

The Professionalization of Educational Leaders through Postgraduate Study and Professional Development Opportunities in New Zealand Tertiary Education Institutions

Reynold Macpherson¹

This paper reports a review of the professionalization services in educational leadership available from New Zealand's tertiary institutions at a time of accelerating retirements and turnover. Case studies of current programs identified six urgent policy issues: the need for research-based provisions in early childhood education (ECE); potential conflicts of interest for university faculties contracted to deliver government professional development (PD), consultancy, and support services; the preparatory needs of first-time team and executive leaders in schools and centre leaders in ECE; blending optional assessment of PD activities with postgraduate study programs; national investment needed to triple participation in the professionalization of educational leaders, and removing conditions antithetical to the systematic professionalization of leadership while creating incentive regimes that will sustain leadership capacity building. Five conclusions appear warranted. Each institution should provide effective professorial leadership to their research, teaching, and advisory teams in educational leadership or withdraw from the field. Market leaders in ECE might form a consortium with national stakeholders to articulate a research-based and career-related leadership development framework. The latent demand for professionalization exceeds supply by a factor of about three requiring Ministerial reform of incentives and national investment in educational leadership. Educational leaders in New Zealand are poorly educated in leadership compared to their international counterparts and need fresh incentives to become an All Master's profession. Finally, New Zealand's professional associations should play a much more significant role in the professionalization of leaders by setting aside past differentiation and competitive strategies, recognizing all colleagues in designated leadership roles, combining into one national peak body, and engaging in the governance of the professionalization services provided by tertiary education institutions.

¹ An independent researcher who may be contacted at reynold@reynoldmacpherson.ac.nz

This paper is one outcome of the National Review of the Preparation and Succession of Educational Leaders in Aotearoa/ New Zealand. The Review was initiated to help anticipate the effects of Baby Boomers reaching 65 years of age from 2010 and the major expansion of the ECE sector in the recent decade. Unprecedented numbers will be needed to fill middle and senior management roles and institutional leadership roles in both sectors.

At least five trends can be anticipated. There will be an accelerated migration of experienced leadership talent into the better paid leadership posts in urban higher-decile² and larger schools. There will be a sharply increasing demand for first-time principals in small, rural, Māori medium primary schools, and Māori boarding schools. Schools boards of trustees will find it even more difficult to elicit applications and appoint effective principals to the same set of schools. The Education Review Office will be more likely to report failures in school leadership where appointees have even less experience, less PD and less higher education in leadership than in previous years. The Ministry of Education might expect to feel even more frustrated by the current administrative policy that determines that educational leadership occurs in schools that are self governing and self managing (Department of Education, 1989), despite policy modifications (Ministry of Education New Zealand,

2007, pp. 20-21) that curtail those powers in ways that are not widely understood or appreciated.

The four objectives of the review were therefore to (a) project the workforce of leaders required in ECE, primary, and secondary education sectors, (b) review current preparatory and succession strategies and programs in New Zealand and internationally, (c) research current attitudes and intentions towards preparing for and sustaining their success in leadership roles, and thus, (d) help provide an empirical base for a national policy review and the planned improvement and delivery of professionalization services. This paper reports a study of preparatory and succession strategies and programs provided in New Zealand tertiary institutions.

Particular definitions were derived from prior international research on professionalization for the Review (see, for e.g. Lumby, Crow, & Pashiardis, 2008; OECD, 2008). Preparatory strategies were defined as groups of methods used to improve aspirants' role-specific capacities *prior* to their appointment in order to achieve basic competency. Succession or developmental strategies were defined as groups of methods used to improve appointees' role-specific capacities *after* their appointment in order to ensure ongoing success. The term leadership development is used to refer to "both pre-appointment preparation and post-appointment ongoing development of leaders" (Lumby & Foskett, 2008, p. 44) and was assumed to be essential to sustaining an education system's leadership capacity building.

² Decile 1 schools are the 10% of schools with students coming from areas with the lowest socio-economic status in New Zealand. Decile 10 schools are the 10% of schools with students coming from areas with the highest SES.

Professionalization was defined as the social and educational process used to transform educators into educational leaders who offer leadership services as their means of making a livelihood and who can justify their services in terms of their specialist expertise and moral integrity appropriate to their profession (Jacobs & Bosanac, 2006). The dimensions of expertise and integrity are equally important because while this process is intended to deliver effectiveness and efficiency, it also allocates the power, status, higher incomes, and privileges that go with membership of an elite class that could simply advance its own interests (Putnam, 1976). Hence, professionalism and professionalization are contested terms. It has been argued elsewhere that political philosophy should be a foundational discipline taught in all tertiary educational leadership programs (Macpherson, 2009b).

With regard to expertise, the process of professionalization typically includes (a) the acquisition of qualifications that demonstrate mastery of a specialist body of knowledge and research-based skills, (b) being admitted to a professional association that seeks to guarantee the conduct of members and advance their PD, as well as (c) transition rituals that publicly mark the difference between amateur and professional status (Abbott, 1988). With regard to integrity, the professionalization process typically (a) imparts group norms of conduct, and (b) anticipates compliance with agreed procedures and codes of conduct (Macdonald, 1995).

Together, these constructs were used to describe the nature of professionalization offered by New Zealand tertiary education institutions, not to evaluate the quality of the programs.

Methodology

The National Review was launched at the Biennial International Conference of the New Zealand Educational Administration and Leadership Society (NZEALS) at Auckland, 30 April - 3 May 2008. A double-blind peer review process in NZEALS had led to the award of the Konica Minolta and Dame Jean Herbison Scholarship to support the research. The methodology of the Review was presented as a range of methods with reports to be released progressively (Macpherson, 2008). The overall purpose was to improve preparation and succession given the workforce demographics that required substantial numbers to fill team and executive leadership roles and school principal and ECE director posts in the coming decades.

The study of professionalization opportunities in tertiary institutions reported here was therefore informed by the prior outcomes of the National Review. A literature review identified the relevance of many other nations' leadership professionalization strategies to Australasian education systems (Macpherson, 2009c). These potential strategies were evaluated and refined in three pilot surveys of secondary principals (Macpherson, 2009a), neophyte leaders (Macpherson, 2010b), and senior educators (Macpherson,

2010c). These three pilots found that New Zealand's current professionalization strategy was characterised by amateurism through serial incompetence, increasingly exasperated by accelerating promotions and retirements. A national survey of educators (Macpherson, 2010a) then confirmed a widely felt need for a new national professionalization strategy that invests in blending prior and ongoing skills training for role competence with higher education for advanced expertise and moral integrity in educational leadership.

The research reported in this paper was therefore intended to review the professionalization services in educational leadership available from New Zealand's tertiary institutions, research that may warrant replication in other countries. The data required were the purposes, structure, and outputs of the professionalization programs in educational leadership hosted by each institution. Data collection involved visits by invitation, face-to-face consultations with all program leaders and some colleagues, analysis of program websites and handbooks, feedback of program case studies, and interactive corrections. Data analysis relied primarily on triangulating different types of data (empirical facts, perceptions, and beliefs) from different sources (university publications, websites, program leaders, and colleagues). A non-foundational epistemology (Evers & Lakomski, 1991) was used to conduct coherence tests of the qualitative and quantitative forms of data, using the common ground to build case studies.

There was no response to invitations to participate or to follow up calls and emails from the program leaders in one university. In this case, data were collected from web sites and handbooks over time with enrolments data obtained from the university under the auspices of the Official Information Act, 1982. In another university, the educational leadership program was under review. The leader and colleagues were understandably cautious and yet asked to comment on a draft account. Additional data were obtained from university sources and an account provided, but without eliciting feedback.

Draft case studies were made available to all program leaders. All but two corrected minor matters of fact and questioned matters of interpretation. This interactive process was extended to resolve all concerns raised and, mindful of the second case, without taking this to imply endorsement. In retrospect, it would have been helpful to collect program populations and completion rates. In sum, the program leaders in all institutions but two engaged in the iterative development of descriptive accounts. In the other two cases, a high degree of triangulation with empirical evidence from official university sources suggests that they are also highly likely to be trustworthy accounts. Synopses of the accounts are now presented, ordered by the *scale* of professionalization services offered.

The University of Auckland

The Faculty of Education of the University of Auckland offers higher learning in four staircases for aspirant

and current leaders in education and in related fields, as well as PD programs that help prepare educators for, and then support them in, their leadership service.

A unique staircase comprises the Graduate Certificate in Professional Supervision (GCertPS), the Postgraduate Certificate in Professional Supervision (PGCertPS), and the Postgraduate Diploma in Professional Supervision (PGDipPS). This staircase was designed to help professional practitioners from related disciplines, such as health and allied health, social work, counselling, and human services to develop skills in providing professional supervision and support for the learning and development of others. It anticipates the need for leaders of multi-purpose sites that deliver a blend of educational, health, welfare, and social and cultural development services, increasingly common in New Zealand and England (Huber, Moorman, & Pont, 2007).

A second staircase comprises the Postgraduate Diploma in Educational Management (PGDipEdMgt) and the Master of Educational Management (MEDMgt) offered jointly by the Faculty of Education and the Faculty of Business and Economics. The delivery systems promise practical courses, projects, and scheduling that minimizes conflict with professional commitments. The staircase is also a pathway to doctoral studies and provides one of the most technically comprehensive preparations for institutional management and strategic leadership in New Zealand education.

The largest number of potential and aspirant leaders for designated

team leadership roles in ECE and schools that are awarded middle management salary units takes the third staircase, the Postgraduate Diploma in Education (General) (PGDipEd) and Master of Education (General) (MEd) (Haigh, 2008). The PGDipEd offers a wide range of educational specialisms (University of Auckland, 2008a, p. 13). The MEd has two routes; the Research Master's and the Taught Master's. The PGDipEd-MEd professionalization process tends to be limited to the leadership of learning, which could be inadequate preparation for functional management roles or strategic institutional and system leadership roles.

The fourth staircase offers professionalization by research degrees. The Bachelor of Education (Teaching) (Honours) offers a direct pathway to doctoral studies (University of Auckland, 2008a, pp. 10-11). Two doctoral programs are available, the English-style Doctor of Philosophy (PhD) and the American-style Doctor of Education (EdD). While the EdD may directly serve the professionalization of strategic educational leaders at various organizational levels, the Honours and PhD programs appear to be professionalising educators for a career in scholarship in tertiary education or for policy analysis in large organizations and systems.

The general scale of professionalization enabled by these four staircases is indicated in Table 1. Headcounts of those who have completed were provided, with the 2008 completions as of 23 September 2008, and therefore not representing the full

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year. As noted above, program populations and completion rates were not collected, as they might have been. Since people are able to take higher

qualifications in later years, there is also the possibility that some individuals may appear more than once in the data.

Table 1. Completions From Educational Leadership Programs at the University of Auckland, 2004-2008 (Moss, 2008)

Qualification	2004	2005	2006	2007	2008
GCPS				16	6
PGDipEdMgt			1	5	5
MEdMgt	7	7	11	10	
PGDipEd	16	49	96	95	17
MEd	32	48	59	47	29
BEd (Teaching) (Hons)		18	21	21	1
EdD	1	10	3	4	3
PhD	4	17	11	7	5
Totals	60	149	202	205	66

Disproportionate engagement in leadership professionalization is evident in Table 1 (Windross, 2008). Postgraduate education students preparing for educational leadership are at least three times more likely to prepare for team leadership in curriculum and pedagogy at middle management level than to prepare for senior executive or strategic leadership roles. Given that there are about 11,300 middle managers, about 1,700 senior managers, and about 2,230 principals in primary, area, and secondary schools (see Table 9, as at May 2008), the scale of those being professionalized for middle management roles should be about seven times the number of those preparing for senior management roles, and about five times the scale of those preparing for principalship. Table 1 therefore points to gross under engagement in professionalization for middle and senior management levels of educational leadership and raises two

policy issues: why so few are motivated and/ or enabled to professionalize as team and executive leaders, and the inadequate scale of investment.

The Faculty of Education also offers PD opportunities, consultancy, and support services that serve as forms of professionalization for those in educational leadership roles. Despite the evident practical value of these services, it is hard to imagine how teaching and research in the Faculty of Education can remain truly independent of Ministry of Education influence and avoid conflicts of interest over their prior legislated duty to act as the critics and conscience of society. To explain, these PD, consultancy, and support services for schools are funded by the Ministry and delivered through Team Solutions (Highfield, 2008), the First Time Principals' (FTP) Program, and to a much lesser degree, the University of Auckland's School Leadership Centre (UASLC).

Team Solutions (University of Auckland, 2008b) is contracted to offer services free of charge to schools. It provides one of five host sites for the Ministry of Education's National Aspiring Principals Pilot (NAPP, described below) (Ministry of Education, 2008a). There were 180 applicants for 41 funded places, suggesting significant unmet latent demand. Team Solutions is also funded to host 140 full-time-equivalent (FTE) facilitators who develop partnerships with schools and 12 FTE leadership and management advisors who support primary and secondary senior leadership teams in over 600 schools throughout the Auckland and Northland regions. Team Solutions is also funded to provide PD programs for schools and educational resources through three regional education centres. To all intents and purposes, Team Solutions is an executive arm of the Ministry, albeit a separate cost centre in the University. Since many of the major research projects in the Faculty of Education are also funded by the Ministry, it raises questions about the independence of the Faculty.

Examples suggest how the Faculty of Education may have been compromised in this regard. Although the Faculty hosts the NAPP program, it is not primarily research based and the Faculty does not govern, manage or assure the quality of services. It was originally designed in 2007 by a team of stakeholder representatives and coordinated and managed on behalf of the Ministry by a one-time primary school principal (Lane, 2008). It was designed to prepare aspirants for

principalship in a range of New Zealand schools. There were over 400 written applications for the 180 places allocated by the Ministry, with up to 100 additional inquiries after the closing date, again indicating significant unmet and latent demand for leadership development. The NAPP launched in 2008 was coordinated regionally by Leadership and Management Advisors paid by the Ministry and attached to six universities, and governed by Regional Steering Groups of the Ministry and Principals' Association personnel. While this was one of only two examples found in New Zealand tertiary education where a professional association was participating directly in the governance of a leadership professionalization program, these Regional Steering Groups were expected by the Ministry to deliver five common components over 18 months: developing self, leading learning, managing change, future focus of schooling, and understanding the role of the principal. Participants were also expected to carry out a leadership project in their own school, with the support of their principal, and were encouraged to implement a component of the New Zealand Curriculum Framework. There was therefore little possibility of political philosophy being used to critique the ethical use of power in schools or in education systems. There was also no possibility of having learning assessed and recognized in a postgraduate program. There also proved to be little continuity in public investment. The NAPP program was not funded in 2009 and the earliest

possible start up of another NAPP program will be in 2010-2011.

The Ministry's First-Time Principals' (FTP) Program has also been hosted by Faculty of Education since 2002 (University of Auckland, 2003). This 18-month nationally-administered induction program is intended to develop the knowledge, skills, and capabilities of newly-appointed first-time principals. It is also subject to Ministry budget cuts. The 2008 FTP program had to be down-scaled to fit the 2008-2010 Ministry of Education contract (Locke, 2008). It comprised two short residential courses during school holidays, a mentoring program, online learning, formative evaluation, and self assessments over 18 months. As a whole the Faculty neither governs nor manages entry or learning activities. The "extraordinary diversity" of the approximately 170 first-time principals appointed annually by school boards of trustees was confirmed early in the program (V. M. J. Robinson, Eddy, & Irving, 2006, p. 121). An earlier evaluation of the FTP program (Cameron, Lovett, Baker, & Waiti, 2004, p. 67) had also noted this "immense diversity" and provided a startling finding that "a third [had been] appointed to principals' position without the background to begin their work with confidence." Put less kindly, one third of the cohort was appointed without basic competence and appropriate professionalization.

On the other hand, the critical evaluations of the University of Auckland (2003, p. xii) led to the program being "extended over an 18 month period," options being offered to

"experienced and novice principals" and mentors playing "a stronger role" in residential programs, and the program more closely "matching mentor support to analysed principal needs." Nevertheless, the wide variance in prior experience and learning about educational leadership continued to be a challenging feature of new appointees, suggesting the need for the Faculty and its researchers to make a more critical view of the professionalization strategy.

The wider context is alarming. New Zealand lags far behind the state education systems in Australia, which have long helped educational leaders acquire specialist postgraduate qualifications in leadership, mostly prior to appointment. The twin aims of such investment are to enable research-based learning about leadership and to have threshold competence on appointment. About 44 percent of school leaders in Victoria, 34 percent in New South, and 53 percent in Tasmania hold postgraduate qualifications in educational leadership (Gamage & Ueyama, 2004; Gurr, Drysdale, & Goode, 2007). The equivalent figure in New Zealand is between 9 and 12 percent (V. M. J. Robinson, Eddy, & Irving, 2006, p. 152) (V. M. J. Robinson, Irving, Eddy, & Le-Fevre, 2008, p. 157), confirming the comparative paucity of investment. Further, New Zealand cut costs and redistributed resources by closing its Principals' Development Planning Centre (McGregor, 2008).

The patterns of engagement in Table 1 also suggest that the Ministry's study incentive regimes may have been encouraging graduate status and discouraging postgraduate status. They

also indicate that while the Ministry has accepted responsibility for the preparation and succession of leaders on or after appointment to principalship, it has yet to accept equivalent responsibility for (a) the development and success of team and executive leaders who provide the bulk of distributed leadership services in schools and the talent pool from which principals are selected, (b) the competency of appointees prior to their appointment, and (c) the quality and quantity of centre leaders in ECE.

The FTP Program has continued to develop within the limits of current professionalization policy. A more recent review (Eddy, 2008b) confirmed that, by mid 2007, about 1050 new principals representing over one third of New Zealand’s 2,693 schools had participated although this did not include ECE centres. The review reported an even closer focus on the leadership of teaching and learning and even tighter integration with targeted support provided by the Ministry of Education’s Leadership and Management Advisors and the Ministry School Support Services, to help new principals to meet their substantial

management and compliance responsibilities. There appears progressively less opportunity for educational leaders to learn the critical arts of governance, in a context of New Zealand’s self governing and self managing schools, and for researchers to question current policy and standardised practice regarding leadership and the professionalization of leaders. The option of gaining two postgraduate papers—for completing the FTP program and adding an action research portfolio—was dropped after two years due to a lack of enrolments, which again may be interpreted as indicating the need to review incentives, another policy issue revisited below.

The UASLC (Faculty of Education - University of Auckland, 2008) offers an annual series of seminars, a mentoring program for a small number of principals, and customized in-school services. The seminar topics address issues of current interest as well as the implications and applications of emerging research. The scale of participation in the PD programs delivered by the Faculty of Education is evident in Table 2 and Table 3.

Table 2. Participation by Headcount in UOA Programs (NA = Not available)

Program	2004	2005	2006	2007	2008
National Aspiring Principals Program (number of participants)					41
First-time Principals Program (number of participants, previous August through July) (Chai, 2008)	147	161	161	199	187*
UASLC Seminars (events/ participants)	NA	NA	NA	7/185	6/ 237
UASLC Mentoring Principals (number of mentee-mentor pairs)	NA	NA	~5	~5	~5
UASLC Customized In-school Projects (schools/ participants)	NA	NA	NA	1/ NA	NA

*The Ministry of Education restricted the 2008 enrolment to less than 190 by shortening the enrolment period by one month and reversing the eligibility of acting principals. Demand for places in the FTP continued to rise. (Locke, 2008).

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Table 3. UASLC Seminar Topics and Numbers of Participants in 2007 and 2008

2007		2008	
Topics	Numbers	Topics	Numbers
Moving from middle to senior leadership	27	Moving from middle to senior leadership	41
Moving into principalship	24	Are you an Aspiring Principal?	29
Being a resilient leader	18	BES Educational Leadership Applied to Your School	91
Learning, teaching, leading	45	Wellness Check for Your School	0
Learning from the trials of others	25	Future Options for your Professional Career	16
Advanced Leadership Strategy	29	Advanced Leadership and Strategy for Principals	35
Communication management	17	Latest Legal Issues for Schools	25
Totals	185	Totals	237

It was anticipated that the links between the various leadership programs within the faculty would be strengthened by the launch of the Education Leadership Centre (ELC) in November 2009 which replaced the previous School Leadership Centre (Eddy, 2008a). The ELC's program in 2009 was to focus on helping school leaders utilize the findings of a best evidence syntheses of how educational leadership relates to student outcomes (V. J. M. Robinson, Hohepa, & Lloyd, 2009) in order to raise achievement and reduce disparity in their schools. While this clearly has merit, there is an uncomfortably tight and closed circle here that bears reflection on wisdom of Ministry control over the commissioning of research and implementation of authoritative knowledge concerning educational leadership.

Overall, the Faculty of Education at the University of Auckland appears to be seeking to develop and better integrate its teaching, research, and professional development activities in educational leadership. The main driver of these changes is the new knowledge

of the empirical links between leadership practice and student achievement, especially the explication of evidence-based practices that are engaging many of the lead researchers in the Faculty (e.g.s Hattie, 2009; V. J. M. Robinson, Hohepa, & Lloyd, 2009; Timperley, Wilson, Barrar, & Fung, 2008). The main dilemma facing the Faculty of Education at the University of Auckland is how to sustain a critical distance from Government policy in order to remain an independent critic and conscience of society, while continuing to accept substantial contracts to deliver research, PD, consultancy, and support services that are not always research-based, governed, managed, and quality-assured using scholarly criteria. It is a dilemma shared with all other tertiary institutions.

UNITEC

UNITEC (2008) has two staircases in educational leadership and management. The first comprises a Postgraduate Certificate in Educational Leadership and Management (PGCertEdLM), a Postgraduate Diploma

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in Educational Leadership and Management (PGDipEdLM), a Master of Educational Leadership and Management (MEdLM), and a Doctor of Philosophy (Education). It does not offer an EdD.

The PGCertEdLM is a program intended for current and aspiring leaders in all education sectors and agencies, public and private education organisations, local authorities, and government agencies. It was formerly available as a GCertEdMM and GCertEdMM(ECE). It comprises one compulsory course, Leadership in Education, and one elective course from Education Policy and Strategy, Human Resources in Education, and Organisation Theory in Education. It admits graduates that have three years of work experience in an educational organisation and articulates them into the PGDipEdLM and then the MEdLM. The PGDipEdLM program requires the completion of all four core educational leadership and management courses,

and it was formerly available as a PGDipSM.

The MEdLM has an additional research component blending methodology coursework either with action research project or a thesis. The PhD (Education) is offered in educational leadership and management and in higher education management. UNITEC's New Zealand Action Research and Review Centre offers specialist support to projects employing action research.

The second staircase comprises the Postgraduate Diploma in Education and the Master of Education. Education professionals enrolled in these programs are able to enrol in up to two of the core educational leadership and management programs, presumably to prepare for team leadership, as with the University of Auckland's PGDipEd-MEd professionalization route.

The scale of professionalization that has been enabled by UNITEC's programs is indicated in Table 4 by a headcount of completions.

Table 4. Completions From the Educational Leadership and Management Programs at UNITEC, 2004-2008 (Youngs, 2008)

Degree	2004	2005	2006	2007	2008
GCertEdMM/ GCertEdMM(ECE)/ PGCertEdLM	20	14	5	-	12
PGDipSM/ PGDipEdLM	17	12	10	11	27
MEdLM	11	11	11	8	12
PhD (Education)	-	-	-	-	-
Totals	48	37	26	19	51

There were about 130 education professionals enrolled in the PGCertEdLM, the PGDipEdLM or the MEdLM as at 12 September 2008, suggesting that the completion numbers

in Table 4 will rise significantly in coming years.

In sum, the UNITEC's professionalization services in educational leadership appear to be

developing into one of the most focussed, dynamic, and most coherent set of provisions in New Zealand, albeit without an EdD. The integration of postgraduate study and professional development appears to be driven by a student-centred pedagogy and a school-based applied research strategy that is relatively unconfused by the presence of Ministry-directed school support services. The strategy offers practitioners special access from Northland and the Pacific and to specialist expertise in action research.

Massey University

The postgraduate programs in Educational Administration at Massey were once among the largest such programs in the Southern Hemisphere. They have contracted with the loss of a monopoly on extra-mural (distance) delivery and the widespread development of online study opportunities. The number and nature of changes made to the website in 2008 indicates that the programs have continued to be downscaled, rationalised, and refocused into one staircase. It appears that the staircase has been designed to attract the next generation of educational leaders, especially those in remote and disadvantaged settings, or with a commitment to social justice.

From 2009, newly enrolling students have been directed either to the Postgraduate Certificate in Educational Administration and Leadership (PGCertEdAdminLead), the Postgraduate Diploma (PGDipEdAdminLead), or the Master's (MEdAdminLead), depending on prior

qualifications and experience (Massey University, 2008). Students previously enrolled in the Postgraduate Diploma in Education (Educational Administration) were offered the option of transferring to the PGDipEdAdminLead or completing under the regulations existing at the time of their enrolment. The equivalent option will be available to students originally enrolled in the long standing Master of Educational Administration (MEdAdmin) degree, the MEdAdminLead.

The PGCertEdAdminLead is a two-paper course comprising one compulsory paper, Educational Leadership in Action, and another selected from a list of specialist papers. The PGDipEdAdminLead available from 2009 is to be offered extramurally with entry requirements are the same as for the PGCertEdAdminLead, but requiring graduate status. Students are required to study for at least a year and to complete four papers. The MEdAdminLead Research Pathway requires papers, including a research methods paper, and a thesis. The Coursework Pathway requires two compulsory and other optional papers selected from the PGDipEdAdminLead list.

The EdD course of study comprises four mandatory papers and a thesis not exceeding 100,000 words, implying a cost-efficient cohort-based delivery system. The four papers are Advanced Research and Evaluation Methodology, Advanced Professional Education, Advanced Studies in Education, and Advanced Directed Study in Education. The leadership component of these courses is not clear.

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The PhD in Education is a university research program administered by the College of Education. It is usually completed by research thesis and expected to take three years of full-time study or up to six years of part-time study.

Leadership and Management Advisory Services are also delivered

from Massey to schools and leaders under the auspices of a Ministry contract. Massey does not offer Principals' Professional Learning Groups (Walker, 2009). The scale of professionalization in educational leadership through study programs at Massey since 2004 is evident in Table 5.

Table 5. Completions From the Educational Leadership and Management Programs at Massey, 2004-2008 (Walker, 2009)

Degree	2004	2005	2006	2007	2008
PGCertEdAdminLead*	-	-	-	-	-
PGDipEd (EdAdmin)/PGDipEdAdminLead*	5	8	10	16	12
MEdAdmin/MEdAdminLead*	0	20	18	29	17
EdD	0	0	3	5	5
PhD	0	6	7	7	9
Totals	5	34	38	57	43

*The PGCertEdAdminLead, PGDipEdAdminLead, and MEdAdminLead programs did not start until 2009; therefore, no data is available.

The University of Canterbury

The provision of postgraduate leadership learning in education was affected by the restructuring of the Christchurch College of Education (CCE) and by its merging into the University of Canterbury (Brooker, 2008). The Advanced Study for Teachers (AST) papers at 700 level, leading to the Diploma in Educational Management, were phased out at the end of 2007. These papers were replaced by courses at 800 level, leading to an award of a Postgraduate Diploma in Educational Leadership (PGDipEdLead). The CCE had long prior experience of managing professional upgrades in education and using online learning to reach remote students. From 1999, many hundreds of

non-graduate teachers with two-year teacher training took AST papers so that they could upgrade to a Bachelors of Teaching and Learning. Many of these graduates continued after the merger on today's sole staircase, the PGDipEdLead and Master's of Teaching and Learning (MTchLn).

By 2007 there were about 180 students enrolled in postgraduate study in education in the University's School of Educational Studies and Human Development (2008, p. 4). The scale of throughput from 2008 can be expected to be about one sixth of the 2007 levels. There were, by 2008, over 30 Ministry-subsidised EFTS in the MTchLn alone, implying that, after normal attrition, about 30 potential, aspirant, or

practicing leaders in education will have their Master's degree awarded annually by Canterbury.

The PGDipEdLead is a one year equivalent full-time degree that is completed by distance education. It is designed for those already holding leadership positions and those who are planning for future promotion "particularly principals, aspiring principals, senior management, middle management, and head teachers" in all education sectors and settings (University of Canterbury, 2008b, p. 3). The focus is on the leadership of learning. All of the PGDipEdLead may be credited towards the MTchLn (University of Canterbury, 2008a, p. 5). The remainder of the MTchLn may be gained by taking one of four different mixes of research and coursework. This degree of flexibility is enabled by two factors of scale: the relatively large number of postgraduate students and the diverse research interests of the academic staff in the School of Educational Studies and Human Development in the College of Education (2008).

There is no designated educational leadership pathway in either the Master of Arts in Education or the Master of Education degrees offered by the College of Education, although (a) both can be completed by combinations of coursework and research, (b) the former gives carriage to specialist professional Master's, and (c) the MTchLn could be folded into the latter. An EdD was trialled from 1999 to 2007, with a cohort of seven candidates (CCE staff, primary and secondary principals, and a deputy principal from

a large urban school). The EdD trialled was a Griffith University qualification. The University of Canterbury's College of Education looked at the feasibility of establishing its own EdD during 2008 with a final recommendation awaited (Brooker, 2008). An English-style PhD is also offered.

In sum, the close integration of training and postgraduate education in leadership at Canterbury illustrates the shared belief of academic colleagues that the NAPP, FTP, and postgraduate curricula are complementary and could increasingly be married in order to enable as many aspirant leaders as possible to complete their Master's degree prior to being appointed as principal. Another shared belief is that those with a Master's degree in educational leadership are hugely advantaged in appointment competitions and in the functional management of larger organisations. Such beliefs await verification and indicate the degree to which the role of the College of Education in the University of Canterbury is both integrated with, and yet seeks to adjust, the objectives of a major funder, the Ministry of Education.

The University of Waikato

The Educational Leadership Program at the University of Waikato comprises a single staircase of postgraduate qualifications offered by the Department of Professional Studies in Education (Kedian, 2008). The staircase begins with a Postgraduate Certificate in Principalship (PGCertPrin) of two Master's papers. This PGCert articulates into a four-paper

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Postgraduate Diploma in Educational Leadership (PGDiplEdL), and then into an eight-paper Master's of Educational Leadership (MEdL). The MEdL can be completed by research thesis that can be equivalent to either three or four papers. The MEdL helps meet the entry requirements for an EdD or a PhD research program, although not if completed solely by taught courses. The School of Education administers the Post Graduate Certificate and Diploma and MEdL program while the University administers the doctoral programs.

The papers available in the Postgraduate and Master's program in Educational Leadership offer a comprehensive set of options

(University of Waikato, 2008). Further flexibility in content is available through the approval of special-topic papers. A student and lecturer can negotiate a one-paper study program using standard contact, assessment, and other parameters. Up to three such 'contentless papers' may be included in a Master's program, and when combined with customised research, provide one of the most negotiable staircases in educational leadership in New Zealand.

The scale of professionalization provided by the Postgraduate and Master's program in educational leadership at the University of Waikato is evident in Table 6.

Table 6. Completions From the Educational Leadership Programs at the University of Waikato, 2004-2008 (Oliver, 2008)

Degree	2004	2005	2006	2007	2008
PGCertPrin	-	-	-	4	3
PGDiplEdL	8	3	10	8	2
MEdL	15	4	15	11	8
EdD	-	-	-	-	-
PhD (Education)	4	2	2	3	7
Totals	27	9	27	26	20

The Educational Leadership Centre (ELC) at the University of Waikato was established in 1990, the first such centre in New Zealand. It was originally given a regional mission to improve the quality of educational leadership, along with the other centres developed at Otago, Christchurch, Palmerston North, and Auckland. It had a staffing establishment of 0.6 academic and 0.5 administrative support. The Acting Head of the ELC also had a 0.4

teaching load and was expected to deliver research outcomes and to manage the Centre on a cost recovery basis. In this context, the ELC provided four forms of service (Kedian, 2008): 4-6 day workshops; a leadership network, which includes newsletters, lectures, and debates; a biannual International Leadership Institute, and contracted services such as coaching, appraisal, and evaluation.

In sum, there are two professionalization staircases available at the University of Waikato. The postgraduate study program offers unique content in some of its papers in what may be the most negotiable leadership master's curriculum in New Zealand. The ELC provides non-award, introductory, and ongoing leadership PD opportunities and support services to practising leaders. The research base of each staircase is not clear.

Auckland University of Technology

The School of Education at Auckland University of Technology (Auckland University of Technology [AUT], 2008) is one of the three Schools in the Faculty of Applied Humanities. Most of the School's programs are offered from the Akoranga campus on the North Shore of Auckland through face-to-face lectures provided after school during school terms. The educational leadership delivery team differentiates its services by focusing on enabling students to address their specific areas of interest and using an inclusive approach to issues of cultural diversity and leading in diverse cultures and communities (Smith, 2008).

The new Master of Educational Leadership (MEdL) opened in 2008 to enhance the knowledge and professional practice skills of experienced educators and leaders in early childhood, compulsory, and tertiary educational sectors, and in government and corporate settings. The School is considering pathways for Pasifika and Māori students into the MEdL. On completion of the one year

(full-time) professional MEdL program, a student may then complete a research master's degree, such as a Master's of Education, by completing a research methods paper and a minor thesis. If the student has previously completed an appropriate research methods course they may proceed to a Master of Philosophy degree. Both of these two research degrees allow students to continue their studies at doctoral level in either the EdD or the PhD program.

The AUT's EdD program (2008) is designed to provide practitioners from diverse contexts the opportunity to extend their professional and academic knowledge base of educational practices and issues. It is a cohort-based program of two parts: Research Portfolio and Thesis. The four papers for the Research Portfolio are taken sequentially, one per semester, in order to support, encourage, and maximise the prospects of students gaining the necessary knowledge and skills in four specific domains of research competency. The Thesis requires an original piece of independent research of an educational issue or topic of relevance to professional practice. The AUT's (2008) PhD program is a three-year full-time or five- to six-year part-time research degree that culminates in a thesis and provides for interdisciplinary research of an applied and professional nature.

The scale of professionalization that has been enabled by these programs over the last five years is indicated in Table 7 with a headcount of graduates.

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Table 7. Completions From the Educational Leadership Programs at AUT, 2004-2008 (Smith, 2008)

Degree	2004	2005	2006	2007	2008
PGDipEdL(ECE)	-	-	-	-	-
MEdL	-	-	-	-	5
EdD	-	-	-	-	-
PhD	-	1	2	3	5
Totals	-	1	2	3	10

The members of the School of Education are also actively involved in entrepreneurial consultancies, many related to professionalization in educational leadership, with little engagement in Ministry-directed support services to schools. The program team expects demand for leadership education in the ECE sector to grow due to a multiplier effects of national policies that (a) expect all ECE teachers to be graduates by 2012, and (b) offer 20 hours free pre-school education per week. They also associate the fact that 20 per cent of the candidates in the MEdL program come from the ECE sector with the fact that the AUT has the largest BEd in ECE in New Zealand, concluding that those practitioners who feel the need for postgraduate professionalization in educational leadership default to their *alma mater*. They report that it is relatively common for students to graduate with a BEd ECE one week and become a Director of an ECE Centre the next with three consequences: ECE Directors are becoming increasingly bimodal in age, fewer are available to serve as mentors, and while most graduates have the expertise and confidence to offer pedagogical leadership, many are ill prepared for the challenges of people

management, centre management, and strategic leadership, and reportedly “suffer dreadfully.” While definitive research evidence is awaited, accounts cohere to the point where a systemic response appears to be warranted.

The University of Otago

The preparatory programs for teachers and graduates and the conversion programs for teachers wanting to specialise in educational leadership have been restructured since the Dunedin College of Education merged into the University of Otago (2008). The programs comprise two staircases, one leading to team and school leadership, the other to strategic or system leadership though not necessarily in education (Notman, 2008).

The first staircase is the Master’s of Teaching degree which tends to be regarded as terminal, unless a candidate gains substantial research preparation and experience enabling them to proceed to doctoral studies and research. The Master’s of Teaching program is for aspirant leaders in education and normally completed as four papers, along with a professional development portfolio. Master of Teaching students tend to take one paper per year and normally take longer

than two years to complete the degree. The three leadership papers offered by distance education in 2008 (with approximate enrolments) were Exercising Professional Leadership (6), Leadership for Learning (10), and Strategic Educational Management (8). A fourth paper, Leadership and Governance in Educational Institutions, has been foreshadowed. The Master's of Teaching is normally a two-year part-time study program and expects to graduate less than 10 practitioners per annum, which is in sharp contrast to the scale of latent demand identified above.

The second staircase is the Postgraduate Certificate in Teaching, a Postgraduate Diploma in Teaching, and a Master's of Education (Teaching). It enables teachers to prepare for both leadership roles and doctoral studies, although without offering named educational leadership components. The Master's of Education (Teaching) can be completed by coursework and a research project, or by research thesis, which is regarded as a more appropriate preparation for doctoral study and research. The EdD program comprises of one paper and a thesis, including a component called the Research to Practice Portfolio. The first cohort (out of 16) in 2008 exhibited common characteristics while also having diverse backgrounds and career intentions (Notman, 2008). They were commonly ambitious, alert to strategic issues linking education and society, highly professional in attitude, and determined to make a difference through leadership. Most were preparing for a wide range of

strategic leadership roles other than institutional leadership. The numbers in the 2009 cohort were similar and included Master of Teaching graduates that achieved good grades in their professional development portfolio and in the research course (Lai, 2008).

There is also a PhD by research available, depending on the availability of appropriate supervision. There is also a high degree of coherence between supervisors' research interests, the content of the master's papers offered, and the four forms of School Support Services funded through Ministry contracts in 2008 through the College of Education: (a) the FTP program, (b) NAPP, implementation clusters, Home-School Leadership Program, (c) leadership development of principals 'at risk,' and (c) school improvement projects.

In sum, the postgraduate education and school support services provided by Otago's educational leadership and management teaching team are closely integrated with Ministry priorities, implying exposure to potential conflicts of interests as elsewhere. All services are dependent on effective relationships between researchers and practitioners, the role of 'critical friends,' and the creation of learning communities of professionals, possibly leaving limited space for critical research and comment. The scale of professionalization services for educational leaders provided by Otago University (Murray, 2009) is indicated in Table 8.

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Table 8. Completions From the Educational Leadership Programs at Otago University, 2004-2008 (Murray, 2009)

Degree	2004	2005	2006	2007	2008
Master's of Teaching	3	4	4	5	3
EdD (introduced in 2008)	-	-	-	-	0
PhD (in Education)	1	2	3	0	4
Totals	4	6	7	5	7

Victoria University of Wellington

There are no study programs leading to awards in educational leadership at Victoria. There is a Policy and Leadership specialisation available as one of eleven specialisations in the Master of Education (MEd). Cohorts typically reflect a diverse audience of teachers, educational administrators, public servants, researchers, and industry educators/trainers in the Wellington region. The MEd regulations require all participants to do a research methods course and a thesis or research paper (Victoria University of Wellington, 2008a). It may be completed by taking courses for at least one of the MEd specialisations, an education research methods course, and either a thesis to the value of four courses or, if completing the MEd by coursework, a research paper.

Victoria's *Postgraduate Education Prospectus* (2008b) emphasises 'step off' qualifications on departure from the MEd, presumably into further higher learning, rather than articulating a career-related learning staircase for educational leaders as at all other tertiary institutions. Completion of two courses from the MEd schedule give students a Postgraduate Certificate in Education and Professional Development (PGCEPD). Completion of

four courses gives students a Postgraduate Diploma in Education and Professional Development (PGDEPD).

There appears to be only one masters paper available at Victoria of direct relevance to leaders' professionalization, Educational Leadership and Management. The University does not offer an EdD. Its PhD in Education does not list educational leadership as an area of research that can be supervised (Victoria University of Wellington, 2008b, p. 13). In sum, it appears that Victoria's postgraduate study and research programs focus on areas other than the professionalization of educational leaders.

Conversely, Victoria University is contracted by the Ministry of Education to provide School Support Services and advice to early childhood centres. Four forms of support have been funded: teacher professional development, leadership and management advisers, short courses for classroom teachers, and a weekend retreat and follow up sessions for early childhood professional development. These services have an unclear research base and are not governed, managed, or quality assured by the University.

Discussion

In this section, the professionalization of educational leadership is discussed first in terms of the strategic implications of each institutions' study and PD services and then in terms of generic policy issues.

Programmatic Issues. The leadership professionalization services offered by the University of Auckland constitute about half of all opportunities in New Zealand. They appear to be conceptually bifurcated. The study programs are conceived as research-driven and internationally-benchmarked higher learning staircases that are refreshed through research. The PD programs are conceived as short courses or coordinated sets of learning opportunities of practical relevance for role holders that are conceptualised and funded by Ministry officials and implemented by program delivery teams termed leading practitioners. The conceptualization and delivery of these discrete sets of higher learning and PD opportunities do not appear to be systematically derived from research or subjected to scholarly critique. Neither appears to be integrated with the services provided by professional associations or with all phases of leadership careers. The opportunity might therefore be taken to revitalise evidence-based program evaluation and governance arrangements to address these issues.

There are four distinct professionalization staircases offered by the Faculty. The most popular PGDipEd-MEd route leads to curriculum and pedagogical leadership at team leadership and middle

management roles. The less popular PGDipEdMgt-MEdMgt route blends business and educational management education and prepares aspirants for senior management roles and for strategic institutional leadership. The EdD prepares aspirants for strategic institutional and system leadership. The Hons-PhD route prepares candidates for a career in research and other forms of scholarship. The clarity of these routes may yet be complemented by sophisticated client-centred marketing strategies at this and other universities through collaboration between those responsible for market research and repositioning programs. Given the scalar challenges noted above, and the doubtful research base of some other university programs, it might be helpful for competition between programs be displaced by inter-program cooperation and joint research and supervision at national level. The educational leadership team at the University of Auckland might accept responsibility for initiating such cooperation.

The professionalization offered through study programs in educational leadership at the University of Auckland is unique in New Zealand in its anticipation of the need for multi-agency centre leadership, the integration of business and educational management for the strategic leadership of institutions and systems, the degree of engagement of researchers in advancing knowledge in the field at national and international level, and the responsiveness of curricula to evidence-based advances in knowledge. It might be helpful to integrate these and other dimensions in a coherent strategic plan

for the professionalization of educational leaders at national level, providing it is calibrated against careers and attends to capacity building in moral integrity. The relaunching of the School Leadership Centre as an Education Leadership Centre on a fresh research base could yet lead on to and give carriage to such national strategic review and planning processes.

The professionalization services at UNITEC in educational leadership are focussed, dynamic, coherent, and highly relevant to clients' leadership career needs, albeit without offering an EdD. The high degree of integration between postgraduate study, professional development, and outreach services is probably attributable to a view of professionalization driven by a student-centred pedagogy and a school-based applied research strategy, features worth of consideration elsewhere.

Four indicators of changing demand for professionalization were highlighted at UNITEC and might bear close consideration elsewhere. First is the growing demand for scaffolding in educational leadership to help BEd(ECE) graduates move more effectively into ECE Directorships, despite their few preparatory experiences in middle management roles or formal learning about institutional planning and performance management. Second, emergent demand for places on postgraduate leadership programs is coming from a new generation of leaders aged between 25 and 35 with three to five years teaching experience and limited experience of team leadership or management responsibility. Third is

parallel emergent demand from equally young educators for leadership education, leaders that are familiar with ICT-enabled teaching and learning systems and feel unconstrained by traditional policies, procedures, systems, and priorities. Fourth, educationalists wanting professional development and higher education in leadership take for granted that providers will offer supportive learning environments that can be structured to fit around their intense day-to-day practice.

The reconstruction of Massey's program in educational leadership appears to have accelerated since the College of Education (2008) was formed through the amalgamation of the Palmerston North Teachers College with Massey University. When the postgraduate curriculum offered in 2008 was compared to the range of courses offered in 2009, and related to the difficult external funding context, it suggests that the programs have been further rationalised, possibly to improve productivity, to better align the specialist content between levels and to rebrand the postgraduate products. The brand value of the new staircase stressed in Massey's marketing materials is professionalization that links new ideas and strategies with action and practice in the candidate's 'real world' institution (Massey University, 2008). This claim will be inevitably tested by reference to the perceived relevance and quality of published research into such new ideas and strategies, the pedagogy facilitated by PD and higher education staff, and the extent to which program leadership

achieves sustainability in a competitive environment, reiterating the potential of inter-institutional cooperation.

The University of Canterbury's approach to reconstructing the professionalization of educational leadership emphasises continuing curriculum development driven by the strength and trends in demand. This approach also reflects the general experience of members of the delivery team concerning the transformative effects of helping teachers at different levels upgrade to graduate status. They anticipate similarly transformative effects should upgrading to master's degrees become a funded national priority. In the interim, the team has articulated a broad professionalization strategy: postgraduate studies and research programs will leave skills training in educational management to the NAPP and the FTP programs outsourced by the Ministry, especially with regard to the different types of organisational complexity encountered in pre-school, primary, and secondary schools of different sizes and degrees of remoteness. They have also taken the view that postgraduate education should build on these preparatory PD programs by (a) focusing on deep understanding of longer-term dilemmas and strategic leadership in each level of education, and (b) enabling potential and neophyte leaders to reconstruct their personal theories of leadership through access to the research literature and evidence of outcomes. These views resonate with those heard in many other delivery teams, reiterating the timeliness of inter-institutional cooperation.

While modest in scale, the professionalization of educational leaders at the University of Waikato features unique study course content, a highly negotiable curriculum, and an interesting set of support services for school principals through its ELC. As noted above, the ELC has been under review since the departure of a prior leader, inevitably raising questions about the long term role and sustainability of the centre, the leadership and research base of the educational leadership program, and the extent to which professors of other educational disciplines will promote the need for it have its own professorial leadership and organisational space in order to deliver sophisticated professionalization.

The AUT's professionalization services were found to be at a relatively early stage and scale of development, yet displaying entrepreneurial flair and an inclusive pedagogy. The integrated design of the PGDipEdL(ECE), MEdL to EdD or PhD programs is also markedly responsive to work norms by sector, the growing diversity of leaders and to the career-long developmental needs of leaders. Three emergent professionalization strategies noted were (a) the limited role of postgraduate certificates or diplomas as bridging opportunities for the poorly qualified or the unsure, especially in ECE where the greatest demands and challenges are, (b) the relatively limited engagement in professional development by the teaching team members, and (c) the research base important for the refreshment of the AUT staircase. This is to suggest that the leadership of

professionalization could be given further impetus by inter-institutional collaboration and full professorial leadership.

The Otago educational leadership programs are also experiencing changes in the demand for professionalization (Notman, 2008). Inquiries suggest growing latent demand for a named Master's of Educational Leadership. Enrolments in the Master's of Teaching suggest that the profile of potential and aspirant leaders is very different than five years ago. The 2008 candidates in leadership papers were mostly female, in primary education, between 25 and 35 years old, and with deputy principal or syndicate leader or equivalent Middle or Senior Management designations. As in previous years, there are no secondary heads of departments enrolled and very few personnel from the ECE sector. While no change is anticipated in demand from the secondary team leaders in coming years, perhaps again reflecting the Ministry's incentive regimes, there is "huge expressed demand" for master's leadership education from directors and aspirant directors in ECE. As with AUT and UNITEC, a key challenge realized at Otago is to design delivery systems that meet the bimodal and rapidly intensifying needs of leaders in the ECE sector. Similarly, program evaluations of the Master's of Teaching have confirmed that the next generation of leaders have ambiguous attitudes towards higher education in leadership, implying the need for a new national professionalization policy.

Victoria University of Wellington makes a significant regional

contribution to the professionalization of leaders through PD funded through a Ministry School Support Services Contract. Its postgraduate study and research programs appear to focus on policy review and system development for relatively small cohorts of students with potential to participate in the professionalization of leadership in the ECE sector.

Policy Issues. There are a number of professionalization policy issues in the descriptions above that suggest generic recommendations. The first concerns the conceptualization of leadership development policy and strategy in ECE. New Zealand has developed an inclusionary ECE strategic plan and has sought to reconcile the ECE curriculum, Te Whāriki, with the New Zealand Curriculum Framework being implemented in primary schools (Ministry of Education, 2008b). The Ministry also provides PD by contracting providers around the country to help implement Te Whāriki and Kei Tua o te Pae, the assessment for learning policy. Many of these providers have a leadership component to their programs as a means of implementing these ends (Clarkson, 2008).

On the other hand, the indicative evidence above from the leadership programs addressing professionalization needs in the ECE sector, specifically at AUT, UNITEC, and Canterbury, and potentially at Victoria, suggest that New Zealand has not invested as it should have in clarifying the dilemmas of educational leadership through research. In sharp contrast to the advances indicated by an international review of leadership in

ECE (Mujia, Aubrey, Harris, & Briggs, 2004), it has been argued that the context-specific articulation of a leadership professionalization policy and strategy for ECE in New Zealand is now in urgent need of strategic leadership (Grey, 2004). The evidence (Meade, 2005) is that the professionalization of leaders in ECE is defined and refined by peer and institutional collectivism rather than by systematic research. A national initiative by a consortium of university programs is needed urgently to develop an evidence-based leadership professionalization strategy in New Zealand.

The second generic issue is the strategic challenge posed by the FTP Program to host universities. Recall, the FTP program promotes knowledge related to pedagogical and curriculum leadership at potential cost to the wider requirements of team, executive, and institutional leadership, the functional realities of distributed leadership in larger schools, the plural and complex current accountabilities of principals leading self-governing and self-managing schools, and the building of the capacity of school leaders as governors to critique government policies that they are expected to implement.

Second, the FTP tends to cope with the diversity of learning and experience that first-time principals bring to the program, rather than question the conditions that continue to create the diversity, such as perverse study incentives and local selection practices too often associated with limited governance capacity building.

These two features could be antithetical to the legislated roles that universities have in New Zealand to create and critique knowledge and to be the critics and conscience of society.

On the other hand, the creation of partnerships with governments and other stakeholders can be an effective means of advancing three forms of scholarship alongside research development (Boyer, 1990): the integration of fresh knowledge by making connections across disciplines, in a disciplined way, to order to interpret, draw together, and bring new insights to original ideas; the responsible and rigorous application of knowledge to problems of consequence (to people, institutions and peoples), and teaching—the disciplined interaction between learners and teachers intended to build skills, understandings, and dispositions, and to interrogate knowledge. Part of the problem is with tertiary institutions. Unlike comparative international programs, the field of educational leadership in New Zealand has few active professorial champions with most concentrated in a few universities. It is recommended that host Faculties attend to the dilemmas that arise as a result of partnerships with organizations with different legislated purposes, as they revise their strategic plans and guarantee scholarly leadership of international standard through the appointment and appropriate supervision of full professors.

The first strategic challenge posed by the FTP program at national level concerns the scale of throughput, in addition to there being no equivalent

preparatory professionalization for team and executive leaders. Eddy (2008a) confirmed that about 99% of newly appointed principals have attended the FTP course in the last 7 years, that is, between 160-200 participants per annum. Since about 50% of all school principals have participated in the FTP program over the last 7 years, it suggests that, at current turnover rates, a 100% turnover of principals can be expected about every 14 years. This period can be expected to shorten as the churn accelerates due to retirements. Two recommendations follow: the current scale of the FTP be expanded to cope with accelerating turnover in leadership, and, replicated to address the needs of first-time team and executive leaders in schools, and first-time centre leaders in ECE.

A second national strategic challenge posed by the FTP program is that it is a stand alone induction program of considerable value to participants' professionalization, yet with considerable unrealized potential as a component of career-long learning about educational leadership. The National Certificate of First-time Principals Program Completion is awarded largely by staff apparently qualified to deliver postgraduate education in educational leadership, although their ongoing engagement in research is not always as clear as it should be. The program is governed, fully funded and managed by the Ministry of Education, attracts most appointees, and is strongly endorsed by most national stakeholder organisations for its capacity to address national priorities as well as local and personal

challenges. It is far less concerned with research-based advances in the international stock of knowledge, rationalising this as giving priority to relevance. Participants in the FTP are expected to discuss the outcomes of their personal learning needs survey with their mentor, write a professional learning plan, and develop a portfolio of evidence demonstrating their progress. It therefore meets many of the international benchmarks of postgraduate education— quality staff, professional relevance, and demonstrably relevant higher learning.

However, since this learning about leadership is not formally assessed, and it is not always clear if the knowledge being taught is being refreshed by research and is international in scope, the Certificate can neither be placed on the National Qualifications Framework nor reconciled with postgraduate programs in educational leadership that are required to use international benchmarking. This means that although the FTP program has become a standard component of career paths, participants are not able to staircase into further learning about leading and universities are continuing to host an anomalous curriculum that they are obliged to be critical of, given their legislated role.

Given that about a third of appointed principals have limited experience and lack higher learning about educational leadership, this can be regarded as a misalignment in professionalization structures and as a missed opportunity in leadership capacity building. The credit mechanism

designed at the University of Auckland therefore needs to be revitalised, reinforced with fresh incentives, reconnected with international research literature, and then replicated in other tertiary institutions through national coordination in the national interest. The same argument applies to engaging experienced principals to serve as mentors without it being formally recognised as a form of advanced learning. Being a mentor can serve as professional development and as career enrichment, and, if embedded in a doctoral program, can also serve as a form of higher learning in educational leadership and as a platform for research (Crow & Matthews, 1998). It is recommended that, pending a national policy review, that national stakeholders in the FTP revisit and renegotiate optional assessment of learning about leadership with tertiary program leaders, including mentoring, with a view to mobilising appropriate incentives and awarding postgraduate credits in specific study programs.

The third generic policy issue is how closely the provision of qualified expertise matches latent demand for leadership professionalization, as indicated by the annual turnover of educational leaders. The scale of the shortfall can be illustrated by reference to the school sector, knowing that the situation in ECE is even more acute. In early July 2008, the Demographic and Statistical Analysis Unit of the Ministry (2008d) provided headcounts of regular teachers in schools as at May 2008 and headcounts of regular teachers lost, moved, and recruited by designation

between May 2007 and May 2008. They are summarised in Table 9.

The definitions in Table 9 are important. Regular teachers were defined as permanent full-time or permanent part-time teachers, not including teachers on fixed term appointments. Teachers who had left were defined as those regular teachers on the Ministry payroll in May 2007 but not in May 2008. Their rate of loss is therefore expressed as a percentage of regular teachers on the May 2007 payroll. The teachers who moved were defined as those continuing on the payroll, but who had moved between school types, between management levels, and from permanent to fixed term status or *vice versa* in the period. Their rate of movement is therefore expressed as a percentage of regular teachers at the outset of the period, that is, on the May 2007 payroll. Teachers who were recruited in the period were defined as those regular teachers not on the payroll in May 2007 but on the payroll in May 2008. They include all returnees who had left the payroll in previous years and immigrants. Their rate of recruitment is therefore expressed in Table 9 as a percentage of regular teachers at the end of the period, that is, on the May 2008 payroll.

The 10 per cent turnover of 217 principals from April 2007-2008 actually rose to 248 departures (11%) during the first nine months in 2008. This accelerating rate of turnover was confirmed and further clarified by a survey of chairs of schools' boards of trustees who had advertised for a new principal in 2008 to the end of September (Brooking, 2008). The 248

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chairs reported that 34% of their previous principals had moved on to a new principal position with the other two thirds permanently leaving the principalship; 22% had retired, 18% had taken sick or maternity leave, 18% had

taken other jobs in education, such as Ministry posts or teaching, 4% had moved to careers outside education and 3% had departed overseas.

Table 9. Turnover and Percentage Turnover of Educational Leaders in Schools, May 2007 to May 2008 (Ministry of Education, 2008d)

	Regular teachers May 2007 n(%)	Regular teachers Left n(%)	Regular teachers Moved n(%)	Regular teachers Recruited n(%)	Regular teachers May 2008 n(%)
Primary MM ¹	4,891(100)	382(8)	217(4)	156(3)	4,882(100)
Secondary MM ²	5,931(100)	502(8)	275(5)	205(3)	5,909(100)
Composite MM ³	306(100)	28(9)	22(7)	11(4)	311(100)
Area MM ⁴	272(100)	30(11)	15(6)	8(3)	265(100)
Primary SM ⁵	460(100)	36(8)	31(7)	8(2)	463(100)
Secondary SM ⁶	1,209(100)	80(7)	86(7)	33(3)	1,248(100)
Primary Principals ⁷	1,933(100)	186(10)	119(6)	52(3)	1,918(100)
Secondary Principals ⁸	309(100)	31(10)	30(10)	4(1)	312(100)
Totals	15,311(100)	1,275(8)	795(5)	477(3)	15,308(100)

1. Primary school teachers holding a Middle Management designation
2. Secondary school teachers holding a Middle Management designation
3. Composite school teachers, less area school teachers, holding a Middle Management designation
4. Area school teachers holding a Middle Management designation
5. Primary school teachers holding a Senior Management designation
6. Secondary school teachers holding a Senior Management designation
7. Primary school teachers holding a Principal designation
8. Secondary school teachers holding a Principal designation

It was much more than just a retention and supply issue; quality was a significant concern. In 15% of cases, the boards had to readvertise once or twice because of the lack of applicants or poor quality of applicants. And, after appointments were made, only 29% rated the pool of applicants as “very good/excellent” while over 20% rated the quality as “patchy” or “disappointing.” Brooking traced the quality crisis to New Zealand’s policy of only offering non-mandatory training courses to principals *after* appointment. This is in sharp contrast to most

professionalization practices internationally (Macpherson, 2009c).

It would also be inappropriate to attribute the supply and quality crisis to the selection practices of boards of trustees or to the limited capacity building support they receive. Brooking’s survey showed that the successful 120 applicants were broadly representative of all 386 of the applicants on all but three characteristics: 19% of applicants and 26% of successful applicants had post-graduate degrees; 27% of applicants and 35% of successful applicants had

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completed the FTP course, and 65% of applicants and 91% of successful applicants had prior experience as deputy or associate principals or senior teachers. Hence, while there were intimations of some inappropriate criteria being used in specific situations, the boards of trustees, in general, apparently used (a) prior senior leadership experience in education, (b) role specific training, and (c) higher learning to select those appointed from all that applied. More, when these board chairs justified these three criteria using pragmatic “goodness-of-fit” and personal attributes, they indicated that these criteria were regarded as essential components of professionalization.

The manifest current supply of professionalization services is evident above in the scale of participation in study and PD programs provided by tertiary institutions. It was noted previously that there are serious problems of scale, especially the low levels of engagement by those aspiring to middle and senior management roles. The scale of latent demand for professionalization can be projected from the turnover evident in Table 9. The 795 teachers that moved into new

leadership roles and the 477 that were recruited into new leadership roles presumably needed role-specific induction training and institutional orientation to achieve basic competency. Once inducted and orientated, it can also be assumed that they needed ongoing technical support, peer support, and opportunities for deep learning about the dilemmas of team, executive, or strategic institutional leadership if their professionalization was to be sustained. Assuming these turnover patterns will persist in coming years, or more likely accelerate as Baby Boomers retire, it appears that approximately 1,200 leaders in New Zealand schools may have need of professionalization services annually. Latent demand in the ECE sector can be estimated in the same way.

The evidence above is that the scale of PD provided by tertiary education institutions is broadly proportionate to their provision of study programs, in terms of engagement. The supply of study programs to leaders in schools was projected from the completions data mentioned previously and is presented in Table 10.

Table 10. Projected Scale of Completions and Percentage of all Completions From Educational Leadership Programs at New Zealand Tertiary Institutions, 2009-2010

Qualification	UOA	UNITEC	Massey	Canterbury	Waikato	AUT	Otago	Victoria	Total(%)
Grad Certs	16	-	-	-	-	-	-	-	16 (4)
PGCerts	-	12	-	-	3	-	-	-	15(4)
PGDips	100	27	12	-	2	-	-	-	141(39)
Master's	57	12	17	30	8	10	4	-	138(39)
EdDs	4	-	5	7	-	-	1	-	17(5)
PhDs	7	-	9	-	7	5	3	-	31(9)
Total (%)	184(51)	51(14)	43(12)	37(10)	20(6)	15(4)	8(2)	0(0)	358(100)

The differences between Tables 9 and 10 suggest that the scale of professionalization through study programs is currently about one third of turnover in educational leadership roles. Put another way, current national annual investment in the professionalization of educational leaders apparently needs be increased threefold. And given the evidence above, commensurate participation will need to be mobilised by making significant adjustments to incentives.

This takes us to the fourth generic issue: why so few teachers are encouraged, to engage in leadership professionalization activities (or why so many are discouraged from such engagement) and why so many are ambiguous about participating in higher learning about educational leadership. The current incentive regimes regarding professionalization appear to be well understood by the University of Auckland's Faculty of Education. It's evidently successful marketing materials stress how specific postgraduate and Bachelors qualifications move teachers from Q/G3 to the Q/G3+ salary levels. This advice reflects its appreciation of the national incentive regime intended to achieve an All Graduate profession.

There is no equivalent incentive regime in New Zealand to achieve an All Master's profession, although this has long been the case in Finland (Adonis, 2008; Hargreaves, Halász, & Pont, 2007; Ministry of Education Finland, 2007), the USA, and Canada (Young & Grogan, 2008) and adopted as policy in England (Balls, 2008). New Zealand, where about 9-12% hold

masters degrees, lags far behind the 44% of Victorian school leaders, 34% in NSW, and 53% in Tasmania that hold postgraduate qualifications in educational leadership (Gamage & Ueyama, 2004; Gurr, Drysdale, & Goode, 2007).

To clarify, the Q/G3+ level is the point at which salary incentives to achieve graduate level status give way to the salary incentives termed management units that are awarded to teachers in each school for accepting degrees of responsibility. Apart from a modest number of scholarships and special projects, there are no generic incentives for continuing professionalization intended to develop more advanced expertise and moral integrity, merely to accept increased responsibility and salaries without having to demonstrate additional competence or understanding.

This is to argue that the current incentive regimes may need substantial adjustment to avoid unintended and perverse effects on professionalization. Program leaders interviewed in this study confirmed that relatively few middle and senior managers engage in study or PD once having achieved Q/G3+ status. This situation is unlikely to improve as proportionately more new entrants to the teaching profession arrive with a first degree and a one-year Graduate Diploma in Teaching, or its equivalent, and go straight to Q/G3+ salary status. This group includes almost all secondary teachers and increasing proportions of primary and ECE teachers. Further advances in their remuneration can only be achieved in three ways: through largely automatic

annual increments until they reach the top of the basic salary scale, by taking on extra leadership responsibility awarded management units in their current school, or by seeking promotion to a higher salary scale at their current or larger school.

A number of other equally perverse possible outcomes of the current incentive regime have already been identified (Cameron & Dingle, 2006). One outcome is hidden and personal career planning that trades off perceived salary differentials against the perceived pressures of leadership responsibility. This may be encouraging leadership avoidance behaviours known colloquially as 'retiring on the job.' Another is a professional norm that perversely celebrates 'learning on the job' rather than achieving basic role competency prior to or soon after being appointed. A third could be the arbitrary allocation of management units in schools that undermines the standing of leadership positions and leadership development. All of these conditions are antithetical to the professionalization of leadership and support amateurism and serial incompetence.

There has been an allocation of proportionately more management units to primary and area schools, despite the far greater average size and complexity of secondary schools (New Zealand Ministry of Education, 2006, p. 11). This allocation may respond to pressures for pay parity and comparable career opportunities between sectors but it is unlikely to resolve the perverse effects of cutting off professionalization study incentives at Q/G3+. Low

engagement in leadership professionalization in primary schools has already been shown to run the danger of professional insularity (Gusscott, 2006). The limited comparative development of leadership pathways in New Zealand (Ministry of Education New Zealand, 2007, pp. 63-64) and the declared intention to implement a Professional Leadership Strategy (Ministry of Education, 2008c, p. 9) that is based on a collectivist and jingoistic notion of Kiwi Leadership confirms that the country is yet to conceptualize a systematic and coherent professionalization strategy intended to provide appropriate leadership expertise and integrity. Nor will it be enough to rely on one local review of the effects of leaders on student learning. It is recommended that comparative policy research be commissioned to identify and eliminate the conditions that are antithetical to the systematic professionalization of leadership and investigate incentive regimes that will sustain leadership capacity building.

The fifth generic issue is the minimal role apparently played by national professional associations of educational leaders in the professionalization of New Zealand's educational leaders delivered by tertiary institutions. Only two instances were found where professional associations, both principals' associations, were formally engaged in the governance and delivery of professionalization activities. It appears that the NZEALS has yet to acquire standing as a stakeholder in professionalization services provided by tertiary institutions or in national policy

making about leadership development. This standing is in sharp contrast to the policy advisory roles played by the Australian Council of Educational Leadership (Anderson, Kleinhenz, Mulford, & Gurr, 2008) and by the National Policy Board of Educational Administration in articulating leadership standards and other national policies in the United States (CCSSO, 2007). It is recommended that NZEALS and other professional associations of educational leaders use international comparisons to fundamentally review their services and seek representation as stakeholders in national policy making and as governors of tertiary education programs concerned with the professionalization of educational leaders.

Conclusions

Six recommendations were derived from this study of the professionalization services for educational leaders available in New Zealand's tertiary education institutions. They were that

1. Research be funded to measure the effect sizes of leadership in terms of student, teacher, and organisational learning outcomes in ECE, conduct a comparative review of effect sizes of other leadership interventions in the sector, and policy research processes to ensure that New Zealand has the evidence base and policy development capacity it needs to give shape to a leadership professionalization policy, along with follow up
2. postgraduate study and PD opportunities;
2. Each host Faculty attend to the dilemmas that arise as a result of partnerships with the Ministry of Education (that has different legislated purposes than universities), as it revises its strategic plan, and provide scholarly leadership to international standards through the appointment and appropriate supervision of full professors;
3. The current scale of the FTP be expanded to cope with accelerating turnover in educational leadership and replicated to address the needs of first-time team leaders and first-time executive leaders in schools, and first-time centre leaders in ECE
4. National stakeholders in the FTP negotiate optional assessment of learning about leadership with tertiary program leaders, including mentoring, with a view to awarding postgraduate credits in specific study programs;
5. That the current national investment in the professionalization of educational leaders be increased and targeted through incentives to triple participation;
6. Comparative policy research be commissioned to identify the conditions that are antithetical to the systematic professionalization of leadership and investigate incentive regimes that will sustain leadership capacity building, and

7. NZEALS and other professional associations of educational leaders use international comparisons to fundamentally review their services and seek representation as stakeholders in national policy making and as governors in tertiary education programs concerned with the professionalization of educational leaders.

This review of the professionalization services offered by New Zealand's tertiary institutions reached five conclusions:

1. Each tertiary institution making a significant contribution, and seeking to improve those contributions, needs to guarantee full and active professorial leadership of their research, teaching, and advisory teams in educational leadership;
2. The three market leaders in ECE leadership professionalization, AUT, UNITEC, and Canterbury, and potentially Victoria, may find it helpful to form a consortium with national stakeholders to articulate a research-based and national

- professionalization framework appropriate for leaders in ECE;
3. The scale of latent demand for professionalization in educational leadership exceeds supply by a factor of about three and points to the urgent need for national investment;
4. The conversion of latent to manifest demand will require the deliberate reconstruction of current incentive regimes in order to encourage aspirant and current leaders to cross the threshold into international professional parity – an All Master's profession of educational leadership, and

New Zealand's professional associations of educational leaders need to set aside past differentiation strategies, replace elitist with inclusionary membership policies to recognize all colleagues in designated leadership roles, and most importantly, combine into one national peak body in order to achieve the political critical mass needed to assert a coherent position in national policy making and to represent educational leaders in the governance and delivery of professionalization services provided by tertiary education institutions.

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