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ABSTRACT

This paper compares two Australian educational administration texts published in 1963 to reflect critically on the radical changes that have occurred in educational administration in Australia since then. The books are "Headmasters for Better Schools," by Bassett, Crane, and Walker; and "Training the Administrator," by Cunningham and Radford. The 1989 text, "Creating an Excellent School," by Beare, Caldwell, and Millikan, is cited as an example of current educational administration thought. The years since 1963 have witnessed a dramatic growth in the serious study of educational administration and changes in the context and nature of administrator preparation programs. The three books share a focus on the principal's leadership role, organizational climate, and community involvement, though current literature is richer and more complex. Speculation on the nature of education in the year 2022, yields a prediction that the following themes of the three texts will continue: (1) education is essentially a human enterprise; (2) real education depends on the teacher-learner relationship; (3) parents will wish to retain their partnership role; (4) the need for educational leaders as managers will continue; and (5) human relations will continue to lie at the heart of educational leadership. (Contains 14 references.) (LMI)

ACEA NATIONAL CONFERENCE DARWIN

W.G. Walker Oration

5 July, 1992

THREE GENERATIONS OF EDUCATIONAL ADMINISTRATION

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In 1963, a generation ago, two important books were published in Australia on Educational Administration. The first was Headmasters for Better Schools by G. W. Bassett, (Professor of Education, University of Queensland), A.R. Crane (Vice-Principal of the Armidale Teachers' College) and W.G. Walker (Associate-Professor of Education, University of New England), the same W.G. Walker whose extra-ordinary contribution to Educational Administration in Australia, the Commonwealth and the wider world, inspired the establishment of this Oration by the Australian Council for Educational Administration.

The second was Training the Administrator by K. S. Cunningham and W. C. Radford, which described the status of Educational Administration in Australia in the early 1960's and analysed the training programs available at that time to prepare educational leaders for their task. The only formal program for educational administrators at the time was Bill Walker's Diploma of Educational Administration at the University of New England.

Headmasters for Better Schools had a profound impact on me when I first read it in 1964 at Young High School where I was the newly appointed English-History Master grappling for the first time with the role of Educational Administrator rather than that of a teacher only. It was by first contact with the disciplines of Organisational Behaviour and Educational Administration. It was my first confrontation with theory as a guide to the practice of educational leadership. I found its liberal and humane philosophies in harmony with my own sense of idealism and vision as a young educational leader. It introduced me for the first time to the writings of Ordway Tead, Argyris, Presthus, Mayo, Halpin, Gross and Herriott, and Bass, and it linked their ideas to the ideas of Lao-Tsa, the Hebrew Psalmists, the Greek Philosophers, Jesus, John Locke, Rousseau, Jefferson and the first Director-General of the NSW School System, William Wilkins. Little did I know at that time that I would be privileged to be one of Wilkins' successors, and as a latter-day Professor of Educational Administration be so greatly honoured in delivering the W. G. Walker Oration just one generation on from that first tentative foray into the domain of educational leadership. It would be interesting to know how many others here tonight as leaders in their own field were similarly influenced by the writings and subsequently the life of Bill Walker.

In my own case, that influence became a personal one when I enrolled in 1967 in the Diploma of Educational Administration program at the University of New England and met the Master face to face for the first time. His own idealism, enthusiasm, humanity, scholarship, personal understanding and sense of vision began to influence and give direction to my life's quest in a way which has not been matched by any other outside of my family and immediate circle of friends.

The Diploma of Educational Administration was a remarkable course because it required us to read from cover to cover the writings of the most outstanding thinkers on organisations and their management. Machiavelli, Weber, Taylor, Barnard, Etzioni, Simon and so on. This was the great strength of the external studies system and the program devised for it by Bill Walker.

Later it was Bill who wrote my key reference when I became Inspector of Schools and for the other stepping-stone positions to that of Director-General. It was Bill who supported my application to the University of Oregon for doctoral studies - two years which changed my own life, and those of my wife and three children. Later he was a key consultant to me in selecting my new senior executive staff in the restructured Department of School of Education following the Scott Review reforms. If you ever doubted the influence of Bill Walker in the upper echelons of school management in Australia you should have been a member of that selection committee. Every candidate, from across Australia and New Zealand, greeted Bill Walker by name and commented spontaneously about some way in which Bill had helped him or her in the past. Of no-one else in Australia could that have been true.

Almost a generation after the publication of Headmasters for Better Schools, in 1989 Prof. Hedley Beare, Dr Brian Caldwell and Dr Ross Millikan wrote Creating an Excellent School, in many ways a modern day parallel to the earlier text by Professor Walker and his colleagues. Like Walker's text it is warm, homely and readable, it draws on contemporary research and theory, and it uses case studies to apply those ideas in a practical way to the work place. It too is optimistic, idealistic and visionary.

Whilst there is no current equivalent to Cunningham and Radford's text, I have just completed a preliminary review based in part on Gerry Tickell's 1990 Register of Educational Leadership Centres in Australia, to update the information contained in their 1963 review.

In this address I intend to make a comparative analysis of the texts by Walker and Beare as an aid to reflecting critically on the radical changes which have occurred in educational administration and its Australian context in those 30 years. The growing turbulence of the political and administrative environment, the increasing fluidity of structures, the multiplying expectations on schools and their leaders, and the emergence of new paradigms and metaphors for the theory and practice of educational administration are graphically illustrated by this generational comparison. It is also instructive to note which factors have remained constant over that remarkable period in the history of our chosen profession.

Walker's book was written in a relatively steady state and assumes that the school is significantly limited by systemic controls. It makes about 10 references to research and

theory mainly from the Human Relations School and the disciplines of Psychology and Social Psychology. It is almost religious in tone and its goal is to promote more participative forms of management. The key words are democracy, freedom, participation, professional, improvement, sincerity, respect, humility and leadership.

Beare's book was written in a relatively turbulent environment and assumes that schools are largely autonomous from systemic controls. It makes hundreds of references to research and theory drawn from a wide variety of disciplines but with an emphasis on the literature of Management. It is more practical in tone and its goal is to promote more responsive and flexible forms of management. The key words are excellence, accountability, vision, culture, planning, autonomy, entrepreneurship and image.

I will also briefly comment on the dramatic growth in opportunities for the serious study of Educational Administration in Australia since Cunningham and Radford's analysis of 1963, and refer to changes to the context and nature of programs to prepare and professionally develop educational administrators during that time.

From time to time the leaders of Educational Administration have become dejected and introspective about the progress of their discipline. At such a time in another Olympic year in the sixties Alexander Halpin likened progress in the theory of Educational Administration to a "fumbled torch", and in another such moment in 1977 to a "broken icon" (as quoted in Beare p. 28). Darwin in 1992 ought not to be such an occasion of pessimism.

In taking this journey together from 1963 to the present I hope you will share with me some of the exuberance, dynamism and challenge which have increasingly characterised the study and practice of our profession during that period.

The Australian Council of Educational Administration, which Bill Walker founded, is stronger and more dynamic than ever before, the serious study of Educational Administration is now firmly established in almost every university in the country, issues of educational management are explored in the pages of our newspapers every day of the week, and a large percentage of educational leaders have undertaken a serious study of their discipline and calling. Along with Bill Walker, many of you have made major contributions to that development and you have a right not only to be grateful but also to be proud of your achievement.

Even the title of Walker's 1963 text is evocative of its period. What book written in an age of equal opportunity for school leaders could be addressed to "Headmasters"? Fifty percent of the members of this Conference, the female leaders of the 90's, would rightly be outraged at such a slight. Hedley Beare and partners chose a more prudent path by titling their book - "Creating an Excellent School".

It is also evocative of changing cultures and perhaps the devaluation of language to note the progression from Walkers rather modest 1966's goal of "Better Schools" to Beare's more ambitious 1990's drive for "An Excellent School" (or as in the first paragraph of the book - a "really excellent school"). As one who was brought up to equate excellence with perfection I have remained just a little uncomfortable with the idea of personal excellence or organisational excellence. I relate easily to the concept of "good schools" and "better schools", even to "effective schools" and "schools of high quality". But I tend to baulk at the "excellent schools".

Bill Walker himself demonstrated no such qualms when in September 1990, in one of his last addresses, he spoke to the Australian College of Education on the subject of "Educational Excellence". He reminded his listeners of two forms of excellence - the achievement of one's personal best, and the achievement of standards set by others including the very highest standards of which mankind is capable. As he did so often in his writings and addresses he linked the modern concept of excellence to the great ideas of the past. He traced it to the Ancient Greek Concepts of "arete", incorporating qualities such as manhood, valour, nobility and virtue, and to "endaemonia", its accompanying emotion of "absolute happiness". Bill Walker never lost an opportunity to share the joy of education and the privilege of being an educational leader. He then followed the concept of excellence through medieval times, the Renaissance and the Enlightenment and beyond in Western culture, and through the writings of Buddha and Confucious in the East. But much as Bill Walker loved to link the present to the past, his own thinking and practice remained totally contemporary right to the very end. He was a modern man and his ideas of excellence were ultimately the modern ideas of Peters and Waterman in In Search for Excellence (1982) and Peters and Austin in A Passion for Excellence (1985), and he firmly rejected the claims of T.F. Green that educational policies are likely to be more successful when they aim at reducing ignorance rather than achieving excellence.

I have a hunch that if Bill Walker were re-publishing "Headmasters for Better Schools" in the 90's he would change its title to "Principals for Excellent Schools". I wonder what the new title for its 2023 reprint would be - what new concept for "excellence" will be in currency then, whether there will still be schools as we know them, and if so whether those schools will still be led by principals occupying positions which are in any way comparable with those of 1992.

But back to 1963. That was the year in which de Gaulle vetoed Great Britain's entry to the EEC, Lord Home became Prime Minister, and Profumo resigned over the Christine Keeler affair. Modern Nigeria and Kenya were established, the USSR put the first woman into space, Konrad Adenauer retired as Chancellor of West Germany, and Britain, the USSR

and USA signed the first nuclear test-ban treaty. It was the commencement of Beatlemania, and the end of modern Camelot with the assassination of President Kennedy.

In our own country Robert Menzies still had three years as Prime Minister, the State Aid debate was running hot with Menzies' decision to fund science laboratories and offer secondary scholarships in both Government and non-Government schools, and primary children were doing Maths with cuisinaire rods.

In my own state of NSW the new Wyndham Scheme had just been implemented from the Report of the Director-General, Sir Harold Wyndham. High Schools were extended to Year 12, the curriculum was greatly diversified, and the comprehensive, co-educational, locally zoned High School became the norm. In just 7 years primary enrolments had increased by 10%, secondary by 50% and university by 100% (Barcan P. 276). Increased enrolments and the new cult of the teenager were putting pressure on the social structures of schooling. Long hair was becoming an issue to reckon with.

Although the state systems had begun to decentralise some administrative functions to regions, they were still highly centralised organisations with funding, staffing and curriculum being managed from the centre, where long-serving Directors-General, inevitably appointed from within the state's own teaching service, ruled the school system in the manner of a feudal lord. Their agents were inspectors of schools who held the promotion prospects of individual teachers in the palm of their hands. School councils were almost non-existent and parents knew their place. Teacher unions were powerful but the first teachers' strike was still some years off. Ministers also knew their place, and Sir Harold Wyndham once told me that he only met with his Minister at 2pm every second Thursday afternoon to report on matters which might be of interest to him. (What modern-day Director-General wouldn't long for such blissful times?)

At the school level most headmasters and headmistresses were satisfied to operate within the tight constraints of a centralised system, and many of them ran their schools as more or less benevolent autocrats with very little involvement of the teaching staff and even less of parents or the local community. At North Sydney Technical High School which I left in 1963 we had three staff meetings per year. They commenced at 3.00pm and if the headmaster had not finished what he wanted to say by 3.15, the normal bell-time, the teachers simply got up and walked out while he was still speaking.

Yet from time to time overseas observers such as Kandel (1938), Freeman Butts (1955) and P. W. Jackson (1961) noted critically the centralisation of our education system and in the community "a general apathy towards and lack of interest in educational affairs" (Jackson p.5 quoted in Walker P.86). Jackson noted that "there seemed to be a `blank-paper curtain' inserted between the schools and the general

public, deliberately preventing any form of full two-way communication".

And yet, in the theory and practice of organisations and administration, Human Relations and participative group decision-making were the flavour of the hour.

Arising from the Western Electric studies at Hawthorne the Human Relations movement, epitomised by the work of Homans, Whyte, Selznik, Gouldner, McGregor and Likert, all writing in the 1950s and early 60s, put new emphasis on issues of morale, group dynamics, democratic supervision, personnel relations and human motivation.

Such then was the dissonance between the theory and much of the practice of school management in the early 60's, it is little wonder that the burden of Walker's little treatise is the intense humanness of schools as organisations, and a plea for more supportive and participative forms of school management. He argues that although our culture is distinguished from others mainly because of its adherence to "the Judaic-Christian tradition of the dignity and worth of individual man" and "the Graeco-European tradition of reaching decisions by group consent" (Bassett et al P.19) "rarely do these beliefs permeate the administration of schools" (Bassett et al P.20). He draws on Argyris (1960) and Presthus (1962) to focus on the needs of individuals within the organisation, and the work of Elton Mayo to emphasise the importance of groups and the need for recognition, a sense of belonging and social support. He argues that staff participation in decision-making increases understanding, strengthens loyalty and morale and improves the quality of decisions (Bassett et al P.27).

All of this is set within the context of Walker's understanding of a "good school". Such a school has a headmaster with "his feet on the ground but his head held high" (Bassett et al P.2), is efficiently managed, has good staff and clear objectives, and is well supported by its system. It is characterised by a recognition that children desire to learn, and its teaching is based on the interest and curiosity of the learner. There is a sensitivity to human feelings and a commitment to standards of aesthetic appreciation and public morality. A good school guides its students towards "morality of thinking, morality of taste and morality of conduct". (Bassett et al P.10).

Much of the rest of the book is directed to giving the headmaster some practical techniques for adopting a democratic, human relations approach to management. In this vein there are chapters on how to run a truly participative staff meeting, how to evaluate staff, how to relate to the children and how to involve the parents and the community. The sophisticated modern principal, by expectation and practice highly expert in these matters, would no doubt find their treatment over-simplified and perhaps a little gratuitous.

Nevertheless, thirty years later and in the context of theoretical ferment, environmental turbulence, devolved systems, self-managing schools, and school councils, Beare and colleagues are still exploring many of the same issues.

Their theoretical base on effectiveness and efficiency has been greatly broadened by reference to the research and insights of such people as Coleman 1966, Jencks 1972, Rutter 1979, the American "Effective Schools" researchers of the 70's and 80's, and by William Ouchi, and Peters and Waterman in the field of business. Their general theory base has been moulded in the crucible of the debates surrounding phenomenology, neo-Marxism, the language of metaphor and the importance of culture. (Beare et al P.23-41).

Nevertheless the focus is still on the educational experience of individual students (Beare et al P.151), the quality of teaching (Beare et al P.154), the evaluation of staff performance (Beare et al P.216), system support (Beare et al P.163) and collaborative management involving all staff members as well as the local community. The Collaborative School Management Cycle of Caldwell and Spinks (1988) is recommended as a process for school planning, program implementation and evaluation (Beare et al P.133). This is a more sophisticated version of Walker's participative management model of the 1960's.

Such a focus remains as vital today as it did thirty years ago. With an increased emphasis on strategic planning, efficiency, accountability, performance budgeting and resource management, and with an enhanced focus on the distinctive role of the principal as the source of vision, the mediator of culture, the instructional leader, and the system manager, there is a great danger that the human relations lessons of the 1960's may be lost and that new manifestations of autocratic or paternalistic management could pervade our schools. If they do, they will run counter to the great needs of the 90's, including the collaborative restructuring of teachers' work and the school workplace, the raising of teacher morale and esteem, and the professionalisation of teachers' work and conditions of service. If these lessons are again well learnt by a new generation of principals, schools can set an example by the patterns of their work, the level of their participation, their degrees of personal commitment to quality and their professionalism, for the restructuring of other organizations in our society.

Both books stress the leadership role of the principal. They both deal with the idea of the born leader and the unsuccessful attempts to isolate the traits which are common to effective leaders.

Walker draws upon the 1956 research of Halpin on Initiating Structure in Interaction, and Consideration to introduce the two-dimensional models of leadership which later blossomed into a range of approaches by researchers like Blake and Mouton, focusing on Concern for People and Concern for Task.

And he concludes from a brief review of the research into group dynamics by Cartwright and Zander and others that "leadership depends not only upon the personal qualities of the leader but also upon the nature of the situation" (Bassett et al P.14), an idea that sparked a plethora of activities by researchers such as Fiedler, Reddin and Hersey and Blanchard around the concepts of Situational and Contingency Theories of Leadership.

It is hard to imagine that these ideas which are so commonplace to all of us today were not available to Walker and his colleagues only 30 years ago. How much richer the store of ideas about leadership available to Beare and his colleagues and therefore to each of us! - such ideas as transforming as opposed to transactional leadership (Burns 1978), the concept of leadership vision (Bennis 1985, Vaill 1986), the role of language in the communication of leadership (Bennis and Nanus 1985), the centrality of values (Greenfield 1986), the hierarchical forces of leadership and the role of culture-building (Sergiovanni 1984, 1987), and the idea of value-added school leadership (Sergiovanni 1990) to name a few (Beare et al P.100-124). One hardly needs any other example to demonstrate how vital, how eclectic and how contemporary our discipline of Educational Administration is as we move towards the close of the century. Equally, gone forever is any justification for school principals who are mere managers, administrators of the status quo, without vision and without the capacity to inspire others to the pursuit of excellence.

The 1970's and 80's have struggled successfully to fill the conceptual gap that lay between the requirements of leadership in the relatively stable, predictable administrative environment of the 60's and the ever-fluid and unpredictable politicised environment of the 90's and beyond. As a result I think there is little more to be said about leadership which will further assist the young school leaders of today to carry schools through the next generation to the year 2022. They are equipped now with the understandings and have access now to the personal skills to keep ahead of the ever more dramatic changes before them over those thirty years.

I feel a little like King Ferdinand and Queen Isabella as they farewelled Columbus on his westward journey. The specific nature of the challenges he and his little band would face were unknown. What was known was his sense of vision, commitment and persistence, his flexibility and ingenuity, and his capacity to lead and inspire others to do great things in circumstances of deep uncertainty. They are the same qualities required by educational leaders today and tomorrow and many of you have them in abundance.

Two other themes are common to both books - organisational climate or culture, and community involvement. As with "leadership" their treatment reflects the rapid growth of our understanding of how organisations function over the period.

The concept of school climate was not a new one even in 1963. Visitors to schools had long referred to a certain feeling or tone that characterised the best schools and was not present in the others. It was linked in some way to military concepts of morale and esprit de corps. An examination of some of the Inspectors' reports on my old school at Young illustrates this point. Notice the changes in the words and ideas used to convey messages about the climate of the school.

Inspectors were required to write their reports under three headings - Organisation, Instruction and Tone. In 1914 under Tone the Inspector wrote: "In the prescence (sic) of the Headmaster, the attitude of the students is pleasing but Miss W.'s management is weak and she has failed to secure a desirable attitude to her instruction". By 1922 it is reported: "The tone of the school is very good. There is a splendid attitude to work, and a fine sense of self-government has been cultivated". In 1926 comment is made about "the fine sense of spirit which permeates the institution". The Inspector then referred to "perfect discipline and refined tone and a total absence of friction" and noted that both teachers and pupils were "proud of their fine school" and that "the rooms are free of litter and the furniture cared-for". He also commented on the "dignified and imposing building". By 1932 a deterioration was evident by the comment: "The tone of the school is generally good, but could be improved by firmer pressure on the more inert sections of the classes". Finally in 1965 there was a statement worth quoting: "Over the years there has been built up at Young High School an environment eminently suited for the nurture of the adolescent child - an atmosphere so stimulating that pupils are really keen to attend and remain. The staff, too, has mellowed and grown rich in a culture medium giving it the fullest opportunity for professional growth and self-expression. All the school's people, in short, have been treated as thoughtful, reliant, intelligent human beings, not self centred, but full of a sense of deep responsibility for their fellows". (as quoted in Sharpe 1969).

When Walker first published Headmasters for Better Schools in 1963 there was only a parting reference to Climate. In its reprint in 1967 he made good use of Halpin and Croft's 1966 study on "The Organisational Climate of Schools" which identified 6 different climates based on various combinations of principal and teacher behaviours. (Bassett et al P. 30). I was but one of many Dip. Ed. Admin. students of New England University who conducted studies using this instrument under the guidance of Prof. Ross Thomas.

Once again, how much richer was the body of knowledge available to Beare and colleagues surrounding the new concept of Organisational Culture than to their predecessors. All of the work of Freire, Greenfield, Meyer, Wolcott, Sergiovanni and Corbally, and Starratt (to name but a few) remained yet to be done when Walker's book was

written. Principals in the sixties had no way of benefiting from the systematic treatment of Organisational Culture as appears in the recent text. Here, in a fine essay or Culture, the pattern of relationships among the school's values, its written documents, its organisational behaviours, its visual symbols, and its interaction with the community is clearly laid out. Thus "a co-ordinated culture develops from a dynamic combination of strong, imaginative and transforming leadership within a forward looking school community, in which consistent values, philosophy and ideology permeate all decision-making". (Beare et al P.199).

Only once in Walker's book can be detected a sense of frustration and that is on the matter of Community Involvement. He begins the chapter in this way: "In the state centralized education system that one finds in Australia the scales are weighted against the headmaster who believes that one of his responsibilities is to bring the school and the community closer together. He is even somewhat handicapped in his efforts to win the support and active interests of the parents of the children in the school. It is not difficult to suggest reasons for this: the schools are built, staffed, equipped, paid for supervised from outside of the community. The curriculum which they follow comes by post from the capital city; teachers and headmasters come and go by means invisible to the local people, and for reasons that can, as a rule, only be guessed at. Some deus ex machina seems to be at work silently and inexorably arranging all these things. Even the time the school shall open in the morning and close in the afternoon, is, in some states, remotely determined. All that is required of parents is that they co-operate by sending their children along once the school doors open; the work of the school will go on day after day whether the parents in the community are interested in it or not." (Bassett et al P.86).

Yet even in that context, when schools were strictly zoned and parents had no choice, when school councils were non-existent and when budgets and resources were determined centrally, Walker pleads with headmasters "to tell people what the schools are up to" (Bassett et al P.87), to invite parents into the school, to make strong personal links with the community, but most of all to remember that "the best community relationships are based on running a good school". (Bassett et al P.94).

I think the Bill Walker of the 60's would, like most of his countrymen, have baulked a little at the idea of a headmaster as a marketer or an image-maker. It shows how far we have come with choice, diversity and the self-managing school, that no-one now sees anything surprising in a chapter in Beare's book on "Projecting a Public Image about the School", (Bear et al P.226) or even that it uses such terms and phrases as "logo, livery, brand name, clients, product diversity, consumer choice, privatisation, networking, market research, using the media, and public face", largely drawn from the world of corporate business.

I dare say there wouldn't be a principal in this room who hasn't come to understand the importance of image-making in building school culture and community support, and hasn't already developed many of the skills to do those things successfully. To borrow a phrase from the image-makers themselves: "We've come a long way baby!"

But nothing illustrates the rate of change so vividly as an examination of those matters deemed to be vital by the writers of the recent book but which rated no mention at all the 1960's. They are to be found in Beare's fundamental chapters on "Re-conceptualising the School" (Beare et al P.42), "Coming to Terms with Administrative Structures" (Beare et al P.62) and local strategic planning and resource management in "A Model for Managing an Excellent School" (Beare et al p. 125).

One can only imagine Bill Walker's feelings during the decade of the 80's as one by one the bastions of centralism were stormed and battered down; as concepts such choice and diversity, school-based global budgeting, local staff selection and human resource management, strategic planning, and community involvement through school councils became commonplace; and as the self-managing school became increasingly a reality all across Australia. And despite sporadic opposition, the direction of change and probably the pace of change continues into the 90's.

No longer is anything taken for granted about the way schools operate. After over 100 years of relative conformity in Australian school systems, inspectorates have disappeared, the hours of schools and even the days they are open are being varied community by community, staffing patterns are up for grabs, the working patterns of teachers and other staff are in the melting pot, school-based enterprise agreements are no longer hypothetical, lock-step student progression and common patterns of grouping students are under challenge, patterns of curriculum management and the school structures that underpin them are changing, and decision-making partnerships are being forged with local communities. All of this is occurring in the context of system-wide turbulence, politicisation and uncertainty about the future, and the all-pervading impact of new technologies.

In this context Beare and colleagues provide a sense of hope and excitement for contemporary school leaders. They question the continued efficiency of traditional concepts such as bureaucracy, specialisation and hierarchy. They promote Toffler's "constellation" structure (Toffler 1985), Deal and Kennedy's "atomised organisation" (Deal and Kennedy 1982), and Naisbitt and Aburdene's ideas of entrepreneurship and quality (Naisbitt and Aburdene 1986). They examine four separate domains of schooling which call for different structures even within the one organisation and they promote the idea of "loose coupling" (Hanson 1976). (Beare et al P.65-98). The catchwords for modern educational managers are "autonomy, entrepreneurship, creativity and enterprise".

(Beare et al P.97). School leaders are left with the challenge of Naisbitt (1982): "If we can learn to make uncertainty our friend we can achieve much more than in stable times". (Quoted in Beare et al P.97).

From their 1963 analysis of the training of educational administrators in Australia, Cunningham and Radford make it clear that the vast proportion of the 19,000 executive staff of schools learnt their management and leadership skills "by the seat of their pants". The efficiency of management education was still being severely questioned and particularly its application to educational organisations. Of the 506 persons who had attended the Australian Administrative Staff College at Mt Eliza since it opened in 1955, only 3 were from educational organisations and only one of these had been a professional educator. The first time a management program prepared by a tertiary Management School was mounted specifically for school principals was in Perth in 1962. Although there were several formal programs in public administration they specifically excluded education systems from their clientele.

Only one tertiary program existed specifically for training educational administrators - the Diploma of Educational Administration which had operated since 1959 at the University of New England. Its topics were The School in Society, Mental Health in Education, Development of Administrative Practices, Measurement and Evaluation, The Nature of Leadership, Leadership in Practice and Educational Administration in Australia and Abroad. Entry was restricted to graduates with at least five years teaching experience and who were already in or were about to be appointed to executive positions in schools or systems. It was largely an external program. Arrangements were made for students to meet with senior managers in business and they participated in an "Any Questions" meeting with the Director-General. About 40 students were enrolled each year, meaning that about 0.2% of school leaders per year were obtaining a formal qualification in educational administration or one out of every 500.

Several other Universities offered one or two seminars within M.Ed degrees in comparative education or educational administration. Departments of Education, often in conjunction with Teachers' Colleges, offered short "how-to-do-it" inservice programs on school administration but none of these contributed to any formal award.

Thankfully, given the challenges currently facing the leaders of schools and other educational institutions, the scene is now considerably brighter for the formal study of educational management. From a preliminary survey it seems that 33 of the 44 major tertiary institutions in Australia are now offering some formal study in Educational Administration. There are 4 undergraduate Bachelor programs specifically in educational administration and 4 broader B.Ed programs containing from 2 to 5 units in Educational Administration. There are 13 postgraduate Diploma programs

specialising in Educational Administration and 2 others with substantial components of that discipline. There are 11 Masters of Educational Administration programs and 19 Master of Education programs with 2 to 5 components of that discipline. And there are at least 21 Doctoral programs in which students may specialise in Educational Administration research.

Compared with the subjects offered in 1963, course offerings range widely across the field. They include the Theory and Practice of Educational Administration, History of Educational Administration in Australia, Administration and Organisation of Education in Australia, Industrial Relations, Legal Issues, Psychology of Work, Social Psychology of Educational Organisation, Comparative Education, Change in Educational Institutions, Financial Management, Human Resource Management, Strategic Planning, Politics of Educational Administration, Policy in Education, Research Methodologies, Leadership, Decision-Making, Curriculum Management, Ethics and Administration, Economics of Education, Educational Administration and Social Reference and so on.

In addition to these formal University programs there is a range of substantial Certificate courses, some offered by tertiary institutions such as the Certificate of School Management offered by the University of New South Wales, and others by Departments and other agencies such as the Certificate of School Leadership and Management offered by the NSW Department of School Education. Both of these Certificates and many other similar programs around Australia lead to substantial credit towards postgraduate diplomas and masters degrees.

On the basis of the information presently available to me it appears that about 3000 students across Australia are currently participating in formal tertiary programs containing significant components of Educational Administration, and that of these, about 1500 are studying programs leading to a tertiary award specifically in Educational Administration. An unknown number are also studying in general Management Programs and Public Administration and in other credited and non-credited programs.

This means that some 5% or one in 20 of executive staff in schools and systems are presently studying towards a formal tertiary award in Educational Administration compared with only 0.2% a generation ago. Of course many more have already completed those awards.

While this is no time for complacency, those of us who are committed to extending the theory and improving the practice of Educational Administration in this country must take some heart from the very significant progress in our profession over a mere generation of time. And we take pride in the general quality of leadership being offered in our educational institutions at such a time as this.

But despite the fact that all predictions are unreliable, particularly those about the future, now is the time to turn our eyes to the future and to contemplate the nature of the challenges another generation of educational administrators will face as we span the next 30 years to 2022.

In a fine address to the 5th National Conference of the Australian Council for Educational Administration in Sydney in 1978, Professor William Boyd, then President of my old Alma Mater, the University of Oregon, referred to a herd of goats which lived in the hills south of Eugene within sight of the freeway. Old hands claimed the severity of the winter could be predicted by the elevation at which the goats frolicked. (Boyd P10). No doubt our 1992 goat herds are already frolicking and the signs of the future are there for those who have eyes to see.

Bill Walker and his colleagues in 1963 projected their desired future in their biting criticism of the centralism of the public school systems of the time. Without being quite explicit they were projecting a vision of the future in which schools would no longer be so dependent on a remote Head Office but, in a genuine partnership with their local community, would be able to determine their own staff needs, select their own staff, manage their our resources, and determine their own educational policies and priorities. Thirty years later their vision is close to being a reality.

Hedley Beare and his colleagues, in the way of modern times, were more explicit, and without being prepared to look too far ahead, set down their vision for the start of the 21st Century in Chapter 7 of their book. On the basis of new technologies they predict individually tailored programs to meet the specific needs of each student. Much of education will be carried out at home and laws calling for compulsory attendance at school will be repeated. A comprehensive testing and reporting system, with tests being taken at home and marked and recorded by computer, will have emerged. Most basic learning will be undertaken in this way leaving schools more free to offer programs in the Arts, Personal Development and Moral Education. A Voucher system will be introduced to enable students to access programs from a variety of sources. Teaching will involve more clinical assistance, individual planning support and caring. Right selection of teaching/learning resources will be vital as will methods of individual assessment and reporting. Schools will have become smaller and teachers will spend a good deal of time in the community and working with students in their homes. Collaborative forms of management will be more important than ever before, with a greater emphasis than ever on strategic planning and resource management. Schools which are not accessed by students will be closed or re-staffed. (Beare et al P.167-170).

Is that your vision? And if so, what are the implications for the educational leaders of the future?

It seems at first glance that the trends of the 80's and early 90's, localisation and individualisation, will be irreversible. What principal, what local community and what person, having tasted the fruits of autonomy will wish to relinquish those freedoms for a new form of control? The answer to that is in the degree to which the dictates of equity in educational opportunity can be guaranteed by a free market vision of our educational future, whether responsible politicians will be prepared to delegate their authority over the long term to local communities and live with the consequences, and whether system managers can resist the age-old tendency to draw power back to the centre. It is easy to forget that our first schools in the 19th century were community based, operating under the guidance of a local school council. We must remember too that modern technologies, depending on their application, can either release or bind their users.

Frankly I have no idea what education systems will look like in 2022. What I do know is that the inexorable progress of technology will have changed the media and processes of learning and will have radically affected the structure of educational institutions. I also know that from all of the evidence of history that the pace of change will continue to increase exponentially. We will therefore continue to need educational leaders who are comfortable with new technologies, adaptable to changing structures and flexible enough to adapt to new ways of teaching and learning.

Nevertheless a deep core of truths about educational leadership will remain unchanged in 2022 as they have from 1963 to 1992. They are the common factors in the books we have examined tonight.

First, education is essentially a human enterprise. However much the learning process is pervaded by technology in the future, the learners will still be human beings with all of the same needs and attributes that humans have had throughout history.

Secondly, despite the inroads of technology, real education will continue to depend on a relationship between a teacher and a learner.

Thirdly, parents will have the same aspirations for their children as they have always had. Hence they will wish to retain a partnership role in the learning process.

Fourthly, whatever the structure of learning systems in the future, there will still need to be educational leaders to assess needs, organise resources, manage delivery and evaluate success.

Fifthly, despite new technologies and new structures, human relations will continue to lie at the heart of educational leadership.

Finally, the educational leader must continue to have all of the attributes of a professional person spelt out by Bill Walker 30 years ago and epitomised so clearly in his own life as an educational leader.

They are as follows:

* up-to-date knowledge and skills
* efficiency as an organiser
* effectiveness as a communicator
* respect and concern for others
* concern for his/her own professional growth and the growth of others
* self confidence and
* consistency

Hedley Beare would want to add
* flexibility and adaptability
* a commitment to set of positive values
* a commitment to excellence

and Bill Walker would want to add two more:
* sincerity and
* humility.

On the occasion of this 2nd W.G. Walker Oration in 1992 in Darwin I'm pleased to leave Bill with the last word.

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