framework.

The last twenty years has been a period during which monitoring of standards, testing of students and changes from a curriculum based to an outcomes based approach were introduced and adjusted a number of times. Changes to years 11 and 12 curriculum, courses, examinations and assessment requirements intensified with the raising of the school leaving age, reviews and reports related to entrance requirements for further education.

Attached at the end of this Chapter is a table that summarises various developments in curriculum and assessment in Western Australia and at the national level. This document was provided to the Panel during the course of a meeting with a representative of the School Curriculum and Standards Authority.



Restructuring schools and districts in the 1990s

The evolving policy of restructuring of the government schooling system continued with a further major restructure of the central and district offices being introduced in 1997. This move further downsized the central office to fulfil a lean policy development role and rationalised district offices from 29 to 16. The position of 'district superintendent of education' was abolished and replaced with a 'district director of schools' overseeing slightly increased resources within the expanded education districts. Each education district was administered by at least one district director "who ensured that schools operated effectively and efficiently and that their planning complied with Education Department policies and priorities".

The framework for government schooling had been undergoing widespread review, especially since the 1987 release of the *'Better Schools Report'*. A decade later in the Annual Report 1998-1999 the Education Department reported to the Western Australian government, the following description of the schooling system:

"In 1998, each government school had significant decision-making responsibility, was accountable for student outcomes, exhibited responsiveness to community needs and government policies and was encouraged to explore flexible approaches and structures for delivery of schooling. All schools were responsible for significant aspects of educational planning and administration, financial management, performance reporting and curriculum delivery and were required to establish their annual priorities through development planning processes that reflected government and systemic policies, local community needs and the identification of student outcomes that required particular attention. Schools were accountable for their performance in improving student outcomes and managing resources through district directors to the Director-General, Minister for Education and government."

Developments since 2002

During the last decade, the Department of Education has developed and promoted several policy documents on accountability in schools. There is a recurring theme in each of them. That is, there must be a close and supportive bond between the school leaders of a school and the teachers of that school.

There are explicit statements on school accountability in:

The School Accountability Framework 2002, Department of Education

School Review Framework 2005-2007, Department of Education

Classrooms First Strategy 2007, Department of Education

The School Improvement and Accountability Framework 2008, Department of Education and Training

The Director General's *School Accountability* paper, 2008, Department of Education and Training

School Planning – An Advice Paper to support the School Improvement and Accountability Framework November 2009, Department of Education.

The Director General's *Focus 2013 – Directions for Schools*, October 2012

Classrooms First Strategy 2007

The *Classrooms First* Strategy document (Department of Education 2007) had six key elements: Element five related to school accountability.

“While we expect school staff to exercise their professional judgement, we also expect them to be accountable for their decisions. School accountability mechanisms should serve educational purposes – they should require staff to ask the hard questions of themselves in terms of their school’s performance, and they should enable others outside the school to have confidence in the standards being achieved.”

“Internal accountability in the form of the school’s self assessment is crucial but it is not enough. There is a need for external validation by others who have no stake in the school’s performance. In keeping with the principle of not treating all schools the same, the Expert Review Group will ensure that only those schools whose performance is of concern are subjected to detailed scrutiny and planned intervention. District directors will continue to provide the validation of all other schools’ performance but the breadth of these reviews will be reduced and focused more on the standards of student learning and behaviour.”

School Improvement and Accountability Framework 2008

The *School Accountability Framework* (2002) and supplementary documentation, including the *School Review Framework* (2005), were extensively reviewed in 2006 and 2007. The review had three main components:

- an independent, external evaluation of the 2002 *School Accountability Framework*;
- investigation of international and national practices and trends relating to school accountability; and
- stakeholder consultation relating to the findings of the evaluation, international and national research and possible future directions.

The result was the *School Improvement and Accountability Framework 2008* (Department of Education and Training 2008).

The new Framework states:

“Principals are accountable to the Director Schools for the performance of their school and teachers are accountable to the principal for the progress of their students.

Principals, in collaboration with school staff are required to undertake self-assessment that results in judgements about the standards of student achievement and the effectiveness of school processes in maximising student achievement.

Principals, in collaboration with school staff are required to undertake school planning processes that include the development of a School Plan, operational planning and classroom planning.

Principals, in collaboration with school staff are required to publish annually a School Report that describes the school’s performance and report on legislative and designated policy and program requirements.

Principals, in collaboration with school staff are required to participate in and actively respond to school review processes including Standards Reviews and, as required, reviews conducted by the Expert Review Group.”

The work of the Expert Review Group is described as:

“The Expert Review Group is responsible to the Director General for conducting four types of school review:

- *identified schools whose performance raises concern;*
- *validation reviews of the Standards Review process;*
- *schools with identified areas of exemplary practice; and*
- *reviews of schools at the direction of the Minister Director General.*

For identified schools whose performance raises concern, in addition to a focus on the standards of student achievement, the review team, under the leadership of the Expert Review Group, will closely interrogate the effectiveness of school self-assessment and improvement processes and school operations.”

Independent Public Schools

In 2009, the WA Government announced its new strategy known as Independent Public Schools. Further changes to this program have been announced more recently. The Department’s website describes this program as follows (Department of Education 2009)

“In collaboration with their school community, Independent Public Schools set their own strategic directions, have authority for day-to-day decision making and are in an ideal position to make decisions that best cater for their students. Parents and community members have an important and enhanced role in this initiative.”

“In order to operate with more autonomy, Independent Public Schools are afforded a number of flexibilities. This means that they can select staff, manage their financial affairs through a one line budget, select school development day dates, approve leave applications, determine the curriculum that best supports students’ needs, as well as manage school utilities (electricity, water, gas and waste management) and faults (breakdowns and repairs). ...”

Although they are called Independent Public Schools, these schools remain part of the public school system.

Accountability requirements for IPS schools operate differently from those of non-IPS or local public schools.

The Independent Public Schools have their performance review over a three year period based on a prior agreed Business Plan. This is completed by an external team and an independent authority outside the structure of the Department, called the Department of Education Services.

Local Public Schools (LPS) have a review annually; this is self-reflective and is called Principal Performance Review. This may be a limited review or, if the performance of the students at the school is not considered satisfactory, may trigger an extensive review through the Expert Review Group, a team of directors and principals.

Staff selection

One of the key elements of the IPS strategy is the hiring of teaching staff. Local public schools have also seen changes in this areas a report by the WA Auditor General noted: (Murphy, C 2011, p.6)

“In line with the Classroom First Strategy announced in 2007, DoE has recently given schools new ways to attract teachers who are more suited to their local needs. The key changes are the Independent Public Schools (IPS) initiative announced in 2009 and the School Selection of Teaching Staff (School Select) policy announced in May 2011. Schools can apply to become an IPS or to use School Select to recruit their own staff rather than accept central placements.”

“IPSs retain the benefits of being part of the public school system and operate within relevant legislation and industrial agreements, but have greater autonomy and control over their resources. This includes responsibility for deciding their staffing structures and conducting recruitment to meet their specific needs. IPSs are no longer able to use the central placement process to source staff, other than for specialist positions or if they agree to accept a teacher who has been found excess to another schools staffing requirements (a redeployee).”

“The School Select policy gives principals in non-IPSs greater flexibility to fill vacancies by allowing them to recruit their own staff as needed rather than always having to use the central placement process.”

“Schools with permanent vacancies are currently still required to participate in the annual ‘bulk run’ of placements that takes place prior to the start of each school year.”

School and regional structures now

On 7 September 2010 the Government announced further restructuring, abolishing the former districts and creating eight regions, headed by Regional Executive Directors. The government also announced that the school Networks would be created. The following is a quote from the Minister’s media release (Constable 2010):

“Under the new arrangement, 75 school networks in eight education regions would be set up to support Western Australia’s 770 public schools, replacing the current 14 districts.”

“The majority of support services that are currently placed in district offices will move directly to where they are needed in schools and any savings will be reinvested back into supporting schools,” she said.

“Professionals - such as school psychologists and specialist teachers working with students with disability - will be placed directly in schools, rather than in district offices, to work with students and their families on a daily basis.”

“While the district structure has served schools well, the time has come to further empower school communities and give them more control in meeting their own needs.”

“These changes will be better for students as they provide better, more targeted support to them and their schools which represents a more effective use and better value for the existing funding.”

“The education benefits that flow from schools working together include:

*greater curriculum choice for students;
increased access to specialist teachers for students;
a smoother transition between primary and secondary school;
and
a more consistent approach to behaviour management and discipline across schools.”*

“Each region - Kimberley, Pilbara, Goldfields, Mid-West, Wheatbelt, South-West, Metropolitan North and Metropolitan South - will be led by a regional executive director, who will become a member of the Department of Education’s Corporate Executive arrangements.”

“Each network will have up to 20 schools and a new position called Network Principal who, while still running their own schools, will be released to assist other schools - this is an initiative that will be of particular benefit to schools in country WA.”

“Many schools are already working together to increase subject choices for students and to share teachers and resources - the new networks and regional structure will accelerate and support such co-operation among schools.”

Departmental summary of the effects of change

Table 1 is a summary of the effects of the direction of change in Western Australian school education as shown in the current strategic plan (Department of Education, 2012b, *Excellence and Equity Strategic Plan for WA Public Schools 2012–2015*). The left hand column shows things as they were. The right hand column is how the Department says it is at present.

Table 1: Changes in policy and practice – Extracted from Department of Education’s Strategic Plan for WA Public Schools 2012–2015

| | |
|---|--|
| <p>The opportunities ahead Increasingly the focus is on providing opportunities for each school to reflect the context in which it operates.</p> | |
| CLASSROOM PRACTICE | CLASSROOM PRACTICE |
| Less differentiation in approach to teaching and supporting students | More tailored and personalised approach to teaching and supporting students |
| Curriculum for students determined by what each individual school could offer | Curriculum for students expanded through programs across schools and online |
| Services limited to compulsory years of schooling | More services for children before and during compulsory years of schooling |
| Unclear expectations of teachers in the early years of schooling | Clear expectations about teaching, assessment and reporting rigour, particularly in Kindergarten and Pre-primary |
| Schools limited to providing only education services | Extended school services including education, health and parenting |
| GOVERNANCE AND DECISION MAKING | GOVERNANCE AND DECISION MAKING |
| Centrally led reform | Innovation and reform led by staff in schools |
| Centralised control of decisions | Greater authority for decision making by principals and school communities |
| Generic expectations and accountability for all schools | Individual expectations, targets and accountability for each school in a formal agreement |
| Accountability emphasis on compliance and reporting | Accountability emphasis on student performance and outcomes |
| Common approach to programs in schools | Distinctive approach by each school to meet local community expectations and needs |
| STAFFING | STAFFING |
| Time-based movement between schools | Individual assessment of merit as the basis for promotion and movement between schools |
| Staffing profile set by central office | Flexibility at school level to create staffing profile to meet student needs |
| Central allocation of staff to schools | School-level selection of all staff |
| Professional expectations of teachers and school leaders | National professional standards for teachers, school leaders and other staff |

| | |
|--|--|
| PARENTS AND COMMUNITY | PARENTS AND COMMUNITY |
| Limited involvement in decision making | More opportunity for involvement in key decisions about direction of school |
| Principal selection undertaken outside school context | Parent and community involvement in principal selection |
| Schools reliant on own resources to achieve plans | Schools in partnerships with business, industry and community organisations to benefit students and families |
| Internal focus of schools to meet student needs | Schools reflect needs, interests and aspirations of their students and communities |
| SUPPORT FOR STAFF | SUPPORT FOR STAFF |
| Support through rollout of large centralised programs | Support within and across school networks and targeted professional learning programs |
| Limited use of technology for educational delivery and management | Expanded use of technology for teaching, learning and business systems |
| Professional support and expertise located in central and district offices | Expertise identified, developed and shared in and across schools |
| RESOURCING | RESOURCING |
| Multiple funding sources, formulae and acquittal requirements | Per capita funding model and one line budget to provide transparency, equity and flexibility |



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- Productivity Commission 2012, *Schools Workforce*, Research Report, Canberra.

Attachment: Summary Key K-12 curriculum and assessment reforms in Western Australia

The following threads run through this timeline:

- key education reports and initiatives for Western Australia;
- national (Commonwealth) government initiatives related to curriculum. These initiatives are part of reforms from the Council of Australian Governments (COAG), and related groups such as SCSEEC (formally MCEEDYA, or other precedent groups);
- links to some training initiatives; and
- Commonwealth and state testing. *Note that international testing (PISA, TIMSS, PIRLS, Civics IEA) are not included in this timeline.*



| DATE | INITIATIVES, REVIEWS AND REPORTS CHANGES |
|------------|---|
| 1969 | <i>Secondary Education in Western Australia</i> . Perth, Ministry of Education. (1969). (Dettman Report) . |
| 1981 | <i>Review of Educational Standards in Lower Secondary Schools in Western Australia</i> (1981). (Priest Report) Perth: Government Printer Required to review school practices in the first three years of secondary education and to consider the performance of students in the core subjects, with a particular emphasis on poorly performing students studying at 'Basic Level'. |
| 1984 | <i>Education in Western Australia: Report of the Committee of Inquiry into Education in Western Australia</i> (1984). (Beazley Report) Perth: Department of Education. |
| 1984 | <i>Assessment in the Upper Secondary School in Western Australia: report of the Ministerial Working party on School Certification and Tertiary Admissions Procedures</i> , released in April. (McGaw Report) . |
| 1985–1997 | Secondary Education Authority (replaced the Board of Secondary Education). |
| 1987 | National Policy for the Education of Girls in Australian Schools. |
| 1988 | Beazley Report implemented. |
| 1989 | Hobart Declaration on Schooling . (Commonwealth). This was superseded by the Adelaide Declaration (1999) and more recently by the Melbourne Declaration (2008). |
| 1989 | <i>Upper Secondary Certification and Tertiary Entrance: Executive Summary a Review of Upper Secondary Certification and Tertiary Entrance Procedures, commissioned by the Minister for Education in Western Australia</i> . (Andrich Report) . |
| 1990 | Western Australia: Monitoring Standards in Education (MSE) project began with the express purpose of monitoring student progress in key curriculum areas. |
| 1991 -1992 | <i>Young People's Participation in Post-Compulsory Education and Training</i> (1991). (Finn Report) . |
| 1991 -1992 | <i>Key Competencies: Report of the Committee to advise the Australian Education Council and Ministers of Vocational Education, Employment and Training on related key competencies for Post Compulsory Education and Training</i> . (1992) (Mayer Report) . |
| 1991 | The Australian Education Council agreed to eight key learning areas for national collaboration. This was a joint project of states and territories. This was overseen by the Australian Education Council (AEC), a forerunner to MCEETYA. |

| | |
|-----------------|--|
| 1993 | <i>Voluntary full-time pre-primary education in Western Australia: A Report.</i> (1993) (Scott Report) . |
| 1994 | <i>The Role of Schools in the Vocational Preparation of Australia's Senior Secondary Students: Final Report</i> (Laver Report) . |
| 1995 | Release of the <i>Agreed Minimum Values Framework</i> by the NPDP Project. |
| 1995 | <i>Review of School Curriculum Development Procedures and Processes in Western Australia</i> (Temby Report) . |
| 1995 | <i>Good Start</i> program, developed by Education Department of WA. |
| 1997 | <i>Curriculum Council Act 1997</i> . Interim Curriculum Council established 1996 – 1997. |
| 1998 | Curriculum Council replaced the Secondary Education Authority. |
| 1998 | <i>Curriculum Framework</i> released. |
| 1998 | Curriculum Council Focus: K-12, using the <i>Curriculum Framework</i> for whole-school planning. |
| 1998 | Education Department of Western Australia released <i>Student Outcomes Statements K-10</i> . |
| 1998 | The Western Australian Literacy and Numeracy Assessment (WALNA) commenced with the testing of reading, writing and spelling skills of Year 3 students. |
| 1999 | The Adelaide Declaration on National Goals for Schooling the <i>Twenty-first Century</i> (MYCEETYA, Commonwealth); superseded the Hobart Declaration. |
| 1999 | Curriculum Council released further resources for students to support the introduction of the <i>Curriculum Framework</i> . |
| 1999 (October) | Planning begins for the implementation of the <i>Curriculum Framework</i> into years 11 and 12. <i>Post-Compulsory Education Review Discussion Paper</i> released. |
| 2000 | Implementation of the <i>Curriculum Framework</i> continues. |
| 2000 (November) | <i>Post Compulsory Education Review Discussion Paper: position paper</i> released. |
| 2001 | <i>Our Youth, Our Future – Post-compulsory Education Review:</i> (November 2001). |
| 2001 | Curriculum Council Focus: K-10; materials for next stage of implementation produced. |
| 2001 (July) | <i>Investing in Government Schools: Putting Children First.</i> Perth, Department of Education Services (2001). (Robson Report) . Established to review organisation structures and strategies to ensure that resources and services are effectively allocated to make a real difference towards improving outcomes for students in government schools. [p.1]. |
| 2002 | Curriculum Council Focus: K-10; materials for next stage of implementation produced. |
| 2002 (March) | <i>Our Youth, Our Future: Summary of the Directions endorsed by the Western Australian Government. Our Youth, Our Future: Post-Compulsory Education Review.</i> <i>Alternative title: Post-compulsory Education Review Report: Our Youth , Our Future.</i> |

| | |
|-------------|---|
| 2003 | <i>Consultation related to Post-Compulsory Schooling of Aboriginal Students in Western Australia</i> , by Western Australian Aboriginal Education and Training Council in consultation with Curriculum Council Aboriginal Advisory Committee. |
| 2003 | MCEETYA requested that <i>Statements of Learning</i> be developed in English, mathematics, science and civics and citizenship as a means of achieving greater national consistency in curriculum. Later ICT was added. |
| 2003 | National Assessment Sample assessments – Science Literacy (NAP–SL). |
| 2004 | Emphasis in <i>Curriculum Framework</i> on developmental learning (p. 17) required a model for schools to use when assessing student’s learning. |
| 2004 | WAMSE testing extended. |
| 2004 | National Assessment Sample Assessments – Civics and Citizenship (NAP–CC). |
| 2005 | Five-year period for implementation of the <i>Curriculum Framework</i> . |
| 2005 | Assessment and Reporting – revised Student Outcome Statements released under new titles. |
| 2005 | Western Australian legislation passed to raise the school leaving age to end of the year in which students turn 16 for 2007 and 17 for 2008. |
| 2005 | <i>Issues surrounding the proposed Changes to Post-compulsory</i> , chaired by Greg Robson. |
| 2005 | National Assessment Sample Assessments – Information and Communication Technology Literacy (NAP–ICTL). |
| 2006 | <i>Literacy and Numeracy Review: the Final Report. [Literacy and Numeracy Review taskforce]</i> (2006) Perth, Department of Education and Training. (Louden Report). |
| 2006 | <i>Changes to the Post-Compulsory Curriculum in Western Australia</i> / WA Parliament. Education & Health Standing Committee (Chair: Tom Stephens). |
| 2006 - 2007 | Continued reporting to government on the implementation of the Curriculum Framework. |
| 2006 - 2007 | Continued work on national initiatives such as the <i>Statements of Learning</i> into state curriculum materials. |
| 2006 - 2007 | Teacher Juries were held for target senior secondary courses. |
| 2008 | Melbourne Declaration on Educational Goals for Young Australians released; supersedes Adelaide Declaration (1999). |
| 2008 | WA school leaving age now end of a student’s 17th year. |
| 2008 | National initiatives in early childhood policy focus on the period from birth to age 8 and identify the need to establish a link between education and early age care centres. |
| 2008 | National Assessment Program – Literacy and Numeracy (NAPLAN) commenced. |
| 2008 | WAMSE testing commenced. |
| 2009 | Australian Curriculum, Assessment and Reporting Authority (ACARA) replaced the Interim National Curriculum Board. New Commonwealth legislation. ACARA replaces Interim National Curriculum Board. |

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|------|---|
| 2009 | Western Australia. <i>Review of the Curriculum Framework for Curriculum, Assessment and Reporting Purposes in Western Australian schools, with particular reference to years Kindergarten to year 10. (Andrich Report).</i> |
| 2009 | COAG reforms for early childhood education and care (birth to 8 years) begin. |
| 2009 | Australian Government. <i>The Early Years Learning in Framework for Australia.</i> DEEWR. |
| 2009 | Australian Government: <i>Belonging, Being and Becoming: educators guide to the early years learning framework for Australia</i> released. |
| 2009 | WACE implementation – first year all new courses taught in Year 11. |
| 2010 | Australian Government. <i>Educators, belonging, being and becoming: educators guide to the early years learning framework for Australia</i> released. |
| 2010 | ACARA Australian Curriculum F-10 for English, Mathematics, Science and History – endorsed for publication by state government Ministers for Education. |
| 2011 | ACARA Australian Curriculum F-10 for English, Mathematics, Science and History – Achievement Standards endorsed for publication by state Ministers government Ministers for Education. |
| 2012 | National Quality Framework is put in place for children’s education and care services across Australia. |
| 2012 | WA Minister for Education signs off on the Western Australian implementation of the phase 1 Australian Curriculum: English, Mathematics, Science and History. |
| 2012 | The School Curriculum and Standards Authority was established as a result of legislative changes (<i>School Curriculum and Standards Authority Act 1997</i>). |
| 2012 | November 2012 legislation passed to make pre-primary compulsory in WA; School Amendment Bill amends section 5 of the <i>School Education Act 1999</i> . |
| 2012 | ACARA focus changes. |
| 2013 | ACARA continues to develop and consult on phase 2 and 3 of the Australian Curriculum. |
| 2013 | Phase 1 Australian Curriculum for the senior years of schooling available for states to use. |
| 2013 | On 21 January 2013 the Premier and Minister announces changes to the WACE graduation requirements that will take effect from 2016. |





“A well performing school system is fundamental to building Australia’s ‘human capital’ and is integral to Australia’s economic and social future”. (Schools Workforce Productivity Commission Research Report April 2012).”

Why is the work of public school leaders Important?

The Melbourne Declaration notes in its Preamble (MCEEYTA, 2008):

“As a nation Australia values the central role of education in building a democratic, equitable and just society— a society that is prosperous, cohesive and culturally diverse, and that values Australia’s Indigenous cultures as a key part of the nation’s history, present and future.”

What this means is that schools are at the heart of Western Australia’s economic and social development.

Western Australia’s public schools provide educational opportunities for more than 265,000 students in 817 schools, 338 of which are in rural and remote locations. Schools provide the foundation learning, skills and competencies that underpin productivity and growth. Innovation, problem solving, entrepreneurship are nurtured in schools.

Schools play an active role in building a strong community and a tolerant cohesive society. The relationship between education and social outcomes such as better health, civic engagement, welfare dependency and reduced crime is well established and reflected in multiple indicators of well-being.

Educational outcomes for individual students are critical to maximising each young person’s life, employment choices and opportunities to lead fulfilling, purposeful and productive lives.

Recent research notes that public schools are increasingly responsible for the delivery of education to socially disadvantaged students. Public education is therefore a critical conduit to social cohesion. (Teese, 2011), (Preston, 2013).

As the Productivity Commission notes

“A well performing school system is fundamental to building Australia’s ‘human capital’ and is integral to Australia’s economic and social future”. (Schools Workforce Productivity Commission Research Report April 2012).”

This is the work in which our school leaders are seeking to excel.

The work of school leaders

The importance of the work of school leaders has become increasingly recognised in Australia and throughout the world over recent years.

In 2006, the United Kingdom Department for Education and Skills commissioned PricewaterhouseCoopers LLP (PwC) to undertake research into school leadership. Published as the *Independent Study into School Leadership*, (PricewaterhouseCoopers LLP, 2007 page 1), one of the key findings was a conclusion that:

“The behaviors of school leaders have a greater impact on pupil performance than school structures or leadership models ...”

In 2008, the Organisation for Economic Cooperation and Development (OECD) produced a report on *Improving School Leadership* (Pont, et al, 2008) which examined various developments in a number of countries including Australia. The report noted at page 9 that:

“School leadership has become a priority in education policy agendas internationally. It plays a key role in improving school outcomes by influencing the motivations and capacities of teachers, as well as the school climate and environment. Effective school leadership is essential to improve the efficiency and equity of schooling.

In July 2011, the Australian Institute for Teaching and School Leadership (AiTSL) published a Select Literature review of *“Strategies to develop school leadership”* (Australian Institute for Teaching and School Leadership 2011, page 1). This Review found:

“Recognition that outstanding leaders make a difference to the quality of teaching and learning, and to student achievement, is prompting a return to professional development programs, strategies and activities which concentrate on linking leadership with student learning...”

The Foreword to the National School Improvement Tool (NSIT) prepared the Australian Council for Educational Research (ACER), makes the same observation (ACER 2012, p.1):

“Research is revealing the powerful impact that school leadership teams can have in improving the quality of teaching and learning. Effective leaders create cultures of high expectations, provide clarity about what teachers are to teach and students are to learn, establish strong professional learning communities and lead ongoing efforts to improve teaching practices.”

Recently, a study of highly successful school systems in Asia prepared by the Grattan Institute (Jensen, B 2013, pp. 68-69) came to similar conclusions:

“Effective school leadership raises student expectations and performance by increasing the capacities of teachers and developing effective practices. As leaders, they can shape school climate and environment. Effective school leadership can improve the efficiency and equity of school education and individual learning”.

The WA Education Department Director General’s 2012 *Public school leadership* initiative statement (O’Neill 2012) noted:

“By creating and sustaining the conditions in which high expectations and high quality teaching thrive, school leaders are able to have a significant impact on the learning outcomes of students.”

“Research tells us that, of the school-related factors influencing student learning, the quality of school leadership and classroom instruction account for most of the variation in achievement levels of students”.

The importance of school leaders in the success of the education system was confirmed to the Panel through the consultations with school leaders and discussions with many stakeholders. From the information supplied to the Panel it is clear that school leaders are critical to the success of an education system.

In WA school leaders have ‘end of line’ responsibility for school performance and student outcomes. These outcomes are increasingly publicly contested. Leaders have responsibility for delivering on a range of public policy outcomes demanded by government and parents. They work in a social and economic environment that is rapidly changing. Systemic changes have been continual over the past 20 years, and are still occurring.

Leadership in a school setting is a multi-dimensional function. It includes responsibility for:

- strategic planning for and delivery of improved education leading and learning, including continual improvement in curriculum development and delivery;
- managing systemic changes, e.g. pre-primary, year 7 location and higher school leaving ages, mainstreaming of students;
- student outcomes, measured internally and externally through NAPLAN testing and international measures;
- management, mentoring and professional development of teachers and other school staff; human resource management;
- student welfare and risk management in an increasingly complex and socially diverse community;
- delivery of education to meet the needs of individual students, including those with particular learning needs (refugees, students with disabilities, mental health issues and at risk students generally);
- broadening diversity of educational programs, e.g. early childhood, VET in schools; and
- links between the school and local communities, parent and other stakeholder and managing expectations of these groups.

The multi-faceted nature of the work of school leaders has led to a debate about what school leaders are or should be: managers or leaders of learning.

A submission from the Teacher Learning Network (Teacher Learning Network 2013) gives some of the background to this debate:

“In the 1990s under a conservative government [in Victoria] the concept of school principal without teaching qualifications was tested in community debate in Victoria. The argument ran that, ‘schools are a business with a defined outcome (see the later point for contestation of this) so we should get a business leader to manage the process to deliver that outcome’. The result of the debate, at one level, was the defeat of the government at the polls and the end of that discussion. However, the debate also encouraged administrators, leaders and academics to explore the research. The overwhelming view was that the principal of a school must be the educational leader in that workplace...”

“The implication of this is that principal must be a technical expert in the core business of the school as well as the overall leader with responsibilities as defined in the various leadership models...”

The school leaders in Western Australia with whom the Panel met overwhelmingly affirmed this view.

While they have many functions to perform as school leaders, educational leadership is at the heart of these and the ‘soul’ of the work. Other, more managerial functions are important, but the fundamental objective of school leaders is to bring about the best possible teaching and learning outcomes for students – and this requires educational leadership.

Schools are increasingly becoming the intellectual centres of educational thinking, expertise and decision-making. The Panel has observed this in Western Australian public schools, where this function has shifted from the central and district offices of the Department to schools and networks of schools, which the schools manage. As they lead the development of individualised education for all students, school leaders must be able to capture, analyse and respond to detailed data on student and school performance. These education professionals must devise strategies for different situations and frequently deal with external agencies involved in student welfare and other areas.

Beyond the school, it is school leaders who are a vital link to parents and the local communities that the schools serve. Increasingly, principals and deputies are expected to play important community development and liaison roles and to develop links with local business and community groups. Successful performance of these tasks is integral to excellence in educational outcomes and the success of the school system.

A Great Public Asset – Western Australia’s Public School Leaders

The Panel has been impressed by the dedication and commitment of the school leaders who have contributed to this Inquiry. These professionals saw their duties not as a job, but as a vocation to which they were committed.

The Panel formed the view that without these school leaders, and their dedication and commitment, Western Australia’s primary and secondary education system simply could not and would not function as well as it does. It became apparent to the Panel that the notion of service in the interests of the individual student and the community is alive and well in Western Australia’s public schools.

The Panel acknowledges the commitment to their profession shown by school leaders, their care and concern for their students, as well as the long hours the hours they put into their work.

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It is remarkable that in the face of constant change, and the very public accountability for student outcomes, school leaders in Western Australia have kept their focus on leading teaching and learning, to the extent that they have.

The changing nature of the work of school leaders

The Terms of Reference for the Inquiry asked the Panel to consider and report on

“Changes in the work of those in educational leadership positions (Principals and Deputies), including the increasing complexities in the type and nature of the work performed, the environment within which it is performed and the expectations within the Department, state and federal governments and the community of these roles, in the past 20 years”.

In order to do this, the Panel identified a number of areas for investigation. These have been grouped under the following three headings:

- changes in the complexities of the work;
- changes in the duties of school leaders; and
- changes in expectations of what principals and deputies do.

Changing complexities of the work

The Panel has identified a large number of changes in the complexities in the type and nature of the work performed by school leaders in Western Australian schools. Changes are broad and deep and involve both systemic changes, changes in curriculum, professional development and cultural and social changes.

The literature scan prepared to assist the Inquiry notes that changes have flowed from a number of educational policy contexts leading to increased complexity, including:

- changing social and governmental expectations on student (and therefore school) performance and outcomes;
- changing nature of the student body and the increasing need for individualised learning for significant numbers of students;
- changing economic environments, including globalisation and the increasing application of new technologies, both in government, business and social applications as well in education;
- changing structural and organisational arrangements for the delivery of educational services in schools; and
- growing recognition of the need for increasing professional development and training for the role of school leader (and other educators), especially in a structured and collaborative manner arising from these changed contexts.

In 2008, the Organisation for Economic Cooperation and Development (OECD) produced a Report *Improving School Leadership* in two volumes, both of which noted various developments affecting education in a number of countries including Australia (Organisation for Economic Cooperation and Development 2008a), (Organisation for Economic Cooperation and Development 2008b).

Pont notes by way of introduction to Volume 1, (Organisation for Economic Cooperation and Development 2008a, p 9):

“As countries are seeking to adapt their education systems to the needs of contemporary society, expectations for schools and school leaders are changing. Many countries have moved towards decentralisation, making schools more autonomous in their decision making and holding them more accountable for results. At the same time, the requirement to improve overall student performance while serving more diverse student populations is putting schools under pressure to use more evidence-based teaching practices.

As a result of these trends, the function of school leadership across OECD countries is now increasingly defined by a demanding set of roles which include financial and human resource management and leadership for learning.”

Also on page 22 of Volume 1 Pont states:

“The organisational arrangements for schools have changed significantly over time due to profound changes within the societies they serve. While school context and system level differences have differential implications for the exercise of school leadership across countries, a number of global trends have impacted on schools across OECD countries. Very broadly, over the past decades, school leaders in OECD countries have evolved from practising teachers with added responsibilities, to head teachers and bureaucratic administrators, to professional managers and, in some countries, to leaders of learning.”

Kimball and Sirotnik noted that school leaders today regularly face social issues dealing with families that are homeless and/or living in poverty, culturally and linguistically diverse families, those affected by child abuse and other marginalised groups, according to the literature scan. (Kimball, K & Sirotnik, K, 2000)

The WA Director General’s document on School leadership in 2012 (Department of Education, 2012) stated:

“The educational reform program in recent years has increased demand for highly capable school leaders. As we continue to move into an environment of greater school autonomy, Principals and their leadership teams are being given more control over matters critical to the success of their schools. They are expected to provide leadership that mobilises staff, parents and communities to work together to benefit student learning.”

“Along with the increase in decision making authority, there is the need for school leaders to accept responsibility for the decisions they make. Stronger accountability goes hand in hand with autonomy for school leaders.”

From meeting with school leaders and other stakeholders, the Panel has developed a picture of a Western Australian school system that has changed constantly and profoundly over the past 20 years. The work of principals and deputies has become increasingly complex over this period.

At one consultation, a school leader who had returned to the school system after 10 years absence had been “overwhelmed “ by the amount and complexity of the work being undertaken by school leaders:ⁱ

“It’s like being on a stationary platform and having to step onto a train flashing past.”

The new and emerging complexities as described to the Panel include:

- additional complexities arising from the progressive devolving of decision-making to the school level while at the same time responsibility and accountability for student outcomes has also become that of the school leadership team;
- increased public accountability for student outcomes as a result of the publication of national and international benchmark test results, particularly NAPLAN test results via the My School website;
- increased departmental (and public) accountability via Expert Review Group process with respect to schools perceived to be falling behind national standards;
- withdrawal of central office and district office supports and – at best – the re-location of resources in networks of local schools which are expected to manage those resources;
- allocation of many human resource functions to principals and deputies, including staff recruitment and other payroll related matters;
- additional complexities arising from changed learning priorities including inclusion policies providing for mainstreaming of education for students with a disability and the development of individualised learning plans for certain categories of students, e.g. Schools Plus students, students in child protection and all aboriginal students;
- additional complexities arising from funding for students with particular needs for which schools must apply;
- increasing complexities arising from the more frequent diagnosis of students with special learning needs, e.g. autism spectrum disorders, other developmental disorders and increasing prevalence of mental health issues, including at primary school level;
- increasing complexity of the family and social backgrounds of students, including migrant, asylum seeker, refugee and s457 visa holders;
- new and broadened curriculum offerings, including Vocational Education and Training in schools, and the need to deliver more flexible curriculum offerings;
- broadened community involvement;
- other changes to structural arrangements for school education, e.g. pre-primary placements, year 7 re-location and increasing the school leaving age;
- increasing Commonwealth involvement in funding of schools and involvement in a range of National Partnership Programs, e.g. literacy;
- increasing complexity of technology as a learning medium; and
- increasing expectations of schools as a result of social media and the effects on school communities.

Devolving responsibilities

Devolution of decision-making to the level of the school has been a constant feature of the WA school system over the past 20 years, dating back to the Better Schools program in the late 1980s (Harvey 1987). The changes are described in more detail above.

The system has now been re-structured so that only a small number of staff and functions have been retained in central offices. District offices have been closed and new regions created, headed by a Regional Executive Director (RED) to whom Principals are responsible (Constable 2010).

There are two large metropolitan regions (North and South) and six country regions. Both the metropolitan regions have in excess of 220 schools responsible to the RED. Although much larger in area, the country regions have fewer schools; as few as 22 in the Kimberley and 28 in the Pilbara. (Department of Education 2012, Annual Report).

All schools are now organised into networks – about 20 networks of 10 schools in each of the metropolitan regions and smaller numbers of networks in the other regions. There are some special networks, e.g. networks of Aboriginal schools. Each network is headed by a Network Principal.

With the closure of District offices, resources that used to be provided by central office or the District office have, according to the Department, been transferred or re-located to the networks. Staff previously based in central or District offices have in many cases been relocated to networks, but since the networks do not have an office as such, they are actually based in a school and are subject to control by that school's principal. This adds additional responsibilities to that principal and means that the responsibilities of the principal extend beyond his or her own school to the wider network.

Many school leaders expressed frustration with the way networks were operating. The Panel notes that the withdrawal of central and district support services and their replacement by resources based in local school networks has added a considerable layer of complexity to the work of all school leaders and in particular to that of network principals.

As one school leader stated:ⁱⁱ

“Under the restructure in Department (Regions and Networks) the expectation has been that school leaders’ deal, often without access to advice or training, with many matters that had previously been dealt with by District Offices. This has resulted in greater responsibility and accountability and made the duties of school leaders more complex.”

Devolving responsibilities has added a significant range of tasks and functions to school leaders, especially principals. Duties with regard to recruitment of new staff and other human resources functions are contributing to this increase in the complexity of the roles of school leaders.

Accountability

Many school leaders told the Panel that they welcome the opportunity to make decisions locally. However, strict accountability has come with local responsibility and decision-making. This is clear from the Department's compliance regimes and from the Director General's 2012 statement on Public School Leadership. (Department of Education, 2012).

Many school leaders referred to the detailed compliance regime that the department has put in place for schools. Schools must comply with a very extensive array of policies, guidelines and directives from the Department. The Panel was made aware of as many as 175 different policies on the Department's websiteⁱⁱⁱ. Many school leaders advised that there were frequent adjustments to these documents in weekly or even more frequent emails.

It appears to the Panel that school leaders are forced to choose what policies they will prioritise from this complex array since it is becoming increasingly difficult to respond to them all.

Regular and detailed reporting requirements have also been imposed on schools through the Department's School Improvement and Accountability policies and frameworks. (Department of Education, 2009).

Schools are often required to develop local policies implementing central plans. School leaders are further required to document these local policies and report against them. Many Principals who contributed to the Inquiry believed that most of these bureaucratic procedures took them away from their central responsibility of educational leadership.

From submissions made to the Panel it would seem that school leaders need additional administrative support in the school setting.

Accountability for the learning outcomes achieved by students is a major change in the complexity of the work of school leaders. Accountability is not just to the Department through the Regional Executive Director, but also to the school community and the public at large. This can be seen through the introduction of NAPLAN testing and the publication of each school's results via the *My School* website. School leaders must be able to analyse, understand and communicate their school's results to school boards, parents and citizens councils, parents generally and the broader local community.

The School Improvement and Accountability Framework (Department of Education, 2009) requires each school to undertake school-based self-assessments of student achievement, to undertake school planning processes including the development of a school plan and to publish annually a School Report. This is seen as a continuous improvement mechanism, and is a new addition to complexity. This School Report provides parents and other members of the community with advice about student achievement.

In addition, each school must comply with the Reporting Requirements for schools, described by the Department (Department of Education, 2013, p 11) as:

“a collation of legislative, policy and program reporting requirements in each school year. It includes mandated reporting requirements arising from Australian Government and State legislation, departmental policies and procedures and key departmental programs”.

Schools are also subject to a Standards Review (Department of Education 2013). This process is particularly important where schools are perceived not to be meeting student performance standards, e.g. with respect to the results for NAPLAN tests.

For local public schools (non IPS schools) such under-performance will trigger the attention of an Expert Review Group (ERG); a review team responsible to the Director General

*“... will closely interrogate the effectiveness of school self-assessment and improvement processes and school operations.”
(Department of Education 2013, section 4.5)*

School leaders often mentioned that the ERG processes were frequently public and concerns about the school's performance, whether real or imagined, were regularly and often sensationally canvassed in local media. Consequently significant pressure is placed upon school leaders who are left with concerns about the impact on the school, including on enrolments, and on the school's financial position.

In a written submission to the Panel, one principal described a range of factors leading to greater complexity, including:

“12) Greater and more onerous demands at audit resulting in more accountability for every moving part and documentary evidence within the business.”

“13) More compliance with respect to accountability for financial management, excursion/duty of care, academic achievement, enrolment and many more Acts of parliament than ever before including Ed Act, awards/EBA's (for all employees across the school), OHS, Equal opportunity, Work Safe, Workers Compensation and financial management in schools (the list is endless).”

“14) Monitoring of staff qualification and ongoing registration requirements including TRB, WWCC, mandatory reporting, ethical decision making, SID and CCC. ...”

“19) Scrutiny or accountability is so fine grained now that Expert Review Groups or even the Director General is, in the assessment of schools, such that reports are now developed and made public. The concern is that if problems get to that stage surely the system needs interim monitoring that is effective and not too

much too late. The publishing of reports is as much an indictment of the system as it has been of individuals and school."

"20) An annual report detailing the school' is now also required and is expected to comply with clear guidelines and expectations." iv

Another school leadership team noted the following areas of accountability:^v

setting up and maintaining whole school data management systems;

facilitating staff dialogue and expertise around analysing a suite of data;

reporting back to the school community – Annual Report, School Board, P&C;

developing whole school Business and Operational Plans - rewarding, but very time consuming;

Performance Management, especially around poor performers;

Dept. focus on peer mentoring results in added leadership responsibilities – we agree with the philosophy of peer mentoring, but as it is not resourced, it is just another job for the school leadership to organise;

networking with other schools – many more meetings and actions to be organised by the leaders in the school;

the focus on 'how' we teach rather than the what (agree with the focus) is time consuming for leaders;

supporting teachers to differentiate their curriculum to meet the needs of every student;

Schools Plus process all time consuming! Applications, case conferences, consulting outside agencies, supporting teachers and parents;

the role of education assistants has substantially changed to support the required needs of the learning program. Leaders are responsible for developing the skills of their EAs;

schools and networks are now responsible for developing professional capacity of teachers and education assistants and although this is better for our students, this creates another responsibility for the school leaders;

pastoral care – working through issues is the best way to go for our students, but a much longer process in comparison to years gone by when discipline was given and no questions asked;

constant review of policies, procedures, etc. very time consuming – need this for accountability.

submissions – the constant need to apply for money to offer 'extra' in the school, e.g. Stephanie Alexander Kitchen and Garden Program, ArtsEdge;

number of electronic surveys – always coming!;

medical processes – medical plans, catering for students' needs, another area of complexity once not there;

financial accountability and the increased responsibilities that has added;

merit selection of new staff is fantastic in meeting the needs of the students in your school, but once again an added responsibility of the school leaders; and

school boards – a great process, but an added responsibility for school leaders.

Individualised learning

The Panel has observed that schools have changed from being learning places which delivered a general curriculum across the classroom cohort, to become learning facilities expected to deliver a high number of individualised learning plans to all students. More detailed individual plans are required to be drawn up and followed for those with particular needs.

This extra layer of complexity for school leaders has occurred as a result of a number of structural changes and social changes. These include:

- inclusion of students with disabilities;
- increased attention to and focus on the needs of Aboriginal students;
- increasing diagnosis by medical professionals of students with particular medical conditions, such as autism or mental health issues; and
- arrangements for students in care or whose families are being supported.

Individualised learning - students with disabilities

The Department's website (Department of Education 2013a) states

"... there have been significant changes in the education of students with disabilities over the last twenty years."

These changes have flowed from the Review of Educational Services for Students with Disabilities in Government Schools announced in 2001. The Review's Report (Department of Education and Training 2004) *Pathways to the Future: A Report of the Review of Educational Services for Students with Disabilities in Government Schools* was subtitled "Building Inclusive Schools", and inclusive education has been a characteristic of WA public education since.

This Report (Department of Education 2004, p 39) noted that the role of school leaders would be critical to the success of these inclusive schools:

“Educational leadership and quality teaching are critical elements in the creation of inclusive learning environments for students. Effective school leaders and educators take responsibility for the overall quality of the learning program for all students.”

School leaders in mainstream schools now have additional responsibility for students with disabilities and are responsible for the leadership of additional education support staff.

Where possible, students with disabilities have now been moved from Education Support Centres to mainstream schools, and Education Support Centres are often co-located with mainstream schools. Principals of such schools must liaise with Education Support Centre Principals, and vice-versa, to provide the most inclusive educational opportunities possible.

In a submission to the Inquiry one principal described some of the aspects of this work:^{vi}

“The introduction of Education Support students into mainstream classes therefore requires considerable negotiation when making placements. Furthermore, the negotiation of paperwork associated with the Schools Plus application process to access FTE and teacher resources has been acknowledged to my colleagues and I at District Briefings as a significant impost on administrator time.

Each application for assistance must be supported by intervention strategies, IEP documentation and in most cases psychologist reports. This information must be collated then signed by the administrator.

In my case at Ballajura Community College I had a significant number of education support (3% of overall student population) and behaviourally challenged students necessitating considerable collation of information and documentation for both Schools Plus consideration and in order to gain access to some of the limited resourcing on offer which must be competed for.”

The work involved with inclusive education has added a large new area of complexity to the work of school leaders since 2004.

The Inquiry received a submission from the SSTUWA School Psychologist’s Committee^{vii} which described the work of school psychologists and the environment in which they work. The submission noted:

“Prior to the shift from Regions and Networks, the District Office

was the worksite of most school psychologists and matters including the line management responsibilities of performance management, professional development, mentoring, coordination of emergency responses, leave and allocation of staff to schools were managed from the District Office.

Now, most school psychologists are attached to a specific school and the relevant school principal has the line management responsibilities for that individual ... In some instances a school plays host to a number of school psychologists, but the school principal may not necessarily be the line manager of all these school psychologists.

There are legislative and/or policy matters which have been introduced over the past twenty years which add additional complexities and possible penalties for the system and/or the principal including: mandatory report of child abuse, requirements for working with children certificates for staff and some categories of school visitors, responding to complaints about staff and determination if there is a necessity to refer the matter to the Department's Standards and Integrity Unit."

This submission also notes the increasing complexity that has arisen from the greater emphasis on the individual learning needs of students, including through inclusive education, and the impact of this on the school leaders.

"Educational provision is seen to be more specific and targeted with schools being required to demonstrate its attention to individual student needs. The range of students in schools is huge, including from class to class. This span of differentiation has grown with 'inclusion practices'. System demands and parent advocacy (often supported by 'advice' from medical practitioners, 'agencies' and advocacy groups), makes the task of a school principal extremely complex as they juggle expectations, needs of all students and with an eye to the capacity of the school (resources, staff, infrastructure).

It is the view of the Committee that today we see a more regular and sophisticated relationship between principals and school psychologists in the areas of diagnosis for purpose of:
(a) effecting more appropriate and targeted learning programs for students; and
(b) attracting additional resources via Schools Plus; disaster response; staff health and wellbeing; and responding more broadly to social and emotional needs of students."

A submission from the Level 3 Classroom Teachers Association^{viii} also notes the impact of inclusion policies on the work of school leaders:

“Inclusion of students with disabilities into mainstream schools has resulted in workload and significant complexities in responsibilities for school principals and deputy principals over the past twenty years. The cut off point for access to education support has been raised and research seems to bear out that the profile of students with various needs has increased. Enrolment patterns have resulted in a significantly higher proportion of students with various needs in public schools compared to private schools, this bringing a greater intensity with the management of appropriate and targetted educational programs.”

Individualised learning - Aboriginal students

About eight per cent of students in WA’s public schools are aboriginal students (Department of Education Annual Report 2012). The proportion is much higher in regional and remote areas. In country areas the proportion of Aboriginal students is closer to 20% and in the Kimberley it is 63%. Some remote schools are 100% Aboriginal. For many Aboriginal students English is not their first language. Many Aboriginal students are at a higher risk of social and emotional problems than non-Aboriginal students. This translates into additional educational difficulties.

Aboriginal students are frequently considered at risk of not attaining desired educational outcomes. A 2006 Report (Western Australia Aboriginal Child health Survey 2006) noted (p.6) that there are disparities in educational performance between Aboriginal and non-Aboriginal students.

“Educational disparities in school performance between Aboriginal and non-Aboriginal children are larger than disparities found in health and mental health.... Disparities in academic performance are in the order of 30 to 40 percentage points regardless of the measure used for assessment. For instance, 57% of Aboriginal students have low academic performance compared with 19% of non-Aboriginal students — a disparity of 38 percentage points.”

WA has developed the *Aboriginal Education Plan for WA Public Schools 2010–2014* (Department of Education 2010) to respond to this concern.

Action 21 of this Plan calls for personalised learning plans for all Aboriginal students (Department of Education and Training 2010) and states:

“Schools will involve Aboriginal and Torres Strait Islander families, teachers and Aboriginal and Torres Strait Islander education workers in the development of personalised learning strategies for Aboriginal and Torres Strait Islander students from the first year of formal schooling to Year 10 to support improved educational outcomes. Issues relating to health and wellbeing that impact on education will be considered in this process through the cooperation of health services with the assistance of educational providers.

All schools must report annually on the number of Aboriginal students with personalised learning strategies in place.”

This means that some public schools may have individual learning plans for every student if, for example, the student cohort is exclusively Aboriginal.

Individualised learning - Intensive English Centres

During the 1980s, the Department established Intensive English Centres (IECs) designed to improve the English language skills of Non English Speaking Background students, especially recent arrivals. Deputy principals were appointed to head the IECs. An Intensive English Centre (IEC) provides specialist intensive English language tuition for newly arrived students requiring English as a Second Language (ESL) support, including humanitarian entrants and migrants. Students are entitled to receive one to two years of specialist intensive English support, depending on their language and learning needs.

The Inquiry received a submission compiled in consultation with deputy principals of Secondary School Intensive English Centres in Western Australia.^{ix} This submission notes the increasing complexity of this work:

“The nature of the complexity of issues that students and parents present with when enrolled at IECs are wide ranging and distinct from mainstream school Australian students. In particular, cultural, mental and physical health associated with trauma and stress experienced in countries of origin impacts significantly on the roles of teachers and Deputy Principals of Intensive English Centres.

The issues surrounding displacement caused by war manifest themselves in the day to day lives of a significant number of IEC students. Managing these issues in a school environment is a challenging task and requires the support of mainstream student services staff, outside agencies, and central office resources. These resources have become increasingly limited as central office staff in recent times have been moved from their positions back into schools leaving a vacuum for support services vital for supporting staff and students in Intensive English Centres.

This means that more pressure is applied to an already challenging environment and Deputy Principals are being required to do more with less. Deputy Principals of IEC do not get support for IEC Deputy Principal network meetings, they are not recognised and therefore attract no funding or support. This was not the case in the recent past.

As the number District Offices has reduced dramatically, support for IECs in Central offices has gradually been reduced to a trickle ...”

This submission describes the complex relationship between IECs, their deputy principals and the principals of the school in which they are located. The Panel considers that the submission raises a number of significant issues which warrant further investigation by the Department. The Panel notes that the work of and the relationship between the IECs and the schools within which they are located is an added complexity which must be dealt with by school leaders in the primary and secondary system.

Individualised learning - medical conditions

Students with particular health needs may also require documented plans. School leaders the Panel met during the consultations spoke of the increasing frequency of students with autism spectrum disorders and mental health issues that schools must now take into account.

One study on the prevalence of autism in Australia noted (Australian Advisory Board on Autism Spectrum Disorders 2007, p 10):

“Australia has witnessed an increase in the number of individuals being diagnosed with an autism spectrum disorder. For example, in Western Australia over the past two decades, the number of new diagnoses per year has increased nearly 20-fold (Birnbauer et al 1988; Glasson 2002) , with more than 200 children newly diagnosed with an autism spectrum disorder in 2004 (Glasson et al 2006).”

WA's Department of Education has an Autism Education Service. On its website the Service notes (Department of Education and Training 2013):

“The Autism Education Service and Disability Education Service, works collaboratively with school communities and parents to provide intensive intervention for students with Autism Spectrum Disorder (ASD)”...

The Panel's consultations with school leaders across the State confirm a rise in the rate of children presenting to schools with autism.

Individualised learning - mental health

The WA Commissioner for Children and Young people tabled the *Report of the Inquiry into the Mental Health and Wellbeing of Children and Young People in Western Australia* in the WA Parliament on 5 May 2011 (Scott 2011).

This Report at page 47 noted various reports on the prevalence of mental health issues in Western Australia:

“The most comprehensive research on the mental health and wellbeing of the half a million young citizens in Western Australia is the Telethon Institute for Child Health Research’s Western Australian Child Health Survey in 1995 and the Western Australian Aboriginal Child Health Survey in 2005. These surveys found that more than one in six children aged four to 17 years had a mental health problem and 24 per cent of Aboriginal children aged four to 17 years were at high risk of clinically significant emotional or behavioural difficulties.

Other Western Australian data has been obtained from the Raine Study which, in 2008, reported that 11.5 per cent of children aged two years and 20 per cent of children aged five years had clinically significant behavioural problems, with more than six per cent of the children having clinically significant mental health problems at both ages.

The 2009 results of the Department of Health’s annual health and wellbeing survey found that 8.5 per cent of parents with children aged one to four years, 29.5 per cent with children aged five to nine years and 28.7 per cent with children aged 10 to 15 years believed their child needed special help for emotional or behavioural challenges.

Since 2005, there has been a steady increase in the proportion of children and young people presenting to Kids Helpline counsellors with a mental health issue. In 2005, only 27 per cent of Western Australia counselling contacts involved a mental health issue whereas in 2009 this figure rose to 53.1 per cent; almost double the rate of five years ago and proportionally 18 per cent higher than the rest of Australia. “

The WA Health and Wellbeing Surveillance System Bulletin 4 released in September 2006 (WA Department of Health 2006, p.4) noted:

“The prevalence of children who have been treated for an emotional or behavioural problem has significantly increased since 2002.”

A significant number of young people in WA are being treated each year for mental health problems. The *Health and Wellbeing of Children In Western Australia 2011, Overview and Trends report* (Patterson, C, Joyce, S & Tomlin, S 2012,) notes in Table 97, page 84, that 13.5% of children 15 years and younger had had a mental health problem in previous 12 months and 11.6% were currently receiving treatment.

School leaders confirmed to the Panel that students with mental health issues are more common than 20 years ago, and were presenting with these issues at a much younger age than previously. One primary school principal told the Panel that he had had students as young as Grade 3 on 'suicide watch' at his school. Other secondary school leaders had also had students on 'suicide watch'.^x

One principal painted a graphic picture of dealing with mental health issues in his school:^{xi}

"I have disarmed students with weapons, have handled gun incidents, chased off intruders, one of whom had dropped an axe as he fled and dealt with the rehabilitation of both teachers and students who had been subject to verbal and physical abuse. I have had to try and negotiate the difficult scenario of trying to find mental health and alternative education provision for highly dysfunctional students. For example a student who was highly dysfunctional and should not have been mainstreamed assaulted five teachers over the course of a fortnight and seven of his peers. Unfortunately I was informed that there are no places where he can be more suitably located. The follow up rehabilitation of abused staff and ensuring their wellbeing and guaranteeing their safety is very stressful and again time consuming."

School leaders told the Inquiry that schools which must address the needs of students with specific learning disabilities may access additional funding. However, this brings with it additional complexities and requirements on the schools to work with external agencies on a number of these matters and to prepare applications for support for particular students. Resources once obtained must be managed and accounted for, again adding to the complexity of the school leaders' roles.

Other individualised plans

Other categories of students also require personalised or documented plans. The Department of Education and Training states that particular students require a documented plan (Department of Education 2011, p.4):

"... students whose attendance requires an individualised approach."

"... students with significant behavioural needs who require an individualised management program or who are subject to an exclusion order."

"... students with disabilities who are eligible for or are receiving supplementary resource provision."

"Students in the care of the Chief Executive Officer of the Department of Child Protection are often vulnerable and at educational risk. It is expected that each of these students will have a Documented Plan that is developed in collaboration with staff from the Department of Child Protection."

“ Students with chronic, long term or significant health care needs will often require a Documented Plan to address their academic and social needs in addition to a Health Care Authorisation.”

The Panel met with and received a written submission from Ms Helen Creed of the Western Australian Council of Social Services (WACOSS) in a Roundtable session. ^{xii}WACOSS spoke to the Panel about a number of issues facing children and young people in Western Australia at the present time. WACOSS noted that Western Australia has a high level of inequality compared to other States. Ms Creed noted that there were a large number of children and young people in care in WA, and a particularly high number of Indigenous children. Overall numbers in care had grown by 70% between 2006 and 2012. WACOSS had noted that this work added a considerable layer of complexity to the work of school leaders.

The Panel was told by school leaders that they are increasingly responsible for dealing with external agencies in the development, implementation and monitoring of individualised learning plans and the sourcing and engaging of the resources that go with these plans. The Panel was told that it was common to have at least a third of students with such plans dealing with one or more of a student’s particular learning needs. This has added complexity to the work of schools and their leaders.

New curriculum

School leaders referred frequently to the recent history of curriculum change that they said had been constant, even relentless. ^{xiii}

The submission from the State School Teachers Union of WA (SSTUWA) deals with this issue in some detail. ^{xiv}The SSTUWA notes that curriculum changes over the past 20 years *“have intensified to the point that the system openly talks of ‘curriculum’ change fatigue”*.

The submission states that previously new curriculum was supported centrally, including the provision of teacher and student resources as well as professional development. Now, schools are expected to manage these matters independently, or through networks of schools. The submission explains that that currently school leaders must:

*familiarise themselves with the proposed changes;
develop an implementation plan;
lead the implementation; and
be accountable for the results.*

The SSTUWA submission drew the Panel’s attention to the *Andrich Report* on curriculum and related matters released in 2009 (Andrich 2009). The SSTUWA submission notes that the expectations for the implementation of curriculum change were beyond the capacity of most schools and that they needed a higher level of support to ensure good and consistent outcomes. The SSTUWA submits that the key recommendations of the Andrich Report *“have been ignored”*.

These key messages included:

- acknowledgement of the huge responsibilities, expectations and workload placed on schools and school leaders in managing the implementation of curriculum change;
- the outcome which resulted in inconsistency of implementation between schools; and
- a clear view that schools must be adequately supported to ensure that effective curriculum change is realised.^{xv}

The SSTUWA's submission stated that the Department of Education has created Teacher Development Schools (TDS) as one of the Department's key strategies for supporting curriculum change. The SSTUWA submits that there are significant issues with the capacity of those schools to effectively support curriculum change across the system. A recent ban on travel *"has effectively ended all travel between schools for professional development purposes"* (p.8).

The Panel was frequently told at consultations that non-metropolitan schools in particular find it difficult to access professional development for curriculum purposes.

The Panel is concerned that the current systems for curriculum development are not adequate to this important task. Particularly there appears to be a loss of acceptance by the central system that it has a role to play here.

Broadened curriculum offerings – Vocational Education and Training (VET) in schools

Over the past 20 years, Western Australia's public schools have broadened their curriculum offerings with many secondary schools offering VET in schools programs. These programs offer nationally-recognised vocational training in trades and traineeships.

In these programs, students, usually in years 10 to 12, are working towards either full qualifications or individual Units of Competence while enrolled at school. Often, a student's program also includes a component of workplace learning where the student is able to apply and practice the industry skills in a real workplace. VET programs are overseen by an external regulator.^{xvi}

According to the WA Education Department (Department of Education 2008), most public schools have some VET in Schools programs on offer across a wide range of industry areas.

The Panel heard from principals in a range of schools offering an array of VET in schools programs. In some cases, dedicated facilities had been built to house these programs and in many cases the programs require an extensive amount of co-operation and interaction with local communities and local employers to support learning related to private and public sector employment.

WA's schools are also endeavouring to provide a broad and flexible range of curriculum offerings to students. The Panel spoke to school leaders in a number of regional centers in particular where local schools were coordinating their timetables to allow students from other regional schools to participate in particular subjects and classes. This requires a considerable amount of inter-school coordination and cooperation.

School leaders also noted the implications of a number of other changes in the structure and student cohorts in WA schools, including changes in the commencing age (which has particular groups of students still working their way through the schools); the change to the location of year 12 schooling and the increase in the school leaving age. The last change in particular has presented schools with a range of challenges attempting to provide for students who may not wish to still be in school.

Increased focus on early childhood

The past ten years has seen very significant changes in curriculum and expectation for the early years. Attendance for pre-primary students is now compulsory and four year old children are now guaranteed fifteen hours of kindergarten education per week.

The Early Years Learning Framework describing the principles, practice and outcomes essential to support young children's learning, and their transition to school was agreed nationally in 2009. Indicative of the impact of developments on early childhood learning was the release of the Early Learning Framework Education Guide and the establishment in 2011 of the Online Early Childhood Teaching and Learning Resources.

National partnership agreements

WA is involved with at least three National Partnership Agreements providing specific Commonwealth Government funding. In December 2008, The WA Government signed three Smarter Schools National Partnerships, being: Literacy and Numeracy, Low Socio-economic Status School Communities and Improving Teacher Quality. (Department of Education and Training 2013a)

Currently, around 190 WA public schools are participating in one or other of these national partnership funding arrangements according to the Department's website.

The submission of the SSTUWA (pp.15, 16) provides detailed information on the number and range of programs arising from National Partnership Agreements, including:

Trade Training Centres;
Digital Education Revolution;
Smarter Schools – literacy and numeracy and low SES school communities;
Youth Attainment and Transitions;

*Building the Education Revolution;
Quality Teaching;
Australian Curriculum Implementation;
ITC Innovation Fund;
Bullying and health;
National testing agenda; reporting and accountability: My School
and My Child websites;
Youth Connections; and
other programs.*

In addition, the SSTUWA's submission (pp. 16, 17) drew the Panel's attention to a range of Western Australian initiatives and programs which have also impacted on the work of school leaders.

While partnership funding arrangements bring additional resources to schools, the Panel was also told that these arrangements bring an additional layer of complexity, especially with regard to reporting and accountability.

Changing nature of the duties of school leaders

As the environment in which school leaders work becomes more complex and systems change, the nature of the work and the duties of principals and deputies has also changed. New professional standards for schools leaders have been developed and endorsed by governments, including in Western Australia. These have both influenced and reflected the underlying nature of the work.

The Panel has concluded that the nature of this change can be seen in duties regarding educational leadership, the breadth of relationships required to be established, staff management, financial management, government regulations and the requirements of legislative compliance, reporting and accountabilities and the implementation of public sector standards including ethical standards.

The Australian Institute for Teaching and School Leadership (AiTSL) is the national body set up to provide advice to the Commonwealth, State and Territory on matters concerning excellence in teaching and school leadership (Australian Institute for Teaching and School Leadership Ltd 2013). In 2011 this body released the National Professional Standards for Principals (Australian Institute for Teaching and School Leadership 2011). This Professional Standard is fully supported and endorsed by the Department of Education, (O'Neill 2012, p.4) for School Leaders in WA.

This Standard states (Australian Institute for Teaching and School Leadership Ltd, 2013 p.6):

"While leadership requirements are common to all leaders there are five professional practices particular to the role of the Principal:

Leading teaching and learning;

Developing self and others;

Leading improvement, innovation and change;

Leading the management of the school; and

Engaging and working with the community."



The Standard has been followed by the Australian Charter for the Professional Learning of Teachers and School Leaders (AiTSL 2012) which deals with the professional development needs of school leaders to achieve these objectives. This Charter affirms the importance of learning in improving the professional knowledge, practice and engagement of all teachers and school leaders to achieve improvement in student outcomes. Specifically, the Charter:

“endorses the importance of learning in building the professional knowledge, skills, confidence and ability of all teachers and school leaders to achieve improvement in student participation, attainment and well-being;

requires all teachers and school leaders to actively engage in professional learning throughout their careers; and

is a resource to inform and influence the planning, design and evaluation of policy makers and those who use, provide and fund professional learning.”

Some writers have noted the impact of new roles and duties on the work of school leaders. Professor Karen Starr, Foundation Chair, School Development and Leadership at Deakin University, describes the new roles for principals of large schools:

“The role now equates with that of a Chief Executive Officer of any organisation, with management of strategic planning, multi-million dollar budgets, industrial relations, facilities, marketing and public relations coming on top of the ‘core business’ of curriculum, pastoral care, teaching and learning.” (Starr, K 2009, p. 22).

Norton of Arizona State University found that in 1999, the role of school leaders has expanded significantly in the area of human resources administration (Norton 2003). Riley (page 8) points out that the roles of principals have been transformed from

“.. practicing teachers with added responsibilities to full-time professional managers of human, financial and other resources accountable for their results.”

Recent Developments in WA

In February 2012, the Director General of the Western Australian Department of Education released the document, *Public School Leadership - An initiative of the Director General's Classroom First Strategy* (O'Neill 2012). In this she states:

"The primary task of a school leader is to ensure that high quality teaching occurs in every classroom in the school."

The Department of Education and the Director General outline a wide array of functions and duties for today's school leaders, including those arising from the National Professional Standards for Principals. A summary of the functions of school leaders drawn from the Public School Leadership document mentioned above (O'Neill 2012) is that school leaders must now:

- provide leadership that mobilises staff, parents and communities to work together to benefit student learning;
- accept responsibility for the decisions they make;
- be innovators and build a learning culture for students and staff;
- develop relationships with community agencies and services;
- forge links with business and industry;
- be flexible to introduce changes in schools themselves *"rather than through central reform programs imposed on schools"*;
- share innovations and work in school networks and other collaborative relationships outside the school; and
- be leaders and effective managers of public resources.

The document also states that:

"While requirements for successful leadership in any industry or profession have some similarities, being a leader of a public school demands particularly sophisticated understandings and skills." (O'Neill 2012)

The Organisation for Economic Co-operation and Development (OECD) has noted an increasing tendency for school leaders to work 'beyond the walls' of the school and to work more closely with broader communities (Schleicher, A (ed.) 2012). This OECD report states (p.20):

"The OECD's comparative review of school leadership suggests that an important role for school leaders is that of collaborating with other schools or communities around them. Schools and their leaders strengthen collaboration, form networks, share resources, and/or work together. These engagements enlarge the scope of leadership beyond the school to the welfare of young people in the city, town or region. They can also nurture a culture where improving school leadership is accomplished across communities, to the benefit of all concerned..."

Western Australian Schools are now required to be part of regional and other types of networks and school leaders must manage these roles.

One issue for consideration by the Inquiry was the impact of the *National Professional Standards for Principals* on the duties of school leaders. It is the view of the Panel that these Professional Standards may reflect rather than direct the work of today's schools leaders in W A. The current direction flows from changes in the way public school education is now organised and provided in WA and is in line with the Director General's 2012 document on school leadership (O'Neill 2012).

It is clear from the Panel's discussions that school leaders now, when compared to 1991, have new and changed duties with regard to:

- whole of school teaching and learning;
- curriculum development;
- staff recruitment and management;
- responsibility for participation in local school networks re curriculum provision and development, professional development and in other ways;
- responsibility for financial management and control;
- Responsibility for reporting to the Department, school boards and councils and to the parent community;
- responsibility for building and maintaining relationships with external agencies, community organisations and businesses;
- increased responsibilities for individual student welfare, arising from the need to ensure that students with disabilities, child protection orders, from indigenous backgrounds and Non-English Speaking communities, each have appropriate personal educational plans in place, and that the paperwork associated with these students was in good order; and
- increased requirements to work with and support external agencies such as child welfare, police, etc.

A submission from the NSW Teachers Federation notes the impact of the National Professional Standards as follows:^{xvii}

"Such leadership roles (as described in the Standards) recognise that the principal of 2013 works in a much more fluid, unstable environment than earlier; that deep knowledge of education and practice must be combined with exemplary people skills; perception of local circumstances and acceptance of change..."

The scope of their responsibilities and the skills required to perform these tasks has broadened. Principals and senior executive staff are educational leaders, business managers, human resource specialists and community relations officers..."

School operations

The Panel's discussions with school leaders revealed that resources which were previously available to schools from regional and central bodies are often no longer available. As a result, school leaders are shouldering a greater burden at the school level with regard to both staff recruitment, curriculum development, managerial and operational activities, including with regard to financial, technical and administrative support.

Devolving responsibilities to schools has created a range of new and expanded duties for principals and deputies. For example, principals in Western Australia now have specific 'end of line' responsibility for the operation of their school in accordance with Departmental policies. Also, a range of administrative and personnel functions previously performed by the Department's central, regional or district offices have become the responsibility of schools and of principals in particular.

Financial responsibilities have also increased significantly. One school leader described the change in the following way:^{xviii}

"When I started in 1987, devolution started then. When I took over, the school budget was on the back of a telephone note pad. The degree of sophistication is now huge..."

A considerable number of responsibilities and tasks that were performed centrally are now done by school leaders. These include the hiring of staff for the school. This has become a major issue of concern for principals in particular. IPS schools as well as non IPS or local public schools now have some control over the hiring of staff. Local public schools must use the system known as *Staff Select*.

Many principals welcomed the opportunity to hire staff, but it appears to the Panel that this is not working efficiently and effectively, given changes to the way schools are staffed. School leaders constantly reported that the current system has dramatically increased the workloads of principals especially at the beginning of each school year.

It was stated by many principals that they had spent considerable days over the summer vacation searching for new staff to ensure that the school could open the beginning of the school year. This is a new responsibility, which is not unwelcome, but a serious burden on school leaders in its present form.

Many principals have reported to the Panel that they have spent a half or more of the summer period endeavouring to recruit suitable staff. Another principal told the Panel about working 14-16 hour days in term 4 last year to get staffing issues sorted for 2013.^{xix} This situation is also a particular problem in remote and predominantly Aboriginal schools.^{xx}

This situation was reflected in the SSTUWA submission (p.9):

In 2012, there was a change to the staff placement system to be used by all non-IPS. This system is known as Staff Select ...

principals are now required to assess a list of possible suitable applicants referred on from the central system. This added responsibility has not been resourced. Training in the process was inadequate ... and huge frustrations experienced with many school leaders (principals and deputies) spending significant periods in the 2012-13 break working to fill staff vacancies."

The Panel was told by principals that they spent many hours performing Human Resource (HR) functions, including payroll and leave approval functions. Previously this was not a part of their duties. These functions are demanding and persistent responsibilities and can be stressful when priorities need to be balanced in a time sensitive, resource intensive school setting. These duties take time away from their key role of educational leadership. In the past, the Department provided staff to schools and handled payroll and related HR functions. The SSTUWA submission also notes the role of school leaders in relation to staff performance management (pp. 9, 10).

The Department previously made available a range of services to schools, such as curriculum experts and experts in other fields, which provided welcome and necessary assistance.

The Department was also responsible for system-wide professional development of teachers in response to new programs and curriculum but this is now another responsibility of school leaders.

The Submission from the Level 3 Classroom Teachers Association notes a number of impacts on the duties of principals and deputies. These include:

*School maintenance;
Management of staff leave;
Student Behaviour Management;
Communications with parents;
Staffing;
Information Technology ;
Staff Performance Management;
Curriculum changes;
Regions & Networks;
Attendance of students;
Staff development;
IEPs for Aboriginal students; and
Before & After School Care.*

Some job requirements are not in the Professional Standards or existing position descriptions. One school leader told the Panel that principals are:^{xxi}

"expected to be experts in everything: bores/ramps for wheelchair access; water tanks; parking bay widths; water points, toilets, hands basins, etc"

"needs to be a building and building contractor manager."

School networks

All schools are now organised into Networks. There are about 20 Networks of 10 schools in each of the Metropolitan Regions with a smaller number of Networks in the other Regions throughout the state.^{xxii} There are some special Networks, for example Networks of Aboriginal schools. Each Network is headed by a Network Principal who also has responsibility for his/her own school. The Panel has been advised during the consultations that this means additional and more complex duties for these principals.

Staff that were based in central or district offices have in many cases been relocated to Networks. Since the Networks do not have an office, these staff are based in schools and are subject to control by the principal. This is a considerable additional responsibility for that principal.

The Panel notes that the withdrawal of central and district support services and their replacement by resources based in local school networks has added a considerable layer of complexity to the work of all school leaders and in particular to that of Network principals.

As a result, the duties of school leaders have increased. Some have additional staff to supervise, and control, while all principals are expected to work in collaboration with other schools to broker or deliver, for example, professional development opportunities to staff.

Some schools are now much more in control of their budgets. While this gives schools some flexibility in applying their funds, it also increases the demands on the school leaders to determine the best allocation of those funds.

While remaining accountable to the Department, school leaders are also required to be accountable to school committees or school boards regarding the financial performance of their school as well with regard to the educational outcomes for students.

The past 20 years have seen significant growth in the involvement of the Commonwealth government in school funding programs, some of which go directly to schools and others via State governments. School leaders must often apply for, manage and account for these additional funds. National partnership agreements have increased in their scope and application.

School building programs are also increasingly managed by principals, rather than the Department on behalf of schools.

The Panel was provided with details of the extent to which principals were involved in negotiating partnership agreements with multinational corporations regarding sponsorship and funding. An example of this was given by representatives from Rio Tinto.^{xxiii} The brokering of these arrangements requires the application of sophisticated negotiating protocols. The Panel notes that these are skills that school leaders are now needing to use, and will be required to develop in greater depth.

Private companies are moving away from providing money to schools as donations

and are expecting a more involved relationship. This places additional demands upon the duties of school leaders.

The Panel was made aware that principals and deputies are also seen as key people in local communities, liaising with business and community groups to fulfil and manage both school and community expectations. Sometimes this involved pastoral care arrangements in the event of a local tragedy, for example.

The Panel had discussions with the Executive of the Western Australian Council of State School Organisations Inc. (WACSSO). WACSSO is the peak body representing parents of public school children in Western Australia. It represents approximately 680 Parents and Citizens Associations (P&Cs) in Western Australia. Executive members identified the following functions said to be part of the new and enhanced duties of school leaders:^{xxiv}

*occupational safety and health;
financial reporting and accountability;
media interaction;
social media issues;
expanding curriculum offerings in response to a range of social issues;
achievement of NAPLAN results;
student well-being and pastoral care including management of support services and external agencies; other health issues such as allergies;
schools seen as “one stop shop” for a range of issues; and
management of family court and other care issues.*

In a written submission, one principal described the additional new duties to be as follows:

“School leaders are:

the face of public school education and as such are on duty 24/7 and are expected to be contactable throughout that time;

the “go to people” for the solution of any remotely related school problem including staff personal problems; and

innovators and problem solvers with respect to the now devolved and decentralized system. A system that demands consistent improved practice in every domain of operation.

Technological demands have added the dimension of duty growth from thousands of information and compliance sources;

Principals and Deputies work longer hours especially more remotely as technology is now so persuasive. Emails are collected, read and acted upon around the clock and on leave. The alternative is to work harder to catch up on email communication when back on site; and

similarly Ed-e-Mail presupposes that all information disseminated is read, actioned and complied with weekly.”^{xxv}

Technology

New technology has affected school and school leaders in a number of ways over the past 20 years. Technology is increasingly used in school administration and in pedagogy. A computer in the hands of each student is an increasingly frequent occurrence, according to school leaders with whom the Panel met.

One principal in a regional secondary school told the Panel^{xxvi} that over the past 20 years his school had gone from about 20 computers to nearly 1000, many of which were networked. This is a significant level of computer infrastructure that needs to be managed, maintained and replaced in due course. The principal had been told by his external computer maintenance supplier that the school had as many or more computers than some government departments but that these departments would have a number of full-time dedicated IT support persons. Schools must rely on contract IT staff or else dedicate teacher time to these tasks.

The information technology problems present serious challenges to school leaders. They reported that resources available for the maintenance and support of school computers are inadequate. In regional areas, support is more difficult and costly to obtain in a timely manner.

Technology has also had an impact on schools due to the increasing impact of social media on student behaviors, and family expectations of schools to manage these interactions between students outside school hours.

The use of information technology by the Department of Education does not appear to be assisting and supporting school leaders in their work. One deputy principal^{xxvii} wrote to the Inquiry saying:

“DOE and SCSA is continually stripping away support from schools and use the pretence that it is on line, go look for it. They have abrogated their responsibility towards us in the trenches. Their role should be to support me so that I have time to support teachers so they can better support students.”

The advance of modern technology has led to many school leaders being overwhelmed by emails. Many of these seek important information and require a prompt response. The constant stream of Ed-e-Mail was a source of complaint from many school leaders. It appears to the Panel that the number and scope of emails sent by Central office staff and Regional offices to schools has become unmanageable and needs urgent review.

School leaders gave examples where absences from their schools for a day or more left them on their return facing 400 emails. One school principal had so many he needed to regularly do his emails in his own time at home. Others attended to these on weekends.^{xxviii} Usually emails from the Department were not simple documents but contained links to other documents including policies that were required to be read. This could take a considerable period of time. The issue of “Ed-e-Mail” was also referred to in the submission by the SSTUWA. That submission included a sample of the regular emails received by school leaders.^{xxix}

The scale of the problem with emails and the frequency of the complaint about this matter strongly suggest that this issue has become a new responsibility and duty imposed on school leader. The workload created by this influx of emails is impinging on the capacity of school leaders to perform their core functions of educational leadership, and adversely affecting their work/life balance. The Panel feels strongly that this issue needs urgent attention by the Department.

The risk of information overload appears considerable. At one meeting with school leaders it was noted that:^{xxx}

“Information flow is constant, endless and immediate. Demands to comply and respond have intensified. (We are) particularly concerned about the associated risk management especially as many school leaders are dealing with this flow personally as they do not have a PA”.

Technology has become part of the problem, not part of the solution for school leaders. As the submission from the L3 Classroom Teachers Association notes:^{xxxi}

“The issue of maintenance of IT is huge in many schools. Twenty years ago IT was not in schools as it is today. Over the past twenty years the system has become more dependent on IT including for data gathering and accountability processes, staff management (appointment/salary/leave), provision of resources, PD and communications.

As IT use has expanded, unlike other government agencies, there has not been a build in of resourcing for dedicated maintenance staff in schools. Often school principals or deputy principals or another teacher have become the ‘self trained’ expert. It is an all consuming job and is taking people away from their core business of educational leadership and/or teaching and learning.”

Another school based submission addressed school technology issues in this way:^{xxxii}

“An enormous time and expertise load, which in our school adds to the complex role of the deputy. Receiving a limited ICT budget, we are forced to use our own staff to keep the ICT infrastructure and expertise, maintained and developing to meet the needs of our Curriculum and ensuring our students can access global education.

Some examples:

Ordering infrastructure is enormously time consuming as processes are different depending on the type of ICT and your school’s specific needs. It is not a one stop job;

Technology is constantly changing so a need to be constantly researching;

Knowing who to contact;

*Ongoing time to solve IT problems, especially in the classroom;
Exploring and trailing new technologies;
Educating staff, students and parents around ICT social issues
and responsibilities; and
New student log-ins to be set up each year for new students,
plus updating for Athletics, Bug Club, etc ”.*

Social media

School leaders told the Panel that social media has had a significant impact on schools. This has occurred in a number of ways according to the school leaders and others to whom the Panel spoke. Social media has changed the parameters of school responsibilities and social expectations.

Schools are expected to take responsibility for dealing with actions of students that occur in cyberspace. These actions can take place outside the usual school boundaries. Examples of this include cyber bullying outside of school hours, or anti-social interactions involving students at other schools.

School leaders find that they are now expected to ensure that the personal use of social media, by staff does not impact negatively on the school. They must encourage a professional approach to the use of Facebook and Twitter, etc. and mandate that there is no inappropriate content, or inappropriate use of social media by members of staff.

Other duties

Other additional duties identified in the course of the consultations included:^{xxxiii}

- workers compensation matters;
- management of teacher registration and working with children checks for staff as well as visitors;
- the need to check court orders (with relevant agency as to veracity and accuracy of application) and keeping of relevant records in case needed for court report back;
- additional layers in communications to parents e.g. SMS, phone, assemblies, website, case management, meetings, open days, parent nights;
- blurring of school-community boundaries and expectation that schools take up responsibility for issues arising outside school;
- impact of “fly in – fly out” workers - many schools find it difficult to make contact with parents who are away at work for extended periods;
- promoting the public school in a competitive school choice environment;
- seeking out partnerships with business and other organisations which will attract financial and other support into the school.

A new position description for principals and deputies

The Panel notes that Western Australian school leaders are part of the teaching staff of a school. The WA School Education Act 1999 (Parliament of Western Australia 1999) defines the term teaching staff to include ‘administrators’ and other teaching staff. The term ‘administrator’ is no longer in use, and has been replaced in current usage with ‘school leaders’. The Panel has been told by school leaders that they are educators, first and foremost. Many Deputies and even some Principals continue to teach in the classroom.

That Principals and deputies are part of the teaching profession is clear not only from talking to school leaders but also from their formal responsibilities under the School Education Act 1999 and the Regulations. Differences between the wording of the Education Act 1928, in force for most of the 1990s and the current School Education Act 1999, illustrate clearly the changes in the role and expectations of the office of school Principal.

Currently the duties of a school Principal are set out in section 63 of the School Education Act 1999 as follows:

*“(1) The functions of the Principal of a government school are to provide educational leadership in the school;
to have responsibility for the day to day management and control of the school, including all persons on the school premises;
to ensure the safety and welfare of students —
on the school premises; and
away from the school premises but on school activities, so far as that can reasonably be done;
to see that instruction provided in the school is in accordance with the requirements of —
the School Curriculum and Standards Authority Act 1997 ; and
any determination under section 67;
to establish a plan for the school in consultation with the Council and the school’s teaching staff setting out its objectives and how the objectives and priorities will be achieved;
in consultation with the Council and the school’s teaching staff to monitor and report on the school’s performance in relation to the plan referred to in paragraph (f);
to promote cooperation with the local community;
to encourage innovation in educational practice; and
to perform any other prescribed function assigned to the Principal by the chief executive officer.”*

The 1993 Award (WAIRC - *Teachers (Public Sector Primary and Secondary) Award 1993*), as amended also has a set of responsibilities for Principals:

Clause. 16: SCHOOL ADMINISTRATORS – DUTIES AND RESPONSIBILITIES

Consistent with, and without limiting clauses 6(3) and 12(1), and subject to clause 16(2), the duties and responsibilities of Principals include the following:

responsibility for the effective educational leadership of the school;

effective operation of the school;

the establishment and management of administrative and operational systems and resources including financial and physical resources;

responsibility for the welfare and wellbeing of staff;

supporting systemic succession planning, raising career aspirations and potential of staff; and

ensuring the school is operating according to departmental policy.

The Panel is of the view that the descriptions in the School Education Act 1999 and the Award 1993, fail to capture the extent that Principals are now held accountable for student outcomes, have responsibilities for working beyond the school parameter and also that they have accountabilities associated with the delivery of broader public policy outcomes (some not directly associated with education) through the school. A review of these definitions is therefore warranted.

Principals

Many of the concepts emerging from research into educational leadership since the early 1990s have now been incorporated into the *Australian Professional Standard for Principals* (AiTSL 2011).

The Standard was developed to “define the role of the principal and unify the profession nationally, to describe the professional practice of principals in a common language and to make explicit the role of quality school leadership in improving learning outcomes.” (AiTSL 2011)

It is based on three leadership requirements/capabilities:

- vision and values;
- knowledge and understanding; and
- personal qualities and social and interpersonal skills;

These requirements are enacted through the following five key professional practices:

- leading teaching and learning;
- developing self and others;
- leading improvement, innovation and change;
- leading the management of the school; and
- engaging and working with the community.

The framework created by the Standard provides an appropriate starting point for the development of modern position descriptions for the role of principals and deputies.

The Panel itself has concluded that a full definition of the key role of Principals in WA public schools will contain the following elements:

- leading teaching and learning based on a culture of high expectations;
- planning and establishing priorities to achieve results;
- communicating and consulting about the vision - within the school and externally to the community;
- aligning and marshalling resources;
- building and sustaining productive relationships and partnerships(internal and external);
- leading, mentoring and developing staff;
- pastoral support for students and parents;
- delivering and being accountable for public policy outcomes;
- managing the system dynamic; and
- risk analysis and management.

The three final elements in the Panel's list add to the Australian Standards for Principals' key responsibilities that the Panel observed were present and expected of principals in Western Australia.

Deputy Principals

It has become evident that the role of deputy principals has not been studied or analysed to any great extent. The Panel was told during a roundtable discussion with staff from the Australian Institute for Teaching and School Leadership, that it was not doing any current research with respect to deputy principals, but that the *Professional Standard for Principals* applied to the leadership team which includes deputies.^{xxxiv}

It was put to the Panel on a number of occasions by deputy principals that a clear definition of their roles and responsibilities was desirable and would assist in their development.

In Western Australia, there are many types and sizes of schools. Some do not have deputies. Others have a number of them with a range of roles, such as teaching, timetabling, student discipline, and curriculum development. Deputy principals must



assume the day to day management functions of schools when the Principal is attending to other matters away from the school.

The Panel has formed the view that it is timely for a thorough review of the roles and responsibilities of deputy principals to be undertaken by the Department, in conjunction with the SSTUWA.

The Panel is concerned that there does not appear to be a clear understanding of the key elements of the deputy role. Some appearing before the Panel advocated leaving the role of Deputies undefined in order to allow for this role to develop organically at the school level. While the Panel understands the motivation for this approach, the Panel is concerned that without some description of the key elements of the deputy role there is a potential for the role to be underdeveloped and underappreciated. The core or key elements of the role can be commonly described and defined with the flexibility in role descriptors to take on board local variances.

In a written submission to the Inquiry the Teacher Learning Network (2011) presented the following table suggesting a progression from teacher leader, through middle manager to school leader adapted from the work of Professor Frank Crowther, University of Southern Queensland.

| Teacher Leader | Middle Manager | Principal |
|--|--|--|
| <p>In a school functioning on a model of 'parallel leadership', Frank Crowther argues that a Teacher Leader:</p> <p>Conveys images of a "better world"</p> <p>Demonstrates high quality teaching expertise</p> <p>Facilitates the development of school wide pedagogical principles and processes</p> <p>Confronts barriers to democratic and socially just practices</p> <p>Manages school wide projects efficiently</p> <p>Nurtures a culture of success</p> | <p>In a well functioning school, an effective middle manager will:</p> <p>Demonstrate skills in mentoring, feedback and team building</p> <p>Have direct input into strategic planning, derived from an in-depth knowledge of policies, processes, school culture and history</p> <p>Make a significant contribution to recruitment, induction and performance management of staff</p> <p>Model management skills including budgeting, chairing meetings, time management and his/her own professional development</p> <p>Manage the expectations of diverse stakeholders and deal with potential conflicts eg between colleagues, between parents and teachers</p> <p><i>*This wording is adapted from the Frontline Management competencies.</i></p> | <p>In a school functioning on a model of 'parallel leadership', Frank Crowther argues that the role of a principal is:</p> <p>Visioning</p> <p>Creating a collective identity</p> <p>Aligning organisational elements</p> <p>Distributing power and leadership</p> <p>Developing external alliances and networks</p> |

The Panel is of the view that reviewing the transitions from teacher leader through to principal would be an appropriate starting point for developing a position description for the role of deputy principals and to identify a development plan for them towards principalship, a matter taken up in a later Chapter of this report.

The Panel considers that the nature of the work of school leaders and their duties has changed considerably over the past 20 years. School leaders, as described by the *National Professional Standards* and WA Department of Education policy statements, are both educational leaders and managers of schools, and more. It is a role that is virtually unique – a powerful combination of professional excellence, leadership and managerial control.

Changing expectations of school leaders

The changing expectations of school leaders from within the Department, state and federal governments and the community, over the past 20 years, is another area the Panel was asked to investigate.

The Panel has concluded that there have been changes in the expectations placed upon school leaders by many different actors in society. Some of this has evolved out of changing community standards, while other changes involve professional practices, altered responsibilities and increased areas of involvement. Many changed responsibilities and accountabilities are the direct result of Government policies.

The Australian Institute for Teaching and School Leadership (AiTSL) has undertaken work on the various dimensions of school leadership as part of the Smarter Schools National Partnership initiative. In July 2011, AiTSL published a Select Literature review of *“Strategies to develop school leadership”* (Dempster, et. al. 2011).

In the Australian setting, the Review noted (Dempster et al 2011, p. 6):

“According to Starr (2009), the context in which school leaders work is characterised by two major influences. First, a market-economy emphasis in politics and public policy has provoked much structural reform over the past two decades. Competition, consumer choice and accountability are three policy imperatives which have affected schools and their leaders. Second, when these imperatives have found expression in education, they have led to pressures for enhanced parental choice, changed roles in school governance, greater regulation of curriculum and assessment requirements, standards for both teachers and leaders, and school performance comparisons based on student achievement. Authority and responsibility has been devolved to schools, significantly increasing the role and responsibilities of principals. A number of national and international studies show that the role of principals has changed considerably over this time (Bush, 2009; Gronn, 2007; Day, Harris, Hadfield, Tolley & Beresford, 2000; Ainley & McKenzie, 2000).”

This Review found (p.7) that in Australia:

“The policy environment in which principals are expected to lead their schools is complex and demanding. It involves far-reaching initiatives, most with mandated requirements, all with high political and public expectations, explicit competition and transparent accountability, and some with tangible rewards. All are aimed at driving improved performance by schools, principals, teachers and students.”

Tony Bush, Institute of Education, University of Warwick in the United Kingdom, in

his consideration of the relationship between leadership development and school improvement in a number of countries, notes that principals and deputy principals are expected to constantly adapt to change in terms of their accountability and adaption to technological advances (Bush, 2009).

According to the *National Professional Standard for Principals* (the Standard), Principals are expected to contribute “to the development of a 21st century education system at local, national and international levels.” (Australian Institute for Teaching and School Leadership, 2011, p.2).

MacBeath notes that changed expectations include: extra demands continually added to their role, constant change, a significantly increased workload, for example, a seventy hour week, and a vulnerability of being sacked (MacBeath, 2011).

In 2012, the WA Director-General of Education issued a statement on public school leadership setting out Departmental expectations (O’Neill, 2012). These expectations can be summarised as:

- school and system leadership;
- ensuring high quality teaching and learning;
- encouraging innovation at a local school level;
- development of staff and parent relationships;
- development of relationships outside the school;
- combining leadership and management of public resources; and
- being collaborative in learning from others and extending their leadership capabilities.

What does society expect of principals?

Despite the existence of explicit statements about the work of school leaders such as those in the *National Professional Standards*, or in WA Director General’s *Statement on School Leadership*, it can still be unclear as to what society expects of schools and their leaders. As a submission from the Teacher Learning Network (Teacher Learning Network, 2013 p. 6) notes:

“In contemporary Australia, there is no community agreement on the purpose of schooling. The government has defined it as achieving top five results, internationally, on selected literacy and numeracy tests.

Schools as institutions, for a period of time following 2007 and the implementation of the BER, had a primary economic stimulus function for the broader society, diverting principals from education management to building project management. Many teachers in schools and academics in tertiary institutions seek a higher purpose for learning than just achievement of test scores across standardised tests; they seek to create individuals

who will challenge, innovate and lead society in a new direction. Employers continue to seek job-ready employees, and in many cases see training those employees as a business cost rather than an investment and consequently demand more of schools.

Many parents emphasise the pastoral function of schooling with schools focusing on personal, social and emotional wellbeing, care and counselling, physical wellbeing (including in some cases food programs) and a guarantee that their child will be protected from bullying.

As a community we have entered a period of doubt about our cultural heritage; evidenced for example in the history wars; the role of ANZAC in our national psyche; our relationship with the indigenous peoples; the suggestion by the former Prime Minister, John Howard, that public schools are value free; and the ongoing debate about what belongs in the canon of literature to be taught to students. The debate about the content of an Australian Curriculum is a prime example of the contested nature of schooling itself.

While as a community the debate on each of these issues has merit – a school principal is responsible for setting the direction of his or her school community here and now. As a community we are unable to give that Principal a clear unambiguous and agreed purpose for school education and our expectations on what the teachers at that school should be achieving with and for the student population.”

The Panel formed the view that the expectations of school leaders from the WA Government and Department of Education are multi-dimensional and not easily fully met.

The WA public education system is expected to deliver the best possible outcome for each student in the system and to respond to the needs of all families who send their children to public schools (O’Neill, 2012):

“School leaders have students’ best interests at the heart of every decision they make. When driving improvement in their schools they ask the question: What is in the best long term interest of our students?”

The dimensions of the work of school leaders are broad and deep. School leaders seek to apply big picture policies, programs and curricula through their teaching staff in a manner that meets the learning needs of each individual student. Expectations of principals have changed substantially.

Early years transitions

In Western Australia, the education system is increasingly integrated from early childhood education and pre-primary years to Year 12. The Western Australian government has also announced the creation of sixteen Child and Parent Centres to be located in a number of cases with primary schools. While these centres are to be run by non-government organisations, primary principals will be expected to work closely with these centres in preparing children for school.

The Panel met with Rosemary Cahill, Director of Early Childhood Education, for the Department of Education to discuss the developing relationships between early childhood education and schooling in WA. Ms Cahill referred to the relationships between the centres – to be run by the Department of Health – and the Education Department. Ms Cahill noted that primary principals would be ex-officio on the governing body of these centres to ensure co-ordination with the school.^{xxxv} There have been many changes in early childhood education provision in WA over recent years to ensure an integrated approach and introduction to schooling.^{xxxvi}

WACOSS's Helen Creed also spoke to the Panel about these new centres and the new roles and relationships now expected of primary principals in relation to early childhood education and the new Child and Parent Centres.^{xxxvii}

The preparation of children for schooling in Western Australia was reported to be a significant issue in WA. As the SSTUWA Submission to the Inquiry notes, Western Australia has a high percentage of children who are developmentally delayed when they commence school:

“The Australian Early Development Index (AEDI) has identified that WA has a higher number of children than the Australian average who are developmentally vulnerable when they enter school and it equates to 1 in 4 or 24.7% of the 6,435 children in 2012. In low socio-economic areas it rises to 37.4% and for aboriginal children the figure is a startling 52.3%.”^{xxxviii}

Primary and secondary school leaders are now expected to deliver excellent outcomes in a decentralised system of education in which local schools and networks of schools are expected to respond innovatively to local needs. On the one hand, the Department does not see itself as responsible for delivering outcomes: that expectation has been shifted to the school. On the other hand, the Department maintains a tight evaluation, reporting and compliance framework around schools and school leaders. Schools not living up to expectations can expect close scrutiny and review.

School leaders are expected to be both educational leaders and careful managers of staff and resources. They are responsible for human resource management. There is an expectation of a knowledgeable, fair and just application of employment relations practices by principals and deputies.

Schools are now expected to be as inclusive of as many students with special needs as possible and to cater for a student body with a wide range of educational and social needs. All students and their parents expect the school to deliver particular outcomes for them.

Expectations from parents can be unrealistic and sometimes difficult to manage, putting considerable pressure on school leaders. One principal reported to the Panel that:

“Parents can be rude and have different expectations than in the past.”

He went on to add that these expectations often lead to *“anger issues”*.^{xxxix}

Individualised teaching and learning tailored to the needs of individual students or groups of individual students is now a key expectation. As one school leader said:

“We spend hours and hours with students in developing individual behaviour plans...”^{xl}

School leaders are expected to work with and respond to a number of external agencies also interested in the well-being of students.

In certain situations it becomes obvious how complex the work of school leaders can be. The Submission from the SSTUWA School Psychologists Committee drew on a recent example of a school fire and the range of tasks the school leaders had to undertake in response:

“The recent Mt Lawley PS fire saw the need to take into consideration the trauma of the students and families, the facilitation of transition of children with disabilities such as autism into temporary facilities, oversight of transition arrangements including community consultation and communications, staff stresses, rebuilding resources of the school and staff and a myriad of other factors to assist with the continued provision of the education programs of the students. The school principal and deputy principals also have the additional responsibility of attending to matters associated with the rebuild of the burnt school and preparations for transition back to the school. Responding to and coordinating media and generous offers of support also needed attention.”^{xli}

Schools at the centre of their community

To a much greater degree than ever before, schools are now a focal point of the community with regard to young people of school age and the school leaders, especially the principal, are central to the school-community interaction.

To the Panel, this appears to be particularly true in Western Australia where the public education system includes early childhood education and pre-primary education as well as primary and secondary schools. Principals have a role in ensuring that all children in their area have an early childhood/pre-primary place.

At one consultation in a regional area, an apology was submitted by a principal who was unable to attend due to a serious incident in the school's locality.^{xiii} This had affected the local community and the principal felt that he had to respond to the community's needs. This type of close community connection appears to be becoming more typical and normal in a school leader's life and work, especially in regional areas.

Another school leader put it this way:^{xiii}

“School is a community possession. The expectation is that school is also a social network centre – providing information and experience sharing with other parents, that school will facilitate experiences, that school is a hub for all sorts of services and problem solving – we are supporting nuclear families as extended families.”

Expectations of principals in regional and remote communities appear to be particularly acute. The Panel was told that school leaders are well known locally and cannot escape into anonymity on weekends.^{xiv} This is especially true for school leaders in Aboriginal communities.^{xiv}

Schools leaders advised that they are expected to respond to a much wider range of situations than in the past; for example, with respect to the death of a student as a result of suicide or accidental death. Schools become a focal point for community grieving and school leaders often act as spokespersons for the communities involved.

Communities of students now go beyond the boundaries of one school, due to the commonplace interactions of young people through social media. Events that directly affect students at a particular school may now have ramifications in other local schools as well and school leaders need to be aware of and respond to these issues that have occurred beyond their school.

School leaders told the Panel that they thought schools were increasingly being asked to be a “one stop shop” to address a wide range of social, and in some cases even personal and family issues.

“My job is mainly to be a peacemaker and a counsellor of parents – I spend time helping parents to be better parents.”^{xlvi}

Another principal had a similar view about current expectations of school leaders.^{xlvii}

“Principals and deputies are:

1) Everything to everyone:

- a peace maker in domestic strife between parents/carers and children;*
- police when students misbehave in the community;*
- solvers of child protection problems;*
- solvers of social problems including poor student behaviour resulting from poor parenting, cyber-bullying even when 95% occurs external to the school, poor attendance and truanting students without regional/Central Office support; and*

2) The end point of accountability to all stakeholders for the plethora of performance criteria expected by each group, parents, REDs, DG, special interest groups and external reviewers.”

And again, another school leader said ^{xlviii}

“Now schools are expected to be everything. Now it’s not just about education but about the expectations that schools can provide services across a wide range of areas.”

Schools are now important intermediaries with regard to at risk students subject to care applications and orders, and also with respect to responsible parenting programs. It was said to the Panel that:^{xlix}

“Responsible parenting agreements are being managed through schools not the Department of Community Services. The required meetings, documentation, accountabilities and even just the scheduling of such meetings can be hugely burdensome in time and dollars to the school.”

Another principal stated:^l

“There are kids at school under DCP (Child Protection) – the school is required to do the plans and the paperwork for each child– not the DCP.”

School leaders told the Panel that schools were increasingly being asked to respond to a range of social and community concerns and to include, in an already crowded curriculum, extra modules to address these concerns.

The Panel met with Yvonne Henderson, WA’s EEO Commissioner who spoke about the need for schools to create and maintain non-discriminatory environments for both staff and students. The Commission was interested in a range of matters but

of particular concern at present was a campaign against homophobic bullying, most of which was occurring in schools. The Commissioner was working with schools to address this issue. A steering committee had been established to respond and to develop materials to assist schools. It was working through principals. Principals are important to set the culture and approach for the school community at large.^{li}

Similar issues were noted by the the SSTUWA GLBTI Committee submission:^{lii}

“There have also been changing complexities and expectations, in relation to the GLBTI area both by the community and the Department, in that all Principals are expected to have both the knowledge and the skills to address bullying and cyber bullying..., particularly with GLBTI students, and those students that are perceived to be GLBTI.”

As schools are being held accountable for student learning outcomes, there is an increasing focus on the individual performance of each school rather than of the system as a whole. Parents can be very well informed and in many cases are very demanding of schools.

The advent of mobile phones and other devices means that what happens in the school quickly travels beyond the school.

In other cases, schools may have the opposite problem – a lack of effective communication. In some cases, the Panel was told, it is hard to make contact with parents who may be “fly in - fly out” workers who are away from home for extended periods.

National and state testing

School results, e.g. with regard to NAPLAN tests, are publicly available through the My School website and are widely canvassed in the media. This brings the performance of schools into sharper public focus and awareness. This became a significant point of discussion during a number of consultations.

The Submission of the SSTUWA notes the changes that have taken place over the past 20 years with regard to student outcomes or performance. On page 24 it states:

“Testing used to be largely a school based activity”.

In 2013, schools must engage in a number of testing activities, the outcomes of which are reported widely. The SSTUWA identifies the existence of international testing for PISA and TIMMS, national tests (NAPLAN), on-entry testing, Australian Early Development Index Test (AEDI), Western Australian Monitoring Standards in Education (WAMSE), science literacy and a number of testing programs which preceded these tests.

The SSTUWA submission notes (and school leaders told the Panel during consultations) that test results are increasingly seen as the key measure of a school's success and thus play a significant role in the accountability for school leaders. As stated at page 5:

“School leaders, in particular principals, are subject to public critique/criticism via media as it reports on NAPLAN results and TER successes and failures”.

External review processes

Schools which are considered to be underperforming in relation to these tests are subject to an Expert Review Group process (ERG). Parts of this review are made public and schools may experience the negative effects for months or years. School leaders are now expected to deal with these processes and the consequences. Serious concerns were reported to the Panel about the way the ERG processes were carried out and the detrimental effects they often had on school communities.

The Panel considers that external review is a useful tool if managed correctly. The Panel has concluded that despite the intention of the *School Improvement and Accountability Framework* (Department of Education, 2009), the focus of the ERG process appears to be on identifying problems with little if any consideration of context.

School leaders have expressed concern about an explicit link to performance management and ERG processes. There are also significant work implications for principals in preparing for a review and responding to it.

The Panel considers that there is merit in revisiting the *School Improvement and Accountability Policy and Framework* to evaluate the effectiveness of the balance between school improvement and accountability objectives. The Panel is concerned that there is an over emphasis on accountability.

In the Panel's opinion, WA's education system would benefit from a focus on a wider range of reviewed outcomes, an explicit recognition of the context of the school in the review process, and more explicitly identifying and recognising strengths as well as areas for improvement. Where issues are identified, schools must have access to the resources to respond to these. Performance management of the leadership team should be treated as an entirely separate process.

School attendance

Changes in the school entry and leaving ages have increased expectations on schools, especially at the leaving age level. The school leaving age was raised in 2006. Schools are expected to offer attractive learning opportunities to older students who may not wish to be in school.

School leaders are now responsible for managing attendance issues (Department of Education 2011):

“The principal is responsible for creating and maintaining a safe and positive learning environment which promotes engagement and participation, and for the management of regular school attendance.”

Moreover, raising the school leaving age has caused attendance problems. One school leader told the Panel:^{liii}

“The raising of school leaving age has caused problems. Our school now has 70-80 registered students not attending school. The school must find out why including by doing home visits, which can't be done on one's own. Now dealing with 16-17 olds who we have to keep following up.”

Another leader in a regional area also raised this issue:^{liv}

“We have attendance issues. The school can get funding for this but the work involves more staff and management – and becomes more complex. Our school funds an attendance officer, in fact we have 3.5 FTE positions. The school has an attendance bus.”

Previously, school attendance was a district responsibility. This responsibility has now been devolved to schools and while resources are available, staff must be found to run the attendance program and they need to be managed by the school leaders.

New curriculum

The planned introduction of a new Australian curriculum in 2015 has increased expectations of local schools and school leaders who must work in a decentralised way to develop resources for the new curriculum for local use. Some leaders contrasted this methodology with that utilised in Queensland where resources are being developed centrally and made available to schools via a website.^{lv}

The Panel was informed that curriculum change has been constant over the past 20 years. Previously, the Department developed resources and rolled out professional development to support the changes. Today schools are expected to do this work through locally managed networks.

As curriculum offerings broaden, for example into vocational education and training pathways, school leaders are expected to liaise and interact with a range of other education, community and business organisations. One principal in a regional area with an agricultural focus described a range of relationships outside of the school

that his school was expected to manage as follows:^{lvi}

*TAFE;
University Campus;
Residential college;
School Farm;
WA College of Agriculture;
Skill Hire,
Private RTOs;
Follow the Dream;
Polly Farmer Institute; and
SMILE (disengaged students).*

This school was expected to enter into agreements and arrangements supporting these relationships as well as arranging Vocational Education and Training courses and making workplace learning arrangements. This was in addition to working with the on-site Education Support Centre and its principal.^{lvii}

The Panel was advised that schools are now much more involved in school to work transitions. Schools must juggle the demands of the curriculum with the demands of local employers, for example, that students be 'job ready' as well as achieving academic outcomes.

Governments, parents and society expect a great deal from their public schools. They expect schools to provide the best possible educational outcomes for students. The Western Australian government has been devolving authority and accountability to schools and school leaders over the past 20 years. School leaders are expected to get results – the responsibility stops with them and not elsewhere.

Local public schools are expected to provide not just education but to be a place where problems affecting young people are resolved. Some school leaders feel that they are being expected to deal with every social issue that arises. In this age of information technology and social media there is an expectation around the idea of instant solutions for problems as they arise.

Principals and deputies now have a much wider range of duties to perform in a more complex and decentralised authority and accountability framework than 20 years ago. Expectations of what schools and their leaders can and should do have grown enormously.

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- viii Submission from L3C Teacher Association
- ix Submission by a Deputy Principal
- x School Leader Consultations – Kalgoorlie
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- xii WACOSS Roundtable, 11th April 2013
- xiii For example, Consultations, Geraldton, 5th March, Mandurah, 16th April
- xiv Submission from the SSTUWA, p. 6-8
- xv Submission from the SSTUWA, pp 7
- xvi Consultations, Bunbury, 19th March
- xvii Submission from NSW Teachers Federation, p 5
- xviii Consultations Geraldton, 5th March
- xix School leaders consultations – Geraldton
- xx Submission by SSTUWA ATSI Committee, page 1
- xxi Consultations Broome, 15th March
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- xxiii Roundtable Consultation 11 February 2013 - Perth
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- xxvii Submission
- xxviii School leaders consultations – Karratha, and most others.
- xxix Submission by SSTUWA, page 12 and Appendix C
- xxx Cottesloe, 11th March
- xxxi Submission from L3C Teacher Association
- xxxii Submission by a Primary School
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- xxxvii WACOSS Roundtable 11th April 2013
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- xxxix School leaders consultation – Kalgoorlie
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- xliii Consultations, Gosnells 18th March
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- xlvi Consultations – Kalgoorlie
- xlvii Submission - SHS Principal
- xlviii Consultations Kalgoorlie, 10th April
- xlix School leaders forum 11th March
- l Consultations – Kalgoorlie
- li Roundtable, 12th February
- lii B-LEGITS submission to the Leaders Inquiry, page 3
- liii Consultations Geraldton
- liv Consultations Geraldton
- lv Consultations Bunbury
- lvi Esperance school leaders' forum
- lvii Esperance school leaders' forum



A much more systematic approach to developing the skills of school leaders is required. The development of current school leaders, and a pool of aspirants capable of taking on the roles in the future, is a system responsibility not something that should be left to individuals, schools or even Networks.

Adequacy of system supports

The Terms of Reference asked the Panel to consider:

“The structural and system supports necessary for those engaged in educational leadership positions to adequately meet the needs of children and young people and the community, department, state and federal government and education fraternity expectations of the role”.

The Panel noted that to successfully provide the best environment for educating children, it is important that those in school leadership positions have access to an appropriate and adequate system of supports. In particular, the requirements of school leaders in rural, remote, isolated, and difficult to staff schools must be met with a good system of supports.

“There is a lack of support for principals in isolated areas. This is impacting on me - used to ring District Office - have no deputy - need support for L3 principals in particular. Especially for curriculum support and particularly for Australian curriculum.”ⁱ

The depth and breadth of change associated with the roles of principals and deputies identified in the previous Chapter of this Report documents the changed context within which system supports need to be assessed.

In 2012, the Organisation for Economic Cooperation and Development published a key report: *Preparing Teachers and Developing School Leaders for the 21st Century - Lessons From Around The World* (Schleicher, A, 2012). This document was a Background Report for the International Summit on the Teaching Profession held in March 2012. It updated the international developments in the provision of educational services and school leadership in particular.

The Report noted some of the key needs for supporting school leaders in the current educational environment. The Background Report notes (Schleicher, 2012 p. 14):

“... effective school autonomy depends on effective leaders, including system leaders, principals, teacher leaders, senior teachers and head teachers, as well as strong support systems. That, in turn, requires effectively distributed leadership, new types of training and development for school leaders, and appropriate support and incentives...”

MacBeath, looking at school leadership in England and Scotland, states that when complex problems arise in a school environment, principals and deputy principals have found little or non-existent support. This lack of support significantly impacts on their level of job satisfaction and wellbeing. (McBeath 2011).

Whitaker looked at systems of support for school leaders that have been identified as essential (Whitaker 2002) with regard to changing roles of principals and recruitment issues. This author found that suggestions of support mechanisms included:

“ability to seek advice from someone they trust; formal and informal mentoring; and support groups.”

Clarke, Wildy and Styles in a study published in 2010 (Clarke et al 2010) found that, in Western Australia, school leaders were primarily ‘prepared’ for leadership roles through on the job experience. This contrasted with mandated professional education required in a number of other countries and contexts:

“Not surprisingly, this diversity of contexts represents an assortment of approaches towards the preparation of principals. For example, in the USA and Canada, principals require completion of a university course in leadership and administration as well as certification and licensure to practise; whereas England and Scotland are amongst the few examples of national leadership standards being used as a basis for the design and accreditation of mandatory preparation programmes for school principals. In contrast, in Western Australia and Mexico, preparation for the principalship tends to comprise mainly on-the-job experience.”

The 2012 WA Department of Education Leadership Statement (O’Neill 2012) supports on going professional development for school leaders:

“The Public School Leadership Program, as an example, provides a range of opportunities including postgraduate qualifications. A key component is the Master of School Leadership, delivered through the University of Western Australia, which provides opportunities to stretch existing leaders to higher standards of excellence and develop the next cadre of public school leaders.”

The Department has established the Institute for Professional Learning [IPL] to support school leader training and development [as well as that of other employees in the public school system]. The school leader programs of the IPL are briefly discussed below.

The level of support for principals and deputy principals is a contributing factor in attracting and retaining highly skilled and experienced educators (as noted by Whitaker above). Therefore, there is a need to provide appropriate systems of support in WA in order to retain high performing individuals as school leaders, and to encourage others to aspire to these roles in the future.

School leaders continuously reported to the Panel that they felt that they were being torn between operational matters including human resource management, financial management, overseeing infrastructure development, building

maintenance etc. and the focus on leading quality of teaching and learning and associated student related activities. Whilst principals maintain end of line responsibilities for these matters, the Panel was provided with a number of examples where principals were being required to engage with every facet on operational matters due to a lack of alternative support staff for this.

The Panel is of the view that the support being offered to school leaders by the system is inadequate. The arrangements that the Department has put in place do not address the issues that school leaders are dealing with arising from the changed context of their work and the waves of devolution of responsibility and accountability to schools.

“Lack of support through the Department is an alarming trend. The Department says “We give you the privilege and the opportunity to solve problems at the local level.”ⁱⁱ

This section of the Report does not duplicate the analysis contained within the previous Chapter on change. The focus of this Chapter is on identifying the areas where system supports are needed.

Operations

Numerous people told the Panel that principals need additional resources to enable them to manage their schools. In most cases, this was expressed as a request for additional administrative support through enhanced secretarial/administration supportⁱⁱⁱ, more highly skilled business managers, registrars or bursars to handle finance and human resource functions, in concert with the principal.

“We are CEOs but we have no administrative assistance. Department needs to recognise that full-time assistance is needed to support our role.”^{iv}

The SSTUWA does not have as members persons employed as school registrars or bursars. They are members of the Western Australia Civil Services Association (CPSU/CSA). The Panel met with a representative of the CSA (as well as a representative of United Voice which represents other non-teaching staff). The CSA reported that its members were also experiencing the effects of structural changes in the way schools operate and facing similar issues with regard to the resourcing. The CSA also noted that in some cases difficulties over workload issues had led to conflict with principals and also identified the need for additional administrative support in schools.^v

Staff recruitment remains an area in which school leaders feel that they are not adequately supported by the Department. Specialist staff that previously assisted in this process are no longer available. Processes for recruiting replacement staff are slow, time consuming and frustrating for many principals, especially in regional and remote areas to which it is difficult to attract staff. This was a frequent comment at the consultations.

“Took 6 weeks to get names of potential staff. Previously rang staffing consultant and would get response next day. This time got one name but could not contact this person, turned out the person was not available. Then I was sent 24 applications, but 13 already had jobs. Then I was sent 10 at a time and asked to check myself if they were available.”^{vi}

It was noted that IPS schools received additional funds to support staffing processes. However, it was reported that these funds were not sufficient to cover the real costs of managing local selection processes.^{vii}

The Staff Select process for non-IPS schools appeared cumbersome and attracted criticism due to the lack of training associated with it and also the time involved in assessing lists of potential candidates. Doing the background checking including working with children checks, qualifications and registration checks, and availability is time consuming and would be handled more effectively centrally.

“I have had to do a lot of functions previously done by staffing consultants, letters, commencement arrangements, working with children check etc.”^{viii}

“Back in August there was a meeting. They [the Department] said it would be a seamless process [selection] if started then, but it was 60 days after I listed a vacancy before someone could send me a list of people who might be available. The very first person on the list didn't want to be there [on the list] and none of them wanted the position.”^{ix}

Given the advent of more flexible options for staff leave it was also reported that more time is being spent managing this more flexible workforce.

Performance management of staff is now a matter that school leaders are required to carry out. The Panel received reports that school leaders felt generally unprepared in terms of training and time allocation to carry out this responsibility effectively.

Many school leaders stated that the Information Technology (IT) systems and equipment in their schools were inadequate to the task.

Most principals also reported difficulties in obtaining adequate IT support. This is especially true in regions and areas remote from Perth. School leaders told the Panel that IT contractors were frequently amazed at the paucity of IT resource support available to schools given the number of computers in schools, the existence of networks and the importance of information technology to both pedagogy and school administration.

“Major change in schools is in use of computers – 15 years ago we had 20 computers - Apple MACs – now have 980 computers for student use – 500 are netbooks – some gone missing – had to build fully integrated network – 1000 students –done by own hard work with Federal govt. funding – got a million dollars but no refreshing of the funding - 500 netbooks but no money to replace them”.^x

It was suggested that government departments with equivalent numbers of computers would have much higher levels of IT support available and there seems to be no reason, other than cost, for schools to have second rate IT support.^{xi}

“Had to employ outside contractors to come and support IT – originally did it myself – now too complicated. I was told by contractors that if it was at the health department we would have 5 people full-time on technology support.”^{xii}

System Requirements

It is apparent to the Panel that the WA public school system has been undergoing large scale change. The previous Chapter in this Report has documented this in detail. Managing change in any context is difficult; however, this difficulty is exacerbated when school leaders become aware of major policy changes only at the same time, or after, these announcements have been made publicly.

Information was provided to the Panel regarding the frequency and number of requests emanating from the Department, generally via email, for data from the school. It is apparent that these requests are not co-ordinated across the Department in any way, so multiple requests can arrive at the one time. Further, it was stated that turn-around times were generally short. The Panel was also advised on more than one occasion that the Department required this material to be developed and sent from the “Principal’s desk only” with the implication that the Department would only accept the material if it was collated and sent by the principal. If this is the position of the Department, it would appear that this is an unnecessary burden to be placing on the role of principals, and that more appropriate delegation parameters could be established.

“Need help with communications...as principal could spend a day a week attending to emails and links.”^{xiii}

The Department appears to have developed a practice of sending out Friday Ed-e-Mails to principals which contain numerous and detailed policy prescriptions and announcements. The report from principals was that the extent of detail and timing of these Ed-e-Mails towards the end of the working week was, to say the least, disheartening for principals who then envisaged spending the weekend “getting across” this new material. It may be that an initiative that was genuinely designed to assist school leaders has morphed into something that was not intended. The Panel suggests that this method of communication be reviewed.

“The Department has underestimated the value of briefing days – helps in trying to make decisions about priorities”^{xiv}

Curriculum

As previously identified in this Report, the agenda of change in relation to curriculum development and delivery at national and state level has been continual and schools are generally experiencing curriculum fatigue.

Without repeating the points contained in the previous Chapter the Panel is concerned that the Department, in devolving the responsibilities associated with new curriculum has lost sight of its responsibility to manage and interpret the national and international agendas that are shaping policy in this area in order to make them easier for schools to apply.

An important function of any system is to help all those within it to identify priorities so that, in this instance, schools can be left to concentrate on the delivery end. The Panel saw signs that this was not occurring in WA and that school leaders working in isolation in their Networks were potentially re-inventing the wheel in a number of areas around new curriculum initiatives.

“...people are finding out about curriculum through word of mouth. Queensland has funded a website to develop curriculum resources – in WA teachers have found out about that. Schools are re-inventing the wheel.”^{xv}

The Panel notes new initiatives to address these concerns such as the designation of Teacher Development Schools; however, there are a relatively small number of these and this does not overcome the Panel’s concerns that there are system wide responsibilities in this area that do not appear to be taken up.

“There are funds for Networks to implement Australian curriculum, but every Network manages differently...some are competitive – some will share resources but others will not. Some Networks are tearing themselves apart.”^{xvi}

“Supports provided for schools are often not effective e.g. Teacher Development Schools... not well promoted or accessible. Many do not seem to know necessarily what support they are meant to provide for other schools.”^{xvii}

Preparation and support for school leadership

“There is no support for principals any more, no mentors for principals, no critical friend or shoulder for advice; the superintendents were advocates for their schools, this has all disappeared. No one advocates for your school anymore and when you do as principal you are told that you are not being corporate.”^{xviii}

Allan Blagaich, Chief Executive Officer, Schools Curriculum and Standards Authority, and a former principal, told the Panel that in his view, school principals and other school leaders now must be change managers. He identified a number of areas in which the responsibilities and duties of school leaders had changed, especially in the area of curriculum development but in other areas as well.

A major issue, in his view, was that school leaders in Western Australia were not being systematically equipped with the skills necessary to lead the change processes required.^{xix}

A submission from the Teacher Learning Network noted the lack of professional development for school leadership in Australia (Teacher Learning Network 2013):

“As a community Australia spends far too little on the professional development of teachers and leaders. It is common for teachers to report to the TLN that they are given access to one or two days of professional learning per year. Leaders typically spend more time at external meetings but little of this is professional learning for their role as a leader. Schleischer (2009) reports that Korean teachers access 30 days of professional learning each year and the OECD reported an average of 43 days of professional development for a leader in Finland (OECD, 2007). It worth noting that on the PISA test results from 2012, Korea ranked 2 in Reading, 4 in Mathematics and 6 in Science. Finland ranked 3 in reading, 6 in Mathematics and 2 in science. Both nations ranked above Australia in all three categories.”

These views are consistent with what school leaders told the Panel at the consultations. The Panel understands that there is no specific educational qualification for occupying school leadership position in WA, other than a general requirement for a four year teaching qualification, which all teaching graduates now have.

A number of Principals relatively new in the role reported to the Panel that they had received no induction training upon commencement nor any initial support. There are no clearly identified on-going mentoring or support roles for these school leaders.

“The only welcome to the administration role [school leadership] were the compliance surveys.”^{xx}

The 2012 Leadership Statement (O'Neill 2012) says that school Networks should have a role in developing school leaders, rather than central or district offices.

“School leaders have always sought and valued practical help from credible colleagues. Recent changes have emphasised this support rather than central and district based support. Through school networks, for example, school leaders can work with other school leaders, learning from each other and extending their leadership capabilities.”^{xxi}

However, the Panel was told repeatedly in the consultations that principals in particular felt that there was no effective mentoring or support for them in the new structures. Networks did not produce the “hard” feedback that many principals wanted and needed.

“Who is supporting me in my growth as L6 Principal – no one – I write a report annually – who am I working to – no one – no support.”

Principals are responsible to the Regional Executive Directors, but virtually no principals to whom the Panel spoke felt any strong connection with their Regional Executive Director. In the two large metropolitan regions, REDs are responsible for more than 225 schools. Here principals believed that the REDs did not know, nor could they know, the work of schools and school leaders in sufficient detail so as to be able to provide effective support. This position also appeared to be largely the case in the regions, although the numbers of schools are much smaller.

“My school has been ERGed. Feedback Pass/Fail – no support was given to me afterwards.”^{xxii}

“There is principal performance review but done through a telescope [from a great distance] – done on line – person doing it has never been in school – no interaction with principal – not had director in school – feel really bad and vulnerable – need face-to-face interaction.”^{xxiii}

The situation of Education Support Centres was raised directly with the Panel. The view expressed was that Regional Executive Directors were particularly ill equipped to understand the work of these centres and therefore had limited ability to support school leaders located within them.

It appeared to the Panel that there is a need for better on-going support systems for new principals. This is a management responsibility: principals need a line manager who is familiar with them and their school community and can give advice and assistance when requested.

Such a system is not impossible to achieve. According to the Australian Institute for Teaching and School Leadership (AiTSL) during a Roundtable meeting with the Panel, such a system exists within the Catholic Education system in some states. Based upon work in the United Kingdom from the National College of Educational

Leadership, Catholic Education has developed a program where a Principal Consultant, who has had extensive experience, supports about 20 principals and is at the end of the phone to provide support for all types of needs for principals. A coaching relationship exists with this consultant and the principals. This system is strong in South Australia, in particular.^{xxiv}

School leaders in regional and remote areas frequently commented to the Panel that all supports were much harder to access in the non-metropolitan areas. This is because consultants, contractors and other service providers, including PD provision, was more difficult and more costly to access and often the providers were less experienced.^{xxv} Travel to metropolitan areas for professional development was costly even from cities relatively close to Perth if overnight accommodation was required, the Panel was told. The Queensland Teachers Union (QTU), in its submission to the Inquiry, pointed out that the system's supports, particularly for new principals in rural and remote areas, have been a key to their success. (QTU Submission) p.11.

The position in WA in relation to the preparation of school leaders appears to be similar to that which has traditionally operated in many Australian school systems. That is, that school leaders often gained experience in leadership positions in non-metropolitan schools and then returned to the city in leadership roles. This is not the same thing as specific training for leadership roles although, undoubtedly, some valuable experience has been gained in this way.

As a result of the changes in the transfer policies, such as the lack of a right to return to Perth for teachers who take up appointments elsewhere, many teachers are discouraged from applying for positions in regional and remote schools. The Panel heard that this has also meant significant disadvantages for potential female leaders who, if they have families, were reluctant to take up non-metropolitan jobs. The shortage of experienced teachers and school leaders in these areas has had a negative impact on schools and increased the work of school leaders.^{xxvi}

As one regional principal stated to the Panel

“Attraction and retention of teaching staff is very important here. In country and rural areas we don't get many applicants. It is hard to get school leaders out here.”^{xxvii}

Professional development

The Department has established the Institute for Professional Learning (IPL) to “coordinate professional learning opportunities for all public education staff.”^{xxviii}

The Institute runs a number of courses for aspirant and existing school leaders (Department of Education, Institute for Professional Learning 2013). Participants in these courses are self-selecting. Courses are self-funded by the aspirant or leader and costs, such as relief, travel and accommodation, may be borne by the school in which the leader or potential leader is located. This Aspirant Program is a three day course held during the school vacation.

The License to Leadership Program is an 8 day program run across the course of the year, costing \$700. This is also self-funded by the aspirant or leader and costs, such as relief, travel and accommodation, may be borne by the school in which the leader or potential leader is located.

The Executive Leadership Program is a six day program that costs \$3,200 per participant (Department of Education, Institute for Professional Learning 2013). The cost is a serious disincentive for self-funded participants and schools that have a limited professional development budget.

The apex of the IPL sponsored public school sector leadership program is a Master's Program run by the University of Western Australia. The Department offers a number of fully funded and part-funded places in this program.

The Panel met with academic staff involved in the running of the Masters course.^{xxix} The program commenced in 2012 and the Panel understands that there are 50 funded places available. This program was designed for aspirant leaders, but a number of experienced principals have enrolled. Cost remains an issue for both school leaders and their schools and the Master's program appears to be the only course that is attracting system funding.

The Panel views the creation of the IPL as a welcome development. It is important that the Department is putting resources into professional development (PD). However, school leaders repeatedly said, at consultations, that school PD budgets were small and inadequate to the task. Costs of relief staff to free up others to attend such courses were seen to be particularly prohibitive, in the context of limited school budgets.

"A school's ability to secure adequate relief staff also has a severe impact on Professional Development opportunities for the staff. It also affects when school development and associated whole of school planning consultative processes can take place."^{xxx}

The Panel has concluded that a much more systematic approach to developing the skills of school leaders is required and that the development of current school leaders and a pool of aspirants capable of taking on the roles in the future is a system responsibility, not something that should be left to individuals, schools or even Networks. Funding for this should not come out of school budgets.

The QTU (Submission p.13) helpfully identified a range of different forms of professional development that could be included in a development program for school leaders:

formal academic award activities, i.e. accredited studies leading toward higher degrees, diplomas and certificates;

formal non-academic activities, i.e. conferences, seminars, workshops, induction programs and research projects;

service to the profession, such as formal representation on professional bodies, i.e. the Queensland College of Teachers, Queensland Studies Authority committees, QTU committees and leadership in professional associations; and

informal non-award activities, i.e. participation in work-embedded projects, working with other principals, using a coach and reflective techniques, work shadowing, mentoring, professional exchange and professional reading.

It appears to the Panel that there is a need for support services of all types to be more adequately provided. The Panel formed the view that, in non-metropolitan areas, the lack of resources would be better addressed by specific, centrally funded programs. It may be that additional funding is needed to ensure that schools outside of Perth have access to appropriate levels of support. Currently schools find it difficult to take money away from classroom activities to fund these essential support services. The Panel formed the view that centralised funding for such services would address this difficulty, which was frequently reported by contributors to the Inquiry.

It is clear to the Panel, from the consultations, that schools and school leaders greatly valued the support and expertise that was to be found in teams of specialist staff based in district and central offices. This was in relation to both teaching and learning support and administrative support [staffing and systems support].

The Networks have not been universally successful in replicating these support functions and many school leaders reported finding it difficult to access the same level of support through the Networks. Some secondary principals felt that the Networks were of little professional assistance and support to them. Networks are self-managed and work well, or not as well, depending on the Network Principal and other staff.

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- ii Consultations Gosnells – 18 March 2013
- iii Consultations Albany – 13th February 2013
- iv Consultations – Geraldton 5 March 2013, Gosnells, 18th March 2013
- v Roundtable, 12th February 2013
- vi Consultations – Geraldton 5 March 2013
- vii SSTUWA Submission p.9
- viii Written Submission
- ix Consultations Geraldton – 5 March 2013
- x Consultations Bunbury – 19 March 2013
- xi Consultations Bunbury – 19 March 2013
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- xiii Consultations Mandurah 16 April 2013
- xiv Consultations Cottesloe 11 March 2013
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- xvii Consultations Cottesloe – 11 March 2013
- xviii Written Submission – Level 6 Principal
- xix Roundtable - 6th March
- xx Consultations Broome – 15 March 2013
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The majority of school leaders who spoke to the Panel said that they loved their jobs, but were finding the role increasingly stressful and demanding.

Attracting and retaining experienced and skilled school leaders.

The Inquiry's terms of reference require the Panel to consider

“Issues of attraction and retention of experienced and skilled educational leaders within the WA state school system.”

The Panel has formed the view that the ability of the system of education to attract and retain dedicated and skilled school leaders will be critical to its future success. The Panel is concerned that there are a number of factors militating against the objective of being able to attract and retain skilled future leaders.

The ability to attract and retain experienced leaders is closely linked with issues associated with working conditions. This matter will be dealt with in the following Chapter of this Report.

The ability to develop a pool of skilled leaders is also linked to the amount of mentoring, support and development received. Those matters are dealt with in the previous Chapter of this Report.

“Providing experiences and mentoring - and ability to share experiences – will encourage people to take up leadership roles.”ⁱ

“Education Department Superintendents were involved in encouraging aspirant school leaders in the past. Schools are losing potential people because there are not these superintendents or similar people in the system anymore.”ⁱⁱ

The Organisation for Economic Cooperation and Development (OECD) states that the demands of school leadership must be reflected in the rewards available (Pont, et al, 2008 p. 12):

“The challenge is to improve the quality of current leadership and build sustainable leadership for the future. Evidence indicates that potential applicants are deterred by the heavy workload of principals and the fact that the job does not seem to be adequately remunerated or supported. Uncertain recruitment procedures and career development prospects for principals may also deter potential candidates...”

The relative attractiveness of salaries for school leaders can influence the supply of high quality candidates. Policy makers need to monitor remuneration compared to similar grades in the public and private sectors and make school leadership more

competitive. Establishing separate salary scales for teachers and principals can attract more candidates from among the teaching staff. At the same time, salary scales should reflect leadership structures and school-level factors in order to attract high performing leaders to all schools."

The OECD Report noted difficulties in attracting and retaining school leaders and identified a need to make these positions more attractive (Pont, et al, 2008 pp. 159, 170, 173). The matters identified in this Report include:

Procedures for recruitment and selection acting as a barrier to candidates:

"In a Western Australian survey, almost half of the respondents cited the selection process as the biggest deterrent to potential applicants (Pritchard, 2003)."

Concerns about role overload and work-life balance:

"An Australian succession planning survey (Lacey, 2000) revealed that the strongest disincentives for promotion to principalship identified by teachers included negative effects on family, stress level of the job, impact of societal problems on the role and time required by the role."

Low salary levels:

"Studies from Australia (Lacey, 2002) also cited salaries as a strong discourager for potential applicants."

"The attractiveness of school leadership as a career is linked to how the responsibility and salary levels of school leaders compare to alternative employment opportunities for potential applicants. In many countries the salaries of educational leaders compare unfavourably with similar grades in public service and lag behind salaries in the private sector. Moreover, the job of the principal in most countries involves a large increase in leadership responsibilities compared to deputy principal and middle leaders, but the salary differences seem rather insignificant..."

An earlier study (Kimball and Sirotnik, 2000) found a principal shortage because it was viewed as a high pressure job with long hours and inadequate pay. According to another writer, (McBeath 2011, p 105) many suitably qualified teachers in Britain:

"... have little desire to mortgage their future for a job that is seen as stressful and often thankless."

"They also viewed a principal's position as reducing their work-life balance with little recompense."

Another study (Whitaker 2001, pp. 82-90) outlines the reasons for an identified shortage of school leaders:

*increased time demands;
accountability pressures;
lack of parent and community support;
media negativity;
lack of respect; and
inadequate salary.*

In order to increase the number of applicants for principal positions Whitaker (Whitaker 2001, pp. 82-90) proposes the following:

“Re-examine the role of principal... Provide ongoing support and mentoring for current principals ... Encourage and develop teachers and assistant principals... Develop grow-your-own programs with universities ... Increase salary, benefits and incentives ... Design more flexible retirement systems ... Use the media to focus on the realities of school leadership.”

Harris found that, demographically, schools in low socio-economic areas tend to have greater difficulty in filling their leadership positions and have a high turnover of staff (Harris 2008): *“Leaders of struggling schools ... are expected to be ‘superheroes’, able to manufacture improvement through the sheer force of character, charisma and will.”*

To deal with attractiveness issues, the OECD report (Pont et al 2008) concludes at page 181:

“The relative attractiveness of salaries for school leaders can influence the supply of high quality candidates. When considering policy options to make school leadership a more attractive career, it is important to compare salaries of school leaders with alternative employment possibilities, both within schools and in different sectors.

...policy options to provide adequate remuneration for school leadership emerge from this chapter:

monitor how salaries of school leadership personnel compare to similar grades in the public and private sectors;

*establish separate salary scales for teachers and principals;
and*

establish salary scales reflecting leadership structures.”

Attracting applicants to WA leadership roles

Much of the information provided during the Inquiry agreed with the findings of the literature scan noted above.

The Panel was informed anecdotally during the consultations that there appeared fewer applicants for school leader positions.

Many school leaders stated that they were told by other school staff that there was “no way” that these staff members would be applying for leadership positions given the workload, hours and responsibilities of principals and deputies today.

The majority of school leaders who spoke to the Panel said that they loved their jobs, but were finding the role increasingly stressful and demanding:

“If people didn’t love their jobs – the system wouldn’t work-only reason that we keep doing it.”ⁱⁱⁱ

Many school leaders thought that it was increasingly difficult to balance work and family life in their roles and some thought it was difficult for teachers with family responsibilities to aspire to leadership positions. This was thought to particularly difficult for women. (See comments on equity and diversity below).

Currently, with no right to return, teachers reported they are reluctant to accept teaching positions in the country, especially married teachers with families. This denies them access to leadership experience and therefore, the necessary resume attributes to win promotions.

The perceived level of administration and management in the role of principal and deputy is off-putting to many aspiring teachers who see themselves as primarily interested in teaching and educational leadership, not in human resources and administration. A submission from the SSTUWA Women’s Committee to this Inquiry^{iv} suggests that this view may be held by many women.

A common theme, that arose during the consultations, specifically related to the classification structure in the schools’ award and agreement. A number of school leaders drew attention to the fact that Level 3 Classroom Teachers were on the same pay scale as Level 3 Principals.^v

This flat relativity is deliberate and arises from a policy the intent of which is to reward excellent classroom teachers and to keep them in the classroom. Nobody challenged the rationale for paying good classroom teachers well, but a number of participants in the consultations queried the payment of the same rate of pay to a Level 3 classroom teacher as a principal. The same issue was raised with regard to heads of department being at the same level as Level 3 principals. “We have just been ERGed”, one Principal said, “and it was my head on the chopping block”^{vi}. The same issue was raised at the consultation with school leaders from Education Support Centres.^{vii}

The Panel was advised during the consultations that there are a significant number of principals classified at Level 3 under the award classification structure. These are

principals of primary schools with less than 100 students and principals of Education Support Centres or an Agricultural School with fewer than 40 students. Some deputy principals, as well as heads of department, are also classified at Level 3.

Levels 4 and 5 in the classification structure include principals of primary, education support and agricultural schools with larger numbers of students, as well as deputies of high, district and senior schools of various student numbers.

All principals of high and senior high schools are classified at Level 6, regardless of the size of the school, along with principals of the largest primary schools.

Some principals also raised the fact that the classification structure did not reflect the circumstances of the school or the complexity of the student cohort, grading all high and senior high school principals alike.^{viii}

It is clear to the Panel that many thought that the pay differentials between teachers and school leaders (other than principals and deputies) and between heads of departments and learning areas on the one hand, and principals and deputies on the other, were too small.

The policy of flat relativities between Level 3 Classroom Teachers and Level 3 principals has merit, but also carries dangers that higher level positions [which carry significant responsibilities] will not attract good applicants because the positions are not professionally attractive, workloads too high and remuneration too small.

It can be seen from this Report that the role of school leaders is increasingly complex, responsible and accountable. School leaders that the Panel spoke to did not shirk from these roles and responsibilities.

However, it seems clear to the Panel that the responsibilities do not match the level of remuneration offered, especially in comparison with comparable jobs. This matter is explored in detail in the following Chapter of this Report.

It appears to the Panel that the current classification structure is simplistic and does not account for variations in the complexity of the tasks faced by school principals and their deputies.

In some other jurisdictions, the salary scales for school leadership positions also seek to reflect the complexity of the tasks facing the school principal, for example the particular needs of the school cohort based on social indicator measures. This is explained further in the Chapter on Working Conditions.

Principals and deputies do not wish to be removed from the teaching profession and treated simply as managers. They want to continue to try and combine in a unique way their professional vocations and leadership functions as envisaged by the Act and industrial awards and agreements.

The Chapter on Working Conditions also looks at comparisons with other professional positions. The Panel acknowledges that it is difficult finding comparable positions for salary comparison purposes.

However, principals and deputies are exercising 'end of line' managerial responsibilities for significant operations. For example, Willington Senior High School, one of WA's largest schools has about 1800 students and more than 150 staff, two-thirds of whom are Level 2 and 3 teachers. The salary budget alone is in excess of \$12 million pa. (Willeton, 2011).

Despite not wishing to be considered managers in the generalist sense of the term, the Panel considers that school principals and deputies are effectively the CEOs and deputy CEOs of significant organisations. As such, their salaries do not appear to be comparable with their responsibilities. As shown in the following Chapter, CEOs and non-executive CEOs of other WA government agencies or local government authorities earn considerably more.

While there is a large range of school types and situations in WA, it appears to the Panel that there is considerable scope for improving salaries of principals and deputies, particularly in the larger and more complex schools.

Work/life balance

Principals and deputies have welcomed many of the changes in education in WA; however, these changes have come at a cost and in particular through greatly extended workloads and working hours – during school times, after hours, on weekends and during non-school days, including annual leave periods.

Many school leaders told us that their work/life balance and their family lives have been greatly affected adversely.

The Australian Principal Health and Wellbeing Survey: 2011 Interim Report, (Riley 2011, p 8) reports that the ramifications of the introduction of NAPLAN and the *My School* initiative have impacted on the increased workload and public accountability of principals. It also finds that these added pressures contribute to the high risk of adverse health outcomes for principals.

Many teachers who described themselves as aspirants for school leadership positions, advised the panel that the work load issues and conflict between work and family life that they witnessed amongst their current leaders was a major deterrent to them considering taking up the role.

"I would not be interested in taking on a principal's role – would never sleep – Just more stress than it's worth."^{ix}

Attracting and retaining women

Women make up more than three-quarters of the Department's workforce but are significantly under-represented in school leadership positions.

The Department's Equity and Diversity Management Plan contains details of current male and female representation in leadership positions in schools and targets for the years 2011-2014. The table below contains extracts showing the 2010 position and the 2014 targets.

Table: Equity Targets (extracted from a table in Equity and Diversity Management Plan (Department of Education 2011)).

| School Administrators | 2010 Actual % representation | | 2014 Targets % representation | |
|-------------------------------|---------------------------------|--------|----------------------------------|--------|
| | Male | Female | Male | Female |
| Level 3 (Primary School) | 40 | 60 | 32 | 68 |
| Level 3 (Secondary School) | 56 | 44 | 48 | 52 |
| Level 4 (Primary School) | 57 | 43 | 48 | 52 |
| Level 4 (Secondary School) | 53 | 47 | 41 | 59 |
| Level 5 (Primary School) | 64 | 36 | 54 | 46 |
| Level 5 (Secondary School) | 59 | 41 | 47 | 53 |
| Level 6 (Primary School) | 76 | 24 | 66 | 27 |
| Level 6 (Secondary School) | 67 | 33 | 58 | 42 |

This table shows women are under-represented in all levels of school leadership positions. They are a majority of school leaders only at the Level 3 Primary School level, but are still under-represented given their total presence in this sector. The level of under-representation increases at each level of classification in this table.

The Panel received a submission from the SSTUWA Women's Committee (SSTUWA Women's Committee 2013) on this issue. The Committee puts forward a number of reasons why women are under-represented in school leadership positions. Primarily these relate to the nature of the job as presently constructed and workload issues. Another factor may be related to how women perceive their preferred roles in contrast to the roles on offer in schools.

During the consultations, the Panel heard from many school leaders (male and female) that the currently structured position was unattractive to many potential aspirants, both men and women. The Women's Committee (SSTUWA Women's Committee 2013) suggests that this is partly because of the perception that the role spends less time on educational leadership and more on administrative and managerial tasks. It was felt that to make the position more attractive to women, additional administrative support should be given to school leaders so that they can focus on the key task of educational leadership.

Workload pressures were raised constantly during the consultations and applied to both men and women. Workload issues particularly affect women with family responsibilities and often inhibit women's desire for promotion into more senior roles.

One female deputy principal told the Panel that she was not attracted as a woman to seek the role of principal. She said that she would be more interested in a principal's position if there was more support within the district. She felt there was a lack of support at present and that she would be more confident about doing the principal's job if she had more training in the relevant skills.^x This view was echoed during a number of our Consultations.

The Women's Committee submission (SSTUWA Women's Committee 2013) also notes what it sees as lack of focus in the Department's Equity and Diversity Plan:

"The Department's response to supporting women in promotional positions, and aspirants, has been very much focused on professional development and building capacity. Such a model assumes that women have a deficit in the first place. The DoE's Women in Leadership Plan is very much focused on this. The Women's Committee finds this plan to be totally inadequate and ill-informed."

"The Committee believes that once further inquiry is conducted into contemporary issues that face women in promotional positions; the DoE will need to be open minded in developing 'real' strategies to support women. The committee suspects that such strategies to support women may be linked to, but not limited to, childcare and work flexibilities. It should be noted that there is a strong possibility that work flexibilities are becoming more restrained under Independent Public Schools and this should be monitored closely."

Preparation for leadership is an important issue arising from this Inquiry. A number of women school leaders spoke to the Panel about the difficulty of gaining the required level of experience considered necessary for promotion. Traditionally in WA, many school leaders have gained experience working in leadership roles in non-metropolitan schools. This was regarded as a form of preparation for performing such roles at more senior level or in metropolitan areas.

The Panel was told that the current staff transfer policies, and the effect of changes to those policies, act as a disincentive to staff to work in non-metropolitan schools. This lack of a right to return is a major disincentive for women to work in rural areas where they may gain the experience needed for leadership.

The *Equity and Diversity Management Plan* (Department of Education 2011) contains progressive targets for increasing the proportion of women in departmental and school leadership positions and some strategies for achieving these goals. The Panel congratulates the Department on this endeavor.

The plan includes some measures designed to assist and encourage women to apply for, and obtain, short or longer term promotional opportunities. In addition, the plan calls for assistance to women, including through scholarships, to undertake training that will provide further qualifications relevant to obtaining school leadership positions.

The Panel suggest that the department's approach of providing access to professional development and capacity building of individual women aspirants be combined with an examination of the structural impediments to women's representation, including:

- mechanisms for promotion, obtaining experience and gaining access to professional development which may contain elements of indirect discrimination;
- the structuring of the roles of principals and deputies that may deter job sharing, part-time opportunities and flexible work arrangements;
- workload issues; and
- the model of principalship that is being promoted and how this affects women's attraction to the role. Where models of "hero" leadership, as opposed to distributive leadership, are favoured, this has a tendency to deter women.

"The system needs to pay attention to what might attract women e.g. genuine commitment to and promotion of part-time/shared work/family friendly work environment."^{xi}

Attracting and retaining Aboriginal leaders

The Department's Equity and *Diversity Management Plan 2011-2014* (Department of Education 2012b, page 35) includes a number of objectives with regard to the employment of staff of indigenous origin, including in administrator positions:

"Increase the pool of Aboriginal and Torres Strait Islander teachers who are trained and available to take up school administrators positions".

A submission from the SSTUWA ATSI Committee^{xii} indicates that this intention is not currently being achieved:

"In the past, in reality up to about 10 years ago, there were clearly identified processes in identifying and supporting Aboriginal school leadership through the Department's Aboriginal Directorate as well as the Department's District Directors. This was clearly articulated in the 'Culture Strong, Career Proud: Aboriginal and Torres Strait Islander Employment Action Plan.'"

"Now with the reduction of the Aboriginal Directorate as well as the lack of support in the larger Regional Offices in actively supporting Aboriginal school leaders it has dramatically reduced the number of Aboriginal aspirants."

The ATSI Committee makes a number of statements in relation to attracting and retaining Aboriginal leaders:

"Face to face professional development would enable Aboriginal administrators to build a sense of relationship with both the provider and the system i.e. professional development for Aboriginal administrators and teachers run by Aboriginal administrators and teachers."

"There is an impetus from the Department to progress online training for both administrators and teachers. While this does allow those not based in the metropolitan area to access professional development this does not encourage relationship building that is at the core of many Aboriginal educators..."

"The capacity to work shadow would allow the sustainability and increasing the number of Aboriginal Deputies and principals, support would also be needed for self-identified aspirants and those identified by administrators."

"There was also an informal identifying and mentoring of Aboriginal aspirants by Aboriginal administrators. This now is time limited due to the changing work practices that now engage administrator's time."

“Building relationships is paramount for both aspirational Aboriginal leaders and those already in promotional roles. Online leadership professional developments does not fulfil this fundamental void because the reduction of principal consultants.”

“The reduction in the Departments Aboriginal Directorate and the mainstreaming of the resources doesn’t, match both wording and the direction of the culture plan.”^{xiii}

Housing is also an issue:

“Aboriginal teachers and administrators who live in country and remote areas, and are attached to the local school are not provided with housing from the Department; they are considered as local and don’t require housing. It would attract Aboriginal teachers and administrators if the Department offered housing to this group of employees.”^{xiv}

The net result is that:

“There has been no increase to the number of Aboriginal principals over the past five years.”^{xv}

The Panel considers that close attention should be paid to the outcomes of the Equity and Diversity Plan, which expires next year, with a view to addressing shortfalls and inadequacies that are, or become apparent, and the structural issues identified within this Report.

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- xi Consultations 11 March 2011, Cottesloe
- xii SSTUWA ATSI Committee Paper for the Leaders Inquiry, Aboriginal and Torres Strait Islander Education Committee, page 2
- xiii Ibid, page 2-3
- xiv Ibid, page 4
- xv Ibid



The current level of remuneration offered for principals and deputies does not match the duties, responsibilities, skill knowledge, judgement and decision making and accountability required for the roles.

Workplace conditions and school leaders

The Terms of Reference require the Panel to have regard to factors affecting school leaders including:

“Remuneration and conditions of those in equivalent other professional leadership roles.”

The Inquiry is also required to consider making recommendations concerning:

“The elements that should be incorporated within a remuneration and conditions matrix that appropriately reflects the value of the work of those in educational leadership roles within WA State Schools.”

The Panel decided to deal with this area of the Inquiry under the topic of ‘Workplace conditions and school leaders’. Five questions were found to be relevant to this issue and this Chapter addresses these five questions in turn.

How have systems of remuneration historically been established for principals and deputies? What components have been taken into account?

History

In understanding the history of the system of remuneration, it should be noted that school leaders (and teaching staff) have not been, and currently are not, employed under the terms of the Public Sector Management Act 1994, WA, (Parliament of Western Australia 1994) and so are subject to a different system of wage determination, and classification structures and employment review, than those other employees in the WA public sector who are covered by this Act.

Since 1989, at various times, the terms and conditions of employment for teachers and school leaders were set by the WA Government School Teachers’ Tribunal, the WA Industrial Relations Commission, the Australian Industrial Relations Commission and more recently again by the WA Industrial Relations Commission.

1989 - 1996

On 31st October 1989, the WA Government School Teachers’ Tribunal awarded teachers the first 3% increase available under the September 1989 wage fixing principles. The parties (the WA Department of Education and the SSTUWA) agreed to commence discussions consistent with the Structural Efficiency Principle, on a range of matters including increased salaries and a broad banded salary classification structure.

Memorandums of Agreement 1990-1991

These discussions led to the creation of two Memorandums of Agreement (MOA) – in 1990 and 1991. These two MOA's led to a new classification structure and some devolution of some tasks. The first MOA, dated 24 April 1990, (Ministry of Education WA, 1990) introduced an agreed broad -banded classification structure over 6 levels for teachers and administrators, including Principals and Deputies. This meant that there was a simplification of the complex classification structure that was in place previously. This simplification was undertaken using the BIPERS (Business International Positions and Evaluation Remuneration System) to create the new classification bands at that time. This Inquiry is considering the period since 1991 and BIPERS has not been used in determining school leaders' remuneration factors since then.

The 1990 classification structure was included in the *Teachers (Public Sector Primary and Secondary Education) Award 1993* (Western Australia Industrial Relations Commission, 2008b) where it applies today (with some modifications). Principals and deputy principals may be classified at Levels 3-6 and are classified by type of school and/or number of students. See Attachment 2: *Teachers (Public Sector Primary and Secondary Education) Award 1993 (WA)*.

The 1990 MOA dealt with a range of matters, but was based on a key strategy of devolution of decision making (MOA – Part 1), including development of school plans, school based decision making and school accountability. It noted in Part 4, "The parties also agree that the salaries contained in this MOA are in recognition of all duties and responsibilities required of teachers for the changes that have already occurred or will result in 1990 under this MOA". (Ministry of Education WA 1990)

There was a second MOA in late 1991 (Ministry of Education WA 1991). This continued the implementation of devolution and made changes to the pay of teachers, but no substantive changes were made to the duties or responsibilities of principals or deputies. New pay rates were applicable from 1st January 1992.

Individual agreements

The mid 1990's saw a period of industrial difficulty, involving serious disputation between the Department of Education and the SSTUWA. In the 1994, the SSTUWA engaged in a salary campaign that became a protracted dispute.

In the second half of 1995, the WA Department of Education offered individual West Australian Workplace Agreements (WAWAs) to all teaching staff in Levels 3-6 (including all school leaders). School leaders were offered increases of 20% over two years in return for signing WAWAs. Other teaching staff were offered increases of 15%. The SSTUWA opposed individual agreements but many school leaders signed these WAWAs.

These WAWAs, with large pay rises, were offered by the WA Department of Education, in exchange for changed or increased duties, and also with the aim of bypassing the SSTUWA as the bargaining agent for the teaching profession in WA.

Matters pertaining to this dispute went firstly before the WA Industrial Relations Commission, and then were shifted to the federal industrial arena, where matters relating to this dispute were heard in the Australian Industrial Relations Commission (AIRC). From evidence led in the AIRC on one matter (Australian Industrial Relations Commission, 3 May 1999 para 32) it appears that little to no change actually occurred in practice amongst those who signed the WAWAs. This evidence was given by the then Principal of Merredin Senior High School, who was found to be “a very helpful witness” by Commissioner Smith (para 35) in his Decision as cited.

This dispute was eventually resolved in 1996.

Early on in the period above (1989 – 1996), there was a simplification of the classification structure. Also, there were attempts to link some increases in remuneration of school leaders and teaching staff, to changes in duties, mainly concerning devolution of some tasks. However, these changes were not the result of an appropriate or thorough review of duties and responsibilities of school leaders, and appear to have resulted in little change to the actual duties performed by these professionals.

1996 - 1998

In 1996 a collective agreement was signed by the WA Department of Education, the WA Branch of the Australian Education Union and the SSTUWA. A separate agreement was made for ‘administrators’, that is for principals, deputy principals, vice principals, heads of department, program co-ordinators and learning area co-ordinators (Western Australian Industrial Relations Commission 1996).

This agreement provided increases of 12% and 8% over two years, for school leaders, which equalled the 20% offered under the WAWAs. These increases were subject to targets identified in the agreement being achieved. The agreement committed school leaders to a number of changed work practices and duties, including, but not limited to, an obligation to undertake professional development, to performance manage their staff and to be performance managed.

A further general administrators’ agreement, was certified by the AIRC in May 1998 with the objectives of developing and implementing ‘Department Key Initiatives’, including the *Plan for Government School Education 1998-2000* which included initiatives in curriculum, Students at Educational Risk and change management. It retained a number of the provisions of the 1996 agreement, e.g. working hours (Australian Industrial Relations Commission 27 May 1998).

This agreement had the objective of setting remuneration for school administrators “*which is appropriate to their evolving educational leadership and operational management roles in schools*”. (Australian Industrial Relations Commission 27 May 1998, Clause 6).

The agreement provided for two 3% wage increases over two years. An agreement in largely identical terms was made for secondary school principals at the same time.

In the period 1996 – 1998 there was a move towards rewarding school leaders for changes to their roles. Certainly the Education Department of WA was seeking agreement from principals and deputies to undertake new duties and responsibilities. These concessions from school leaders were sought (and partly won) under the system of enterprise bargaining rather than out of a full investigation into the changing nature of the roles of these educational leaders in the government school system. Enterprise bargaining, which largely involves the granting of concessions or the ceding of certain conditions by employees in return for wage rises from the employer, is not an appropriate or scientific method for valuing the changes to work performed. Thus, while there was some compensation for new duties of school leaders in their remuneration, this change was not adequately measured or objectively valued during this period.

2000 – 2011

A single collective federal agreement was entered into in 2000, covering teachers and administrators (school leaders). This agreement stated that administrators and teachers in WA were facing pressures that reflected changes in society. It referred to a number of educational issues, such as mainstreaming of students with intellectual difficulties, and communications and information technology. Increases of 11% over the life of the agreement were to be paid, and it foreshadowed a review of the classification structure that, despite several reports being produced, has not yet been finalised.

A further comprehensive federal agreement was certified in 2004 providing school leaders with three increases of 3.3% (plus an additional salary increment at each level). Teachers gained three increases of 3% (Australian Industrial Relations Commission, 25 May 2004). The agreement re-stated the commitment to review the classification structure. It also re-defined the duties of principals, noting that they had:

Primary responsibility for the effective educational leadership of the school...

End of line responsibility for the effective operation of the school and the establishment and management of administrative and operational systems and resources including financial and physical resources.

In 2006 a new agreement was made, this time in the WA Industrial Relations Commission. It again promised a review of the classification system. Also some new provisions were added to the definition of principals' 'end of line' responsibilities (Western Australian Industrial Relations Commission 4 August 2006, Clause 39). All employees received a wage increase of 9% between August 2006 and February 2008.

The agreement made in 2008 (Western Australian Industrial Relations Commission 16 December 2008a) contained no alterations to the duties of principals and deputy principals as such. All employees received the same wage increase – 15% over the period September 2008 – October 2010. A review of classifications was again mooted.

A new agreement was made in 2011.

In the agreements made in the period 2000 – 2011, there was consideration of various changing factors and pressures affecting school leaders. However, these were dealt with under the norms of enterprise bargaining rather than in a scientific or methodical way. Often the increases in remuneration were 'standard' increases, e.g. 2000, 2004 and 2006. Where all employees received the same wage increase it was obvious that no special consideration had been given to the increasing complexity of the role for school leaders, compared to other teaching staff, e.g. 2006 and 2008

Current situation

Currently, remuneration for school leaders in WA arises from two industrial instruments, *The School Education Act Employees' (Teachers and Administrators) General Agreement 2011*, (Western Australia Industrial Relations Commission, 2012), which incorporates the second relevant instrument, the *Teachers (Public Sector Primary and Secondary Education) Award 1993* (Western Australia Industrial Relations Commission 16 December 2008b).

The agreement made in 2011, as per above, (Western Australia Industrial Relations Commission 2012) has made no changes to the classification structure or duties of principals or deputies. It does however include Clause 16 which again foreshadows a review of the duties of principals and deputies, which has been mooted in previous agreements.

The 1993 Award (Western Australia Industrial Relations Commission 1993) currently links the remuneration of school leaders to student enrolment numbers by defining the classification levels of school leaders, and therefore their pay, according to the school size. This can be seen in Attachment 2: *Teachers (Public Sector Primary and Secondary Education) Award 1993 (WA)*. As stated earlier, this classification structure arises out of a BIPERS review in 1990 – 1991 following the 1990 MOA. There is a strong argument that this structure no longer provides an accurate or adequate basis for classifying school leaders today.

From these instruments it would appear as though Western Australia currently follows other places (see Attachment 1: *Current Factors Involved in Systems of Remuneration for School Leaders*), in linking the system of remuneration for principal and deputy principals largely to a school's student enrolment numbers, and /or the type of school. This is a common way of establishing the wages and conditions for school leaders in many locations around Australia and in New Zealand.

In considering the history of the system of remuneration for principals and deputies in WA it seems that in spite of some wage rises being linked to a change in some

duties, there has been inadequate attention to properly and methodically adopting a scientific approach to investigate the changing complexity of the roles of school leaders. There appears to be little recognition either of the skills required, or of the numerous responsibilities involved in these roles, in establishing remuneration levels for these professionals.

Other Components

In spite of the enterprise bargaining 'trade-offs' for wage rises as outlined previously, which involved school leaders agreeing to undertake certain new tasks, an acknowledgement of other components involved in these roles is lacking in the current remuneration system.

The only other components that have been taken into account, and which attract financial compensation, concern the nature and/or location of the school, rather than the nature of the roles performed. For example, under the current Agreement (Western Australia Industrial Relations Commission 2012) the remuneration paid can include, where appropriate, a locality allowance. Also there is an allowance for responsibility for school bus services (where the location of the school means public transport is not satisfactory or available).

The many mandated requirements of the roles of school leaders are set out in a number of documents that arise from different sources, including, the Statement from the General Director of Education WA (O'Neill 2012), the National Professional Standards for Principals (Australian Institute for Teaching and School Leadership, 2011), and the current industrial instruments.

It can be seen from these diverse and changing requirements, for example when comparing the 1993 Award with the recent Statement of the Director General, that the roles of school leaders have become more complex.

The 1993 Award (Western Australia Industrial Relations Commission 1993) - which still applies today as part of the current industrial Agreement – requires that school leaders undertake the following duties:

“...the duties and responsibilities of Principals include the following:

- responsibility for the effective educational leadership of the school;*
- effective operation of the school;*
- the establishment and management of administrative and operational systems and resources including financial and physical resources;*
- responsibility for the welfare and wellbeing of staff;*
- supporting systemic succession planning, raising career aspirations and potential of staff; and*
- ensuring the school is operating according to departmental policy.”*

Whereas, the 2012 Statement from the General Director of Education WA (O'Neill 2012, p.3) states that some of the current duties of school leaders are as follows:

“Principals need to be educational leaders – setting directions and articulating a compelling vision for the school; engaging in strategic planning to make that vision a reality; and building ownership and commitment among the school and wider community. Principals and others in the school leadership team also need to be effective managers – managers of resources and staff as well as managers of change and managers of relationships.”

Further, the *National Professional Standards for Principals* (Australian Institute for Teaching and School Leadership, 2011) articulates three broad categories of leadership requirements: vision and values, professional knowledge and understanding and personal qualities, social and interpersonal skills. This Professional Standard is fully supported and endorsed by the Department of Education, WA, (O'Neill 2012, p.4) for school leaders in WA.

This Standard also states (p6):

“While leadership requirements are common to all leaders there are five professional practices particular to the role of the principal:

*Leading teaching and learning;
Developing self and others;
Leading improvement, innovation and change;
Leading the management of the school; and
Engaging and working with the community.”*

However, these areas of responsibility that currently apply in WA, as outlined above in the different documents, are factors that have not been taken into account when wages and salaries have been set for these positions.

The current system of remuneration ignores the most important factors involved in the roles of school leaders. A strong argument can be made that given the current expectations of school leaders, and the highly complex and changing nature of these roles, there is a need for recognition of factors related to the requirements to adequately perform these roles.

This recognition is not present in the current system of setting remuneration for these professionals, and has not been considered historically as shown above.

How does the present system for establishing remuneration evaluate various elements of the roles of school leaders?

As discussed already, the nature of the school (largely student enrolment numbers) is the main criterion currently used to define the remuneration of school leaders. The many other important aspects of the roles have not been accounted for historically, and are not factors involved in defining the present system of remuneration.

However, it is interesting to note that in other, similar roles and positions in the Western Australian Public Service, efforts are made to accommodate various attributes, skills and qualifications required to perform these positions.

According to the Public Sector Commission, there are two methods of evaluating the worth and resultant remuneration of positions in the WA Public Service. These are the BIPERS system for roles from Level 1 to Level 8, and the Mercer method for roles above Level 8 (Public Sector Commission, 2012). Information about these systems is provided in Attachment 3 – ‘Job Evaluation Methods used in WA Public Service’. It can be seen that in both methods, there is an emphasis upon identifying the various factors and attributes involved in the performance of the position. The nature of the role itself is investigated.

In stating how the classification and remuneration level of a position is assessed and determined, the Public Sector Commission states (Public Sector Commission 2012):

“... the classification level of a particular position is undertaken in accordance with an approved classification system and procedures, with specific regard taken into account of the position’s changed circumstances, particularly any changes in work value.

For positions classified from Level 1 to Level 8 within the public service, the job evaluation tool, known as BIPERS ...is the only evaluation tool that can be used, unless otherwise approved. Other factors are also used to determine the classification of a position ...

The Mercer CED evaluation system replaces the BIPERS tool for positions above Level 8....”

The use of these two methods of job evaluation takes into account many factors and aspects of a position, as seen in Attachment 3 - Job Evaluation Methods used in WA Public Service, and provides a contrast to the system of establishing wages and conditions for principals and deputies.

What other professional categories provide appropriate external comparators for school leaders?

The current rates of remuneration applicable to principals and deputies are set out in Attachment 4: *'Remuneration Rates for School Leaders in WA.'*

While principals and deputies in WA are required to perform very specialised roles, there is a cross-over of varying numbers of attributes, skills, responsibilities and levels of qualifications with some other occupations.

The Panel received information that the current level of remuneration was not considered sufficient when compared to similar positions outside the school system. A Chairperson of a school board wrote the following in his submission to the Panel:

"Finally, I had the opportunity to participate in a selection panel for our current Principal and was surprised at what I consider to be an inadequate level of compensation for such a role.

The School Principal is ultimately responsible for educational outcomes of hundreds of children; the management of dozens of staff; maintaining a safe teaching/learning environment for all staff and students; and meeting the expectations of hundreds of families in the school community. ...the Principal salary compares unfavourably to my own experiences in both the private sector and with my current employer (a body corporate), though I perceive that the Principal faces a significantly higher level of responsibility."

Similar attributes

For example, the work of school leaders involves many attributes found in the roles ascribed to senior Human Resource Managers. Also, drawing upon a different set of responsibilities of school leaders, there is an overlap with some areas in senior positions in the Property and Facilities Management area.

However, salary information from the 2012 Hays Salary Guide (Hays, 2012) shows that comparing current salaries for principals and deputies in WA with those in the Human Resources Sector (Perth) a sizable differential can be seen, in favour of the Human Resources Sector. Further comparing the salary of principals and deputy principals with those in the Property and Facilities Management Sector (Perth), a discrepancy can be seen, especially with regard to Retail Centre Managers in favour of those employed in this Sector, although not as large as the differential in favour of the Human Resources Sector. (See Attachment 5: Tables of Annual Salary Ranges for Occupations from Hays Salary Guide 2012.) The difference seen when both areas above are compared with school leaders is quite large.

While school leaders can also be described as Managers, and undertake many duties pertinent to a Manager, it is interesting to note that the Australian Bureau of Statistics has reported that amongst major occupation groups, Managers had the

highest average weekly total cash earnings, not those in the Education Industry – and not principals and deputies. (Australian Bureau of Statistics, 2012)

While those working in the senior Human Resources area, the Property and Facility Management area, and the Management sector, are able to concentrate on the attributes required by their specialist occupations, school leaders must incorporate aspects of these three job roles (and aspects of other job roles, also) into their day to day duties. It seems incongruous therefore that school leaders who require not only various specialist job skills, but also the flexibility to switch from one set of these skills to another during the performance of their role, are remunerated at a lesser level than these other occupations.

It would seem that certain attributes, skills, responsibilities, etc. required of those in school leadership positions are worth more remuneration when they are able to be applied in specialist areas outside the education sector in WA.

Comparator positions

Given the special nature of the Western Australian economy and that school leaders are employed by the WA State Government, it is reasonable to investigate comparator positions from within the WA public sector. This therefore provides comparison of similar roles within the same State economy and the same State employment sector.

One principal told the Inquiry:

“Principals in large schools e.g. with a large, complex school situation should be paid as per CEO’s – these school leaders need a higher level of remuneration.”ⁱⁱ

It was found that the roles of school leaders compare favourably with those of a Chief Executive Officer (CEO) in the WA public service, sharing the same ultimate employer, and many of the same job requirements and responsibilities, and working in the same economic environment. The job attributes of principals and deputies as mandated by the WA Department of Education and other bodies, and described earlier (under Question 1 above) are not dissimilar to those required of a CEO in the WA public sector.

According to the WA Public Sector Commission (Public Sector Commission, 2013):

“Chief Executive Officers are the principal officers of public sector departments or agencies. They are accountable for the efficient and effective management of their department or agency.”

Local Government Chief Executive Officers are paid a total remuneration package under a system of Salary Bands that prescribe the appropriate salary range.

In 2010 there were 11 Local Government CEOs in Salary Band 8 with a total remuneration package of \$213,464 to \$288,262. Attachment 6: ‘Salaries WA Local Government CEOs 2010’ provides details of the Local Government areas involved, and the recommendation of the Salary and Allowances Tribunal, WA.

However, in June 2012, the Salary and Allowances Tribunal changed the Band Allocation model by reducing the number of Bands, from nine to four, which led to the possibility of more CEOs being eligible to be paid within the highest remuneration range – which is significantly in excess of the remuneration available to school leaders in WA. Currently there are at least 18 CEOs in the new Salary Band 1 with a total remuneration package of \$238,043 to \$350,327 (Salary and Allowance Tribunal, June 2012). This indicates a move towards granting more people greater recognition of the roles they perform in the Public Sector in WA, but not within the roles of school leadership.

This alteration to what was in effect the classification system, was done as part of the report on an Inquiry into the Remuneration of Local Government Chief Executive Officers. It was reported that a number of work related issues were identified for CEOs during this process. Most of these issues are common to school leaders also. These issues were described as follows (Salary and Allowance Tribunal, June 2012):

“These included, but were not limited to:

all Local Governments, irrespective of size, are subject to the same legislated compliance requirements;

despite the difference in size and scope between Local Governments, there is a great deal of commonality in the issues/ challenges faced by CEOs including community expectations, social issues and major developments among others;

an enhanced level of strategic planning and community involvement due to new government initiatives such as the Integrated Planning and Reporting Framework initiative, major resources or business developments and significant population growth present particular challenges to Local Governments.

This enhanced level of strategic planning has led Local Governments to require a more proactive and influential role for their CEO;

royalties for Regions, while delivering much needed assistance to the regions, has raised expectations and demands on Local Governments; and

staff recruitment/retention/turnover and the consequences for organisational capability, particularly for smaller Local Governments, is a constant and pressing issue.”

In discussing the redrafting of the Band Allocation Model and adopting the new classification framework, the Salary and Allowances Tribunal stated:

“The new model allows for a continuum of responsibility and takes into account a broader range of factors including:

major growth and development;

strategic planning, including risk management;

infrastructure development and asset management;
significant social/economic/environmental issues;
significant demand to service and support non-resident needs;
diversity of services;
community involvement and advocacy;
state or national negotiations;
operational and managerial requirements;
capacity to pay;
total expenditure;
population; and
FTEs.”

Principals and deputies are required to deal with many of the above factors in the performance of their roles, albeit in a different environment and context.

The above Inquiry has also outlined the required characteristics of CEOs in these four new Salary Bands (Salary and Allowance Tribunal, June 2012). These have been placed into Table 1A: 'WA Local Government CEOs Salary Packages and Job Characteristics' which can be found in Attachment 7. Here these characteristics can be seen together with the Salary ranges applicable to each Band.

The characteristics defined for CEOs in these four salary Bands are identical in many respects to the attributes, skills and responsibilities mandated for school leaders in various documents and discussed previously under Question 1. The characteristics of Bands 2, 3, and 4 are particularly relevant to principals and deputies. It is in this area of shared job characteristics that the roles of these Local Government CEOs are most clearly shown to provide comparator positions for school leaders.

WA Local Government CEOs share many important aspects of their roles with school leaders. As set out by the Salaries and Allowances Tribunal above, these common aspects include work related issues, the broad range of factors involved and the characteristics of these roles.

Another area where suitable comparator positions can be found is within the Special Division of the WA public sector. This sector includes CEOs of State Government Agencies. In December 2012, the Salary and Allowances Tribunal issued a Determination that covered (amongst others) senior employees in the Special Division of the Public Service (Salaries and Allowances Tribunal, Dec 2012). The remuneration awarded by this Determination is set out in the four relevant

Salary Bands, in Attachment 8: *'Salaries for Senior Public Sector Employees WA December 2012'*.

It should be noted that the lowest rate payable under these four bands is more than the highest rate payable for school leaders (see Attachment 4). Comparing the rates of remuneration in Attachments 4 and 8, it can be seen that the lowest salary for a non-Chief Executive Officer performing as a sub-ordinate to a CEO, is \$170,363, while the top salary for a school leader, performing the role of a school CEO, is \$150,340, as at December 2012.

In Part 3 – Salary, of the Determination, under Table 3 – 'Special Division CEOs', the salaries are specified for individuals and their positions. There are a number of CEOs in the education sector listed here, where the work performed and job characteristics are similar to that of school leaders. Yet there is a considerable differential between the rates of remuneration for these positions compared to those of school leaders. Examples of rates of remuneration paid to those leading learning in educational institutes, other than the WA public school system are given in Attachment 8. Again the differential when compared to the remuneration rates of principals and deputies is significant, with the higher rate being paid to those outside the WA public school system.

The roles of school leaders, covering so many skills and responsibilities, and which are affected by a multitude of diverse regulations, and community and government expectations, are unique. Therefore it is not surprising that it is difficult to locate other occupations where most of the factors closely align. Other professions requiring similar attributes, and those with a large shared component of job related factors have been used to provide a comparison in this document.

However as seen above, when comparing salary rates for other occupational groups with similar attributes, or with those employed in comparable positions, public school principals and deputies in WA face an earnings disadvantage, often of significant proportions.

What elements would be taken into account if a work value or comparative wage justice consideration was to be given to current salaries and conditions for these roles?

Work value

Work value is the means of determining the monetary worth of a particular position to an employer. There are a variety of ways to determine the worth of a job. Prior to the inception of enterprise bargaining and the effective abolition of arbitration of awards as a primary wage fixing mechanism, work value cases were argued before industrial tribunals at State and Federal levels in Australia. In these legal jurisdictions certain principles were traditionally applied.

Work value, in the legal sense, when argued before these tribunals, revolved around the nature, quality, and amount of change in duties of a particular position.

Generally, tribunals treated a classification or 'salary box' as a 'given' so far as it described the job in issue. The tribunal, on application, would apply a set of principles to determining whether particular work was correctly classified or should be placed in a higher 'salary box'.

A counterpart of that kind of jurisdiction can be found still in some tribunal decisions determining whether an individual is correctly classified within or between awards. In the past, an alternative could be that the tribunal would decide whether a higher salary scale or set of scales should apply to each or all of the classifications covered by an award. Both re-boxing and work value exercises involved a close examination of the functions performed and the level of skill, judgment and responsibility required for the jobs in issue.

Essentially a re-boxing exercise involved a test for the best fit classification for the individuals concerned who might, if successful, be awarded an entitlement to be paid at the level assigned by the award to a higher box. The work value exercise involved an examination of the nature and quality of change in the work of the relevant position since the classification had last been evaluated. If successful, the award adjusted the rates applicable to the classification box generally.

Work value principles, as commonly applied by industrial tribunals in various iterations, involved a strict examination of changes in the nature of work, skill and responsibility required or the conditions under which work is performed. The addition of value of the work to the employer, being work required by the employer, was of the essence of the test; a mere increase in the volume or intensity of work, or 'more of the same', was not sufficient to attract application of the principle to justify wage increases.

Comparative wage justice

Comparative wage justice is the concept that those with similar skills and job requirements in different occupations or different industries should receive the same wages. A systematic comparison between jobs is undertaken in order to assess their relative worth for the purpose of establishing a just and fair remuneration structure. The basic principle involved is that work of equal value should receive equal pay.

This basic principle appeals to almost everyone engaged in work, but it has not been held in high regard as a fundamental principle in formal wage fixation for many years. Nonetheless, the elements of comparative wage justice continue to provide some almost necessary and relatively concrete guidance for anyone engaged in arriving at fair and equitable rights for particular categories of work.

For the Senior Executive Services level of the WA Public Service, the Mercer system is used to compare positions within the public sector (Public Sector Commission, 27 Sept 2012). The Public Sector Commission states:

"The Mercer CED classification system uses a contemporary and internationally recognised tool to assess positions, which is able to distinguish between the various types of positions across the sector taking into account their unique attributes."

Information about the Mercer system, which applies across large sections of the WA public sector, can be found in Attachment 3: *'Job Evaluation Methods used in the WA Public Service'*.

A detailed description of how the process of comparative wage determination applies within the public sector for senior positions is provided by the Public Sector Commission on its website under the heading, *'The classification system'* (Public Sector Commission 24 Sept 2012).

This explanation also covers the issues of work value and echoes the points made above in respect of the importance of proving there has been a change in the nature of the work requirements of a position. This is necessary to obtain a Finding that there has been an increase in work value, and that therefore the position/s concerned should have an increase in remuneration.

The Public Sector Commission outlines the procedure for comparative wage determination and for work value as follows:

"The primary aim of the classification process is to provide a means of applying appropriate and equitable rates of remuneration to employees performing various types and levels of work, taking into account the organisation in which the work is performed and the Public Sector as a whole.

The process of assessing the classification level of a position involves:

consideration of the work value of the position and in the case of reclassification, any significant changes in work value;
comparison of both internal and external relativities, i.e. positions of similar work value within the agency and the Western Australian Public Sector, with internal taking precedent over external. External comparisons should be examined more closely than simply reviewing the JDF; and
consideration of the Mercer CED job evaluation system.

The work value of a position is established by considering:

the type and nature of work performed;
the skills required to carry out important aspects of the work;
responsibilities required of the position; and
conditions under which the work is performed.

For the reclassification of a position, it will be necessary to establish that there has been a significant, demonstrable and ongoing change in the work value. Care should be taken not to confuse work value with work volume."

Work value review

Therefore, to successfully pursue a claim for a work value review, the positions of school leaders need to be shown to have undergone significant change since the last formal appraisal of remuneration was conducted in 1991. Given the current demands of these roles, as expanded upon earlier, together with the evidence put before the Inquiry, proving that the roles of principals and deputies have been subject to such change should not be difficult.

Comparative wage justice claim

As follows from above, a comparative wage justice claim for school leaders would firstly require an evaluation of these positions using an approved method, such as those already in use in the WA public sector - Mercer, or BIPERS. It is necessary to identify the levels of responsibility, accountability, skills and other job requirements, together with the work value of these positions so that a basis for comparison can be established.

This type of claim involves directly comparing and contrasting the requirements involved in performing these roles with other similar positions. Once a job evaluation has been performed it can then be used to compare the roles of school leaders with other roles. This comparison can be most easily done with other positions in the same state government public sector framework, where there already exist identifiable job evaluation scores for similar roles. Once it can be shown that school leaders are performing similar work to certain other positions, then school leaders can be reclassified into the same salary band as these, thus achieving equal pay for work of equal value.

Given the information previously provided about comparable positions, a comparative wage justice claim for principals and deputies certainly has merit. Depending upon the comparator positions used, such a claim should be successful.

Are there other matters that should be taken into account in order to develop an appropriate package of remuneration and rewards for these school leaders?

It would appear that there are numerous factors, not currently being acknowledged, that should be taken into account in developing a fair remuneration package that accurately reflects the true value of the work done, the skills required, and the ever - increasing responsibilities of the role of principals and deputies in WA.

This Inquiry has received evidence about many of the unrecognised and unrewarded attributes required of those in these roles.

The Panel also heard that there were diverse reasons for reviewing the remuneration for school leaders. One deputy principal reported to the Panel that:

“If the pay or the remuneration was better, we would get better people into teaching.”ⁱⁱⁱ

There were representations to the Panel indicating concerns about the salary differential between the wages of senior teachers and the wages of deputies and principals.^{iv}

The emerging complexities of the work performed by these school leaders, together with the changing nature of society's expectations and the increased responsibilities since 1991 – the last time there was a comprehensive salary review – show that there is a definite and logical need to review the factors involved in setting wages and conditions for these professionals. This has already been done for other groups in the WA Public Sector. For example, in its Conclusions, the Salary and Allowances Tribunal, with respect to the work done by various categories of public servants and CEOs of some Government Agencies (Salary and Allowances Tribunal, Dec 2012) stated that there was a need:

“... to provide for a general economic adjustment for officeholders, recognise those office holders who have undergone substantial changes in their responsibilities or work value ...”

The Salary and Allowances Tribunal awarded an increase in remuneration for these positions.

In order to develop an appropriate remuneration package, it is time to consider not only a review of the duties, skills, qualifications, and responsibilities of the roles of school leaders. It may also be useful to consider all aspects of these positions with a view to making these positions less onerous and more attractive to the next generation of school leaders. This can be done by acknowledging the numerous and changing factors involved in school leadership through an appropriate system of remuneration, and also through reviewing the 'position description' as currently applies through the many mandated requirements and expectations of principals and deputies.

In 2012 the Director General of Education released a statement titled *Public School Leadership* (O'Neill 2012). It sets out the expectations of public school leaders and offers the commitment of the WA system to develop and support them. This commitment could be shown by reviewing and implementing a fair and just system of remuneration for school leaders in WA.

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Endnotes

- i Written Submission dated 8 April 2013 – School Board Chairperson
- ii Consultations - Karratha
- iii Consultations – Kalgoorlie
- iv Consultations – Cottlesloe

ATTACHMENT 1

Current Factors Involved in Systems of Remuneration for School Leaders.

Currently, it appears that in Western Australia the system of remuneration for principal and deputy principals is largely determined by a school's student enrolment numbers. This is also the case in other Australian States and in New Zealand. This is shown below.

1. In **South Australia** the remuneration of a principal or a deputy principal is determined by the School Size and Complexity Score (SSACS). This Score is largely dependent upon the number of pupils enrolled at a particular school (Industrial Relations Commission of South Australia, 2010).
2. In **Victoria** school principals' remuneration is dependent on the size and complexity of the school and individual performance. (Department of Education and Early Childhood Development (Victoria), 2013)
3. In **New South Wales** the salary and classification of a school principal are linked to student numbers, regardless of the complexity of the school or its students. There are currently moves afoot to review the basis for setting the remuneration of School Leaders. (Public Schools NSW, 2011)
4. In **New Zealand**, principals' remuneration in state and state integrated schools is made up of two core elements:
 - a salary component based on the school's roll (number of students) and
 - a salary component based on the total number of teachers allocated to the school.(New Zealand Ministry of Education, 2013)

ATTACHMENT 2

Extract from the Teachers (Public Sector Primary and Secondary Education) Award 1993 (WA)

This an extract showing:

- i/ that the levels of remuneration are connected to number of students at a school, and also connected to the type or nature of the school; and
- ii/ also showing Duties and Responsibilities as of 1993.

Notes: These **Wage Rates no longer apply**; 'School Administrators' refers to School Leaders.

Teachers (Public Sector Primary and Secondary Education) Award 1993

(1) This Award shall apply throughout the State of Western Australia.

| | |
|--|----|
| PART 4. – SCHOOL ADMINISTRATORS | 17 |
| 1. – SCHOOL ADMINISTRATORS – DUTIES AND RESPONSIBILITIES | 17 |
| 2. – COMMENCEMENT OF SCHOOL YEAR | 18 |

PART 4. – SCHOOL ADMINISTRATORS

3. – SCHOOL ADMINISTRATORS – DUTIES AND RESPONSIBILITIES

(1) Consistent with, and without limiting clauses 6(3) and 12(1), and subject to clause 16(2), the duties and responsibilities of Principals include the following:

- (a) responsibility for the effective educational leadership of the school;
- (b) effective operation of the school;
- (c) the establishment and management of administrative and operational systems and resources including financial and physical resources;
- (d) responsibility for the welfare and wellbeing of staff;
- (e) supporting systemic succession planning, raising career aspirations and potential of staff; and
- (f) ensuring the school is operating according to departmental policy.

(2) Consistent with and without limiting clause 6(3), the duties and responsibilities of primary school Deputy Principals include:

- (a) as the most appropriate role, that of a specialist or support Teacher; and
- (b) other duties and responsibilities as determined by the Principal following consultation with the primary school Deputy Principals.

(3) Time for Administrative Duties

Level 4 and above Principals, within existing allocated school resources, are not required to undertake any face to face teaching responsibilities.

- (4) School Administrators with a teaching responsibility will receive pro rata DOTT time based on the actual teaching component.
- (5) Consistent with and without limiting clause 7(3), the duties and responsibilities of all School Administrators, include:
 - (a) the selection criteria;
 - (b) the requirements of any relevant duty statement; and
 - (c) ensuring the operational effectiveness of the school, including planning and preparation so that the instructional year is fully utilised for the teaching/learning program.
- (6) School Administrators can be required to undertake duties and responsibilities referred to in clause 12(1) outside the normal school day or normal operating hours, either at school or off-site.

4. – COMMENCEMENT OF SCHOOL YEAR

- (1) School Administrators will ensure all schools will be open for a minimum of four (4) working days prior to students returning from the summer student vacation.
- (2) All School Administrators will be available to ensure that all necessary preparation for the commencement of the school year occurs, including:
 - (a) student enrolments;
 - (b) timetabling requirements;
 - (c) system initiatives;
 - (d) staff placements; and
 - (e) student placements.
- (3) A maximum of one (1) day of the days referred to in clause 17(1) may be spent on directed professional development for School Administrators following consultation between the Director Schools and the School Administrator.

SCHEDULE B – SALARIES

PART 1 – WAGES ADJUSTED BY ARBITRATED SAFETY NET ADJUSTMENTS

TABLE I – TEACHERS AND SCHOOL ADMINISTRATORS

| | Minimum Salary \$ Per Annum | Safety Net Adjustment | Total Salary \$ per annum |
|---|--------------------------------|--------------------------|------------------------------|
| Level 1 | | | |
| 1.1 | 21317 | 10538 | 31855 |
| 1.2 | 22446 | 10538 | 32984 |
| 1.3 | 23764 | 10643 | 34407 |
| 1.4 | 24807 | 10643 | 35450 |
| 1.5 | 26439 | 10539 | 36978 |
| 1.6 | 28020 | 10539 | 38559 |
| 1.7 | 30085 | 10643 | 40728 |
| 1.8 | 31460 | 10643 | 42103 |
| 1.9 | 33700 | 10643 | 44343 |
| Level 2 | | | |
| 2.1 | | | |
| 34748 | 10538 | 45286 | |
| 2.2 | 36204 | 10538 | 46742 |
| 2.3 | 38950 | 10538 | 49488 |
| | | | |
| Level 3 | | | |
| Teachers Lecturers (Senior Colleges) | | | |
| 3.1 | 41782 | 10538 | 52320 |
| 3.2 | 43406 | 10538 | 53944 |
| 3.3 | 45245 | 10538 | 55783 |

Principal of Primary School (< 100 students)

Principal of Education Support School (< 40 students)

Principal of Agricultural School/College (< 40 students)

Deputy Principal District High School (Secondary)

Deputy Principal District High School (Primary) (< 200 students)

Deputy Principal of Primary School

Programme Co-ordinator (Primary) - Distance Education

Head of Department - Secondary Schools (previously known as Senior Teacher)

Programme Co-ordinator - (previously limited tenure Senior Teacher positions)

Senior Lecturer - Senior College

Deputy Principal Education Support School (>40 students)

| | Minimum Salary \$ Per Annum | Safety Net Adjustment | Total Salary \$ per annum |
|---------|--------------------------------|--------------------------|------------------------------|
| Level 4 | | | |
| 4.1 | 47262 | 10538 | 57800 |
| 4.2 | 48524 | 10538 | 59062 |
| 4.3 | 49786 | 10538 | 60324 |

Principal of Agricultural School (40 to 80 students)
Principal of Primary School (100 to 300 students)
Principal of Education Support School (40 to 80 students)
Deputy Principal High and Senior High Schools (provided that Deputy Principals of High and Senior High Schools with an enrolment of > 600 students may progress to the minimum of Level 5)
Deputy Principal District High School (Primary) (> 200 primary students)
Deputy Principal - Distance Education
Head of School - Senior College

| | Minimum Salary \$ Per Annum | Safety Net Adjustment | Total Salary \$ per annum |
|---------|--------------------------------|--------------------------|------------------------------|
| Level 5 | | | |
| 5.1 | 51589 | 10538 | 62127 |
| 5.2 | 53318 | 10538 | 63856 |
| 5.3 | 55052 | 10538 | 65590 |

Principal of Primary School (301 to 700 students)
Principal of District High School (150 to 450 students)
Principal of Agricultural College (> 80 students)
Principal of Education Support School (> 80 students)
Vice Principal - Distance Education
Deputy Principal - Senior College

| | Minimum Salary \$ Per Annum | Safety Net Adjustment | Total Salary \$ per annum |
|---------|--------------------------------|--------------------------|------------------------------|
| Level 6 | | | |
| 6.1 | 57946 | 10538 | 68484 |
| 6.2 | 59680 | 10538 | 70218 |
| 6.3 | 61409 | 10538 | 71947 |

Principal High and Senior High School
Principal of Primary School (> 700 students)
Principal - Distance Education Centre
Principal of Senior College

ATTACHMENT 3

Job Evaluation Methods used in the W A Public Service

Job evaluation involves a job analysis in order to define the worth of a particular position. There are a number of different models of job evaluation, but all involve a systematic way of determining the value or worth of a job. There are two Job Evaluation methods used in the WA Public Sector, BIPERS and Mercer.

BIPERS

BIPERS is the Business International Performance Evaluation and Ranking System. This method is used to compare the different aspects of a job and weigh these aspects against each other.

This system uses points to evaluate a number of factors involved in the performance of a position, and each point is divided further into degrees. For example, scores have been allocated for W A State Government Agencies from 1 – 7, depending upon the size of the Agency, as part of the BIPERS process. (State Public Sector Commission 2009)

According to the State Public Sector Commission (2012):

“For positions classified from Level 1 to Level 8 within the public service, the job evaluation tool, known as BIPERS and explained in the Classification Determination Manual issued in 1989, is the only evaluation tool that can be used, unless otherwise approved.”*

The WA Department of Education (2009) describes the use of BIPERS for those wishing to obtain a reclassification of their positions as follows, “BI/PERS is a point scoring evaluation system which provides an assessment of the position using ten factors.”

These ten factors in the BIPERS system are listed as follows in Organisation, Design and Evaluation of Professional Positions (Association of Professional Engineers, Scientists and Managers, Australia 2004):

“Factors

- 1. Education: What level of formal education is required for the job?*
- 2. Experience: How many years of pertinent, practical experience are needed to achieve competent performance in the job?*
- 3. Scope of Activities: How varied are the activities coordinated by the position holder?*
- 4. Interpersonal Skills: How demanding is the job in terms of contacting, negotiating, and gaining the cooperation of other inside and outside the organisation?*

** This Manual is not available publicly in electronic format. This document is the intellectual property of the WA Government and Mercer Cullen Egan Dell.*

5. *Thinking Challenge: What type of analytical and creative ability is required for the position?*
6. *Independence of Action: How much independence does the position holder have?*
7. *Influence of Results: How important is the position to the overall results of the organisation?*
8. *Size of Unit: How large is the organisation?*
9. *Personnel Supervised: How many people does the position holder supervise?*
10. *Organisation Level: Where is the position placed in the organisation? "*

In the WA Public Sector, a questionnaire is also used to extract information about the role. The State Public Sector Commission states (2012),

“To enable a BI/PERS assessment to occur, officers requesting a reclassification are required to complete a PEQ in conjunction with their Manager/Supervisor.”

The PEQ referred to above is a questionnaire linked to the job evaluation procedure. Once the BIPERS process is completed for a particular position, that role is then allocated a final score, and based upon this score, that role is classified against a corresponding remuneration classification rate.

Mercer

The Mercer system for ranking positions is based on identifying the key skills, duties, responsibilities, and the complexity of tasks required to be performed.

The use of the Mercer method of job evaluation in the W A Public Sector is explained in this extract from the Public Sector Commission’s document (2012) ‘The classification system’ as follows:

“Classification Tool

Mercer CED is the classification tool approved for the classification of positions above level 8. It is to be used as a guide to the classification level, in conjunction with the principles outlined above.

The Mercer CED job evaluation system expresses the worth of a position in work value points, which are determined by assessing eight sub factors that are based upon a systems approach to understanding jobs. This approach considers all jobs in terms –

- *the inputs required for the position;*
- *the processes involved in carrying out the functions of the job;*
- and*
- *the outputs required for the position.*

The eight sub-factors form three primary factors with sub factors, as follows –

- *Expertise (Input)*
- *Knowledge & Experience*
- *Breadth*
- *Interpersonal*
- *Judgment (Processing)*
- *Job Environment*
- *Reasoning*
- *Accountability (Outputs)*
- *Impact*
- *Independence & Influence*
- *Involvement.*”

Once a final tally of work value points is made for a particular position, that position is then aligned with the related classification level for that number of points. Consequently the role is identified within the related salary level, as usually each classification level has a corresponding salary level.

ATTACHMENT 4

Remuneration Rates for School Leaders in WA. (Not including superannuation)

| Western Australia | | |
|--|------------------------------|----------------------|
| | CURRENT 01-Dec-12 [4%] | 01-Dec-13 [4.25%] |
| Level 3 | | |
| Primary Principal, Heads of Dept, Heads of Learning Area & Program Coordinators | | |
| Level 3.1 | \$101,853 | \$106,182 |
| Level 3.2 | \$105,968 | \$110,471 |
| Level 3.3 | \$108,840 | \$113,466 |
| Level 3.4 | \$111,791 | \$116,542 |
| Level 4 | | |
| Primary Principal | | |
| Level 4.1 | \$115,082 | \$119,973 |
| Level 4.2 | \$118,091 | \$123,110 |
| Level 4.3 | \$121,103 | \$126,250 |
| Level 4.4 | \$122,620 | \$127,831 |
| Level 5 | | |
| Primary Principal District High School Principal | | |
| Level 5.1 | \$125,400 | \$130,730 |
| Level 5.1A* | \$126,870 | \$132,262 |
| Level 5.2 | \$129,525 | \$135,030 |
| Level 5.3 | \$133,661 | \$139,342 |
| Level 5.4 | \$135,178 | \$140,923 |
| Level 6 | | |
| High and Senior High School Principal Primary Principal | | |
| Level 6.1 | \$140,562 | \$146,536 |
| Level 6.2 | \$145,094 | \$151,261 |
| Level 6.3 | \$148,823 | \$155,148 |
| Level 6.4 | \$150,340 | \$156,730 |

This Table was adapted from information provided by the AEU (Australian Education Union) titled 'AEU Principal and Promotional Positions Salary/Remuneration Rates at Dec 2012' online: <http://aeufederal.org.au/Industrial//Salaries/PrinsSalDec12.pdf>

* Deputy Principals of High and Senior High Schools with an enrolment of greater than 600 students may progress to Level 5.1A

Principal & Deputy Principal levels are largely determined by a school's student enrolment numbers.

School Education Act Employees' (Teachers & Administrators) General Agreement 2011 [NED: 5/12/2014]

ATTACHMENT 5

Tables of Annual Salary Ranges for Occupations from Hays Salary Guide 2012*

Table 1: Property Management Related Occupations

| PROPERTY | Commercial/ Industrial/Retail Sales & Leasing | Acquisitions 0-4 yrs | Acquisitions 4yrs+ | Development Manager | Assistant Development Manager |
|---|---|-------------------------|-----------------------|------------------------|-------------------------------------|
| NSW - Sydney | 65 - 250 | 75 - 110 | 100 - 200 | 120 - 220 | 60 - 80 |
| NSW - Regional | 60 - 90 | 60 - 100 | 90 - 170 | 120 - 200 | 60 - 80 |
| VIC - Melbourne | 65 - 130 | 75 - 110 | 100 - 200 | 150 - 250 | 60 - 90 |
| VIC - Regional | 60 - 125 | 70 - 110 | 100 - 180 | 145 - 245 | 55 - 90 |
| QLD - Brisbane, Gold Coast & Sunshine Coast | 50 - 180 | 75 - 10 | 90 - 170 | 120 - 250 | 45 - 75 |
| QLD - Regional | 50 - 180 | 60 - 10 | 80 - 150 | 120 - 250 | 40 - 60 |
| SA - Adelaide | 70 - 110 | 55 - 90 | 90 - 150 | 130 - 200 | 55 - 90 |
| WA - Perth | 85 - 250 | 55 - 120 | 120 - 250 | 120 - 275 | 55 - 100 |
| ACT - Canberra | 70 - 130 | 65 - 110 | 90 - 200 | 100 - 200 | 55 - 90 |
| TAS - Hobart | 60 - 95 | 55 - 90 | 70 - 120 | 120 - 160 | 55 - 90 |
| NT - Darwin | 60 - 95 | 55 - 90 | 70 - 120 | 120 - 160 | 55 - 90 |

Table 2: Property Management Related Occupations

| | Asset Manager 3+ yrs exp | Retail Centre Manager | Lease Administrator | Valuer 0-3 yrs | Valuer 3 yrs+ |
|---|-----------------------------|--------------------------|------------------------|----------------|------------------|
| NSW - Sydney | 90 - 150 | 80 - 145 | 50 - 90 | 55 - 90 | 75 - 130 |
| NSW - Regional | 80 - 120 | 75 - 120 | 35 - 50 | 45 - 90 | 65 - 110 |
| VIC - Melbourne | 100 - 130 | 85 - 140 | 50 - 65 | 60 - 110 | 90 - 120 |
| VIC - Regional | 95 - 125 | 75 - 115 | 40 - 55 | 50 - 100 | 80 - 110 |
| QLD - Brisbane, Gold Coast & Sunshine Coast | 100 - 150 | 65 - 160 | 40 - 70 | 40 - 110 | 75 - 125 |
| QLD - Regional | 100 - 125 | 80 - 170 | 40 - 55 | 40 - 80 | 75 - 100 |
| SA - Adelaide | 75 - 120 | 80 - 120 | 45 - 60 | 50 - 80 | 70 - 110 |
| WA - Perth | 120 - 180 | 85 - 190 | 40 - 65 | 60 - 90 | 110 - 160 |
| ACT - Canberra | 80 - 120 | 75 - 130 | 50 - 65 | 50 - 80 | 80 - 120 |
| TAS - Hobart | 80 - 120 | 85 - 130 | 40 - 60 | 55 - 75 | 70 - 100 |
| NT - Darwin | 80 - 120 | 85 - 130 | 40 - 60 | 55 - 75 | 70 - 100 |
| NZ - Auckland | 100 - 160 | 90 - 130 | 45 - 60 | 45 - 80 | 60 - 130 |
| NZ - Christchurch/Wellington | 80 - 140 | 80 - 100 | 35 - 55 | 35 - 60 | 60 - 120 |

Note: Tables 1 & 2 include Superannuation

Table 3: Human Resources Management

| | Head of HR >1000 employees | Head of HR <1000 employees | HR Manager >1000 employees | HR Manager <1000 employees | HR Business Partner | HR Advisor |
|-------------------|----------------------------------|----------------------------------|----------------------------------|----------------------------------|--------------------------------|-----------------------------|
| NSW - Sydney | 300 220 - 400 | 200 150 - 220 | 200 150 - 220 | 150 110 - 180 | 110 90 - 120 | 85 65 - 95 |
| VIC - Melbourne | 280 200 - 400 | 180 120 - 200 | 180 140 - 220 | 120 90 - 160 | 110 90 - 160 | 75 65 - 90 |
| QLD - Brisbane | 250 200 - 350 | 180 140 - 220 | 180 120 - 220 | 120 90 - 150 | 100 80 - 120 | 80 65 - 85 |
| SA - Adelaide | 230 200 - 250 | 200 150 - 230 | 150 130 - 150 | 120 90 - 150 | 130 100 - 150 | 70 60 - 90 |
| WA - Perth | 250 200 - 280 | 200 150 - 200 | 160 140 - 180 | 120 100 - 140 | 120 110 - 150 | 85 75 - 95 |
| ACT - Canberra | 130 100 - 150 | 120 90 - 130 | 110 90 - 130 | 110 90 - 130 | 85 70 - 90 | 75 65 - 85 |
| NT - Darwin | N/A | N/A | 130 100 - 160 | N/A | N/A | 70 60 - 90 |
| New Zealand | 200 140 - 250 | 180 130 - 225 | 150 110 - 170 | 130 90 - 140 | 100 70 - 120 | 80 65 - 90 |

Note: Table 3 does NOT include Superannuation

* Hays Salary Guide 2012, Table 1 - p130, Table 2 - p131, Table 3 - p87

Salaries WA Local Government CEOs 2010

Recommendation Report Variation: Local Government CEOs – Band 8 remuneration - 2010 September 13th

SALARIES AND ALLOWANCES TRIBUNAL
REPORT UNDER SECTION 7A OF THE SALARIES AND ALLOWANCES ACT 1975

LOCAL GOVERNMENT CHIEF EXECUTIVE OFFICERS

The recommendation report on Local Government Chief Executive Officers' remuneration made by the Salaries and Allowances Tribunal on 25 June 2010 in accordance with Section 7A of the Salaries and Allowances Act 1975 is hereby varied by further recommendations, set out below.

This report is being issued to correct a typographical error in relation to the starting range of remuneration Band 8.

Insert and replace in Part 1 of the Schedule, the following:

| BAND | TOTAL REWARD PACKAGE | NUMBER OF LOCAL GOVERNMENTS |
|------|-----------------------|-----------------------------|
| 8 | \$213,464 - \$288,262 | 11 |

Insert and replace in Part 2 of the Schedule, the following:

| LOCAL GOVERNMENT | BAND | TOTAL REWARD PACKAGE |
|--------------------|------|-----------------------|
| Bayswater | 8 | \$213,464 - \$288,262 |
| Canning | 8 | \$213,464 - \$288,262 |
| Cockburn | 8 | \$213,464 - \$288,262 |
| Fremantle | 8 | \$213,464 - \$288,262 |
| Gosnells | 8 | \$213,464 - \$288,262 |
| Joondalup | 8 | \$213,464 - \$288,262 |
| Kalgoorlie-Boulder | 8 | \$213,464 - \$288,262 |
| Mandurah | 8 | \$213,464 - \$288,262 |
| Melville | 8 | \$213,464 - \$288,262 |
| Rockingham | 8 | \$213,464 - \$288,262 |
| Swan | 8 | \$213,464 - \$288,262 |

Signed at Perth this 13th day of September 2010.

W S Coleman AM
CHAIRMAN

C A Broadbent
MEMBER

B J Moore
MEMBER

SALARIES AND ALLOWANCES TRIBUNAL

ATTACHMENT 7

Table 1A: WA Local Government CEOs Salary Packages and Job Characteristics.

| BAND | TOTAL REWARD PACKAGE PER ANNUM | JOB CHARACTERISTICS |
|------|--------------------------------|--|
| 1 | \$238,043 - \$350,327 | <ol style="list-style-type: none"> 1. A strategic leader and manager of a highly complex and challenging business; 2. Implement sophisticated, best practice strategic management systems and processes for the Local Government to operate effectively; 3. Structured, strategic community and stakeholder consultation and engagement processes are established; 4. Technical and strategic leadership of activities and issues extend beyond third tier management level; 5. The CEO and Local Government has a significant local, regional and state-wide profile; and 6. The CEO and Local Government would have a major strategic input and contribution to all significant community and stakeholder issues and challenges. |
| 2 | \$196,338 - \$295,148 | <ol style="list-style-type: none"> 1. Focused on strategic management of the whole organisation with direct reports responsible for both operational and strategic management of their area's responsibility; 2. Operational involvement is restricted to critical and high risk operational issues; 3. Provide an integration of service delivery with necessity for cross-organisation coordination 4. Implement sophisticated integrated strategic management frameworks (planning, organisational performance, policy and consistency frameworks, etc.) that practically direct and guide Local Government priorities, focus and management; 5. Structured cyclical processes are in place for community and stakeholder consultation and engagement. |
| 3 | \$150,141 - \$239,327 | <p>Note:</p> <p>Band 2 characteristics apply from the upper end of Band 3 to the upper end of Band 2</p> <p>Band 4 characteristics also apply to the lower end of Band 3</p> |
| 4 | \$121,909 - \$184,788 | <ol style="list-style-type: none"> 1. Operationally focused; 2. Involved in issue management and problem solving; 3. Involved in hands-on management requiring a broad generalist knowledge of Local Government services; and 4. Have limited professional and senior staff capacity to support the CEO. |

Information in this Table is sourced from: Salaries and Allowances Tribunal, W A, June 2012. *Salaries and Allowances Tribunal Determination under Section 7a of The Salaries and Allowances Act 1975*. State Law Publisher, Perth.

ATTACHMENT 8

Salaries for Senior Public Sector Employees WA December 2012

Note: - The data in this Attachment has been taken from Salary and Allowances Tribunal, Dec 2012. Determination of the Salaries and Allowances Tribunal. *Western Australian Government Gazette*, 246.

- Chief Executive Officers (CEOs) have a higher salary range within each Band due to the distinction between CEOs with end of line responsibility and non-CEOs in subordinate positions.

Table: 1 Chief Executive Officers

Indicative annual salary (inclusive of annual leave loading)

| Band | Annual Salary Range |
|--------|-----------------------|
| Band 1 | \$347,145 - \$490,438 |
| Band 2 | \$286,727 - \$347,145 |
| Band 3 | \$220,842 - \$286,727 |
| Band 4 | \$189,242 - \$220,842 |

Table: 2 non-Chief Executive Officers

Indicative annual salary (inclusive of annual leave loading)

| Band | Annual Salary Range |
|--------|-----------------------|
| Band 1 | Not applicable |
| Band 2 | \$264,631 - \$312,449 |
| Band 3 | \$213,429 - \$264,631 |
| Band 4 | \$170,363 - \$213,429 |

In Part 3 – Salary, **Table 3** - Special Division CEOs, the salaries are specified for individuals and their positions. There are a number of CEOs in the education sector listed here, where the work performed and job characteristics are almost identical to that of School Leaders. Yet there is a considerable differential between the rates of remuneration for these positions compared to those of School Leaders (see Attachment 4).

Some examples from Table 3 are:

| OFFICE | DEPT or AGENCY | BAND | OFFICER | SALARY |
|-------------------|--|------|---------|------------|
| Managing Director | Central Institute of Technology | 4 | ----- | \$205,975 |
| Managing Director | Challenger Institute of Technology | 4 | ----- | \$196,321 |
| Managing Director | CY O'Connor College | 4 | ----- | \$ 189,242 |
| Managing Director | Great Southern Institute of Technology | 4 | ----- | \$ 189,242 |
| Managing Director | Kimberley TAFE | 4 | ----- | \$ 189,242 |
| Managing Director | Pilbara TAFE | 4 | ----- | \$ 190,596 |
| Managing Director | Durack Institute of Technology | 4 | ----- | \$ 189,242 |
| Managing Director | Polytechnic West | 4 | ----- | \$ 215,887 |

Inquiry consultation schedule

| DATE | EVENT |
|------------------|---|
| 17 January 2013 | Country Principals Forum |
| 11 February 2013 | School Leaders Forum – Hillarys Yacht Club |
| 11 February 2013 | Open Forum - Hillarys Yacht Club |
| 11 February 2013 | Panel Meeting |
| 12 February 2013 | Round Table – various individuals |
| 12 February 2013 | Consultations – Juanita Healy Schools Curriculum Standards Authority Rosemary Cahill – Department of Education (ECE) Yvonne Henderson – Equal Opportunity Commissioner Keith Dodd (for Sharyn O’Neill Director General Department of Education) Rickki Hendon – Civil Service Association Carolyn Smith – United Voice Principal Associations – Education Support, WASSEA & WADHSA Language Development Centres Intensive English Centres |
| 12 February 2013 | Consultation - WACSSO Executive |
| 13 February 2013 | School Leaders Forum – Albany |
| 13 February 2013 | Community Invitees Forum – Albany |
| 13 February 2013 | Open Forum, Albany |
| 25 February 2013 | Round Table – various individuals |
| 25 February 2013 | Consultations - Professor Helen Wildy, Dean - Graduate School of Education, UWA Associate Professor Judy MacCallum, Dean of Education - School of Education, Murdoch Uni, Dr Scott Fitzgerald - Curtin Graduate School of Business Rio Tinto Garrick Stanley - Department of Indigenous Affairs - Director of Intergovernmental Relationships |
| 26 February 2013 | Panel Meeting |
| 1 March 2013 | Links Principals’ Collegiate Group |
| 5 March 2013 | School Leaders Forum – Geraldton |
| 5 March 2013 | Community Invitees Forum – Geraldton |
| 5 March 2013 | Open Forum – Geraldton |
| 6 March 2013 | Consultation - Professor Chris Brook, ECU Head of Education |
| 6 March 2013 | Alan Blagaich, CEO Schools Curriculum and Standards Authority |
| 6 March 2013 | Panel Meeting |
| 7 March 2013 | SSTUWA District Council – Fremantle/Jandakot/Riverton/Victoria Park |
| 11 March | SSTUWA School Leaders Forum – Cottesloe |
| 12 March 2013 | Bunbury District (Bunbury, Vasse, Collie-Preston) |
| 14 March 2013 | Belmont District (Bassendean, Belmont, Forrestfield); Kalamunda (Armadale, Darling Range, Kalamunda); Swan (West Swan, Swan Hills, Midland) |
| 14 March 2013 | Moore District (Geraldton, Moore, Central Wheatbelt) |

| | |
|---------------|--|
| 14 March 2013 | Goldfields District (Kalgoorlie, Eyre, Wagin) |
| 14 March 2013 | Goldfields District (Kalgoorlie, Eyre, Wagin) |
| 14 March 2013 | School Leaders Forum – Esperance, |
| 15 March 2013 | School Leaders Forum – Broome |
| 15 March 2013 | Community Invitees Forum – Broome |
| 15 March 2013 | Open Forum – Broome |
| 16 March 2013 | Kimberley-Pilbara District (Kimberley, Pilbara, North West Central) |
| 18 March 2013 | Roundtable various individuals |
| 18 March 2013 | School Leaders Forum – Gosnells |
| 18 March 2013 | Open Forum – Gosnells |
| 19 March 2013 | School Leaders Forum - Bunbury |
| 19 March 2013 | School Leaders Forum - Bunbury |
| 19 March 2013 | School Leaders Forum - Bunbury |
| 20 March 2013 | Butler District (Ocean Reef, Joondalup, Butler); Hillarys District (Wanneroo, Hillarys, Kingsley); Maylands (Maylands, Balcatta, Mt Lawley); Morley (Girrawheen, Mirrabooka, Morley) ; Perth (Cottesloe, Nedlands, Perth; Scarborough (Churchlands, Scarborough, Carine) |
| 20 March 2013 | Consultations - Level 3 Classroom Teacher Association, |
| 20 March 2013 | The Smith Family |
| 20 March 2013 | Goldfields District (Kalgoorlie, Eyre, Wagin) |
| 21 March 2013 | Murray (Mandurah, Dawesville, Murray-Wellington); Rockingham (Rockingham, Kwinana, Warnbro) @ Mandurah |
| 22 March 2013 | South Metro Education Support Principals Network Meeting |
| 26 March 2013 | School Leaders Forum – SSTUWA teleconference |
| 4 April 2013 | Consultation: AiTSL |
| 5 April 2013 | Moore District (Geraldton, Moore, Central Wheatbelt) |
| 5 April 2013 | North Metro Education Support Principals Network Meeting |
| 8 April 2013 | School Leaders Forum – Karratha |
| 8 April 2013 | Community Invitees Forum – Karratha |
| 8 April 2013 | Open Forum – Karratha |
| 9 April 2013 | Consultations – Country Women’s Association |
| 10 April 2013 | Stirling (Albany, Blackwood-Stirling) |
| 10 April 2013 | School Leaders Forum – Kalgoorlie |
| 10 April 2013 | Community Invitees Forum – Kalgoorlie |
| 10 April 2013 | Open Forum – Kalgoorlie |
| 11 April 2013 | Consultations - WACOSS |
| 11 April 2013 | SSTUWA – Women’s Committee |
| 11 April 2013 | Panel Meeting |
| 12 April 2013 | SSTUWA Executive |
| 16 April 2013 | School Leaders Forum – Mandurah |
| 16 April 2013 | Community Invitees Forum – Mandurah |
| 16 April 2013 | Open Forum – Mandurah |
| 16 April 2013 | Remote School Leaders - SSTUWA Teleconference |
| 19 April 2013 | SSTUWA School Psychologist Committee Sub-group |
| 13 May 2013 | Panel Meeting - teleconference |

Written submissions received

1. Gary Anderson, Principal Lynwood SHS
2. Greg Ruthven, Chair Woodvale Primary School Board
3. Lea Hadley, Principal Harmony Primary School
4. Lois Neagle, Curriculum Leader O'Connor P.S.
5. Terry Dunn, Deputy Principal Greenwood College IEC, in consultation with Deputy Principals of Secondary School Intensive English Centres in Western Australia
6. NSW Teachers Federation
7. Queensland Teachers Union
8. Australian Education Union – Tasmania Branch
9. SSTUWA
10. SSTUWA Women's Committee
11. SSTUWA ATSI Committee
12. SSTUWA School Psychologists Committee
13. Level 3 Classroom Teacher Association
14. Teacher Learning Network
15. Jeffrey Pohara, Deputy Principal, Greenwood College
16. Dr. Steffan Silcox
17. Helen Creed, Policy Manager, WACOSS

