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澳大利亚教育改革 现状研究



(英文版)

陈夏芳◎著

Current Educational Reform in Australia



上海交通大学出版社
SHANGHAI JIAO TONG UNIVERSITY PRESS



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内容提要

澳大利亚近年来技术劳动力短缺,可同时一些年轻学生不积极参与学校学习,也没就业。在这一形势下,政府和学校发起了一场全方位的教育改革。本书集中研究这场宏大的教育改革中教育界和非教育界领导们为了学生们校内校外学习培训协同努力进行的各种教育创新。本书以教育理论和领导力理论为框架,以定性研究为研究方法。数据收集采用采访形式,共采访澳大利亚昆士兰州学校教师、主任、校长、区教育局局长、州教育部副部长以及非教育界人士等共 48 位受访人。采访数据在听写成文字后,借助 NVivo 软件进行编码和分析。分析发现在这一复杂而大范围的教育改革中,不同教育界和非教育界领导采用的话语与改革前不同,展示出新的领导语言。作者发现教育界和非教育界之间多方位的协同努力展示出一种复杂而新颖的教育创新领导力,作者定义为立体式教育创新领导力。本书研究国外教育改革创新,对于国内正在进行的中学及大学的教育改革具有较大的借鉴意义。

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Preface

The research project reported upon in this book focuses on leadership for reforms in Senior Learning through vocational education and training in schools (VETiS) in Australia. Developments in Queensland during the period of 2006 to 2009 provide the empirical focus for this study. The main research question is: what is the characteristic of leadership displayed in the implementation of reforms to Senior Learning through VETiS? The contributory research questions that are addressed in the evidentiary chapters and help answer the main research question relate to: the policies driving the leadership of reforms of education and training in Queensland schools; the barriers to VETiS reforms that pose challenges for leadership strategies; the worries facing Queensland's VETiS leaders and the changes made due to their leadership; and the vindication of their leadership.

To date there has been no research that has specifically studied the leadership of the Senior Learning reforms in Queensland, or elsewhere in Australia. This research in this book contributes to knowledge of leadership now operating at different levels across different systems and sectors in Queensland. Fullan's (2005) concept of tri-leadership and Lear's (2006) concept of leadership in terms of radical hope were used as the conceptual framework, and provide the counter-point for the argument developed in this study. Data were collected through interviews and from documents. NVivo software was used to aid in the data analysis. How leadership can be characterised given the multi-dimensional, multilevel, multi-agency nature of education and training reforms in Queensland schools is the underlying theoretical concern. A Chinese metaphor, *lì tǐ* is introduced to conceptualise the complexity of leadership in Queensland because of the limitations identified in Fullan (2005) and Lear's (2006) theories.

Chapter 1 introduces the research problem, research questions, key terms, research significance, theoretical innovativeness, and the thesis statement. Chapter 2 provides a literature review addressing key issues concerning leadership in senior secondary schooling. It also assesses the current state of research knowledge about leadership for the VETiS. Chapter 3 presents the theoretical framework for this research. It begins with a brief overview of leadership theories. Then it formulates the theoretical framework by drawing on two key sources: Fullan's (2003; 2005) tri-level leadership and Lear's (2006) conception of leadership in the face of cultural devastation. The radical hope that constitutes such leadership incorporates courage, tracking reality and vindication. It is these three conceptual categories that provide the basis for three of the evidentiary chapters. Chapter 4 explains and justifies the methodology and research process used for this study.

Chapter 5 contextualises this study of leadership in relation to evidence of Australian Federal VETiS policies and programs and introduces the Queensland's VETiS reforms to Senior Learning through VETiS. Chapter 6 analyses evidence of courage through investigating barriers that Queensland VETiS leaders met in these reforms, and the strategies taken to address these. Chapter 7 analyses evidence of tracking reality by investigating the worries that VETiS leaders experienced and the changes brought by these reforms. Chapter 8 analyses evidence of the vindication of these leaders' work from two perspectives: Queensland's Next Step Surveys (Queensland Department of Education and the Arts, 2005, 2006; Queensland DET, 2009b, 2010; Queensland DETA, 2007, 2008a) and interviewees' accounts of the success of programs initiated through the VETiS reforms. Chapter 9 analyses evidence of the particular feature of leadership arising from Queensland's VETiS reforms. The partnerships required for these reforms displayed a dynamic picture of *lì tǐ leadership*, a concept which refers to its multi-level, multi-dimensional, and multi-agency features. Chapter 10 summarises this research and presents the key findings of this research. I conclude by reflecting on becoming an early career researcher through doing this study.

Overall, this study argues that the leadership of Queensland's education and training reforms in senior secondary learning can be better understood by the concept of *lì tǐ leadership* than the key concepts from Fullan (2005) or Lear (2006). *Lì tǐ leadership* refers to the capability to deal with multi-dimensional, multi-level, multi-agency changes. *Lì tǐ leadership* includes the understanding of policy driven change, the strategies to engage challenges and barriers to innovation, the necessity to track changes, and the need to vindicate efforts to make change.

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This book is based on my doctoral research undertaken in the Centre for Educational Research, University of Western Sydney. I was guided by my principal supervisor Professor Michael Singh, into a new, exciting and challenging field of research concerning leadership for reform in Senior Learning (Year 10, 11 and 12). I give my sincere thanks to Professor Singh for his versatile supervision during my three years of PhD studies at UWS. His supervision along with his rich knowledge about Chinese culture and Chinese students reduced my worries greatly and significantly enhanced my confidence to pursue my PhD research. I am also grateful to Professor Singh for giving me a job as a research assistant to work with him for three years. I learnt much from being a research assistant from him as well as building my resume and gaining obvious financial benefits. This work enhanced my research capacity, and improved my communication skills.

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One great activity we had was the fortnightly video-conferences between Professor Michael Singh and his research students at UWS, and Associate Professor Bobby Harreveld and her colleagues and research students at CQU from the middle of 2008 to the end of 2010. I greatly benefited from these fortnightly videoconferences. I especially benefited from the discussions, presentations and feedback provided via these videoconferences. These videoconferences, seminars and other national and international conferences which I have attended during the doctoral research period helped me clarify many issues during my research. I also came to know many colleagues in the field of research I was studying. Public speaking and presentation skills improved as a result of valuable feedback. Bobby made it possible for me to attend the national VETnetwork National Conference in 2008, my first conference in Australia.

I thank the leaders in vocational education and training in schools in Queensland, including high school Principals, Heads of Department, vocational education and training (VET) coordinators, regional reform coordinator, employers, and leaders in training organisations who participated in this study. Although they were very busy in their leadership work, they generously gave their time; they participated willingly and generously in the interviews for the research presented in this book.

I also thank UWS workshops and its many research seminars which equipped me with

important research capabilities and facilitated my research project and the production of my thesis and this book.

I appreciate CER and UWS for providing me an office, computer and Higher Degree Research Candidature Project Funding to enable me to present my research at a range of conferences. My presentations at these conferences enabled me to communicate my initial research findings to the larger research community and helped me shape the research reported in the thesis and this book.

The rich resources of UWS Library and its good organisation and helpful librarians were indispensable for my research. UWS Library is the best library that I have ever had the intellectual pleasure of using.

I thank UWS and the College of Arts for the opportunities given to me for being elected to be the Higher Degree Research Student Representative on the UWS Research Studies Committee and the UWS College of Arts Higher Degree Research Committee for 2009 and 2010. Attend the monthly meetings of these two Committees helped me better understand what research leadership and research means organisationally.

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Chapter 1 Introduction

1.1 Introduction

In Australia, a number of young people aged 15-17 are at the risk of disengagement^① from either learning and/or earning. Young adults' successful transition from school to either work or further education and training is now important to both young adults and our society. Based on Organization For Economic Cooperation and Development (OECD) (2008) data, disengagement in Australia was 5.1% for 16-year old age group, increasing to 14.6% for the 17-year old, which is the average age of Year 12 students, the final year of secondary school. The disengagement rate rockets to 30.5% for the 18-year old (OECD.Stat Extracts, 2008). Disengagement from either learning or earning reportedly increased in recent years for young people at the age of 16-19 (see Chapter 2). Some young people leave school early, that is, before completing Year 12. Early schooling leaving makes them less competitive in the labour market and unlikely to find a stable job.

The research focus of this study is on the leadership characteristics in the reforms to senior secondary learning (Years 10-12) through vocational education and training (VETiS).

One way of counteracting student disengagement is via vocational education and training in school (VETiS). Queensland initiated education and training reforms in 2002 to tackle this issue of young adults' engagement and to improve their transition to better employment, further education and/or training.

The implementation of VETiS in Queensland involved many leaders at different levels working across different systems and sectors. The issue of senior schooling reform is not just an issue for schools which train their students inside schools or send their students outside to get trained. It is also an issue for school trade training centres which train students as well as training organisations which deliver training courses for schools and colleges. These reforms are also relevant to tertiary education institutions which have issues concerning the recognition of students' training courses and qualifications. Employers are involved in offering apprenticeships and traineeships. Families are key stakeholders. Reforming senior secondary schooling is also an issue for government planning, design and funding. In the centre of this network are the senior students in Years 10, 11 and 12. However, the leaders working at different levels across different systems and sectors are decisive for the success

① In this thesis the concept of disengagement refers to those young people not engaged in any form of learning, training and earning.

of these education and training reforms. The leadership needed to realise these reforms which are blurring the boundaries between learning and earning, remains to be fully characterised. This book makes a small but significant contribution to this task.

The role of leaders is critical to the implementation of Queensland's reforms to senior secondary education via VETiS. The research project reported in this book explored the role of leadership at the different levels and across different systems involved in the implementation of VETiS in senior learning in Queensland.

This Chapter provides background to this research problem which motivated this study and its research questions. It then clarifies three key terms used in this research, followed by an overview of the literature which brings to light the significance of this study. After this comes an overview of the two theories of leadership which are used to analyse evidence, and also tested using this evidence. This Chapter then introduces the research method, which is followed by a thesis statement and an outline of the structure by which this argument is explained and advanced.

1.2 Research questions

The main research question investigated and answered in this thesis is:

What are the characteristics of leadership displayed in the implementation of Queensland's reforms to Senior Learning through VETiS?

It is an important question about the capabilities of leaders, including teachers with respect to efforts to reform the system of Senior Learning in Queensland. The leadership functions in Queensland's reforms are explored in relation to similar reforms in other Australian States through the use of secondary sources. The following are the *contributory research questions* that are addressed in the evidentiary Chapters of this book in order to help answer the main research question:

- ① What are the policies driving the leadership of reforms of education and training in Queensland schools? (see Chapter 5)
- ② What challenges do the barriers to VETiS reforms pose for leadership? (see Chapter 6)
- ③ What does the tracking of changes in VETiS demonstrate about leadership? (see Chapter 7)
- ④ How is leadership vindicated through the implementation of reforms to Senior Learning? (see Chapter 6 and Chapter 8)
- ⑤ How can leadership of education and training reforms in Queensland schools be characterised? (see Chapter 9)

1.3 Key terms

In this section, I clarify three key terms used throughout this book, namely leadership, senior learning, and vocational education and training in schools (VETiS). Other conceptual

categories are addressed in Chapters 2 and 3.

1.3.1 Leadership

This book focuses on leadership for the reform of Senior Learning through VETiS. The definition of leadership is the subject of continuing debate. There is no internationally agreed definition of leadership because it is “complex, and because leadership is studied in different ways that require different definitions” (Lussier & Achua, 2010:5). Leadership has been investigated from different angles including traits, behaviours, competencies, attitudes and practices (N. Cranston & Ehrich, 2007). There are studies of leadership traits and capabilities (Zaccaro, 2007); the differences between leadership and management (Burns, 1978; Sullivan, 2002), and leadership processes (Kark & Van Dijk, 2007; Orton & Dhillon, 2006). Recent research into leadership has focused on its transactional leadership and transformational dimensions (Bass, Avolio, Jung, & Berson, 2003; Harms, 2010; Jandaghi, Matin, & Farjami, 2009; Judge & Piccolo, 2004; Simola, Barling, & Turner, 2010; Walumbwa, Wu, & Orwa, 2008; Whittington, Coker, Goodwin, Ickes, & Murray, 2009). An overview of theories of leadership is presented in Chapter 3 (Section 3.2).

Lussier and Achua (2010:6) define leadership as “the influencing process of leaders and followers to achieve organizational objectives through change”. Here leadership is seen as comprising of five elements, namely influence, leaders-followers, organisational objectives, change and people. Northouse (2010:3) defines leadership as “a process whereby an individual influences a group of individuals to achieve a common goal”. Cranston and Ehrich (2007) analysed the messages and learnings about leadership from the stories of ten Australian leaders. Their findings can be summarised as follows: leadership depends on context and relates to life experiences, values, beliefs and principles; it is vision-driven with good intentions; leadership does not work alone, but works with and through others; accountability is required for leadership. From these three definitions, similarities and differences can be seen in the meaning of leadership with respect to position, the time of being a leader, their capabilities, qualities and groups leadership. This summary touches on many of the debates about leadership which this book takes as its starting point.

1.3.2 Senior learning

This book investigates the leadership of reforms to Senior Learning in Queensland. The term Senior Learning is new, appearing only recently in the literature on education. In Queensland, the term of ‘Senior Phase of Learning’ was first used officially in a Government White Paper with the subtitle, “Ensuring Year 10 completion and transition to a Senior Phase of Learning” (Queensland Government, 2002) only. This implied that the ‘Senior Phase of Learning’ referred to Years 11-12 and did not include Year 10. Year 10 was positioned as transition year leading to the Senior Phase of Learning. The term ‘senior learning’ is mentioned only once in the White Paper:

The Government wants to ensure students have every opportunity to succeed in the middle years and make smooth and successful transitions into senior learning (Queensland

Government, 2002:14).

Harreveld and Singh (2007:2) locate the term of ‘Senior Phase of Learning’ in relation to Queensland Education and Training Reforms for the Future (ETRF) which represented three significant and interrelated dimensions — one directed at each of the early, middle and senior phases of learning.

The reforms to senior secondary education in Queensland, the leadership of which investigated in this research, include Years 10, 11 and 12. These reforms were meant to engage young adults in learning and/or earning. With the progress of Queensland’s reforms to senior secondary education, the meaning of Senior Learning was broadened to include:

- ① All senior subjects taken in school
- ② Senior subjects studied in alternative settings
- ③ Vocational education and training undertaken in school, TAFE institutes, agricultural colleges or with other training providers
- ④ School-based apprenticeships and traineeships
- ⑤ A combination of education or training and part-time employment
- ⑥ Employment programs that prepare young people for work
- ⑦ Training programs tailored to individual student needs, for literacy and numeracy
- ⑧ Negotiated workplace, community or self-regulated projects
- ⑨ International learning programs (via the International Baccalaureate)
- ⑩ University subjects undertaken while students are at school (Harreveld, 2007:279).

Senior Learning may be described as an industry/higher-education/school engagement reform strategy. It is not a job specific intervention. Rather the reforms promise to provide young adults with opportunities to explore possible career pathways by acquiring information about work and workplace practices in safe, secure learning environments. Queensland’s education and training reforms promote partnerships among schools, industries and higher education organisations that consolidate and extend “the collaborative work of schools, community organisations, universities, the Technical and Further Education (TAFE) colleges, small/medium/large businesses, and Government agencies” (Harreveld, 2007: 280). Delimited in this way, Senior Learning names senior secondary schooling in a way that is different from that in which this phase of learning is typically taken for granted. In Queensland, Year 10 students also began to take some vocational education and training (VET) subjects. In this research, Senior Learning covers Years 10, 11 and 12.

1.3.3 Vocational education and training in schools (VETiS)

The Australian Chamber of Commerce and Industry (ACCI) and the Business Council of Australia (BCA) (2002:23) reported that over 90 per cent of schools providing a senior secondary curriculum now offer VET programs. This figure has increased since that report. In 2010, over 95 per cent of secondary schools offering senior secondary programs in Australia provided vocational education and training (VET) to their senior students

(DEEWR, n.d.-d). Thus it is important that the definition of VETiS used in this research be clarified at this stage. The Australian National Training Authority (ANTA) (2004) issued the *Principles and Guidelines for Improving Outcomes for Vocational Education and Training (VET) in Schools (2005-2006)*. In this Government authority document, the meaning of VET in Schools (VETiS) was explained, thus:

Vocational education and training should be included as VET in Schools if programs are undertaken by school students as part of their senior secondary studies and contributes to a senior secondary certificate and a nationally recognised VET qualification within the Australian Qualification Framework (AQF). The training that students receive reflects specific industry competency standards and is delivered by Registered Training Organisations (RTOs) or by a school in partnership with an RTO (p. 3).

VETiS refers to VET programs that are part of senior secondary studies which contribute to a senior secondary certificate and are provided by an RTO or by a school in partnership with an RTO. VETiS recognises VET subjects, courses, apprenticeships and traineeships which are part of students' learning and which lead to them obtaining a secondary certificate. In her study of vocational training programs in schools, Porter (2006: 9) defines formal VETiS programs available to senior secondary students as those which

include units of competency, and in some cases, complete qualifications, recognised within the Australian Qualifications Framework (AQF) and also recognised for award of the relevant state senior secondary certificate of education.

These researchers share similar views on the definition of VETiS. They all recognise that VETiS is part of school programs, leads to the award of a senior secondary certificate and contributes to a recognised AQF qualification. This is the definition of VETiS used in this research, with the additional point being that VETiS is provided by registered training organisations (RTOs), or schools as RTOs, or schools in partnership with RTOs. This parallels the Australia Government's definition:

[VETiS] are programs undertaken by school students as part of the senior secondary certificate that provide credit towards a nationally recognised VET qualification within the Australian Qualifications Framework (DEEWR, n.d.-f).

This section has clarified the three key concepts used in this research. The next section explains the significance of this study.

1.4 The significance of this study

The issue of leadership is important for VETiS being critical in carrying out this reform agenda. Even the titles for leaders in vocational education institutions have changed over time to reflect commercial imperatives because leadership for VET "brings with it

responsibilities beyond those of a select set of sectoral interests” (Billett, 2004: 30). Coordination between different stakeholders, between schools, community and business is a key leadership issue. However, some schools are still “closed” to VETiS: “Teachers’ reluctance to trust and engage those outside the school who have specific knowledge and who can provide expertise not available in the school is a shortcoming that reflects the ‘closed culture’ of schooling”(Billett, 2006:8). This means some VETiS courses are mostly school-based. Leaders have a role to play in building positive relations between schools and their community, and in forging strong links with work and family (Zimmer-Gembeck & Mortimer, 2006).

According to Porter (2006) and, Harreveld and Singh (2007) there are four key areas worthy of future research with respect to VETiS reform, namely enacting innovation leadership; the role of leadership in strengthening partnerships and relational goodwill; how leaders stay alert to new ways of articulating learning and earning; and what leaders can do to provide a comprehensive, evidence-based account of outcomes for young adults (Harreveld & Singh, 2007:66). One of the four key areas is enacting innovation in leading students’ learning and earning. Many issues arise for leaders in VETiS, such as timetabling, workplace injuries, funding, staffing, school resources, monitoring and assessment. These issues pose challenges for ‘multi-level leaders’ (Fullan, 2005) with respect to cooperation, coordination and problem-solving.

Queensland’s senior schooling reforms through VETiS are unprecedented. While there are some reports on VETiS (Billett, 2004; Harreveld & Singh, 2007; Hay & Kapitze, 2009; Porter, 2006), no one has made a specific study of leadership for the reform of senior schooling in Queensland, let alone elsewhere in the nation. Up until now there appears to have been no systematic study of leadership in VETiS in Queensland or nationally. The research reported in this book contributes to knowledge of leadership for the reform of the Senior Learning through VETiS at different levels and across different systems and sectors. This study reports on this investigation into leadership, and its findings clarify leadership issues met in the implementation of VETiS reforms.

The study reported in this book explores how leadership operates in the implementation of VETiS in Queensland, what the results are and the feedback gained about these reform efforts. The findings from this study will be beneficial to VETiS stakeholders of VETiS in Queensland and beyond.

Queensland’s Senior Learning reform involved multi-level leadership and cross-sectoral participation including schools, training providers and workplaces. This research project aimed to find out the characteristic of leadership functioning across education sectors, between different organisational levels and among different stakeholders; to explore the barriers the leaders meet in carrying out the senior learning reform; and to analyse the reactions to the reform from different stakeholders.

The research reported here was undertaken in Queensland. It meets the research priorities of Queensland Department of Education, Training and Arts’s (DETA) *Strategic Plan 2008—2012*, which includes:

- ① laying strong educational foundations
- ② enhancing individual and economic opportunities
- ③ enriching lives and communities
- ④ engaging with others
- ⑤ improving agility and sustainability (Queensland DET, 2008c).

This research addresses two key areas of interest identified in Queensland DET's *Strategic Plan 2008—2011*:

- ① What are the specific leadership behaviours of school principals that build a sustainable culture of school reform and result in improved student outcomes?
- ② How do school leaders best support whole school innovations in teaching and learning, professional practice and change management? (Queensland DET, 2008b:6, 11).

In order to address the research questions, it is necessary to have a good understanding of what has already been studied and known about leadership in senior secondary schools. The overview of literature review on leadership of senior secondary schools is detailed in Chapter 2.

1.5 The study's theoretical innovativeness

One of the important features of Queensland Senior Learning is that the students at the completion of this stage either directly enter the job market or go onto further study in tertiary institutions. The reform to Senior Learning is sensitive to students, parents, community and tertiary institutions. There is a need to ensure that the receivers of these reforms benefit, irrespective of whether they directly join the labour market or continue with further training and/or education. A particular aim of Queensland's VETiS initiatives was to engage students who do not learn or work. The leadership needed to take this responsibility for reforming Senior Learning at this critical moment at the beginning of 21st century would seem to require distinctive characteristics.

In order to address the research questions about the characteristics of leadership displayed in the implementation of Senior Learning reforms, I choose to construct a theoretical framework using Fullan's (2003; 2005) theory about leadership and Lear's (2006) concept of radical hope. Fullan (2003; 2005) was chosen for this study because he promotes tri-level educational leadership for sustainability which is much studied and accepted and maybe quite useful for the leadership in the implementation of reforms to Senior Learning in Queensland. Lear (2006) was chosen for this study is because the situation of young people's disengagement in Queensland has a similar meaning for a leader to that of the situation described and argued by Lear.

This section briefly introduces the theoretical framework used in this research; these conceptual tools are elaborated in Chapter 3. Fullan (2005) categorises leadership into school, district and system levels. At the top of this tri-level model of leadership, the

System leaders have a dual role. One is to make system coherence more and more evident and accessible, the other is to foster interactions—horizontally and vertically—that promote system thinking in others (Fullan, 2005:81).