

*Olga Arhipova*  
*Daugavpils University, Latvia*

## **EDUCATION MANAGEMENT DEVELOPMENT IN THE EUROPEAN COUNTRIES**

### **Abstract**

The evolving nature of school environment has placed new demands on educational leaders. Where knowledge of school management, finance, legal issue and state mandates was once the primary focus for the preparation of school leaders, education reform has created an urgent need for a strong emphasis on development of instructional leadership skills to promote good teaching and high level learning. Educational leaders must recognize and assume a shared responsibility not only for students' intellectual and educational development, but also for their personal, social, emotional and physical development. The increasing diversity of school communities places a premium on school leaders that create a vision of success for all students and use their skills in communication, collaboration and community building to ensure that the vision becomes a reality.

***Keywords: development programmes, module, school leadership, professional development, principals***

### **Introduction**

Today's school environments have become more complex and diverse where all children are expected to learn and where high learning standards set the vision of educational success for all students. In a rapidly changing and more technologically oriented society, students will need to acquire the knowledge and skills that will help them achieve success in school and in life.

When we talk about a changing environment for the principal' the danger is that this may sound too abstract. Briefly, as we see the main shift towards new principal ship in Europe it basically means that the principals will move from solely being a manager towards becoming more of an educational leader. The term manager is practically synonymous to administrator, although manager implies 'having decision-making authority'. The emphasis lies on administrative and routine tasks, such as distributing resources, enforcing rules, etc.

The concept of leader concentrates on:

- Having a strategic vision about the direction the school should go.
- Having the ability to share the vision in such a way that other in the school are actively pursuing this strategic vision.

The principal function of leadership is shaping and directing the organization's culture. The leader must have insight in the ways in which the culture of the school can hinder the fulfillment of the vision and mission, and which skills are needed to make the desired changes happen. Effective leadership is at the core of every successful organization. Effective leaders collaboratively create a vision and establish a climate for people to reach their highest level of achievement. They communicate the vision and direct all actions toward achieving the vision.

They mobilize resources and promote collaborative activities among partners to achieve the organization's goals. Effective leaders recognize their own strengths and attract competent people to enhance the organization's capabilities. They cultivate and focus the strengths of colleagues to achieve the shared vision. They welcome change as an opportunity for growth rather than an obstacle to be overcome, and they lead people through the uncertainty of a changing society. Effective leaders seek counsel and advice to learn from the knowledge and experiences of others while they freely offer their expertise to those who seek it. High quality leadership is widely acknowledged to be one of the most important requirements for successful schools (Bush and Jackson 2002). However, much less is known about what forms of leadership development produce enhanced leadership that leads to school improvement.

### **The contemporary context**

Crow (2001) states that the nature of work is changing significantly in post-industrial society and that this change affects the role of the headteacher:

Work in the 21st century emphasises complexity rather than routinization. The dynamic nature of organizations, such as schools, where numerous individuals without close supervision make multiple decisions working directly with children, requires a different kind of leader. The acknowledgment of the changing demographics of schools, the explosion of technology, and the rapid growth and change in knowledge require individuals who can live with ambiguity, work flexibly, encourage creativity, and handle complexity. (p2)

Neill and Lewis (1997) contend that leadership in the post-modern or 'post-information' age is characterized by lifelong learning, learning to learn and just-in-time learning. Their report shows the impact of culture, philosophical approaches, hierarchical structures and, particularly, technology, on leadership development.

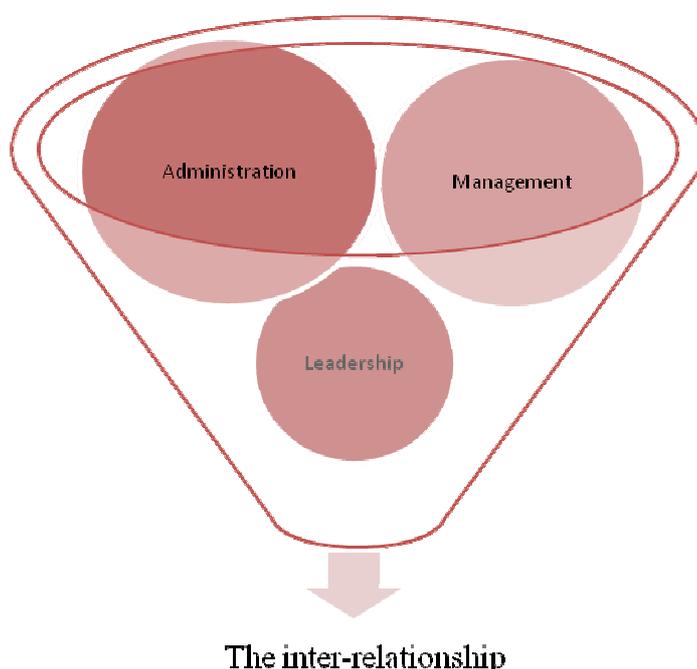
Taylor et al, (2002) argue that "the global changes now occurring demand approaches to leadership education that are profoundly different from those that have served well in the past" (p366). They contend (p353) that these changes require reversing the six traditional priorities:

- from theory to practice
- from parts to systems
- from states and roles to processes
- from knowledge to learning
- from individual action to partnerships
- from detached analysis to reflexive understanding

## **The content of school leadership development programmes**

The content of school leadership development programmes has considerable similarities in different countries, “leading to a hypothesis that there is an international curriculum for school leadership preparation” (Bush and Jackson 2002, pp 420-421). They identify the following common elements:

- leadership; including vision, mission and transformational leadership
- learning and teaching, or ‘instructional leadership’
- human resource management and professional development
- financial management
- management of external relations (Bush and Jackson, 2002, p421)



Murphy and Schwarz (2000) provide a wide-ranging review of the American principalship within a context of “a scarcity of capable educational leaders” and claim that school systems must “reinvent the principalship” (p1) to define the role in terms of leadership for student learning:

- instructional leadership: strengthening teaching and learning
- community leadership: big-picture awareness of the school’s role in society
- visionary leadership: energy, commitment, entrepreneurial spirit, values and conviction that children will learn at high levels (p4) Mestry and Grobler (2002, p34) say that there is an urgent need to train and develop principals in four main components:
  - management of the curriculum
  - management of organizational structures
  - management of educators

- management of financial and physical resources

Based on their earlier review of the leadership literature, Bush and Glover (2003) argue that training should include elements of both management and leadership. The reviewed literature offers no consistency in the attention to these themes. Some references incorporate both management and leadership themes, whilst others focus on only one. The research literature offers little that explores the relationship between management and leadership and its significance for leadership development provision.

### **Lessons from beyond education**

There is a large body of material on leadership development in other sectors and those pieces selected for inclusion in this report are intended to be illustrative rather than definitive. Day (2001, p582) defines leadership development as “expanding the collective capacity of organizational members to engage effectively in leadership roles and processes”. He adds that leadership development means capacity building:

Expanded capacity provides for better individual and collective adaptability across a wide range of situations. A leadership development approach is oriented toward building capacity in anticipation of unforeseen challenges. (p582)

The Organization for Economic Co-operation and Development (OECD) produced a wide ranging review of leadership development in the public sector (2001), including chapters the UK, the USA, Germany, Sweden, Norway and Mexico. It points to seven general trends across its member countries:

- developing systematic strategies for leadership development
- setting up new institutions for leadership development — this point is illustrated by reference to Sweden’s National Council for Quality and Development. England’s National College for School Leadership (NCSL) also fits this trend
- linking existing management training to leadership development
- defining a competence profile for future leaders — this is consistent with the approach taken by the English National Standards for school leadership and the National Professional Qualification for Headship (NPQH)
- identifying and selecting potential leaders
- encouraging mentoring and training
- ensuring sustainable leadership development — this places emphasis on managers’ time being utilized to develop other leaders, an approach consistent with NCSL’s distributed leadership models

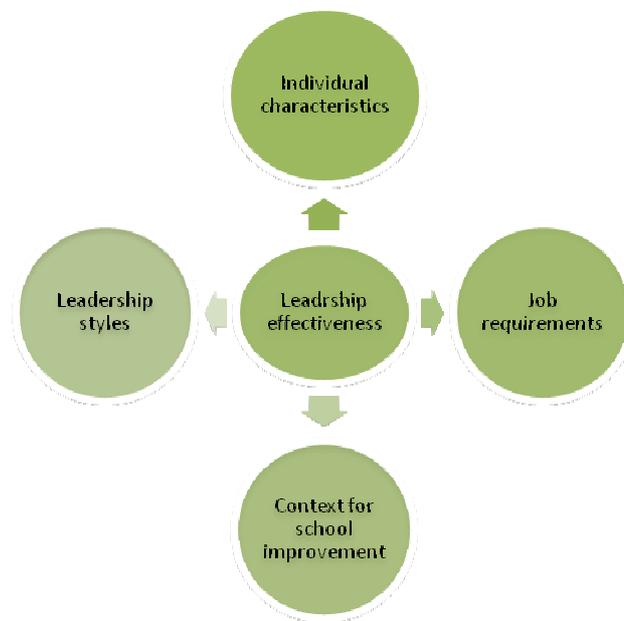
These seven trends resonate strongly with patterns of leadership development within education, notably in England.

## Theoretical background

### Emerging concepts. Personalized and contextualized learning

Drawing on empirical research into middle leadership development in North Carolina, Pettitt (1999) argues that training and learning should be “situated in the context and experiences of...the midlevel manager...no one can simply train for the position of leadership...he or she must do the job to know the job’ (p.57). He adds that training should be situated in the context and experiences of the leader and be problem-solving in nature. He advocates mentoring, action-learning projects and reality-based case methods as appropriate training formats for middle level leaders.

### Model of leadership effectiveness



### Career-long learning

Mole (2000) provides a useful distinction between training, education and development in his discussion of 'management development':

- the focus of training is the employee's present job
- the focus of education is the employee's future job
- the focus of development is the organization. "Development programmes prepare individuals to move in the new directions that organizational change may require."

(p22)

James and Whiting (1998) address the neglected subject of leadership development for deputy headteachers. Following a survey of all 366 deputy headteachers in two LEAs, one in England and one in Wales, they conclude that:

There [is] a need for all deputy headteachers to receive professional careers guidance, such as mentoring and involving where appropriate those with comparative experience and frameworks for networking. (p361)

Based on substantial empirical research, this paper provides powerful underpinning for NCSL's decision to develop the Established Leaders programme for deputy headteachers, as part of the leadership development opportunities provided across five stages of leadership from emergent to experienced consultant leaders.

### **Distributed leadership learning**

Much of the literature on leadership development examines the work and needs of headteachers and principals. This section focuses on development for those working as middle level, subject or teacher leaders. Lashway (2002) stresses the importance of distributed leadership and points to changes in the National Council for Accreditation of Teacher Education (NCATE) standards in the United States. He advocates the following approaches to leadership development:

- cohort programmes where people work with peers
- case studies and problem-based learning
- extended internships (p4)

Lambert (1998) includes distributed leadership, or 'participation', as one of 'five critical features of a successful school':

- broad-based, skilful participation in the work of leadership
- inquiry-based use of information to inform shared decisions and practice
- roles and responsibilities that reflect broad involvement and collaboration
- reflective practice/innovation as the norm
- high student achievement (pp16-17)

The inclusion of inquiry and reflection are distinctive features of Lambert's approach.

"Renewal processes include reflection, dialogue, question posing, inquiry (including use of data), construction of new meaning and knowledge, and action" (p18).

Rutherford (1999) outlines the development of a course arranged jointly with the Teacher Training Agency and Birmingham LEA to meet the defined needs of subject leaders. It is based on the English National Standards with an audit-plan-do-review approach that encourages the students to become aware of their personal development needs. The programme evolved in response to these articulated needs.

Leask and Terrell (1997) surveyed the development and work of middle managers, and argue that middle level leadership should be developed through staff coaching and mentoring, consultancy, observation and feedback.

Crowther and Olsen (1997), from an Australian perspective, broaden the notion of leadership beyond those with formal leadership positions. They use the concept of 'lead teachers' who constitute "a new cadre of professional educators" (p7). These teacher leaders operate in three ways:

- mentoring and coaching other teachers
- professional development and review of school practice
- school-level decision-making

Stoll (2001) sees teacher leadership as part of a wider process of enhancing capacity in schools. Frost and Durrant (2002) argue for a greater focus on teacher leadership for four reasons:

- school improvement
- school effectiveness
- improvement of teacher morale and retention.
- democratic values

They emphasize that the focus of teacher leadership is learning and that both external and internal support are required to aid their development. In particular, senior managers "have a crucial role to play as mentors of teachers who are prepared to exercise leadership" (p15).

Gronn (2000) links leadership to the flow of influence in schools and argues that distributed leadership is 'an idea whose time has come' (p333). He points to the need for a "revised set of role expectations among future cohorts of aspiring educational leaders" but is not specific about their development needs.

### **Leadership for learning**

A survey of the training needs of 436 middle leaders shows that eight of the top 10 items relate to teaching and learning:

- taking action to address problems in teaching quality and competence
- monitoring and evaluating the work of all staff teaching the subject
- monitoring and evaluating progress of all pupils
- taking action to address problems in pupil progress
- long-term planning for development of the subject
- promoting effective teaching of the subject
- developing assessment, recording and reporting policies and practice
- ongoing development of own teaching methodologies

Watkins et al (2002, p6) claim that leaders of learning are likely to:

- make learning a visible, central element

- talk publicly about learning
- promote inquiry into learning
- support learning exchanges and forums
- ensure fluid organization
- reward and support staff learning
- ask of every action and every policy, “what do we learn from this?”
- encourage others to do the above

### **The school as a learning organization**

Within education there is an emerging emphasis on the learning organization (Senge and McLagan, 1993). Leadership development is increasingly related to the promotion of collaborative approaches to organizations within which distributed leadership is the dominant mode of professional organization (Hannay and Ross, 1999). The impact of this on individual, group and whole-school leaders is that their development opportunities are increasingly linked to leadership for learning, through transformational philosophies (Crowther and Olson, 1997).

Harris (1999) examines the problem of ineffective departments in schools and attributes them, in part, to weak leadership and lack of vision. She claims that “effective leadership essentially involves guiding and supporting staff, particularly those who are having difficulties” (p21).

Davies (1996) argues that school improvement depends on a different approach to leadership that involves coaching not control, and encouraging the dispersal of leadership and management widely within the organization. Bierema (1997, p38) concludes that “learning organizations have the advantage of turning their learning upon themselves in an effort to improve their process and structure”.

Hopkins et al (2000, 1997) argue that school leadership and therefore leadership development needs to be differentiated to take account of the different stages of the school improvement journey.

### **Methods and approaches**

Thomson et al (2001, p218) draw on large-scale empirical research with managers and companies beyond education to rank nine leadership development methods on the basis of their perceived effectiveness:

1. Time off for courses
2. External courses
3. On-the-job training
4. In-house training
5. Coaching managers

6. Use of consultants
7. Formal induction
8. Mentoring
9. Job rotation

Green (2001) stresses the importance of leadership rather than management and refers to Rajan's (1996) study of leadership in 500 organizations beyond education. This shows five development modes ranked according to how valuable they were perceived to be:

1. Coaching and mentoring
2. Sideways moves
3. Challenging assignments that stretched their capability
4. Networking with peers
5. Formal training

Green (2001, pp4-5) considers the implications of these findings for school leadership: There are lessons from this study for those of us working in schools and with school leaders, not least the low ranking of formal training. We should be considering strategies to increase opportunities for the top four at all levels: within and between schools, regionally and nationally.

### Matrix of Professional Profile for School Principals

Strategic Management	Educational management	Personnel Management	Communication Management	Financial Management	Facility Management
<i>Knowledge</i>					
1.National developments 2.Perspectives of development of region and community 3.Legislation 4.Market of educational services	1.Basic knowledge about Education including leadership styles 2.Most important tendencies of the (national) education	1.Pedagogic and psychology of adults 2.Legislation and administration concerning personnel management 3.Schooling techniques and	1.Theories of communication, culture and conflicts 2.Public relations 3.Other Cultures, international educational systems and projects	1.Basic level of financial economic and administrative knowledge 2.Knowledge about existing and possible financial recourses 3.Financial legislation 4.Planning and control systems	1.Legislation on facility and safety 2.Regional resources, and services 3.Knowledge about the schools real needs and perspectives 4.Product information

	system 3.Knowledge and trends in science and education 4.Real needs of students	methodology 4.Labor market 5.Motivation theory	4.Formal governmental and public organizations 5.Basic level of English as useful global language		
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*Skills*

1.Create a vision with perspectives 2.Define priorities 3.Make prognoses 4.Make a Planning	1.Transform general goals into concrete objectives 2.Use quality cycles of planning and control 3.Analyze problems 4.Decision making	1.Monitoring activities of personnel 2.Select personnel 3. Organize schooling for personnel 4.Delegate and coordinate responsibilities 5.Use legislation	1.Use modern communication technologies 2.Public speaking 3.Communicate with parents and children 4.Create success factors 5.Encourage and inspire people	1.Plan and control budget 2.Using computer and software 3.Benchmarking	1.Recognize and use opportunities 2.Create and use a planning and control system and ICT 3.Coordinate,delegate and organize help or assistance 4.Judge the quality and safety of the inventory
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*Professional Attitude*

1.Analyzing attitude 2.Creativity 3.Reflective thinking	1.Ambition 2.Will power 3.Open mindedness 4.Optimism	1.Leadership qualities and authority 2.Wanting to be a team player 3.Emotional intelligence 4.Respect	1.Mobility 2.Tolerance 3.Diplomacy 4.Learning attitude	1.Entrepreneurship 2.Decency 3.Accountability 4.Being economic prudent and calculating 5.Convincing	1.Initiative 2.Not being wasteful 3.Accuracy 4.Responsibility
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*Matrix was redesigned as result of discussion with school principals in Latvia.*

### **Work-based learning**

The Scottish Qualification for Headship (SQH) involves a collaboration between universities and partner-employing authorities in providing a programme that combines academic coursework with work-based learning demonstrated via a portfolio and supported by a colleague (usually the head) within the participant's school. Based on a survey of 32 local authorities and interviews with local co-coordinators, Murphy et al (2002) report that the SQH was deemed successful in terms of its impact on professional learning and on schools. More than 80% of those survey agreed or strongly agreed that this workbased programme had moved management and leadership forward and that they could see an impact on schools.

Internships are often linked with mentoring programmes (Bush and Chew 1999) and involve the aspiring leaders spending time in the mentor's school. Crow (2001) provides a detailed review of the literature on internships and shows that they can differ across a range of dimensions, including duration, characteristics of the host school and balance of outside and inside influences. He stresses the importance of the socialization process and states that the mentor generally has a strong influence. Other leaders and teachers may also help with this process. A major variable in the success of internships is the status accorded to the mentee. Empowerment increases both their learning and socialization.

### **Needs analysis and diagnostics**

Male's (2001) suggests that themselves to be better prepared than other headteachers in the following nine skills:

- putting vision into words
- ensuring that all people with an interest in the school are involved in the school mission
- working with under-performing teachers
- using student performance data to plan the curriculum
- conducting a meeting
- forming and working with teams
- assuming responsibility for school management
- organizing school administration
- using information technology and other tools in the management process

Gunraj and Rutherford (1999) report on small-scale research with those attending a Headteachers' Leadership and Management Programme (HEADLAMP) run jointly by the National Association of Headteachers (NAHT) and the University of Birmingham for new

headteachers. Most participants took part in a 'needs analysis' but this aspect received a mixed response for two reasons:

- Headteachers' needs are constantly changing as they respond to new challenges within their schools (p149).
- There are problems in establishing whose needs (headteacher, chair of governors, LEA officer, etc) should be met.

This review suggests that there is only limited data on needs analysis informing professional development. The argument for basing leadership development on needs analysis seems powerful but leaves unresolved the issue of whose needs are to be met and at which point in the career trajectory. The literature does not explore the variable nature of the 'needs analysis' process itself, or its relative effectiveness in supporting the leadership development of school leaders.

360-degree feedback is a diagnostic process that has become popular in leadership development programmes. 360-degree feedback draws on the views of colleagues about the performance and development needs of leaders.

Alimo-Metcalfe (1998), drawing on extensive empirical research, says that 360 degree feedback promotes self-awareness through "a more accurate insight into one's own leadership behavior related to one's performance and potential" (p37).

### **Action learning**

McGill and Beaty (1995) provide an extended and detailed guide to action learning, based on practice beyond education. This provides for continuous learning and reflection by a 'set' of people using an 'experiential learning cycle'. These authors show how action learning can contribute to management development through the development of the individual manager and the organization as a whole (p.209).

Smith (2001) focuses on the use of action learning in leadership development. Writing from a Canadian perspective, he states that action learning "embodies an approach based on comrades in adversity learning from each other through discriminating questioning, fresh experience and reflective insight. It is a form of learning through experience based on the premise that we can only learn about work at work" (p35).

Most of the participant headteachers value this dimension as the following comments illustrate:

- "The most powerful process."
- "The Action Learning sets are challenging: you have to explain your problems to others, they listen and discuss and finally feedback suggestions to alleviate your area of difficulty."

## **Mentoring**

Mentoring has become increasingly important as a mode of leadership development in many countries, including Australia, England and Wales, Singapore and the USA.

Hobson (2003) states that mentoring is “generally used to refer to a process whereby a more experienced individual seeks to assist someone less experienced” (p1) while Daresh (1995, p8), in reviewing the literature from an American perspective, points to “the experienced professional, as a mentor, serving as a wise guide to a younger protégé”.

Mentoring is often highly successful in promoting the development of practising and aspiring leaders. Hobson (2003, p2) says that “all major studies of formal mentoring programmes for new headteachers have concluded that such mentoring work was effective”. Pocklington and Weindling (1996) argue (p189) that “mentoring offers a way of speeding up the process of transition” to headship.

Petzko et al (2002) surveyed 1,400 middle school principals in the USA. Most of them had no specific preparation to lead middle schools, being trained for either secondary or elementary schools. When asked to identify the person who influenced them most during their first year as principal, 44% indicated another principal while 22% said it was a central office administrator. These authors advocate the provision of trained mentors for new principals.

## **Narrative methods**

Thody (1997) describes how the use of storytelling techniques are used as a basis for leadership development; by providing a stimulus to vision; gaining information in familiar formats; the acquisition of knowledge from stimuli; and using transferable learning growing from oral learning. She argues that the ability to listen contributes to consultative management and interpersonal relationships through management by sharing reflection, and the development of a climate for understanding (p336).

## **E-learning for leadership**

The review of research literature by McFarlane et al (2003) describes a range of indicators of effective practices in e-learning for leadership that include:

- providing pre-programme diagnoses to ascertain
- personal goals and aspirations
- learning style preferences
- competences with information and communication technologies
- time management capabilities
- ease of access to computers
- providing opportunities for the professional learners to get to know one another

- prior to the commencement of programmes in order to optimize peer-to-peer and
- reciprocal learner-to-facilitator communications
- encouraging the professional learners to develop a group dynamic in order to
- promote collaborative working within the e-learning environment
- delivering leadership development by both online and offline offerings
- ensuring the availability of fast and reliable internet connections
- building in systems that guide/pressure learners to complete the programme
- assessing the e-learning activities so that their quality becomes an essential part
- of the successful completion of the programme
- ensuring that the programme has high status in the relevant community

### **Variety module system (school principals professional development)**

#### **Strategic management module:**

- Visionary leadership
- Identifying the need for systematic change
- Visionary planning
- To build a shared vision in the school management team
- Understanding the nature of internal and external political systems and environment
- Development of effective interactive community public relations
  1. collecting information and analyzing the role of school as part of society
  2. clearing up (revealing) educational program and its modification
  3. planning
  4. choosing an educational program (syllabus, curriculum)
  5. working out a perspective plan for reaching the goals
  6. cooperation with parents

#### **Educational management module:**

- defining educational goals and objectives
- planning
- holding meetings with teachers
- introducing new methods of teaching
- monitoring quality of education
- adjusting the syllabus to the needs of the school

#### **Leadership and Human resource management module:**

- Understanding recruitment. Selection and maintenance of a qualified staff
- Understanding labour relations and cooperation
- Understanding theories, principles and best practices of professional development and improved professional practice
  1. hiring and dismissing the staff
  2. working out a system of awarding (given a bonus) to all the staff and distribute the bonus money among all staff members
  3. creating conditions for raising professional qualification of teachers
  4. concluding contacts and collective agreements

**Innovation and quality management module:**

- Identifying the common coherent components of the change processes
- Selecting the examples of organizational conditions and leadership actions that create positive attitudes towards the change
- Knowledge of organizing planning
- Differentiate between long-term and short-term planning
- Knowledge of decision making processes

**Financial management module:**

- Identifying major funding components of the total state school finance programme
- Knowledge and application of school finance concepts, financial accounting, auditing and reporting
  1. looking for new sources of finance
  2. distributing the bonus money among the staff
  3. cooperation with Parent Council on spending the budget
  4. concluding agreements with other institutions
  5. reports to the parents about all the expenses
  6. teachers' salaries and their constituents (sick leaves, time-board, substituting for the missing teachers)
  7. making an inventory
  8. making up an estimate of income and expenditure

**Communication management module:**

- welcoming everybody to school every morning
- meeting, individual tasks
- participation in various contests and projects
- introducing "Ethics" into school curriculum

- cooperation with NGO, mass media
- close links with other schools + abroad
- participation in the activities initiated by local government

**Facility management module:**

- Current building alterations and repairing
- Supplying modern equipment
- Maintaining the building
- Schoolyard maintenance and decoration
- Safe school

**Jurisprudence. Public relations. Coaching in culture changes.**

**Conclusion**

1. The relationship between management and leadership elements of leadership development requires further exploration.
2. The literature suggests that there is only limited differentiation in the leadership development provision for different categories of leader. There is a need to establish both the specific and generic development needs of different categories of leader, including headteachers, middle level leaders and teacher leaders. It would be valuable to research which approaches are effective with each group.
3. There is also a need to establish the leadership development needs in relation to the different stages of school development.
4. There is a particularly strong case for research to establish the development needs of teacher leaders. This should be exploratory as teacher leaders are not easy to identify and their roles are both varied and context specific.
5. It is widely recognized that individual 'needs analysis' is an important dimension of leadership development. The nature and effectiveness of the needs analysis process requires further study.
6. There is some support for apprenticeship models in the literature and this approach also accords with 'grow your own' modes of school-based leadership development. Exploratory research with schools committed to distributed leadership and explicit leadership development policies would be helpful in assessing the effectiveness of such approaches. International research to examine how apprenticeship models work in other countries, notably Singapore and the USA, would also be valuable.
7. There has been more research on mentoring. The findings are almost always positive, suggesting that this is a powerful means of developing school leaders. Given its proven benefits, how should it be incorporated within existing and future leadership development

programmes? This is by no means straightforward as some of the literature suggests that mentoring is most effective when it does *not* form part of formal programmes. An evaluation of the role and benefits of mentoring within existing programmes would be a valuable first step.

8. The literature shows the many and wide-ranging methods used to promote leadership development. There is only limited evidence of their relative effectiveness and of how they work in combination. Research on the effectiveness of the main methods is essential if informed decisions are to be made on which should be used in planning and delivering leadership development programmes.

9. The literature provides strong evidence from many different contexts of the positive relationship between effective leadership and school improvement (e.g. Bush and Jackson 2002). However, much less is known about which modes of leadership development are most likely to lead to school improvement. Exploratory research focusing on the leadership development experience of headteachers in successful schools would be a valuable starting point.

10. The evidence base regarding the nature and efficacy of collaborative leadership learning and networked learning needs considerable attention.

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