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The nature and extent of pastoral care in five Western Australian government secondary schools

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THE NATURE AND EXTENT OF PASTORAL CARE IN FIVE
WESTERN AUSTRALIAN GOVERNMENT SECONDARY SCHOOLS

BY

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A Thesis Submitted in Partial Fulfilment of the
Requirements for the Award of

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at the Faculty of Education, Edith Cowan University

Date of Submission: 30.5.94



USE OF THESIS

The Use of Thesis statement is not included in this version of the thesis.

Abstract

The research is centred upon the nature and extent of pastoral care provision in five Western Australian Government secondary schools. The project took the form of five case-studies, set in schools which each had well-established pastoral strategies in place. The schools' plans and policies were influenced by contexts of State and Federal education programmes, by the community setting of each school, by community concerns, and by other priorities within the school itself. In the study, information was collected through interviews and written responses from school staff, through documentary evidence of plans and policies for pastoral care, and through the observation of meetings which related to pastoral concerns.

The study found that each school had complex structures in place which were resource intensive and which were designed to deliver pastoral care. The basis of those structures rested upon the presumption that pastoral care delivery took place at classroom level, particularly in Form classes. Findings suggested that such delivery was adversely affected by time constraints, and by deficiencies in pre-service and in-service training for teachers in the area of pastoral care. The services of specialists in the schools had decreased due to expenditure restraints, at a time of increased pastoral demands. Little evaluation of the outcomes of plans, policies, and delivery structures for pastoral care was found.

I certify that this thesis does not incorporate, without acknowledgement, any material previously submitted for a degree or diploma in any institution of higher education; and that to the best of my knowledge and belief it does not contain any material previously published or written by another person except where due reference is made in the text.


W. Lilian Macdonald

Date 30.5.94

I wish to thank Dr. N. H. Hyde for his valuable help and for his pains-taking supervision of the research. Thanks are also due to Mr. W. Mann, who acted as auditor, and to all those in the five schools who participated in the study. Finally, I express my gratitude to my husband and family for their support and encouragement throughout the project.

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Chapter 1

Introduction

Overview

Chapter One contains a brief outline of the background to the study and the subjects of the research. The nature of the problems which the research addressed and the questions which were posed in the study are listed. The purpose of the study is examined, as are the reasons for the choice of the research paradigm and mode. The chapter gives initial information on the methodology adopted in the study. The significance of the study is discussed as are the delimitations which were applied to the research.

1.1 The Research Problem

This research focuses upon the provision of pastoral care for students in five Western Australian Government secondary schools. Available research evidence in this regard is sparse, while currently community and Government concerns about youth related problems are emphasizing the important roles that schools must play in addressing these problems.

What is known about pastoral care in the Western Australian context suggests that most schools would subscribe to the concept, make provisions that tend to be resource intensive, have ill-defined policies, but have in place elaborate delivery structures. Schools appear to be unaware of the degree to which their efforts to provide pastoral care are either effective or efficient.

Recent research (Hyde, 1990; Watson, 1990) indicated that the demands upon Western Australian schools for pastoral care services are increasing and outstripping available resources as a result of factors related to the current recession. All of these features are present at a time when community and Government pressures require schools to "do more with fewer resources" in terms both of curriculum reforms and student welfare.

These pressures, often conflicting, are operating in a situation where little is known as a result of well-structured research about what schools actually do in the name of pastoral care. The present study is designed to remedy this deficit in terms of describing the nature and extent of pastoral care provided by five Western Australian secondary schools.

1.2 The Research Foci

The present study was directed towards an examination of formal pastoral care structures in five Western Australian Government secondary schools. The research was directed towards an identification of formal policies and plans for pastoral care in each school, outcomes expected of pastoral care delivery, and methods used for the evaluation of pastoral care in each school.

1.3 Background to the Study

Currently in Western Australia, community and Government concerns are directed towards problems

relating to young people seen to be "at risk" due to family difficulties, social problems, and educational deprivation. Empirical evidence from police and community sources, and the media have indicated a rising rate of juvenile crime, and this phenomenon has been associated with student alienation from schools, and subsequent truancy. The concerns for young people "at risk" of alienation resulted in a Government Select Committee on Youth Affairs, (Watkins, 1992), being established following Parliamentary debate in the West Australian State Legislative Assembly in October 1990.

The expectation has been raised by the findings of this Committee, and by a previous Report, " 'At risk' of Alienation from School" (Bonjolo, 1991), that the Ministry of Education and schools will produce strategies and programmes which will address the problems of students considered to be "at risk" from factors related to social and educational inequities. Pastoral care provision would be expected to form part of such strategies.

Local studies such as Crane (1991); Hyde (1990); Watson (1990) have suggested that the concept of pastoral care in schools has been part of the educational traditions adopted in Western Australia for almost a quarter of a century from educational systems in the United Kingdom. Initially the concept was associated with the moral guidance of students (Dettman, 1969), and major Reports (Dettman, 1972; Loudon, 1985) have tended to deal with pastoral care in association with disciplinary concerns.

In a significant departure from this, the Committee on "The Provision of Caring Environments in Secondary Schools" (Pougher, 1982) brought forward a definition of "the caring school" and a second Committee (Pearson, 1982) laid down "guiding principles". In 1985, the concept of a "whole school approach" to pastoral care provision was proposed (Louden, 1985). Research studies by Crane (1991), Dynan (1980), and Watson (1990) indicated that current pastoral care provisions in schools were not succeeding in reaching students in need of help.

At national level, the Federal Government has policies which link education with training in "Young people's participation in post-compulsory education and training" (Finn, 1991) and "The Key Competencies Report" (Mayer, 1992), and has set priorities for student competency under the slogan "The clever country". The Schools Council paper "Australia's teachers: An agenda for the next decade" (1990), firmly emphasised the cognitive area of school work. These policies and priorities, coupled with new directions in educational provision now being discussed by the present Government in Western Australia, seem set to compete for resources with areas of education which target the welfare and well-being of students such as pastoral care provision.

A dichotomy in demands upon the educational system in Western Australia therefore exists, at a time when resources for education are decreasing. Schools are being asked to enhance academic performance and to accept

further curriculum changes at the same time as they are being expected to direct resources toward students "at risk" within the system.

Hyde's (1990) pilot study of forty-one Western Australian Government and non-Government schools has shown that, although pastoral care structures existed, having such arrangements in place did not guarantee that the needs of students were being met. This researcher pointed out that little or nothing was known about what structural formats were in place in the wider context, how these operated, what outcomes were expected and how those outcomes were measured. Logically this information may be considered important in the contexts of current educational and other reforms in Western Australia.

1.4 The Research Questions

The major, or generic, research question which directed this study was generated from consideration of the research problem and, in particular, the contextual features that were seen to bear upon the problem. The major research question was formulated as follows.

What is the nature and extent of pastoral care provision in five Western Australian Government secondary schools?

In addition, eleven subsidiary research questions were developed in order to provide specific foci for the collection and analysis of data. These questions were generated from the conceptual framework described in Chapter Four. The subsidiary research questions were:

- a. What external contextual factors influence policies and plans for pastoral care provision in the five schools?
- b. What pastoral care concepts are taken into account when policies and plans are formulated in each school?
- c. What does each school propose, in terms of formal administrative policies and plans, for their provisions for the pastoral care of students?
- d. What factors influence the policies and plans for pastoral provision in each school?
- e. What boundaries does each school set for its provision and delivery of pastoral care?
- f. What organizational structures are used in each school to facilitate the delivery of pastoral care?
- g. How are resources allocated for the delivery of pastoral care in each school deployed?
- h.
 1. What are the roles of 1. key personnel;
 2. other school staff; in the delivery of pastoral care?
- i. In what ways do schools monitor and evaluate their provisions for pastoral care?
- j. What factors influence the delivery of pastoral care?
- k. What actually constitutes the delivery of pastoral care?

1.5 The Purposes of the Research

The study was intended to provide data on the nature and extent of formal pastoral care provisions in the five participant schools which could provide a basis for further investigations. Since at present little, if any, concrete evidence is available on the form such provisions may take in West Australian Government secondary schools there is a

dearth of material on which future plans and policies might be based. In his introduction to Pastoral Care: A New Focus (Ministry of Education, Singapore, 1990) Lang stated that "there is a need to focus more on what pastoral care does, not what it means." The researcher subscribes to this view. Along with a more analytical approach to an actual definition of the concept as proposed by Ribbins and Best (1985), a focus on what actually takes place within the schools under the heading of pastoral care will form a first step in filling a research gap which up to now has existed in Western Australia.

1.6 The Research Paradigm

The phenomena which the research examined occurred within the contexts of the five participant schools and their contextual framework. The researcher had no control over the essential elements which constituted these phenomena, nor could those elements be manipulated for the purposes of the study. In terms of axiomatic fit, (Guba and Lincoln, 1982), the naturalistic paradigm seemed most likely to allow the researcher to obtain the depth of understanding required to provide detailed information on pastoral care provision in the five schools. The selection of the research paradigm is discussed in further detail in Chapter Five along with other elements of the research design.

1.7 The Research Mode

The mode chosen for the research was that of five bounded case-studies. Each school was considered as the

basis for one case-study set within its own frames of reference. The boundary of each case-study was taken to be permeable. This allowed emergent data which met the criteria for the inclusion of data to contribute to the research findings.

1.8 The Research Methodology

The study was designed in three phases, a preparatory phase, an exploratory phase, and an investigative phase. Data were collected from the five schools through primary and secondary sources. Primary sources of data were key personnel in the provision of pastoral care in the five schools. A snowball sample of school staff was arrived at in consultation with key personnel, and three external data sources were consulted. Secondary data sources were documents from the educational system and the five schools, and the observation of meetings which related to pastoral care provision in the five schools. Data were analysed for each individual school and across the five schools to identify emergent themes and patterns.

1.9 The Significance of the Study

Current emphases at Government and community levels are directed towards the needs of students defined as "at risk" within the Western Australian education system. Along with expectations that schools will produce strategies to meet such needs, comes a requirement in the Better Schools programme (1987) to evaluate priorities, in place in the School Development Plan, of which the

provision of pastoral care might be one. At National and at State level, curriculum changes and emphasis on academic aims may have the effect of designating more students as failures in a system where youth unemployment is at record levels. Resources for education are decreasing while pastoral care demands on schools appear to be increasing.

Under current educational reforms, which include devolution of responsibility and local accountability, school principals and staff are required to manage and are accountable for the school's resources. Part of this accountability rests in the formation of clear policies and School Development Plans. These plans must contain details of decisions on the allocation and deployment of resources, as well as the outcomes of programmes and activities.

There have been few research projects in Western Australia which have examined issues relating to pastoral care (Crane, 1991; Dynan, 1980; Hyde, 1990; and Watson, 1990). The present study sets out to provide detailed information on the formal structures, plans and provisions for pastoral care in five Government secondary schools, an area which has not been studied in Western Australia.

1.10 Delimitations of the Study

The delimitations of the study are discussed fully in Chapter Four. The scope of the study was governed by the case-study boundaries and by the criteria set for the

inclusion of data. The nature of the study and the setting of the study had implications for generalizability. Issues of confidentiality where ethical considerations were involved, for example in case-work with individual students, set limits on the types of observational data which could be included in the study.

1.11 Definition of Terms

In this study pastoral care is defined as:

.... something which happens/should happen between teachers and students interacting in the context of an institution called a "school" or "college" which has four interrelated dimensions (disciplinary/order, welfare/pastoral, academic/curricular, administrative/organizational) and which is itself located in a wider social, historical, and cultural milieu. (Ribbins and Best, 1985)

The notion of "Intervention" (Hall, Zigarmi, and Hord, 1979) is defined in this study as:

Any administrative or managerial action or event, or sets of these, either proposed or occurring over time and intended to contribute to the pastoral care of students.

1.12 Format, Style, and Spellings

The format and style adopted for the presentation of this thesis were based upon the rules for the preparation of manuscripts contained in the Publication Manual of the American Psychological Association (1993). Spelling of terms was consistent with those in the Australian Oxford Paperback Dictionary (1989).

1.13 The Structure of the Report

Chapter Two contains a review of literature which related to pastoral care provision in the United Kingdom,

in Western Australia, and in recent developments in Singapore. In Chapter Three the contextual setting of the research is focused upon. Chapter Four sets out the basis for the initial conceptual framework which shaped the research. The methods used in the study are discussed in Chapter Five. Chapter Six contains the report of the findings of the study and those findings are discussed in Chapter Seven. A revised conceptual framework is arrived at. Chapter Eight contains the conclusions drawn from the study.

In Appendix A, for the further information of the reader, case studies of the five schools are presented. Appendix B is comprised of examples of the format of written questions addressed to participants in the research.

Summary

In Chapter One the guidelines which directed the study were set out. Chapter Two examines literature relating to pastoral care in the United Kingdom, the United States of America, Singapore, and in Western Australia.

Chapter 2

REVIEW OF LITERATURE

Overview

The literature reviewed for this study was grouped under seven main headings. The first section contains a qualitative meta-analysis (Hyde, 1985, p.303) intended to orientate the reader to the more descriptive-discursive review in subsequent sections. The second concerns the problems encountered in arriving at an accepted definition of the term pastoral care. The third section examines system plans and policies for pastoral care. The fourth identifies community factors which have influenced pastoral care in the United Kingdom and in Western Australia. The fifth part deals with administrative and organizational concerns in the schools of these countries. The sixth section discusses factors affecting delivery of pastoral care in the United Kingdom and in Western Australia. The final section deals with issues arising from recent research into pastoral care in Western Australia.

2.1 A Qualitative Meta-Analysis

Literature from the United Kingdom, the United States of America, Singapore, and Western Australia which related to pastoral care provision was reviewed in the course of this study. Table 1 lists and categorises the literature

Table 1

Literature Sources: Year of Publication and Country of Origin

Year	United Kingdom	Australia	U.S.A.	Singapore
1969		Dettman		
1972		Dettman		
1974	Marland			
1975		Pusey		
1976			Dweck, Bush	
1977			Sergiovanni	
1978		Dooley	Dweck Goetz	
1979		Nott Trimby		
1980	Best, Jarvis, Ribbins David, Cowley Hughes Williamson	Dynan Pettit		
1982	McGuinness	Batchler Lovegrove, Wilson, Teasdale, Jackson Pougher Pearson		
1983	Lang Milner	Deschamp, Harris, Robson		
1984	Preedy	Beazley Hyde	Kaplan	
1985	Lang, Marland Ribbins, Best Watkins	Louden		
1986		Burke		
1987	Fincham H.M. Inspectorate Lang	Lang, Hyde Ministry of Education W.A.		
1988	Best Marland Sallis	Foster Joyce, Showers Marsh Ministry of Education W.A.		
1989	H.M. Inspectorate	Hyde Axworthy, Diney, Hamilton Szaday Whittaker		
1990	Best	Hyde Murphy Schools Council Watson		Ministry of Education
1991	Lang	Crane Finn Bonjolo		
1992	H.M. Government White Paper Lang	Mayer Watkins		
1993		Vickery		Ministry of Education

according to the Year of Publication and Country of Origin. While these lists show the inclusion of a comparable number of works from the United Kingdom and from Western Australia, the content of literature in those areas differed. In the United Kingdom a progression was shown from studies which prescribed pastoral care methods (Marland, 1974), through critical appraisal of these methods (Milner, 1983; Williamson, 1980), to discussion on the course of future educational developments (Sallis, 1988; Choice and Diversity, 1992).

In Western Australia, while the literature reviewed related to pastoral care, references, for the most part, were subsidiary to the main theme of educational Reports, for example Dettman (1972), Loudon (1985). There was no evidence of a body of literature in that State which dealt specifically with pastoral care concerns, apart from two committee Reports (Pearson, 1982; Pougher, 1982), which were subsumed into the findings of the more comprehensive Committee of Enquiry into Education in Western Australia (Beazley, 1984). Not until 1980, was there evidence of any research-based investigation into aspects of pastoral care provision (Dyran, 1980). Like earlier Reports, (Deschamp, Harris, and Robson, 1983; Nott, 1979) this work received minimal attention at system level. A decade later, three research projects concerning aspects of pastoral care provision have been carried out (Crane, 1991; Hyde, 1990; Watson, 1990). Emphasis at present at system level, however, is concentrated upon aspects of students "at risk"

of social, emotional, and educational deprivation (Watkins, 1992), and upon further changes to educational provision (Vickery, 1993).

In Table 2 the literature is examined under specific headings. These topics are listed giving the names of authors who referred to the subject, or whose work related to the subject, the year of publication and the country of the author.

Table 2

Topics Discussed in the Literature

<u>Topic</u>	<u>Author</u>	<u>Year</u>	<u>Country</u>
	Marland	1974	U.K.
	David,	1980	U.K.
	Cowley		
Definitions of pastoral care	Pougher	1982	W.A.
	Ribbins,	1985	U.K.
	Best		
	Ministry of Education	1990	Singapore
Origins of pastoral care	Dettman	1969	W.A.
	Dettman	1972	W.A.
	Lang	1984	U.K.
	Lang,	1985	U.K.
	Marland		
	Best,	1985	U.K.
	Jarvis, Ribbins		
	Hyde	1990	W.A.
Lang	1991	U.K.	
Recommendations for pastoral care in schools	Marland	1970	U.K.
	Dettman	1972	W.A.
	Nott	1979	W.A.
	McGuinness	1982	U.K.
	Lovegrove,	1982	W.A.
	Wilson, Teasdale, Jackson		
	Milner	1983	U.K.
	Deschamp,	1983	W.A.
	Harris, Robson		
	Lang	1984	U.K.
	Hyde	1984	W.A.
	Beazley	1984	W.A.
	Louden	1985	W.A.
	Watkins	1985	U.K.
	H.M.	1987	U.K.
Inspectorate Ministry of Education	1990	Singapore.	
Lang	1991	U.K.	
Specialists in Schools	Best, Jarvis, Ribbins	1980	U.K.
	Milner	1983	U.K.
	Hyde	1990	W.A.
	Watson	1990	W.A.
	Lang	1991	U.K.

Table continues

Table 2 (continued)

Topic	Author	Year	Country
Dysfunctions in pastoral care	Pusey	1975	U.K.
	Dooley	1978	U.K.
	Milner	1983	U.K.
	Preedy	1984	U.K.
	Holmes	1987	U.K.
	Marland	1988	U.K.
	Sallis	1988	U.K.
	Hyde	1990	W.A.
	Watson	1990	W.A.
	Lang	1991	U.K.
	Crane	1991	W.A.
Policies which affected pastoral care in schools	Bonjolo	1992	W.A.
	Watkins	1992	W.A.
	Dettman	1969	
	Dettman	1972	W.A.
	Beazley	1984	W.A.
	Burke	1986	W.A.
	Ministry of Education	1987	W.A.
	Ministry of Education	1988	W.A.
	Szaday	1989	Australia
	Finn	1991	Australia
	H.M. Government	1992	U.K.
Mayer	1992	Australia	
Bonjolo	1992	W.A.	
Watkins	1992	W.A.	
Relationship between discipline and pastoral care	Dettman	1972	W.A.
	Dooley	1978	U.K.
	Louden	1985	W.A.
	Best	1988	U.K.
	Szaday	1989	W.A.
	Watkins	1992	W.A.
Issues which related to pastoral care	Dweck, Bush	1976	U.S.A.
	Sergiovanni	1977	U.S.A.
	Dweck, Goetz	1978	U.S.A.
	Trimby	1979	Australia
	Schools Council	1980	Australia
	Pettit	1980	Australia
	Stern	1983	Australia
	Kaplan	1984	U.S.A.
	Fincham	1987	U.K.
	Foster	1988	Australia
	Joyce, Showers	1988	Australia
Batcheler	1990	Australia	
Murphy	1990	W.A.	
Teacher training for pastoral care	Marland	1988	U.K.
	Hyde	1990	W.A.
	Lang	1991	U.K.
	Crane	1991	W.A.

The Table particularly shows the amount of prescriptive advice on pastoral care provision which was found in literature, as well as the warnings on dysfunctions. The latter are shown to have been first articulated in the United Kingdom, but to have been echoed more recently in literature in Western Australia.

2.2 Problems in the Definition of Pastoral Care

Definitions, encompassing almost two decades in which interest in pastoral care increased dramatically, illustrate changing perspectives in England, the atypical stance adopted in Western Australia, and the view taken of pastoral care in Singapore.

Lang and Hyde (1987) used the following examples when discussing definitions of pastoral care in England.

One can say that the phrase (pastoral care) covers all aspects of work with pupils in a school other than pure teaching... in this book, pastoral care means looking after the total welfare of the pupil. (Marland, 1974)

Pastoral care is an expression of the school's continuing concern for the individual's integrity and welfare, its involvement in the development of his personality and talents, and its readiness to support him at all times and especially when his work is adversely affected by personal and domestic circumstances.

(David and Cowley, 1980)

Pastoral care is something which happens/ should happen between teachers and students interacting in the context of an institution called a "school" or "college" which has four interrelated dimensions (disciplinary/order, welfare/pastoral, academic/curricular, administrative/organizational) and which is itself located in a wider social, historical, and cultural milieu. (Ribbins and Best, 1985, p.3)

Marland's concern was with the welfare of students. David and Cowley believed that pastoral care was to do with affirming positive aspects of the student's development.

A more analytical approach was taken in the definition proposed by Ribbins and Best. A formal analysis of pastoral provisions and practice could demonstrate that the concept was based upon defined methodologies.

The definition which has been adopted in Western Australia (Pougher, 1982) focused upon the caring role of the school--a role further defined in "A Caring School Environment" (Pearson, 1982):

The provision of an environment in which it is possible for each person associated with the school (student, parent, teacher) to fulfil their basic personal needs and expectations of self-worth, adequacy, security and warmth of relationships, that result in internalization of behaviours necessary for personal and social competency. (Pougher, 1982, p.1)

Lang and Hyde (1987) noted that, in the Western Australian context, "a 'caring school environment' was conceptualised as being founded upon the mutual interaction of groups and individuals, with the onus of responsibility upon each for the well being of others." (p.3). The use of the "caring school" concept (Pougher, 1982) marked the first acceptance of a formal definition of pastoral care

within the Western Australian education system.

A further definition was formulated by the Ministry of Education in Singapore in 1990 to support their investment of considerable resources in a system-wide programme of pastoral care in secondary schools.

Pastoral care is the working product of a social system which is structured to make full use of human potential, by providing the time and opportunity for tutors to build up trusting relationships with children, through a progressive programme, designed to facilitate growing self-awareness and to promote confidence in each child, together with a conscious recognition and acceptance of social responsibility, so that he may leave school equipped with the necessary skills and supported by the right attitude to enable him to derive the maximum benefits from life and to put back all he can, to benefit society.

(p.11)

A single narrow definition of pastoral care may not satisfy all contingencies in all societies. Never the less, a core understanding of the concept seems necessary, if analysis and discussion are to be advanced. A variety of approaches to this common goal might contribute to the strength of the concept, providing there is consensus on the fundamental meaning of the term.

Some literature sources, for example: Dooley, 1978; Milner, 1983; Williamson, 1980, show that dysfunctions in the provision of pastoral care have been identified. The danger appears to be that organizational or societal priorities will over-ride the needs of students, to the extent that these needs may never be ascertained through discussion with the student body, but rather are presumed to be known by administrators and organizers.

According to Lang and Hyde (1987, p.2) the absence of a shared definition of pastoral care must be recognized as a significant problem that confronts theorists and practitioners alike. In England the term "personal and social education" has been used as a substitute for pastoral care provision. The adoption of the term "caring school environment" by the Western Australian Education Department (Beazley, 1984; Pougher, 1982) represents a similar strategy. Changes which only address the form of wording could be cosmetic rather than contributing to a deeper understanding of the concept.

2.3 The Development of System Policies and Plans for Pastoral Care

The scope of this study precluded any detailed investigation into the origins of the development of pastoral care in areas other than in the United Kingdom and in Western Australia. Furthermore the lack of documented evidence regarding the provision of pastoral care prior to 1960 would, as Lang and Marland (1985) have reported, limit the scope of any review.

The United Kingdom

In the United Kingdom, most literature which dealt with pastoral care referred to the situation in the English educational system. The educational systems of Wales, and to a greater extent Scotland appear to have developed along similar but separate lines. However, they have received little attention in the literature on pastoral care.

System Plans and Policies for Pastoral Care in England. Historically, education in England owes much to Church foundations and to the provisions made by the Merchant Guilds for education. English Public Schools, such as Rugby, introduced House organizational structures which were replicated in newly developing State comprehensive schools in the 1950s (Ribbins and Best, 1985). The other strand drew upon educational ideology in the late nineteenth century, with a paternalistic approach to the "care" and "control" of working class children.

Ribbins and Best (1985) considered that a dichotomy existed at system level between the perceived future roles of the children, with those in the State sector seen as "followers" to the "leaders" educated in Public Schools. This role type-casting may still form a part of British thinking at some levels and might account for the dual aspects of "care" and "control" which are present in pastoral care practices (Best, 1988). Undisciplined excesses on the part of "followers" might threaten societal norms, hence the emphasis in the State system upon aspects of control.

Lang and Hyde (1987) described a model of the evolutionary process in pastoral care in England. This model, shown in Table 3, takes as its starting point the development of comprehensive schools. The English State educational system had developed through two streams of secondary schooling. Grammar schools were intended for selected academically gifted children. Secondary Modern

Table 3

An Evolutionary Model of Pastoral Care in England (Lang and Hyde, 1987, p.6)

PHASE	CONTEXT	CONCERNS-RESPONSES
1 1950- Late 1960	Development of large comprehensive schools.	The management and control of students of primary interest to schools. Emphasis in schools was placed on administrative and organizational structures that were supported by the introduction of specialist counsellor roles.
2 Late 1960's- Late 1970's	Increasing concern at political levels and in the community about the lack of choice available to students in secondary schools.	Increasing awareness that a significant number of students faced severe learning and personal problems. Increased support was provided in schools for personal, vocational and educational counselling. Emphases were placed upon the development of interpersonal relationships and co-ordination of welfare provisions for students, with the school at the centre of the network.
3 Late 1970's- Early 1980's	Economic recession led to declining resources for education. Concern at political and societal levels over the 'quality of education' and educational standards.	Emergence of 'pastoral curricular', that focused on personal, social and moral development and the acquisition of personal and interpersonal skills. Emphases in schools shifted from individual to group work in the area of pastoral care.
4 Mid- 1980's	As for Phase 3, plus increasing pressures for curriculum reform and demonstration of school effectiveness.	Changes in curriculum and pedagogy together with emphases on school-level change and collective decision-making.

schools were intended to cater for those children believed to be less academically orientated (as selected by a system-wide testing process at the age of eleven). These schools lacked the traditional background of Grammar schools and the prestige which accompanied this.

The amalgamation of the dual streams of educational provision into State comprehensive schools in 1963, to

eliminate selection and to create equitable provision for all students, created a fresh set of problems throughout the remainder of the 1960s and following decades. The large, newly created comprehensive schools, while concentrating resources in a cost-effective manner, gave rise to fresh problems in school management (Best et al., 1980; Lang and Hyde, 1987). Mixed-ability groups, doubts about the control of increased student numbers, concerns about student needs in complex organizations, and the loss of individual identity were all factors which caused difficulties.

Towards the end of the 1970s, the system emphasis in England moved from individual counselling of students to pastoral group activities, to meet concerns over the lack of study skills, poor inter-personal relationships and a lack of self-understanding. The use of group activities was seen by Lang and Hyde (1987) as supportive in all these areas. By this time, the school leaving age in the United Kingdom had been raised to sixteen with the attendant curricular upheaval which accompanied this change. Best et al. (1980) cited the raising of the school leaving age as one reason for a proliferation of appointments with pastoral care responsibilities as schools struggled with the containment of low-achieving students trapped for further months in compulsory education. According to Best et al. (1980), jealousies and disagreements at teacher level about pastoral care organization, duties, and purposes occurred following restructuring as staff came to

terms with new appointments and new responsibilities.

The disagreements, which arose over facets of pastoral care, were fuelled by the presence in schools of specialist professionals in the fields of health, social work and psychology, who were appointed by education authorities. Referring to this problem, Best et al. (1980) proposed a "Typology of Pastoral Care" which postulated specialist and non-specialist (teacher) roles. Differing professional standpoints and perceptions of loss of status on the part of teachers, as non-specialists, could contribute to a pastoral/academic split in schools. This outcome could be unhelpful if, as Lang has stated in "Pastoral Care: A New Focus" (Ministry of Education, Singapore, 1990, p.1), pastoral care involves all those connected with the school, including parents and the community.

In the 1980s a more systematic analysis was undertaken in which the facets of pastoral care were examined and refined. Ribbins and Best (1985) noted the increase in literature in the 1980s which dealt with the topic, in contrast to the earlier paucity of literature sources.

In 1983 "Pastoral Care in Education", the journal of the National Association for Pastoral Care in Education, was launched and provided a forum for research articles in the United Kingdom. An increase in debate on pastoral care provision, which was encouraged by the journal articles, led to discussion surrounding the place of pastoral care as an integral part of the curriculum, reinforcing academic and personal development (Lang and Hyde, 1987).

Government policy in the United Kingdom since the mid 1980s has led to changes in educational emphasis. Schools have felt the effects of economic recession in diminishing resources and in societal problems stemming from unemployment and poverty in many areas. In England, by the beginning of the 1990s the term "personal and social education" (Lang, 1991, p.29) was in use. Watkins (1985) argued that to equate pastoral care with personal and social education was to ignore the area of pastoral case-work. Three facets within pastoral care should be recognised according to Watkins (1985, p.179): (a) pastoral case-work; (b) pastoral curriculum; and (c) pastoral management. In this argument personal and social education and pastoral care were separate, but over-lapping areas within educational provision.

Lang (1991) noted that the National Curriculum Council in England in 1990 included the concept of personal and social education as part of its directives. Her Majesty's Inspectorate in 1989 considered that "the more schools are able to promote pastoral care through the curriculum, the more efficient and effective they are likely to be." (Lang, 1991,p.36). This official recognition of the concept, however, in the view of Lang (1991) did not mean that training of teachers to carry out the tasks associated with pastoral care had matched the expressed intentions articulated at official level.

At the same time, schools were being asked to make changes to promote collective decision making, to be accountable to their community and to provide results for their programmes which would permit parents to make informed choices between schools (Choice and Diversity, 1992; Lang and Hyde, 1987; Sallis, 1988; Woods, 1984). Pastoral care in such a setting could be crucial if schools were to meet conflicting and pressing imperatives.

System Plans and Policies for Pastoral Care in Scotland. There are few references to the pastoral care system in Scotland in literature on the topic published in the United Kingdom. This is surprising since the Scottish Education Department has in place a promotion structure, the Guidance System, in secondary schools, based upon the provision of pastoral care and careers advice. This structure, while related to the pastoral well-being of students, also met demands for an alternative promotion path for teachers in the secondary education system. At the time of the introduction of the provision a shortage of graduates interested in entering the profession was being felt system-wide and the availability of more opportunities for promotion was seen as a means of combating this shortage.

In 1971, the Scottish Education Department required that all schools devise pastoral care programmes (Milner, 1983), within the Guidance structure which was introduced into Secondary schools, to define pastoral care responsibilities and to place them in the hands of trained

teaching staff.

The organization of one such department was described in a Report in 1988 by Her Majesty's Inspectors on a large secondary school in the Central Region of Scotland. The details of the school's Guidance department recorded that the school had a House system, salaried promoted staff to run this, a place at senior staff meetings with other Heads of Department, and an Assistant Rector in charge of the department. In this school in the Scottish educational system, there was little structural difference in the approach to pastoral care from that which might be found in England, apart from terminology and salary structures. The absence of a body of research on the topic in Scotland leaves the question of any effect of the salaried promotional structures in Guidance upon the outcomes of pastoral care delivery to students in that country unanswered.

Future Influences on Policies and Plans for Pastoral Care in the United Kingdom. Closer ties which are developing within the European Community might influence educational thinking in the United Kingdom and in other European countries, as Government systems develop linkages which could affect education and training and the mobility of labour in the region. The recognition of a common component in education was discussed by Lang (1991), using the term "affective education" as a substitute for pastoral care. Lang expressed the view that the concept of "affective education" defined as " all work that is

concerned with the student's feelings, emotions and personal and social development, the positive encouragement offered by schools and the support when difficulties are encountered in these areas." (Lang, 1991, p.28) would be recognized and accepted by several countries, including some in Europe, but that this acceptance in principle might mask considerable differences in educational approach.

Lang (1991) suggested a continuum of pastoral models. On this continuum, pastoral systems which concentrated upon the work of a number of specialist professionals, as in the United States of America, were set at one extreme. Systems in which the provision of "affective education" was held to be more or less the equal responsibility of every teacher in the school were set at the opposite extreme. Lang (1991) believed that the implications for the system in place in the U.S.A. had not been fully thought through, while in the United Kingdom the training required for the provision of pastoral care was not in place.

System Policies and Plans for Pastoral Care in Western Australia. This section of the Review of Literature examines the general area of system plans and policies for pastoral care provision in Western Australia, an area which relates to all sectors of education. In Chapter Three of the study, factors which affect the contexts of schools within the Government sector of education, as they might influence pastoral care provisions, are examined in detail.

The increase in research activity in pastoral care which took place in England in the 1980s is not reflected

in literature from Western Australia. Despite a history of pastoral care initiatives in schools since the late 1950s, which followed those in the United Kingdom, research and literature sources are far fewer and were limited in their scope and foci.

A major turning point for pastoral care in Western Australia came in 1969 when the first formal mention of the term was contained in a Report by the Committee on Secondary Education (Dettman, 1969), as part of two recommendations dealing with student development and moral values. The subsequent Report of the Committee on Discipline in Secondary Schools in Western Australia (Dettman, 1972) also marked a turning point, in that, although the Report's title deals with disciplinary concerns, reference was made to issues of pastoral concern.

The Report (Dettman, 1972, p.186) discussed aspects of system and school organization required to integrate pastoral care, in the context of House, Year, and Tutorial Systems, following the example of the United Kingdom. Year Master functions as envisaged by Dettman (1972) related to discipline administration, and counselling. A tutor's duties would be in the field of "pastoral care and motivation, and routine administrative matters." (Dettman, 1972, p. 189). The House system sub-divided the monolith of the large school into smaller units, to be involved in pastoral care responsibilities and in competitive activities, such as sports (Dettman, 1972, p.191). In Western Australia, the need to provide pastoral care and

guidance has resulted in the development, at system level, of guidance and special education facilities, and at school level in a variety of administrative organizations designed to provide closer contact between teacher and pupil (Dettman, 1972, p.186).

The short-lived Human Relations programme of lessons, which arose from the Report of the Committee on Discipline (Dettman, 1972), provided a tenuous linkage between pastoral and academic curricula. One reason given for the collapse of this initiative was the lack of training for staff to teach the material. This lack of pre-service and in-service training in pastoral topics echoes the comments of Lang (1991) in relation to the United Kingdom, and was also noted as recently as 1991, in Western Australia, by Crane in his research into the needs of teachers as providers of pastoral care.

While the pastoral care system adopted in Western Australian schools had a close resemblance to that of the United Kingdom there was, in the early 1970s, an introduction of a psychometric model with emphasis on psychological methodology, counselling and crisis intervention derived from practices in the United States of America. This, along with the appointment of social workers to certain schools, reinforced the emphasis on "counselling" within the Western Australian pastoral care system (Hyde, 1990). Watson (1990) considered that the entry of specialist professionals into schools led to resentment. Responsibilities for overseeing the care of

students were taken over by non-teaching professional staff at the expense of training opportunities for teachers creating a pastoral/academic split in the school curriculum. This type of reaction was not limited to Western Australia, however, having been noted in the United Kingdom if the "tenets of counselling and traditional social work methods" were accepted uncritically (Milner, 1983, p.39).

The issue of resource usage in terms of outcomes was pursued in 1982 in the setting up of two committees by the then Director-General of Education. The first Committee, The Provision of Caring Environments in Secondary Schools (Pougher, 1982), investigated assumptions made about pastoral care in schools and the second, "The Caring School Environment" (Pearson, 1982), decided upon the operational structures and principles for the provision of pastoral care in schools. The initial committee formulated, for the first time in the Western Australian context, a definition which related to pastoral care. This definition was based upon the notion of the "caring school" (Pougher, 1982). The second Committee (Pearson, 1982) adopted this definition and used it as a basis for consideration of the principles of the operation of pastoral care in schools. The guiding principles arrived at by the committee were:

1. The limits between the school's responsibilities for caring and those of parents are clearly defined.

2. To maximise caring, strong links are established with appropriate agencies and individuals in the community.
3. All school staff are involved in caring for students.
4. School organization and administration is conducive to caring.
5. There is a social distance between teachers and students.
6. Teaching, caring and disciplinary roles are compatible.
7. A caring school environment includes an educational component. (Pougher, 1982)

Both committees were disbanded upon the commissioning of the Review of Education in Western Australia (Beazley, 1984), set up by the State Government to enquire into all aspects of Western Australian education. This enquiry, (Beazley, 1984), accepted many of the earlier committees' findings and eleven, out of two hundred and seventy two recommendations, dealt with pastoral care:

1. All schools should be able to describe clearly their pastoral care structures.
2. Provisions be made in the timetable for pastoral care groups to meet.
3. Pastoral care groups be small enough to allow the individual students to be known to the member of staff responsible.
4. A senior member of staff should coordinate pastoral care.
5. Key personnel should have reduced teaching loads.
6. Key personnel should have access to an interview room in order to permit students' confidentiality.
7. Pre-service courses in pastoral care be provided.

8. In-service courses in pastoral care be provided.
9. Teachers with special pastoral care duties be provided appropriate professional development activities.
10. Schools should provide a range of activities to permit individual students to succeed and so gain in self-worth and confidence.
11. In cases where there is a conviction of need, Government schools should appoint Chaplains.

Only the first recommendation has become mandatory in Western Australian Government schools. The publication of the Report of the Committee of Enquiry (Beazely, 1984), however, had far-reaching effects. A further dimension of external specialist support for pastoral care was added with the appointment of Chaplains to twenty six Government schools. Chaplains are appointed through the Churches Commission on Education which is an inter-denominational organization.

The Executive Officer of the Commission has been reported as saying that schools were enthusiastic about Chaplaincy because the provision offered a quality pastoral role (Chaplaincy: A new direction in schools, 1991). The Executive Officer pointed to the diminution of system resources, which led to fewer support services, for example the provision of school psychologists. School principals were searching for other forms of support. Religious studies had all but disappeared from the curriculum in the Government sector of education, so that Chaplaincy " has been an alternative for the Churches to offer pastoral care" (Chaplaincy: a new direction in schools, 1991)

Following the Report of the Committee of Enquiry (Beazley, 1984), another committee was formed to report upon "Disruptive Behaviour in Schools" (Louden, 1985). This Report contained two references to pastoral care, which embodied the notion of a "school-wide approach to care and discipline" (Recommendation 3, p.22) and a "school-wide system of caring" (Recommendation 4, p.24). A supporting document, "Guidelines for School Discipline" (Ministry of Education, 1988) required that details of the school's approach to pastoral care policy and to positive classroom management should be provided.

These reforms were based upon concepts of: the government as the principal client; devolution of decision making; local flexibility and accountability; planning, optimal use of resources and monitoring and evaluation of outcomes (Whittaker, 1989). These requirements were to have direct implications for the operation of pastoral care in Government schools. The implications, coupled with changes stemming from the Government White Paper, "Managing Change in the Public Sector" (Burke, 1986), which led to reforms in administrative and organizational practice at school and system level, were still being felt in the system at the time of this research. According to Whittaker (1989) this changed environment led to the lessening of hierarchical administrative structures and to the increase in the use of human resource management techniques.

The changes in the White Paper were specified for

schools in "Better Schools in Western Australia" (Ministry of Education, 1987), which made mandatory the formulation of School Development Plans. Also included was a requirement that not only should school policy be stated and formulated as part of a "School Development Plan", but that "evaluation strategies to measure desired educational goals and standards" should be documented (p.11). Lang (1987, p.18) has commented that pastoral care "has no long standing tradition of evaluation" and this lack of evaluation strategies might be expected to pose problems in the implementation of the Government requirement.

Disciplinary Concerns. Government Reports and policies in Western Australia which mentioned pastoral care also have laid stress on aspects of discipline in schools. In the late 1980s a programme aimed at providing a disciplinary framework in Western Australian Government schools was introduced. This "Managing Student Behaviour" programme was seen as a major system wide initiative, (Szaday, 1989), with funding made available to aid its implementation, and resources directed towards in-service training for teachers in its use. The thrust of the "Managing Student Behaviour" initiative was towards the control of students. Hyde (1990, p.8) concluded that in Western Australia "official thinking about 'caring' is similar to that which was evident some thirty years ago."

While Best (1988) had noted the duality of "care and control", policies indicated that Western Australian educational thinking, at least at system level, was heavily

weighted towards the control side of such an equation. Evidence (Bonjolo, 1991; Hyde, 1990; Watkins, 1992; Watson, 1990) supported Dynan's (1980) assertion that pastoral care structures in schools were not fulfilling their purpose in providing care for all students. Following a conference held in Perth in 1990, the Australian Association for Pastoral Care in Education was formed in 1991. This Association has provided a forum for educators, encouraging debate on pastoral issues, principally in Western Australia, but with growing interest in other States. The Association has now linked with the National Association for Pastoral Care in the United Kingdom, broadening the exchange of ideas.

2.4 The Effects of Community Setting upon Pastoral Care Provision

Community Influences in the United Kingdom

In the English educational system, Government policies in the 1990s were focused on the delegation of responsibility to schools and their communities for the running of educational services (Choice and Diversity, 1992). The onus was being placed upon schools to be accountable to parents, who then could choose which State educational establishment they wished to have their children educated in. Woods (1988), in discussing the implications of moves to increase community control of

schools, commented "there is often a sharp dichotomy between views supportive of State provision (and aims of equality) and views favouring markets or pseudo markets in education (and the aims of consumer choice and consumer sovereignty)." (p.331)

Sallis (1988) took this argument further by pointing out that parental and community control of Government schools might serve to blunt any community thrust for higher standards of education and care in all Government schools, as interest groups competed to get the maximum resources for the school in their neighbourhood. The arguments being voiced in the United Kingdom seem relevant, as Government policies in Western Australia move towards increased devolution of responsibilities to schools and to their communities.

Community Issues in Western Australia

In Western Australia, community and Government concern in 1990 over youth related matters led to the formation of a Government Select Committee on Youth Affairs (Watkins, 1992). This Parliamentary Committee was set the task of investigating factors which were held to place young people "at risk" in the community. One major factor was identified as "educational disadvantage". Following the Committee's Report (Watkins, 1992) there is a clear expectation that schools in Western Australia may be asked to respond with resource allocations to alleviate student "at risk" factors within Government educational provision. Pastoral care provisions in schools, logically, can be

presumed to form a part of any strategies under review by the present Government.

Current and persistent media reports in Western Australia and in the United Kingdom suggested that schools were experiencing increasing difficulty in providing care and support for their students as pressures mounted with economic recession and with the social consequences which might be linked to this (The Scotsman, 29/7/92; The Sunday Times (U.K.), 9/8/92; The West Australian, 28/5/91). Coinciding with these factors were reported cutbacks in educational resources in Western Australia (The West Australian, 25/7/91, 31/8/91).

Stresses to pastoral care in schools might arise if pastoral demands outstripped the school's resources to meet pastoral needs (Hyde, 1990; Watson, 1990). Further pressure might be placed upon school resources for pastoral care by students seeking to repeat Year Twelve because of decreasing employment opportunities and higher entry qualification demands by tertiary institutions.

2.5 School Level Plans and Policies for Pastoral Care

Plans and Policies in the 1970s

Prescriptive Solutions. In England during the 1970s, innovative pastoral care concepts were proposed by Michael Marland, who is regarded as the pioneer of pastoral care in its present sense. Literature on pastoral care was prescriptive, emphasising the implementation of procedures in schools rather than analysing the methods used (Marland, 1974, 1980; McGuinness, 1982). This decade saw the

development of a "conventional wisdom" of pastoral care which "appealed to commonsense and an assumed consensus about the 'goodness' and desirability of pastoral care conventionally conceived" (Best et al., 1980, p.20). The concept was expected to enable teachers to guide their students within the setting of positive teacher-pupil relationships.

Throughout the 1970s, research awareness of the problems encountered by many students increased. For example, Lang and Hyde (1987) cited problems of lack of educational choice and of personal development, which reflected the emphasis on organizational convenience at the expense of the individual needs of the student body.

Developments in the 1980s

Critical examination. The development of pastoral care then entered a phase centred upon the concept of conventional critique, in reaction to generalizations. As part of this critique of accepted wisdom, Milner (1983, p.39) wrote of pastoral care practices "The only certain beneficiaries of the system seem to be the teachers who feel that they at least are trying to 'do something.'" Milner's criticism took the view that pastoral care was seen as an "antidote" to the segmented secondary curriculum. At system level, there was seen to be a lack of strong teacher-pupil relationships in the large comprehensive schools, in contrast to what were perceived as "good" stable relationships in primary school

classrooms. An earlier critical view expressed by Dooley (1978) looked at the philosophical aspect of pastoral care seen as a support for authority structures in schools. These issues have remained dominant over the years and are matters for concern still--particularly in the current Western Australian context. The continued lack of resolution appears to constrain developments both in the broad context of pastoral care and in the local, Western Australian, situation.

The concept of "pastoralization" was introduced by Williamson (1980), who contended that two levels of pastoral care operated in schools. At one level, students who accepted the school's aims and ideals were supported. At a second level, those students who found school alienating were manipulated by the tutorial system to accept that the fault lay with them. In the view of Best et al. (1980, p.172), students who rejected the school and what it stood for were contained and "processed" in attempts either to influence them, or to force them to accept "a system in which they were destined to be failures."

Lang and Hyde (1987) proposed that, for the students in the first category that Williamson (1980) described, benefits from the educational system, for example career openings, might outweigh disadvantages in school attendance. Milner (1983) suggested that evidence of peer group importance to this age group might influence choices to attend school in order to be with friends, or to truant

for the same reason.

In Western Australia in 1992, the first argument in favour of positive attitudes to schooling is threatened by increased youth unemployment which has lessened clear career pathways through education. Outcomes in the second case might also worsen if an increasing minority of students become disaffected or disenchanted with the educational process. A spread of disaffection through the peer group could result. Given that there is evidence already of school rejection and alienation in Western Australia (Watkins, 1992) it seems possible that schools will experience an increase in the second category of students described by Williamson (1980).

Milner (1983) and Williamson (1980) expressed views which suggested that harm was done by the separation of intentions and outcomes in the provision of pastoral care. Such dysfunctions in pastoral care, if they existed in Western Australia, would aggravate problems of alienation, rather than alleviate educational disadvantage.

Problems Encountered in the 1990s.

A call for analysis. Towards the end of the 1980s and at the start of the 1990s, Marland (1988) and Lang (1992) commented that further questions about problems schools were encountering in the provision of pastoral care were as yet unanswered by research. Lang (1992) suggested that in the United States of America and in Canada there were comparable difficulties in the implementation of a pastoral curriculum in schools, which would be part of daily

classroom practice. Marland (1988) considered that the roles of the child, as pupil, student, and recipient of information, were learnt behaviours and as such should be taught as part of the school's guidance programme. Marland (1988) drew attention to the work of Carol Dweck in the United States of America in regard to the research based theory of motivation. Dweck and Bush (1976) studied the concept of "learned helplessness" or the attribution of failure in school-age children to internal or external causes, either to a lack of effort on his/her own part or to a lack of ability, and demonstrated the gender differences involved in such attributions. Dweck and Goetz (1978) noted the variations in gender related response in attributions when the evaluator was adult (male or female) and when the evaluator was a peer (male or female) and the possibility that such attributional behaviour might affect the child's social responses as well as academic responses.

The implications of the findings of this type of study were, suggested Marland (1988), pertinent when pastoral care strategies were devised and when personal and social education courses were being considered. From this starting point Marland envisaged a pastoral curriculum which was research based, using ideas generated by the type of study carried out by Dweck. Figure 1 shows a proposed pastoral curriculum (Marland, 1980). Marland suggested that the pastoral area of schooling can be sub-divided into sections which relate, at student level, to personal, social, and educational matters. Each section has its own

curricular components which are inter-related and which would link with academic curricula. Studies related to adolescent development demonstrate the normal processes which can make adolescent behaviour patterns seem contradictory and overwhelming in their diversity (Kaplan, 1984, p.27). The four models in needs assessment quoted by Trimby (1979), or the means of increasing student

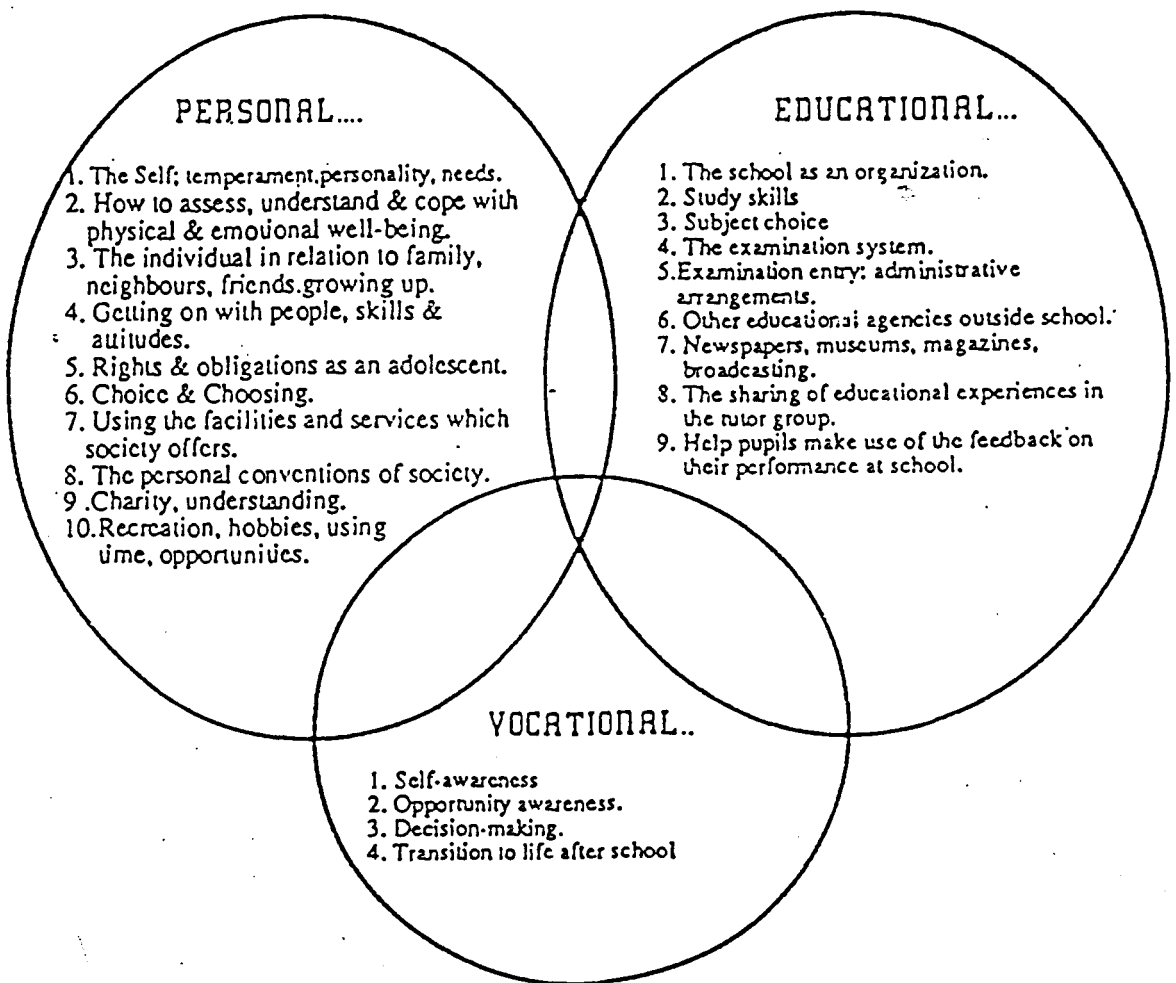


Figure 1. A Pastoral Curriculum (Marland, 1980)

achievement through staff development activities aimed at improving the school's social environment, suggested by Joyce and Showers (1988), might be utilised as part of preparation for a pastoral curriculum in Western Australia. Structural suggestions for the development of such a curriculum made by Fincham (1987) and ideas for developing parental involvement or lessening what the authors have described as "parental intimidation" at school level (Murphy, 1990; Pettit, 1980) could also be incorporated. In 1988, Best proposed that the relationship between care and control should be seen as complementary and not conflicting, in a balanced equation. Best (1988) then suggested that a relationship within the school system should exist which combined curriculum, casework and community needs. The paper, which looked at teacher training in pastoral care in England, found pre-service training almost non-existent and in-service provision "at best patchy" (Best, 1988, p.19). At a seminar in Perth Western Australia in 1992, Best developed this theme. The student was seen as functioning in school in the roles of child, pupil, and citizen. Each of these roles has attributes associated with them, attributes which must be taken into account when the school plans programmes for its students. The relationships illustrated in Figure 2, which are established between the students' roles and needs are combined to form a total learning experience. Facilitating these plans and crucial to the relationships is the school's understanding of the needs of the school staff,

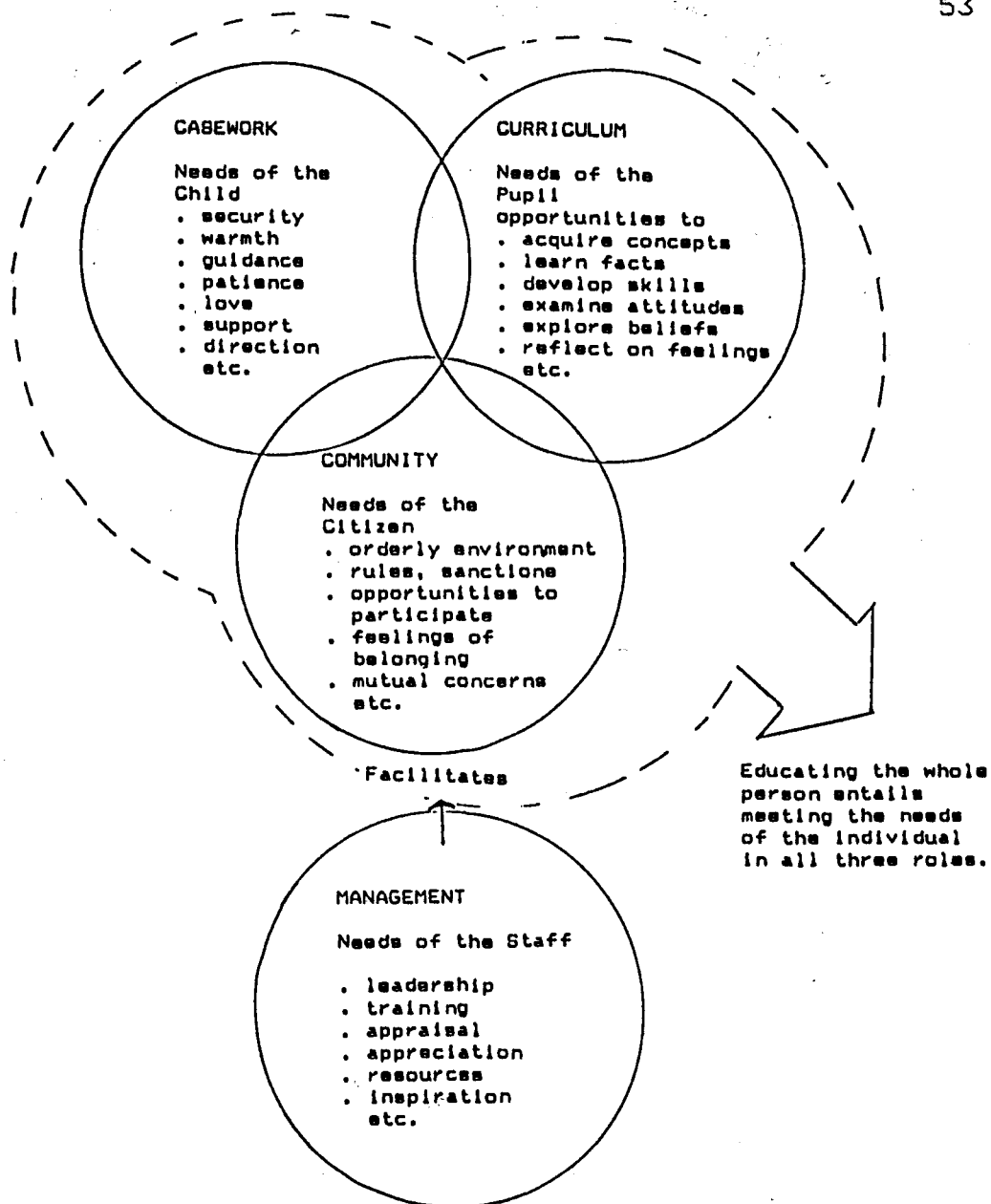


Figure 2. Three aspects of the role of student. (Best, 1992)

with staff training being listed as a major requirement.

An emphasis on schools as organizations meant that the focus of pastoral process in the schools swung from consideration of the needs (educational, social, behavioural and emotional) of the school's students to

the use of this process in serving the administrative, adult perceived, requirements of the school as an organization within an educational system. The resultant dysfunction in pastoral provision persists and is reflected in research both in the United Kingdom and in Western Australia (Best, 1988; Dynan, 1980; Hyde, 1990; Watson, 1990).

Organizational Structures for Pastoral Care Provision

According to Ribbins and Best (1985), a model for school organization could be seen as having four interrelated facets; disciplinary/order, welfare/ pastoral, academic/ curricular, and administrative/ organizational. "Pastoral Care: A New Focus" (Ministry of Education, Singapore, 1990) made a similar case in referring to the need for each facet of school organization to be planned in relation to all the others.

Organizational structures for pastoral care in the United Kingdom and in Western Australia were based upon the system which originated in English Public Schools, with House or Year divisions, sub-divided into Form Groups (Dettman, 1972; Lang, 1984). The delivery of pastoral care was through the roles of House Leaders and through Form Teachers or Tutors, each with responsibility for a group of students.

The original Church controlled schools in the United Kingdom would exemplify the type of educational provision in which the use of the word pastoral could have religious

connotations. Watson (1990, p. 50) contended that "religious schools in the past have influenced the present perception of the term Pastoral Care." Dooley (1978) noted that "the idea of the pastor is importantly grounded in religious experience." (p.182). The use of the term pastoral as a term of description supports the idea of such a relationship. The duality of the notion of the pastor figure was also explored by Dooley (1978, p.184). The pastor was equated either with the caring father, or to the authority figure who commanded and led those in his charge. Dooley noted, with reference to the school situation, that the use of the term "pastor" in relation to an authoritative structure might indicate that the second interpretation was favoured and that the choice of language was deliberate.

In Western Australia, The Report of the Committee on Discipline in Secondary Schools (Dettman, 1972,) foreshadowed the decentralization of large school campuses, leading to the "development of autonomous instructional units within the school." (p.192). Lovegrove, Wilson, Teasdale, and Jackson (1982) recorded that one Western Australian Government Senior High School was divided into a series of sub-schools. The rationale for this change was given under two main headings, one that the structure would overcome the "depersonalising effects of large institutions" and the second that greater educational choice could be offered through sub-schools (Lovegrove et al. 1982, pp.1-4).

The Western Australian example traced the adaptation of school structures from a single unit, through the development of a pilot sub-school project, to the complete reorganization of the school into three junior sub-schools and one senior sub-school. This structure was adopted to offer opportunities for improved relationships between students, and between staff and students within a much smaller educational unit, while benefiting from the facilities offered as part of a large school campus. The study carried out by Lovegrove et al. (1982) would appear to support outcomes of high staff levels of commitment and student ownership in respect of the sub-school which they observed.

Roles in Pastoral Care

Lang and Hyde (1987) noted that, in schools in England, since management and the control of students were seen to be of paramount importance, pastoral care roles were taken up with organizational concerns, discipline, and administrative procedures. The amalgamation of Grammar and Secondary Modern schools into comprehensive schools in that country also had staffing implications. Teachers in Secondary Modern schools often lacked the academic qualifications needed to teach the Upper Forms in the new comprehensive schools. Senior academic posts were filled by staff with Grammar school teaching experience, but not necessarily teaching qualifications. Those who had held promotional positions in the secondary Modern schools often were utilised in pastoral care roles, dealing with

the welfare of the less academic children in a system which was, by tradition, reactive to social and academic problems.

Lang and Hyde (1987, p.4) suggested that the basis for the low esteem in which pastoral care appeared to be held at this time lay, to some considerable extent, in the allocation of roles based upon academic qualifications, and the complete absence of any formal training for the roles in the large comprehensive schools. Lang (1991) further noted that Her Majesty's Inspectorate in England in 1982 reported that fifty four per cent of teachers believed that they were not well prepared for pastoral duties.

Marland (1988), in relation to this lack of training, suggested that among the unanswered questions pertaining to pastoral care were concerns as to the qualifications pastoral team leaders held, and as to how an untrained group of tutors, with career imperatives elsewhere within their subject departments, could be led as part of a pastoral team?

The nature of roles for teachers in pastoral care in England, in the view of Lang (1991), Lang and Hyde (1987), and Marland (1988), had been delineated as a response to organizational priorities. Teachers in key pastoral roles were offered little or no training for the task. The concept appeared to be held in low esteem by those in a position to appoint staff, and this lack of status may have led to a down-grading of the value of pastoral work in the eyes of the main body of teachers in schools. In Scotland,

the special circumstances surrounding the decision to promote staff in Guidance departments might have lessened these perceptions but gave rise to other stresses, in that classroom teachers were answerable to Principal Teachers of Guidance.

In Western Australia the importance of the role of teachers in pastoral care provision was recognized by Nott (1979) when he advocated that this should be acknowledged in the promotion structures of teachers. This recommendation made by Nott has received, to date, only the barest official recognition.

In 1980, a joint research project, "Do Schools Care?" (Dynan, 1980) was funded by the Education Department of Western Australia and the Western Australian College of Advanced Education. The study, in investigating the views of teachers, revealed an uncertainty and diffidence about staff ability to carry out pastoral roles. More recent views expressed by staff in an Independent Anglican school in Western Australia echo this lack of confidence at staff level, a lack attributed to the absence of training for pastoral care duties (Crane, 1991).

2.6 The Delivery of Pastoral Care in Schools

Any separation of intentions and outcomes for pastoral care at a school level must affect delivery of care to its students (Best, 1988; Dynan, 1980; Milner, 1983; Williamson, 1980). In England, Milner (1983) contended that, while "counselling" was offered by schools as a

remedy for student needs, the perceptions of such needs were arrived at without any consultation with the students involved. An investigation into student perceptions might have identified concerns that were very different, related more to peer groups rather than to teacher-pupil relationships (Milner, 1983). Lang (1987) reinforced Milner's stance in noting how little attention has been given at system and at school level to the standpoint of students, as consumers of pastoral care. Watkins (1985) referred to the "ghettoization" of pastoral care provision, which marginalised the service on the perimeters of school activity, while Lang (1985, p.8) spoke of a notion of pastoral "fantasy", characterised "by the situation where a school begins to make statements which at best reflect ideals as reflections of reality."

In Western Australia, the study "Do Schools Care?" (Dyran, 1980) examined the responses to a questionnaire survey of students on issues of student acceptance or rejection of the schools' educational and pastoral care provisions, and canvassed the views of teaching staff. The study (Dyran, 1980) brought forth findings which showed that, for a significant minority of students, school was an alienating experience. This alienation could be attributed to ineffective pastoral care provision. Dyran (1980) concluded that evidence from both teachers and students showed that pastoral structures were seen at student level as ineffective and at staff level as threatening. Schools

perceived pastoral care as a factor in the smooth running of the school rather than as a programme to help students achieve their full potential. Dynan's (1980) report had little or no impact upon the practice of pastoral care in Western Australia. The present researcher was given the opinion by one informant that this was due to personalities within the Education Department's Research Branch, who considered the research to have been ill-founded.

A comparison with the findings of the Select Committee Youth Affairs (Watkins, 1992) suggests, however, that the alienation identified by Dynan in a percentage of students remains and has been confirmed some twelve years later. A more positive response to Dynan's (1980) findings in the intervening years might have lessened the problems which led to the setting up of the Select Committee.

2.7 Issues Arising from Research into Pastoral Care in Western Australia.

Other research projects in Western Australia which involved pastoral issues have met with a lack of attention similar to that afforded to "Do Schools Care?" (Dynan, 1980). Deschamp, Harris, and Robson (1983) undertook a study based upon "Pastoral care programmes for able disadvantaged students" for the Research Branch of the Education Department. This was followed by an investigation into "The Roles of Chaplains in Government secondary schools." (Hyde, 1984). In 1985 Hyde and Robson collaborated in an inquiry into "Student suspensions from school." The latter projects were also parts of the

programme of the Research Branch of the Education Department.

Three further research projects (Crane, 1991; Hyde, 1990; Watson, 1990) which dealt with pastoral issues were completed in 1990 and in 1991. The first (Watson, 1990) was part of an initiative in 1988 by the State School Teachers' Union which funded a research project to investigate pastoral care in schools. The study, entitled "Factors that impinge upon the implementation of a formally structured pastoral care programme in a Government school.", examined the pastoral care needs of students in a Government primary school set in a low socio-economic area. Watson (1990) noted the psychometric approach in Ministry of Education policies, as opposed to the "whole school approach" suggested by Loudon (1985). Also recorded were two levels of pastoral care, similar to those described by Williamson (1980): one a general provision which was directed at those students who were coping well with school; a second, directed towards students experiencing crises and manifesting behavioural symptoms associated with those circumstances. The second crises-reactive level involved primarily specialist professionals.

Watson (1990) found that, in the school concerned, resentment by teachers of specialist staff was evident. The role of specialists as experts was said to threaten the professional standing of teaching staff and to diminish the importance of their role. Liaison between the school and outside caring agencies was seen as tenuous and ill-

defined. Findings stressed the importance of the support of the school Principal for changes and the importance of teaching and non-teaching staff commitment to the project. A "whole school approach" to pastoral care also required adequate levels of staffing and co-operation from external agencies, parents and the school community. The impetus for the changes brought about in the school during the course of this project (Watson, 1990) lapsed when the project researcher's help was withdrawn. The issue of the effect on pastoral care programmes of the movement of staff and the re-allocation of resources is raised by the discontinuation of practices introduced during this study.

A further research project, (Crane, 1991), took the form of a case-study based in an independent Anglican Community school. The study centred around the attitudes of students in the school to their relationships with others and their perceptions of the school as a caring environment. Crane's (1991) findings showed that teachers commonly believed that they were aware of student needs. This knowledge, however, was not sufficient to guarantee that such identified needs were being met. Mechanisms had to be in place at school level in formal policies and plans for pastoral care if student needs were to be addressed in a systematic manner.

The points raised by Crane (1991) in relation to an analysis of the needs of students, for example in relation to their developmental age, contrast with a viewpoint which sees pastoral care as a general, non-specific area

concerned with student welfare. Such an analytical approach would, however, demand resources of time and training for teaching staff.

The studies undertaken by Watson (1990) and Crane (1991) were subject to limitations in generalizability. Factors which influenced the primary setting would not necessarily be applicable within the Government secondary education system. The setting of Crane's (1991) study contrasted with many provisions in the State school system. The background of the students would not reflect the range within society which Government schools would encounter and mandatory regulations in place in the Government system would not apply to the independent school.

Finally, a pilot study in 1990 by Hyde, "The nature and extent of pastoral care in Western Australian schools.", was set against a background of reports from participants in in-service courses at the Australian Centre for Education and Training (now part of Edith Cowan University) and from the call from a symposium of the Singapore Educational Administration Society in 1989 that "the realities of pastoral care in schools should be investigated".

The research surveyed key personnel in forty-one Government and non-Government primary and secondary schools. Similarities between the schools studied were

revealed as: (a) a lack of clarity in definitions of the concept of pastoral care; (b) a lack of clarity in policies for pastoral care; (c) a crisis driven response to pastoral care rather than crisis preventing strategies; (d) a lack of school personnel with formal pastoral care training. (Hyde, 1990)

Differences reflected the size of school, perceptions of key personnel, allocation of resources and the levels of demand produced by student problems (Hyde, 1990, p.1). Hyde's findings concluded that " where specific pastoral care provisions are made these may be described as extensive and resource intensive " (1990, p.3). In such schools dedication and commitment by staff was high. A majority of schools (n=33) did not cite definitions of the term pastoral care and more than half (n=22) appeared to have no related policies (Hyde, 1990, p.30). The research suggested a co-relationship between larger schools and socio-economic setting with the demands made by student problems. Such schools tended to have crises-respondent pastoral care policies. Links between the schools and external support agencies appeared tenuous and ill-defined in most cases. In some schools, the demands of a minority of students and parents consumed the majority of the school's pastoral care resources.

The pastoral systems of schools in the study seemed to depend largely upon the goodwill, dedication, and hard work of committed staff members. A well defined weakness in pastoral care systems was the lack of pre-service and in-

service training for teaching staff. This led to a degree of stress for staff faced with demands which they were ill-prepared to meet. The service which the staff offered in pastoral care also met with little official recognition (Hyde, 1990).

These issues support the lack of training reported by Crane, 1991; and Watson, 1990. Findings on demands made in relation to socio-economic setting were also noted by Watson, 1990. The pilot study concluded by making a case for research to be carried out into the precise situations prevailing in various sectors of the education system in Western Australia.

Summary

The Review of Literature showed that the concept of pastoral care provision was acknowledged in educational policies and plans, organizational structures and resource allocations. No concise and widely agreed upon definition of the concept was in place. Dysfunctions in planned provision had been documented, both in the United Kingdom and in Western Australia. In Chapter Three specific factors which were expected to influence pastoral care provision in Western Australian Government secondary schools are examined.

Chapter 3

SELECTED CONTEXTUAL INFLUENCES

Overview

In this chapter, contextual factors which could be expected to affect pastoral care provisions in Western Australian Government secondary schools directly are examined in detail. The recent background to current educational changes is discussed, along with issues relating to pastoral care which have arisen from the implementation of these reforms. The major area of current community concern for students identified as being "at risk" (Watkins, 1992) is discussed in some detail. Issues which have a basis in the concerns of teaching staff and which affect pastoral care delivery are commented on also.

3.1 Current Educational Reforms in Western Australian Government Schools

Significant administrative, organizational and curriculum changes have taken place in the Western Australian Government education system over the past six years. The Committee of Enquiry into Education, (Beazley, 1984) was established to review all aspects of education in Western Australia. The Committee made two hundred and seventy three recommendations of which eleven related to the pastoral care of students. The Committee's terms of reference dealt, amongst other matters, with the provision of resources in schools for students disadvantaged by factors relating to home background. The Committee (Beazley, 1984) accepted completely the recommendations

about pastoral care made by two earlier committees. These were established early in 1982 by the Director-General of Education to examine pastoral care provisions in schools (Pougher, 1982) and to lay down guiding principles for the delivery of pastoral care (Pearson, 1982). The definition of "a caring school environment" formulated by the first of those committees (Pougher, 1982) was accepted as appropriate for Western Australian Government schools.

Following the Report of the Committee of Enquiry (Beazley, 1984), a further Committee was set up in 1985 to examine disruptive behaviour in schools (Louden, 1985). An outcome of the Report of this Committee (Louden, 1985) was to introduce the concept of a "whole school approach" to pastoral care provision. A second outcome led, through the Ministry of Education Guidelines (1988), to the mandatory requirement that "a school policy should provide details of the school's approach to pastoral care and positive classroom management" (p.2).

Better Schools in Western Australia (1987). In 1987, the Ministry of Education brought forward a programme of changes to Government schools to speed up the reforms proposed by the Committee of Enquiry (Beazley, 1984). The changes affected school organization in that schools were to become self-determining, to have community involvement with school decision making through "School Based Decision Making Groups", to have responsibility for school budgets and to be more accountable for outcomes (Better Schools, 1987, p.7). Measures were put in place to stabilise school

staffing. Each school was made responsible for the production of a School Development Plan which was required to contain details of programmes in each school along with the ways in which such programmes would be resourced, implemented and evaluated (Better Schools, 1987, p.11). The changes proposed in the paper were required by Government to be implemented rapidly by schools in the system.

Following from the Better Schools programme (Ministry of Education, 1987), the Ministry of Education issued four policy documents which set out guidelines on School Decision Making (1990); for School Financial Planning and Management (1991); on School Accountability (1991); and for the formation of School Development Plans (1989). Pastoral care was mentioned once as an area of curriculum development in these documents, as part of the responsibility of School Decision Making Groups to decide upon priorities (or strategic issues) for the school (School Decision Making, 1990, p.6).

The area of financial planning made allowance for resources to be allocated to priorities after the school's purpose had been clarified and its past performance had been reviewed (School Financial Planning and Management, 1991, p.3). The extent of the achievement of that purpose was to be determined through set performance indicators, which would require to be included in the monitoring plan

section of the School Development Plan (School Accountability, p.3). The guidelines for School Development Plans (p.6) discussed the elements of the planning cycle, such as the analysis of data and strategic planning, required to allow School Decision Making Groups to establish priorities. In each of the policy statements the role of the School Principal was defined, along with the roles of other participants in School Decision Making.

3.2 Implications of the System Level Reforms

The main thrust of the reforms which followed the Report of the Committee of Enquiry (Beazley, 1984) was directed towards giving schools greater autonomy for self-determination, school-based decision making, collaborative school management, some curriculum reforms, and a responsibility to be accountable both to the central body and to the local community (Better Schools, 1987; Policy and Guidelines, 1989, 1990, 1991). The changes were required to be implemented by schools at a rapid pace and, as a response to this pace of implementation, Government school teachers took industrial action in 1989.

The issues of school-based decision making and self-determination for schools, community participation and local accountability have implications for the planning, design, and implementation of formal pastoral care policies in schools. School priorities would be fixed at school level, with resource distribution dependent upon those priorities. The results of these decisions would require

to be justified as part of the school's duty of accountability. Pastoral care policies, if these were included in the school's Development Plan, had to be evaluated so that outcomes were quantifiable. The concept of "a whole school approach" to pastoral care provision in schools (Louden, 1985) might be in conflict with psychometric strategies adopted by the Ministry of Education in terms of its Guidance Officer programme, which were primarily structured to react to student crises. The acceptance of the definition of "a caring school environment" (Pougher, 1982) also had implications for the type of policies which could be implemented if the aims of this definition were to be met.

In 1987, the Unit Curriculum was introduced in Western Australian Government secondary schools with a range of core and optional subject choices. At the same time, the Federal Government was proposing further curricular changes as part of the adoption of a "National Curriculum". Reforms were proposed which related to increasing the retention rates of students to Year 12 and into further education, and to the introduction of "competencies" as a means of assessing student educational standards (Finn, 1991; Mayer, 1992). The system-wide and proposed national changes were leading to disquiet and apprehension among teachers, as schools' tried to adapt procedures over a short time span. Resistance was also being shown to Federal proposals by State Ministers of Education, meeting with the Federal Minister of Education on the first and

second of July, 1993. The outcome of this meeting seems, at the time of this study, to have set back Federal Government Plans to implement educational change, but the uncertainty of future outcomes within the system remains.

3.3 Community Issues

In 1990 the Western Australian Parliament made the decision to form a Parliamentary Select Committee to examine the problems facing children and young people (Watkins, 1992). Among the terms of reference was the remit to determine criteria by which children and young persons could be identified as being "at risk" from various factors in their environment, including educational factors.

The Report of the Select Committee on Youth Affairs was published in 1992 (Watkins, 1992). Section 5 dealt with educational issues and in this section the importance of educational equity was stressed. The Committee found "compelling evidence of social alienation occurring simultaneously with failure in the education system." (Watkins, 1992, p.55). As part of the response to this finding the Committee suggested that "all schools should include the needs of disadvantaged students as key components of their school development plans and devise local responses consistent with central objectives." (Watkins, 1992, p.56)

The Committee identified "at risk" factors for children and young people, one of which was educational disadvantage. Data from the Secondary Education

Authority for 1990 showed "a drop out rate of nearly 20% between Years 10 and 11 both for male and female students" (Watkins, 1992, p.57). Identified as partial causes for such rates were transience, failure in educational programmes, and mistrust of institutionalised educational systems. On the issue of classroom disruption the Committee pointed to a hard core of students who caused major behavioural problems and who, despite being small in number could exhaust the school's ability to cope. Evidence provided to the Committee by a wide variety of academic and community groups was, however, critical of present disciplinary structures and suspension practices and indicated that present school strategies had an adverse affect on "at risk" youth, with suspension and expulsion breaking the last tenuous links between the student and the school system. The Committee (Watkins, 1992) made eight recommendations in the area of Education. Three of those recommendations relate to the present study:

- a. That the Ministry of Education and Youth Services develop programs to accommodate the needs of students suspended and expelled from school and for non-school attenders. (Recommendation 43)
- b. That the Ministry of Education and Youth Services establish a central tracking mechanism for non-school attenders including chronic truants. (Recommendation 44)
- c. That the State Government negotiate with the Commonwealth for a rationalization of Commonwealth funded programs for disadvantaged and "at risk" youth in order to maximise the flexibility of such programs while retaining their accountability and minimising the administrative burdens required of them. (Recommendation 45)

In addition to these recommendations, in the view of the Committee "The division between education and welfare issues in the lives of these young people does not easily correspond to divisions within bureaucracies." (Watkins, 1992, p.63)

From this, the Committee concluded that full responsibility for the provision of educational programmes should rest with the Ministry of Education. This conclusion, if adopted, should affect the provisions made by schools for pastoral care in view of changes to programmes relating to welfare issues.

The Report of the Select Committee on Youth Affairs (Watkins, 1992, Appendix 1) set out the indicators proposed by the Ministry of Education in Western Australia which would identify potential students "at risk". Table 4 lists these factors, which are organized under three headings: educational; behavioural; and situational indicators. The list is geared to the identification of students who, for various reasons, are failing within the educational system. For a proportion of students, multiple factors from the three headings may be in place, which would increase the likelihood of alienation from school (for example, academic failure being compounded by low self esteem, leading to disruption and suspension). While these students certainly may be seen as being "at risk", to focus solely upon their needs would be to ignore other areas of pastoral concern (Watkins, 1985), and the needs of other students within the school.

Table 4

Indicators issued by the Ministry of Education
of potential students "at risk". (Watkins, 1992,
Appendix 1)

1.	Educational Indicators
*	under achievers
*	students who are not coping with the classroom situation in Year 1
*	students who cannot cope with secondary school classroom situation
*	students who have difficulty understanding content in text reading
*	students requiring additional educational support
*	academically less able/not special education students
*	students who cannot cope with Years 8 and 9 work
*	students who do not have the grades to get into TAFE, traineeships apprenticeships and other formal training options
*	students with poor literacy and numeracy skills
2.	Behavioural Indicators
*	truanting
*	emotionally disturbed
*	disaffected
*	disruptive behaviour
*	potential for self-harm
*	antisocial behaviour
*	violent behaviour
*	rejection of teacher support
*	isolated student
*	juvenile offending
*	vandalism
*	arson
*	drug abuse
*	rejecting parental support
*	low self esteem
*	lack of social skills
*	poor communication skills
*	lack of initiative
*	poor motivation
3.	Situational Indicators
*	students who are suspended
*	expelled
*	in time-out rooms
*	incarcerated
*	institutionalised (welfare)
*	unemployed
*	homeless
*	socially disadvantaged
*	family breakdown
*	students from transient families/broken schooling
*	living in isolated and rural areas
*	students who leave the system from nonstandard exit points
*	suicidal students
*	abused children
*	poorer socioeconomic families

The danger may be that system and school attention will concentrate on the lower socio-economic area of the social spectrum with policies which are reactive to community, social and political pressures which are focussed upon antisocial behaviour. Case-work strategies

in response to student problems would be promoted at the expense of preventative programmes involving the development of a pastoral curriculum. Schools with catchment areas in an upper socio-economic stratum might be excused for believing that pastoral care did not warrant great priority for their students, since the idea of a pastoral curriculum was not supported overtly at system level.

3.4 Teacher Related Issues

In 1988, at their annual conference, the State School Teachers' Union adopted pastoral care as a priority. This led to a campaign to promote teacher awareness and to the funding of a research project (Watson, 1990). The project faltered as teacher discontent and misgivings about the pace with which the changes set out in "Better Schools" (1987) were expected to be implemented by schools led to strike action being instituted in 1989 for the first time in fifty years.

The Western Australian College of Advanced Education (now Edith Cowan University) during 1988 and 1991 had instituted in-service training courses in pastoral care in an attempt to reduce a training deficit. Data from students attending these courses was incorporated by Hyde (1990) in a pilot study of pastoral care provisions in forty-one Government and non-Government schools. The data

showed that "of 149 participants in seven pastoral care in-service courses ... only nine had ever read a major work on the topic and only one knew of the existence of the journal "Pastoral Care in Education". " (Hyde, 1990, p.3). This author reported to the present researcher that, by 1992, demand for these courses had lessened to the point where they were no longer offered by the institution.

In 1991 the Australian Association for Pastoral Care in Education was formed in response to a recommendation from the international conference "Pastoral Care--A Whole School Responsibility" held in Perth, Western Australia in April, 1990. Recommendations from the conference also supported: The development of discussion on the core components of pastoral care in schools; the need for urgent research in the provision and resourcing of pastoral care programmes in schools at international level; the development of a curriculum framework for pastoral care... as a major priority area; and the urgent need for funding of in-service programmes for training teachers involved in pastoral care and career guidance activities.

Pastoral care was defined in the Association's Constitution as "... a whole school approach which supports the planned acquisition by both primary and secondary students of skills, attitudes and values to enable the individual to relate effectively and become self-directed."

The Association has produced monthly newsletters and has attached monographs dealing with pastoral care discussion for the information of members. In 1992 the Association held a one day seminar in Perth designed to "explore current and relevant issues related to Pastoral Care in schools." Over one hundred representatives from the Primary, Secondary and Tertiary spheres of education in Western Australia attended this seminar. Information was exchanged on exemplary pastoral care programmes in two Government Senior High Schools and one Independent Secondary School in Western Australia. The researcher was present, both as a member of the Australian Association for Pastoral Care in Education and as an observer in the course of the present study.

Summary

The contextual influences set out in this chapter directly affected pastoral care provision. While the concept was mentioned in official policies, the attention given was scant. Emphasis had, however, been placed upon student behavioural management and upon a psychometric approach to pastoral care provision with crises-reactive pastoral strategies. Community and Government attention has centred on the effects of truancy and juvenile crime and upon the identification of and responsibility for students "at risk". Chapter Four sets out a conceptual framework for the present study.

THE INITIAL CONCEPTUAL FRAMEWORK

Overview

This chapter describes the conceptual framework for the research. The framework was developed in order to guide the study in the formulation of precise research questions, definition of the unit(s) of analysis, frames of reference and hence the research paradigm, the research mode, and the delimitations of the study. In addition, the conceptual framework assisted in the selection of data collection and analysis procedures.

4.1 Purposes of the Initial Conceptual Framework.

The present research examines the formal plans and structures for the delivery of pastoral care in the five participant schools. To formulate the design for the study an initial framework was required and is set out in Figure 3. The framework would provide direction so that the unit or units of analysis could be defined in order to identify specific frames of reference. From these parameters decisions were made about the choice of research paradigm and choice of research mode. When these factors had been set in place the delimitations of the study were decided upon. This direction was possible when the "known" and "assumed" or "presupposed" factors that, on the basis of existing evidence, related to the research focus were assembled in some coherent framework which illustrated relationships and, possibly, the importance of these relationships.

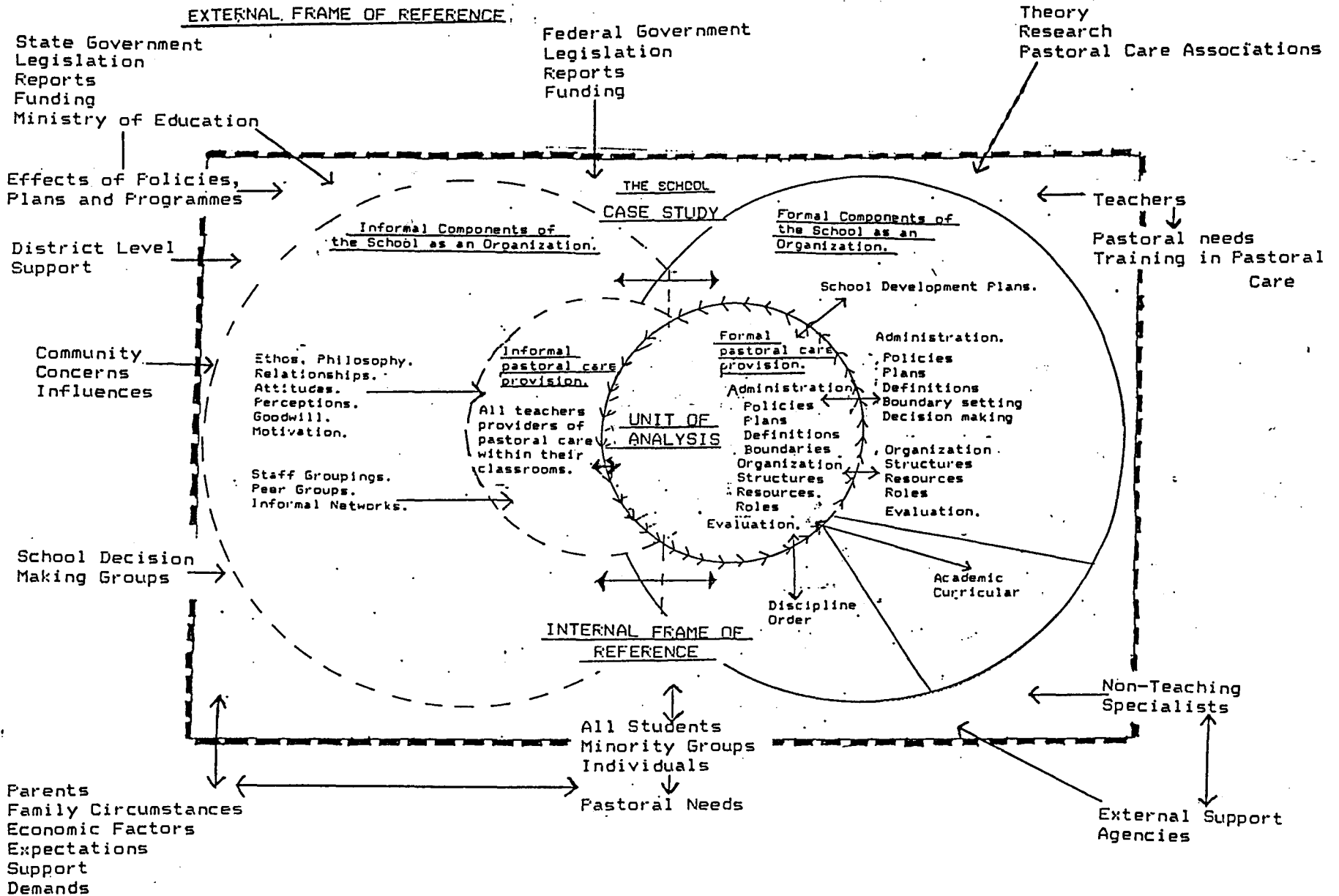


Figure 3 The initial conceptual framework

4.2 The Initial Conceptual Framework

The research was planned to take place in five Western Australian Government secondary schools. Each school in the project was regarded as a bounded case. In Chapter 5, the definition of such a case is set out (Adelman, Jenkins, and Kemmis, 1976). The assumption was made that, as the study progressed the boundary of each case would "appear increasingly permeable" (Adelman, Jenkins, and Kemmis, 1976, p.142), to take account of factors in the history of pastoral care provision, system policies and plans, community influences, and the areas within each school which surrounded and related to pastoral care provision.

The assumptions upon which the initial conceptual framework was based were founded both in the literature dealing with pastoral care, and the contexts within which pastoral care provision was presumed to be set. These contexts were both external to the schools, in the educational system and the community, and within the schools themselves, in administrative and organizational plans and structures, and in the ethos and mission of the school. The expectation was that, as the study progressed, the view taken in the initial conceptual framework regarding the importance of the influence of various contextual factors would change as data emerged. The effects of relationships within the initial conceptual

framework were also expected to be revised as the significance of such relationships was clarified. Chapter Seven of this study deals with a revised conceptual framework, made possible in light of the research findings.

The definition of pastoral care adopted in this study (Ribbins and Best, 1985) proposed pastoral care as one of four areas within the school, the others being administration and organization; academic and curriculum; and discipline and order. These areas were expected to be present and identifiable in each of the five schools, and to be linked as parts of the school programme. As a part of the initial conceptual framework, it was proposed that any investigation of the area of pastoral care provision needed to take into account three inter-related aspects: (a) The plans, policies and structures from the education system level, coupled with community influences, which directly affected the area; (b) the administrative plans, policies and the organizational structures, resource allocations, and roles in pastoral care which defined the provision in each school; and (c) the ongoing process of pastoral care delivery, which was influenced and constrained by actions and events taking place in the external and the within-school contexts.

To examine these three aspects a three level framework was adopted, conceived as the levels of "the setting",

"the scene", and "the scenario". The level of "the setting", dealing with contextual factors in system plans and policies and with community influences on the schools, was seen as a background to pastoral care provision. The level of "the scene" was conceptualized as a stage upon which the action of pastoral care delivery was played out; the stage of school level plans, policies, organizational structures, resource allocation, and the allocation of roles in pastoral care. The action level of "the scenario" was envisaged as reflecting changing delivery of pastoral care provision as an ongoing process throughout the period of the study, and the outcomes of that delivery. The changes reflected, to a greater or lesser extent, the effects of decisions and influences in the levels of "the setting" and "the scene", all of which were themselves "intertwined" (Guba and Lincoln, 1982, p.242) with the action of pastoral care delivery. Figure 4 illustrates the levels of "the setting", "the scene" and "the scenario" along with the sub-sections into which each level was divided.

At the level of "the setting", the review of literature had suggested that pastoral care provision would be affected by education system policies, for example by decisions to reorganise schools as in the United Kingdom, to introduce "Guidance" systems as in Scotland, and by policy requirements such as the Better Schools programme (1987) in Western Australia. The literature reviewed also

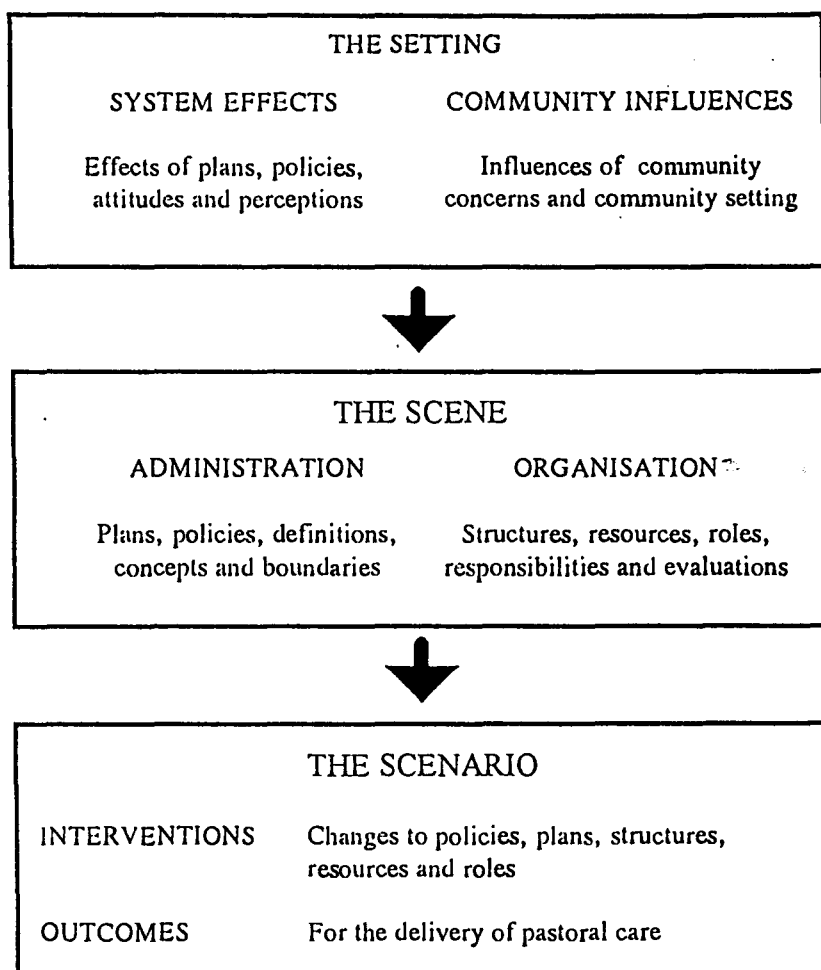


Figure 4. The levels of "the setting", "the scene", and "the scenario".

pointed to influences from the community in which the school was set, for example community concerns as expressed through Government Committees in Western Australia (Watkins, 1992) and the effects of socio-economic setting on pastoral care demands (Hyde, 1990; Watson, 1990).

In the initial conceptual framework at the level of "the scene" it was envisaged that school policies and plans were shaped by the requirement that the school adhere to Ministry of Education policies set out in formal statements (Better Schools, 1987; Ministry of Education Guidelines, 1988; Policy Guidelines, 1989, 1990, 1991). As part of the conceptual framework, the area of formal pastoral care provision in the school was believed to be a part of school planning activities. The school was conceptualised as having decided upon priorities, as having resources at its disposal, and as operating within certain identifiable constraints. A School Development Plan was expected to be formulated as required, (Policy Guidelines, 1989), based upon these factors. From this Development Plan, resources were presumed to be allocated to various areas of school operations of which pastoral care was one (whether as an identified area or subsumed as part of another area).

Figure 5 shows the presumed sequence of planning operations. Formal pastoral care provision was taken to be made up of (a) administrative plans and policies for the area; (b) organizational structures, resources, roles and responsibilities; and (c) the actual delivery of pastoral care. Following from these would be the implementation of pastoral care delivery, which in turn led to pastoral outcomes and the monitoring of these outcomes. Evaluation

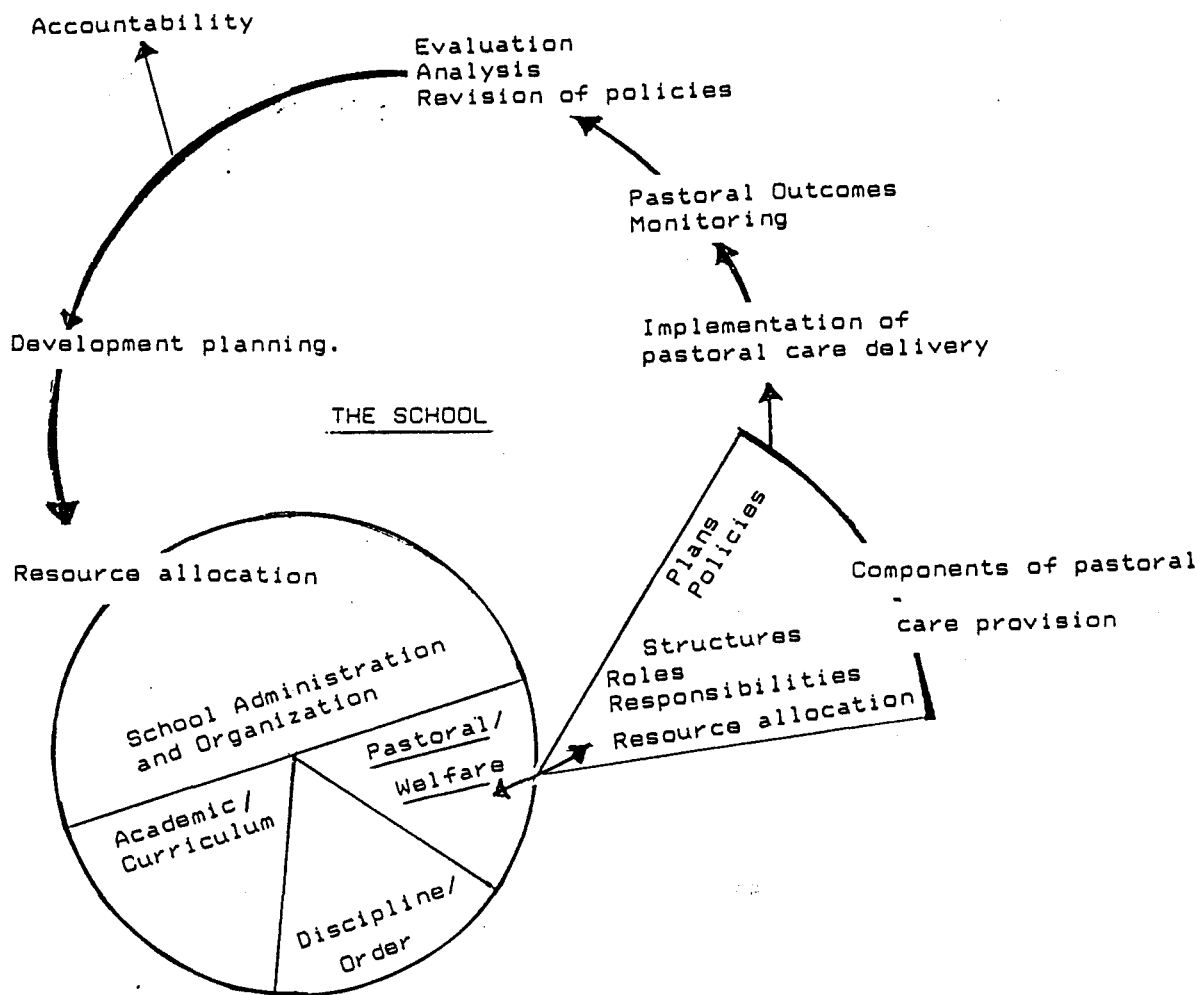


Figure 5. Pastoral Care Provision as part of a cyclical School Planning process.

of these outcomes would be planned, and from the evaluation would come accountability for outcomes and the revision of policies, so completing the cycle.

Schools in the study were considered to base their organizational structures for pastoral care provision upon concepts taken from past practices both from Australia and from overseas, as shown in the literature surveyed for this study, for example House/Year/Form structures (Dettman, 1972; Dynan, 1980; Lang, 1984). Figure 6 illustrates the House/Year and Form structures which were presumed to be in place. The school was conceptualized as having inbuilt links which would relate pastoral care to other areas of provision, as having resource allocations, and roles for staff.

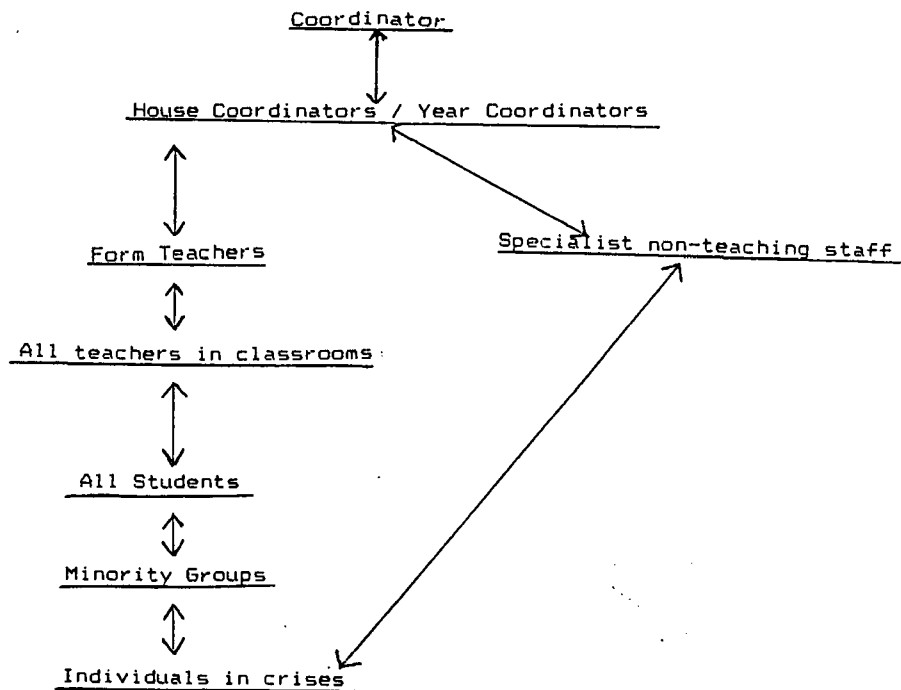


Figure 6. The expected structures for the delivery of pastoral care

Formal plans and policies for pastoral care for students were taken to be a major factor in each school. An informal area of pastoral care provision through classroom teaching might exist and could influence the formal area of provision through staff attitudes and networks. Pastoral care structures in each school might be designed to meet the needs of all the school's students, to take cognisance of the special needs of minority groups in the school, and to deal with the individual needs of students in crises.

At the level of "the scenario" pastoral care delivery was presumed to take place. The form of this delivery was seen as being contingent upon effects and influences from the levels of "the setting" and "the scene". The study was scheduled to take place over a period of time, so that the delivery of pastoral care was seen as an ongoing process. Changes to delivery were expected to result from administrative and managerial actions and events directed towards the provision of pastoral care. These actions and events were presupposed to result from school level decisions, which in turn were constrained by external policies and pressures.

The unit of analysis in the study was identified as the area of formal pastoral care provision in each of the five schools, which was located in two sets of frames of reference. The first was external to the school and was

comprised of educational system effects and community influences upon pastoral care provision. The second was located within the school and was made up of the area of administration and organization, with policies, plans and structures which affected formal pastoral care provision.

4.3 Delimitations Resulting from the Conceptual Framework

Each case-study was set within its unique school internal framework. The five participating schools were all part of the Government secondary education system and so features of their external setting would be common. The communities in which the schools were set might have aspects which had common cause (socio-economic setting) or might vary widely. The study therefore could be expected to have limited generalizability from case to case. There would, however, be a degree to which generalizations could be made from school to school within the study and to other schools within the Government secondary education system. Because the private sector of education operated under differing constraints and imperatives, findings from the study were not expected to be generalizable to secondary schools in that system.

The confidential nature of the work done by specialists and teachers working in the five schools with individual students in crisis would prevent the researcher from observing case work. Certain discussions at committee level which pertained to such case work would also be

inaccessible. The researcher relied upon interview data with teaching and specialist staff and such meetings as were open to observation to provide data on these aspects of pastoral care provision.

4.4 The Precise Research Questions

The precise research questions were derived from the conceptual framework. The major question was directed at a general understanding of the nature and extent of pastoral care in the five participating schools.

What is the nature and extent of pastoral care provision in five Western Australian Government secondary schools?

To arrive at this general understanding eleven subsidiary questions were framed :

- (a) What external contextual factors influence policies and plans for pastoral care provision in the five schools?
- (b) What pastoral care concepts are taken into account when policies and plans are formulated in each school?
- (c) What does each school propose, in terms of formal administrative policies and plans, for their provisions for the pastoral care of students?
- (d) What factors influence the policies and plans for pastoral care provision in each school?
- (e) What boundaries does each school set for its provision and delivery of pastoral care?

- (f) What organizational structures are used in each school to facilitate the delivery of pastoral care?
- (g) How are resources, allocated for the delivery of pastoral care in each school, deployed?
- (h) What are the roles of 1. key personnel; 2. other school staff; in the delivery of pastoral care?
- (i) In what ways do schools monitor and evaluate their provisions for pastoral care?
- (j) What factors influence the delivery of pastoral care?
- (k) What actually constitutes the delivery of pastoral care?

Summary

The conceptual framework of the study permitted identification and definition of the unit of analysis for the study, along with the frames of reference within which this was set. The next chapter presents the research design adopted for the study. The study was designed to be consistent with the respective elements shown in the conceptual framework and with the precise research questions which were derived from this.

Chapter 5

RESEARCH METHODOLOGY

Overview

Chapter Five sets forth the methodology of the research. The choice of paradigm and mode are discussed. The research design and the features of the study are described along with reasons for the choice of the participant schools. The techniques used for the collection and analysis of data are explained, as are the approaches used by the researcher to ensure the quality control of the data. Finally, the problems encountered in the research are discussed.

5.1 Selection of the Research Paradigm.

The unit of analysis in this study, formal pastoral care provision, was a component of the educational programme in the five schools, and could not be extracted from the schools' internal or external contexts or examined in isolation from them. The object of the research was to examine pastoral care as it existed in the schools. Data collection relied upon the interaction of the researcher and participants in the study. No set hypotheses directed the study, but rather the aim was to arrive at a series of " 'working hypotheses' that described each case" (Guba and Lincoln, 1982, p. 238). The study, therefore, was designed to take account of emergent findings which were expected to surface as the research progressed.

These features in the study indicated that a research

paradigm which permitted the examination of a facet within an already existing organization was required. In terms of axiomatic fit, the naturalistic paradigm as proposed by Guba and Lincoln (1982, p.237), was most suitable for this purpose. In Table 5, the proposed differences between the rationalistic and naturalistic paradigms, as set out by Guba and Lincoln (1982) are shown.

Table 5

Axiomatic Differences between the Rationalistic and Naturalistic Paradigms (Guba and Lincoln, 1982, p.237)

Subject of Axiom Reality	Paradigm	
	Rationalistic	Naturalistic
	Single, tangible convergent fragmentable	Multiple intangible divergent holistic
Inquirer/ respondent relationship	Independent	Interrelated
Nature of truth statements.	Context - free generalizations Nomothetic statements Focus on similarities	Context-bound working hypotheses Idiographic statements Focus on differences
Attribution/ explanation of action	"Real" causes temporally precedent or simultaneous, manipulable probabilistic	Attributional shapers: interactive (feedforward and feedback) nonmanipulable plausible
Relation of values to inquiry.	Value-free	Value-bound

The choice of paradigm had implications for the study in respect of the terminology used to describe what in quantitative terms are referred to as the validity, reliability, and the objectivity of the research. In this research project the terminology suggested by Guba (1977), of intrinsic and extrinsic adequacy, replicability, and neutrality was used to describe the quality control methods employed by the researcher. The methods are described in detail later in this chapter.

5.2 Selection of the Research Mode

In the research project, each of the five schools was seen as a self-contained system, one component of which was formal pastoral care provision. In the conceptual framework of the study each school was seen to be located within the contexts of the Government educational system, and a community setting. Features of these contexts represented the external frame of reference for the study. Other components of the schools' programme were seen as making up the internal frame of reference within which pastoral care was set.

The research was intended to arrive at as precise an understanding as was possible of what constituted formal pastoral care provision in each of the five participant schools. To do so the researcher needed to study the provision within the normal contexts of each school, as the phenomena which were the focus of the study could only be

understood and explained within the contexts in which they occurred.

The school settings were presumed not to represent static environments, as events and developing situations affected all the school's programmes and provisions. The mode of case-study as defined by Adelman, Jenkins, and Kemmis (1978) met the requirements for the present research " A bounded system (the case) is given within which issues are indicated, discovered or studied so that a tolerably full understanding of the case is possible." (p.141)

5.3 A Three-Phase Research Design

The research was planned around a three-phase design, with preparatory, exploratory, and investigative phases. In Figure 7 the three phases of the study, showing the activities which took place in each phase, are set out.

1. Preparatory		2. Exploratory	
February 1991	initial phase	April 1992	Data Analysis
Data collection commenced		Data collection Data reduction Data display	
3. Investigative			
November 1992	Data Analysis completed	Verification Conclusion drawing	November 1993

Figure 7 A three phase research design

The preparatory phase. The initial phase of the study commenced in February 1991 using the libraries of Edith Cowan University and the University of Western Australia in the literature search. This phase incorporated the planning of the study, literature searches using British Educational Abstracts, Eric, and C.D. Rom., identification of potential participant schools, selection of schools, and obtaining ethical clearance for the study to proceed. During the preparatory phase of the research media reports which were considered to have a bearing on the topic were collected.

The exploratory phase. This commenced when ethical clearance to begin data collection in the schools was given. During this phase, literature searches continued while data were collected from primary and secondary data sources in the schools. Data were organized and analysed initially school by school, then across the five schools. Data analysis was seen as comprising data collection, data reduction, and data display (Miles and Huberman, 1984. p.23). This process took place in work in the five schools throughout the exploratory phase of the study.

The investigative phase. At this stage data collection had ended and other components of data analysis were concluded. "Key personnel", staff with direct responsibility for planning pastoral care, in each school performed audits of data, which related to their schools, by reviewing draft copies of the individual case-study reports for each school, commenting upon, and amending

these where necessary. Any resultant changes were integrated into data analysis. The preparation of the final report was part of the investigative phase.

Throughout the study, steps taken were recorded in a research log, which made possible review of the research process, and which mapped that process to aid replicability. An external audit of findings was carried out during the final phase of the study. The external auditor was selected as being a professional teacher having in-depth pastoral care experience in Western Australia who, in September 1992, was appointed as Chairman of the Australian Association for Pastoral Care in Education.

5.4 The Selection of Schools

An initial list was drawn up of schools which were known to have pastoral care programmes in place. These were expected to provide a clearer picture of what constituted the provision than would be gained from a random sample of Government secondary schools. This belief was based upon findings by Hyde (1990) which indicated that, in some instances, formal policies and plans for pastoral care were ill-defined and as such could have little to contribute to the present study.

Schools on the initial list were contacted by telephoning the Principal to request co-operation in the study. Anecdotal reports indicated that an increase in research in schools had led to a reluctance to agree to participate in such projects. Initial enquiries confirmed that some resistance to studies which would involve

intrusion into classroom time did exist. In one case any research was seen as adding stress to staff. The decision was taken to accept as participants in the study the first five schools which were prepared to offer agreement in principle to take part.

Of the six schools initially approached, only one declined to participate, citing the reason noted above. The five remaining, which then became participants in the research, were designated alphabetically Schools A, B, C, D, and E. Table 6 shows the characteristics of these five schools.

Table 6

The Characteristics of the Five Case-Study Schools.

School	Type	Roll	Special Characteristics	Socio-Economic Setting
A.	Senior High School	900+	P.S.P Funding Peer Group Support	Low Socio Economic status
B.	Senior High School	1100+	P.S.P Funding Chaplain	Mixed intake
C.	Senior High School	800+	Peer Group Support	Upper Socio-Economic status
D.	Senior High School	500+		Mixed intake
E.	Senior High School	800+	Chaplain	Mixed intake

Table 6 demonstrates that, in making an initial selection of those which might be included in the project, the object was to create as broad a spread as possible in terms of size and socio-economic setting. As previous research (Dyran, 1980; Hyde, 1990), had linked the nature and extent of pastoral concerns to the size and background of the school, this influenced the strategy.

The five schools which offered agreement in principle were approached again, when ethical clearance for the research had been obtained, to confirm their involvement in the study. Final details of the form which the study was to take were presented in writing to the Principal or Acting Principal.

5.5 Data Sources

Primary Data Sources

Key Personnel. Those designated as 'key personnel' were automatically included as primary sources of data in the study as shown in Table 7. Key personnel were designated as school staff with direct responsibility for the planning, provision and evaluation of pastoral care. Table 7 shows that ten senior administrators were interviewed, or responded to written questions, in the five schools. Both the Student Services Coordinators were participants in the study. Twenty House or Year Coordinators were automatically included in the study, along with eighteen members of specialist staff.

Table 7

Key Personnel in Each School Automatically Included in the Study

Personnel	Number included
Principals	3
Acting Principals	2
Deputy Principals	5
Coordinator	
Student Services	1
Head of Student Services	1
House Coordinators	15
Year Coordinators	5
School Psychologists	5
School Nurses	5
Social Workers	3
School Community	
Police Officers	2
Chaplains	2
Attendance Officers	1
Total sample	50

A Snowball Sample. From this primary sample a further snowball sample which was designed to broaden access to pastoral care views was arrived at. This sample was comprised of Form teachers who, on the advice of key personnel, were selected for the significance of their role in the pastoral care system of the school or, in the case of one participant at School D, their past experience in that role. Also included in the snowball sample were three people outside the schools who could offer an external perspective on particular issues which had arisen in the study (overseas pastoral care provision; resources in the Department of Community Services).

Form teachers were seen as having an important role in

pastoral care delivery, but were not expected to be involved in planning or in pastoral care decision making. The numbers of Form teachers in each school made their automatic inclusion in the study impractical. At School A written responses from Form Teachers were not returned. In Schools B, C, and D these participants were interviewed. At School E written responses were returned. Table 8 shows the participants who were included in the snowball sample.

Table 8

The Snowball Sample.

School personnel	Number included
Form Teachers	11
Other	1
External advisers	3
Total	15

The form of the total sample was designed so that both the researcher and the school could negotiate on those who would be designated key personnel in the research, or would be part of a snowball sample. For example, House Coordinators at School E were not officially regarded as having a pastoral role and so might not have been included in the school sample. In this study it was important to assess what their role was and what their perceptions of their pastoral function were. The House Coordinators at School E were included as key personnel.

The snowball sample might have included every teacher in the school as part of an expected informal delivery of pastoral care in every classroom. Within the scope of this

study this was impractical and a smaller sample was arrived at. The schools and the researcher were allowed flexibility to reach agreement on those who were asked to participate in the study, subject to their willingness to take part.

Secondary Sources of Data

Documentary data. School Development Plans, prospectuses, policy documents, and newspaper reports which related to the five schools were collected for analysis, as were any in-school research projects which might have been expected to shed light upon the area being investigated.

Observational data. Meetings of committees which related to pastoral care were observed in each school.

5.6 Data Collection Techniques

Interview data.

Information was collected through interviews with primary data sources. Selected examples of interview schedules are provided in Appendix B. Two forms of interview were used by the researcher.

Structured interviews. These were directed by a set series of questions and the same series of questions were used as a basis for written responses (see Appendix B). The questions varied depending upon the role of the participants in the study (structured interviews were used in discussions with Principals, with groups of House Coordinators and where two Form teachers were interviewed together). Where time granted was limited by the time

available to participants, the form of a structured interview expedited proceedings. In cases where several participants were interviewed as a group, structured interviews were used so that the answers would be compared. The control over the range of topics raised in these situations, while limiting the scope of discussion, allowed the pursuit of particular themes and the comparison of responses across the five schools.

Loosely structured interviews. This technique was used throughout the study with individual participants when the researcher and the interviewee agreed to a wide ranging discussion of issues which seemed to one or to both to provide insights into pastoral care provision and the background to such provision in the school. Table 9 lists the number of interviews in each category.

Table 9

Numbers of Individual and Group Interviews Conducted in the Study

Type of interview	Number
Individual Loosely structured	23
Individual structured	2
Group (4 participants) (structured)	3
Group (2 participants) (structured)	4
Total	32

Such interviews were time consuming, but the open discussion allowed insights which directed more specific interview questions. Transcripts were made of interviews with primary data sources.

Written Responses. Not all school personnel engaged in the provision of pastoral care were willing to be interviewed in person. In some cases, it proved impossible to arrange suitable times for interviews, or scheduled interviews were cancelled when other priorities for participants took precedence. A compromise solution was arrived at where possible, with written questions being submitted through the school contact persons to a total of twenty-one participants.

The questions in these written responses duplicated the questions which directed structured interviews with selected participants, as described in the preceding section of this report. Following the participants' responses, the answers to questions were either returned directly by post, or were handed over by the contact person next time the school was visited. The system worked well in all schools except School A (see Difficulties Encountered in the Study).

Documentary data

The existence of formal planning documents in each school was a valuable source of data. Table 10 gives details of the main categories of documentary data which were accessed during the study.

Table 10

Documents Which Were Accessed in the Course of the Study

Documents	Schools				
	A	B	C	D	E
Development Plans or Draft Development Plans	1	1	1		1
School Prospectus		1	1		
Policy Documents	1	5	5	5	2
Job descriptions	1	5		1	
School Surveys			3		1
School Newsletters		6			2
Newspaper Articles	1	3	1	2	3
Total for each school	4	21	11	9	9

In addition to School Development Plans, Schools B and C made available copies of an introductory prospectus, and three separate leaflets also contained introductory material about the schools. School D offered major policy documents regarding the role of Student Services, and steps in the Managing Student Behaviour programme. Planning documents on the Managing Student Behaviour programme and job specifications for the Attendance Officer (School A), the Coordinator of Student Services, House Coordinators and School Community Police Officer (School B), and for the position of House Leader (School D), were offered to the researcher. Schools B and E brought forward copies of

newsletters to parents. Insights into the schools' programmes and into staff attitudes were gained through access to research projects and staff surveys which had been undertaken by others working in Schools C and E.

Observational data

Observations in each school were directed towards the administrative structures which governed pastoral care. In each school, committees concerned with pastoral care met regularly, usually on a weekly basis. The composition of such committees varied from school to school, depending upon the pastoral emphases in the school. On one level, pastoral care specialists met with representatives of teachers on "welfare" or "pastoral" committees. At a second level, House Coordinators met to plan House activities.

When the schools agreed to participate in the study, one member of staff was nominated by the School Principal as a contact for the researcher in that school. Through the contact person, permission to attend committee meetings as an observer and to take notes of proceedings was sought and obtained, except in the case of the Student Support Committee at School A, where permission was sought but not granted. Records of observations were in the form of hand written notes which were later transcribed.

Observation of meetings was scheduled towards the start of data collection where this was acceptable to the schools. Attendance at meetings made the researcher known to potential participants and assisted in making further

contacts in the school. At least one of the scheduled meetings of Pastoral Care committees and/or House Coordinators meetings in each school was observed. Table 11 details the number and types of meetings which were observed in the course of the study.

Table 11

Observations at Schools

Type of meeting	Number attended	Duration
Pastoral Care Committee	2	40 minutes each
Welfare Committee	1	1 hour
Welfare Committee Development meeting	1	3 hours
House Coordinators	5	30 minutes each
Total	9	

At School C, where the original meeting led to important changes being proposed for pastoral care provision in the school, permission was obtained to attend a subsequent Development Day. The information gained through observational data shed light upon pastoral decision making processes in each school, the roles of key personnel, and on the relationship between pastoral care in the school and other areas of educational provision. Some aspects of pastoral care delivery, for example the discussion of personal problems between a student and the school nurse, were confidential. Observation in such cases was impossible for ethical reasons, so interview data from specialist staff was used to obtain a general picture of

the pastoral care provided in such circumstances. There were three instances where requests to attend meetings in School A were refused because of the sensitive nature of matters being discussed. Circumstances surrounding these instances are discussed later in this chapter.

5.7 Data Analysis

In the current research, data analysis commenced shortly after data collection had begun and both analysis and collection continued throughout the exploratory phase of the study (see Figure 7). When the criteria for the inclusion of data had been met data collection ceased. The final investigative phase of the study commenced at the end of data collection and data analysis was concluded during this phase.

Four stages were used in data analysis in the study, but each stage overlapped, so that at any time work might be progressing at stage one in School C, for example, while earlier data from Schools B and E were being compared as part of stage three.

Stage one. In the first stage, interview transcripts, responses to written questions, documentary data, and records of observations were read after collection. Matters relating to pastoral care provision were highlighted.

Stage two. The second stage saw highlighted data copied on to individual file cards, each card bearing the school's designated letter for the study, and the date of collection. A colour code of blue for "the setting", red

for "the scene", and green for "the scenario" was added to indicate the level to which the data referred. Each card also noted the category of the data within that level, and the source of the data. At this stage, data from the five schools were kept separate. For each school, cards were arranged under the headings of "the setting", "the scene" and "the scenario", and in sub-categories within each level.

As fresh data were collected the cards were incorporated into a file box for the school. Preliminary hypotheses which arose from data were written down, to sketch in an outline of system effects, community influences, school policies and plans, organizational structures, resource allocation, roles, changes to delivery and outcomes of delivery in each school. The notes made at this stage were used as sources of reference in succeeding visits to the school, to allow questions raised in the data to be explored.

Stage three. At the level of "the scenario", data needed to be analysed in a way which would permit changes in pastoral care provision in the five schools over the period of the study to be determined. A third stage in analysis was incorporated. The notion of "intervention" (Hall, Zigarmi, and Hord, 1979) was adapted for the study. At "the scenario" level, data were analysed as in Stages one and two. Cards at "the scenario" level, which listed changes to pastoral care provision, were then extracted for

each school, to identify the changes and to categorise them. Data were sought in each school which would establish: the tactics used to promote the change; the strategy underlying the decision; the game-plan, or roles of those principally involved in bringing about the change, or proposing the change; factors which might have influenced the decision; and outcomes of the decision. Changes, which involved multiple factors, were defined as belonging to a main category which was listed on the file card, and other categories were included as outcomes of the decision. Thus, a change, which created a new role in the school, might have as one of its outcomes the diversion of funding to meet the costs of salary.

Data at the level of "the scenario" were, in this way, recorded both on file cards as part of the school set, and then extended to separate file sheets also as part of a school set. As data were analysed tables and figures were constructed which were designed to answer the research questions, first for each school, then across all the schools.

Stage four. In the fourth stage, data across the five schools were assembled at each level, to allow for the identification of themes and patterns. At the same time, when data appeared contradictory either within the school or across the five schools, explanations were sought which might account for these phenomena. The process of working through incoming data separately for each school, and then across the schools to amalgamate findings

continued until data collection and analysis ceased.

5.8 Quality Control Techniques

Criteria for the Inclusion of Data

Data were included in the study according to the criteria proposed by Guba (1977, p.59).

1. The inclusion of information which extended the researcher's understanding of the case.
2. The inclusion of any information which appeared to link information already to hand.
3. The inclusion of any information which appeared to identify new elements of importance to the study.
4. The inclusion of information which reinforced data already to hand (provided that such new information was not repeating that which was already well established).
5. The inclusion of information which seemed to clarify data already to hand.
6. The inclusion of information which appeared to represent a particular area of the study or to represent items of importance within that area.
7. The inclusion of information which appeared to refute existing information.

The final decision on the extent of each case-study was reached when data sources appeared exhausted or when data appeared to be repeating information already to hand (Guba, 1977). As a general rule data which did not seem to meet these criteria was excluded from the study. (Guba, 1977)

Intrinsic adequacy

Guba (1977) defined Intrinsic Adequacy (Internal Validity) as "The degree of isomorphism that exists between the study data and the phenomena to which they relate." (p.62). To maximise the intrinsic adequacy of the study

the following strategies were applied:

a) To protect the study from distortion caused by the researcher's presence, the maximum amount of time possible was allocated to each of the five cases so that criteria for the inclusion of data were met. Interview responses were cross-checked by the researcher and the external auditor.

b) Data from all sources were subject to similar cross-checking. Methods of triangulating data, by moving between interview transcripts, documentary sources, and data collected through observation were employed. Through the use of these multiple sources confirmation was sought of themes and patterns which appeared to be emerging. Data were also examined for contradictory reports which might affect conclusions regarding various issues and concerns (Jick, 1979).

c) Notes of interview and observational data were hand written, rather than using audio or video recording techniques. The participants' views on methods of data collection were sought. Most participants were comfortable with a written method of recording and the impact of the researcher's presence was minimised. The notes were transcribed as soon as possible following the collection of the data.

d) The joint ownership of data allowed participants access to transcripts so that conclusions being drawn could be challenged or corroborated.

Extrinsic adequacy

Extrinsic Adequacy (External Validity) was defined as the degree to which the study was generalizable (Guba, 1977, p.67). Maximum generalizability of the study was ensured by protecting the intrinsic adequacy in the ways described in the previous paragraphs. The selection of schools which ranged from School B with eleven hundred plus students, down to School D with five hundred plus students, ensured that the schools chosen for the study represented a wide spectrum in terms of size of student roll. Similarly, the schools were initially chosen also to provide a wide range of socio-economic setting. These measures were adopted with a view to maximising the generalizability of the study to other Government secondary schools in Western Australia.

Replicability

Replicability (reliability) is defined as the degree to which the research could be repeated by others for the purpose of replicating results (Guba, 1977. p.70). In the present research each of the bounded case-studies was set within its own particular time-frame and frames of reference. The possibility of any case-study being completely replicable is remote as participants change and contexts vary. To maximise the degree to which the present research could be replicated the following strategies were adopted.

An External Audit. The researcher used the technique proposed by Guba (1977, p.71) of an external audit. This involved the research data being scrutinised by an

independent investigator so that conclusions being reached were cross-checked to confirm emergent findings. In addition to the external audit, one member of the key personnel in each school was asked to perform an audit on conclusions being reached which were based upon data gathered in that school.

An Investigator's Log. The researcher maintained an "investigator's log" (Owen, 1987, p.186). The purpose was to ensure that a record was kept of decisions reached in the study, as well as the reasons for such decisions. The log also served as a record of visits to schools and of contacts made with the schools.

This record was intended to assist both the researcher and the auditor to backtrack over the ground covered in the study and to identify possible errors in method and in conclusions being drawn. Both the results of the audit and the keeping of the log were also intended to provide assurances to others who might be interested in the reproducibility of the inquiry (Guba, 1977).

Neutrality

Neutrality in the terminology of Guba (1977, p.75) relates to objectivity in the sense used in rationalistic research. The methods used to safeguard the intrinsic adequacy of the study, discussed earlier in this chapter, were expected to contribute to the neutrality of the study. The scrutiny of initial drafts of each school's case-study by key personnel in that school served as an internal audit of case-study material. When this phase of data collection

and analysis was completed there followed a further scrutiny of data and methodology by the Chairman of the Australian Association for Pastoral Care in Education who acted as external auditor for the research.

5.9 Ethical Considerations

At the commencement of the exploratory phase of the study, the Principal of each school was provided with a written statement explaining the nature and purpose of the research. Assurances were given that data collected from the school would be treated as confidential in regard to its source. For the purpose of reporting findings the schools were referred to using the alphabetical letters A, B, C, D, and E. The possible benefits to the school, in terms of access to the research when completed, as well as the possibilities of negative outcomes, were discussed. The right of the school to withdraw from the study at any time was made explicit.

Individual participants were provided with a written document which explained the nature and purpose of the project. The methods to be used to collect data were also specified. The right of each participant to withdraw from the project at any time was made explicit, as was the right of all participants to view transcripts of interview data which they had contributed. Assurances were given that the privacy of participants would be protected and that information provided would be treated as confidential.

While every effort was made to secure the automatic inclusion of "key personnel", the right to refuse

participation at any time during the study was recognized. For those in the "snowball sample", the right to refuse to participate and the right to withdraw was explicit. Each participant had the right to withhold consent to the use of data which they had contributed if they later believed its use would be damaging to them.

5.10 Difficulties Encountered in the Research

Procedural Difficulties

In order that a proposal to conduct the research could be presented to the University it was necessary to confirm the willingness of five schools to take part. This entailed making contact with the school during the third term of 1991. A contact person in each school was nominated by the Principal. This staff member was visited to explain the nature of the research. There seemed to be initial enthusiasm generated for the project in each school.

The study proposal was presented to the University in November 1991; was reviewed in February 1992; a Graduate Seminar was held in April 1992; and final ethical clearance was granted in June 1992. The hiatus between initial contact and the commencement of data collection caused some confusion in the schools due to the circumstances surrounding the second difficulty which was noted.

Difficulties Caused by Staff Changes

The study was planned to take place during 1991 and 1992. By November 1991, the Principal who had granted

permission to work in School E had retired. News of her retirement was followed by information that two other Principals would either retire or move, and that four of the initial contact persons would be changing schools.

By March 1992, entry to schools A, C, and E was being renegotiated, and an Acting Principal had taken charge of School B. The process of renegotiation was successfully accomplished, but only at School D did the Principal and contact person remain unchanged. The requirements that data collection await final ethical clearance meant that the perceptions of the original participants in the study were unavailable in any depth.

The rate of staff change in the five schools was apparently not uncommon in the Western Australian State Education system. Any study which spans more than one school year in particular schools must therefore meet the same difficulty in terms of continuity of data sources.

Difficulties Encountered at School A

By November 1992, data collection in four of the schools was complete. At the fifth school, School A, other developments during the year imposed stresses--for example staff involvement in the work of the Select Committee on Youth Affairs (Watkins, 1992) and radical changes to pastoral care provision. Difficulties arose in collecting written data returns from Form teachers and House Coordinators in this school, as the contact person did not return these. Discussion at meetings of the Student Support Committee at School A was considered to be

sensitive and confidential so observation was not possible.

The outcome of these problems was that the case-study centred around School A was not as complete as those based in the other four schools by the end of 1992. A major benefit from the case-study, however, was the insight provided into the working of the Peer Group Support programme in School A. An attempt to restart the research in School A in 1993 was likely to meet with similar problems of conflicting imperatives for the school. The decision was made at the end of the 1992 school year to terminate data collection in School A.

Summary

In Chapter Five the reasoning behind the selection of the research paradigm and the study mode was detailed. Steps taken in the analysis of data were set out. Issues related to maximising the integrity of the research were discussed, along with ethical considerations. Chapter Six sets out the findings of the study.

CROSS-CASE ANALYSISOverview

This chapter is organized in three sections. These portray the findings of the study through data related to the levels of "the setting", "the scene", and "the scenario", and to the sub-categories of these levels.

6.1 The Setting

The level of "the setting" dealt with contextual factors in system policies and plans for pastoral care. The following external contextual factors were found to affect the schools' pastoral care programmes. The most influential aspect of this area was the funding generated through the Priority Schools Program and State Government funding. The influence of community factors upon pastoral care in the five schools was also considered as part of this level.

System Policies and Plans for Pastoral Care

The Priority Schools Program. Federal Government funding was directed to Schools A and B through the Priority Schools Program. Funds were used in School A for what were listed in the School Development Plan as "pastoral care outings", but which were unspecified in actual detail, and to contribute to the Peer Group Support Scheme. School B had used funding for the Empowering Students programme and as part of the salary component of the Coordinator of Student Services.

State Government Funding. Through State Government policies and plans, funding was provided in all five schools for salaries of specialist staff and for part of the salaries of teaching staff with pastoral care responsibilities. The Acting Principal at School B stated that in 1992 "11% of the school budget goes directly to the 'pastoral care' side of the school. Another \$100,000 in wages is spent directly on pastoral care." The Managing Student Behaviour programme was funded through State allocations. Special Grants had been made to School A to fund the salary of the Attendance Officer and to start the Crisis and Re-Entry Programme.

Other Federal Policies and Plans. Apart from funding provisions, no direct influences on pastoral care programmes were found which related to Federal Government policies and plans for education. A meeting of Federal and State Ministers of Education in July 1993 raised States' misgivings over Federal plans for a National curriculum. Federal educational initiatives (Finn, 1991; Mayer 1992) appear to have been halted for the present.

State Directives, Policies and Plans. The Better Schools programme (1987) and policies which followed from this (School Development Plans, 1989; School Decision Making, 1990; School Accountability, 1991; School Financial Planning and Management, 1991) stipulated that School Development Plans were to be formulated and that priority areas in such plans required evaluation. This included a requirement that schools account for the use of resources,

to the Ministry of Education through the District Office, and to the School community through the School Based Decision Making Group.

Pastoral Care in State Policies and Plans. Only Recommendation 1 of the Committee of Enquiry (Beazley, 1984) concerning the description of pastoral care structures had been adopted by the State education system. No specific mention of the concept was contained in the Better Schools programme (1987). In the four policy guideline documents which followed the Better Schools programme (1987), a single reference to pastoral care was found in School Decision Making (1990, p.6). Ministry of Education "Guidelines for School Discipline" (1988) set out the single mandatory requirement that plans for "pastoral care and positive classroom management" be made manifest.

As part of such plans School B and School E had appointed chaplains in line with the recommendations of the Committee of Enquiry (Beazley, 1984). The Ministry of Education was responsible for part of the assessment of the suitability of candidates for chaplaincy in schools. The Head of Student Services at School A, and the Acting Principal at School C indicated that these schools were also considering the appointment of Chaplains.

Another facet of pastoral care policies involved, according to the Attendance Officer at School A, and Deputies at Schools C and E, the District Welfare Officer, whose role was to liaise with the schools on truancy matters. The Better Schools programme (1987) had defined

the role of the District Office. In relation to pastoral care, only the District Welfare Officer was reported as having a role in these schools.

Ministry of Education policies for the opening of Senior Colleges, which took only students in Years 11 and 12, had affected numbers applying to repeat Year 12 at School B, a drop from one hundred in 1991 to only two in 1992. According to the Coordinator of Student Services, this had removed the need to provide extra pastoral care for these students. The Coordinator of Student Services stated that the proximity of one such Senior College to School B had accounted for the positive outcomes. Problems in providing for students who wished to repeat Year 12 at School C were still present, according to a Year Coordinator. A number of these students hoped to transfer to School C after experiencing educational difficulties in other schools. The Year Coordinator believed that these students were likely to need counselling, career advice, and self-esteem building if they were to integrate into a new school and succeed in Year 12.

Ministry of Education policies directed rural students, coming to take courses which were unavailable in country areas, to School B. One quarter of the school's students were boarders at a nearby hostel. At School D, one hundred and forty students enrolled in Year 11 in 1992 as part of an Intensive Languages Programme for students who spoke little or no English. In addition the school housed a unit for the profoundly deaf.

Adverse Effects of State Policies and Plans. Staff survey data made available at Schools C and E suggested teacher resentment of the pace of policy changes within the State education system. The introduction of the Unit Curriculum and the reforms in the Better Schools programme (1987) were listed in these surveys as causes of concern. The Deputy at School C reported that "We are too busy defending the ramparts against system changes to be able to take care of staff." Changes to pastoral care provision were resisted, particularly in School C, as shown in Welfare Committee proceedings, and this was attributed by the Deputy as a reaction to system changes "Staff have retreated into their classrooms and do not want any extra involvement".

The Head of Student Services and the Deputy Principal at School A suggested that there was no Ministry of Education commitment to pastoral care, that there was no official interest in the concept. Although individuals at Ministry level were sympathetic, there was a reluctance to assume responsibility for pastoral care. In the view of the Principal of School E in 1991, pastoral care "was not on the Ministry of Education's agenda". Like "good teaching" the concept was seen as a part of a general ethos, but was not planned or evaluated. According to the Deputy Principal at School C "The Ministry of Education is concerned only with education, and not with students' problems".

The Principals at Schools C and D stated that there was a lack of urgency in the Ministry of Education's responses to requests for in-service training to help staff deal with students who were causing concern. Any training available competed with other priorities in the school for scarce resources of time and funding. Interview data from the Principals, Acting Principals, Deputies, Coordinators, and from specialist staff, at all five schools revealed a decrease in the availability of specialist help, both within the schools and in the responsible community agencies.

Community Influences on the Five Schools

Community Setting. Problems in the communities in which the schools were located were reported to affect levels of pastoral care demand by the Head of Student Services and the Attendance Officer in School A, by the Acting Principal, Deputy and Year Coordinators at School C, and by the Chaplain and a House Coordinator at School E,

The socio-economic status of the school catchment area was said to have led to major pastoral care demands through transience, family breakdown, unemployment and truancy in School A, and School E. At Schools A and B and E, staff/student ratios made no allowance for the socio-economic settings of the schools and for student problems associated with this factor. The Principal, Deputy, and Year Coordinators at School C reported increased pastoral care demands caused by an escalation of social and economic

stresses in the community, particularly unemployment and domestic breakdown.

At School D, the only major problems reported by a House Coordinator were caused when students, who had had educational and behavioural difficulties, transferred to the school from elsewhere. Year Coordinators at School C noted similar consequences of inter-school transfers, especially from the private sector of education.

Community Concerns. Findings in the Report of the Select Committee on Youth Affairs (Watkins, 1992) reflected general community concerns about truancy and juvenile crime. The Attendance Officer at School A stated that the planned Crisis and Re-Entry programme was a direct outcome of the findings of the Select Committee (Watkins, 1992). The Deputy at School C was sceptical about the chances of long term change to system level policies, such as the ones indicated in the findings of the Select Committee (Watkins, 1992).

Summary. At the level of "the setting" only the funding available through the Priority Schools Program could be seen as having particularly beneficial effects for pastoral care. This funding was only able to be accessed by Schools A and B. State system plans and policies were notable for the absence of interest in the pastoral care, apart from the provision of specialists to schools. Indirect effects of Ministry of Education policies did impact upon the area, through requirements for evaluation, teacher allocations, and the generation of

pastoral demands through the direction of groups with special needs to specific schools.

6.2

The Scene

The level of "the scene" dealt with school concepts of pastoral care, school policies and plans, boundary setting for pastoral care provision, organizational structures, resource allocations and roles in pastoral care.

Pastoral Care Concepts Adopted in the Five Schools

In all of the five schools the notion of "the caring school" was taken into account in the school's vision of pastoral care.

Mission statements. Policies and plans in each of the five schools included mission statements, either for the school as a whole, or as part of the area of Student Services. Each of the schools referred to the phrase "a caring environment" (Pougher, 1982) in policies on pastoral care. The statements from Schools A and B were almost identical, aimed at ensuring that " students develop the understandings, skills and attitudes ... relevant to ... needs, thereby enabling them to fulfil their potential and contribute to the development of our society."

The aspect of responsibility to society was a feature of policies at Schools A, B, and C. The statement from School C spoke of the need to "develop students' social, physical, and cultural skills and sense of self-worth to enable them to develop their full potential, ... and participate as responsible members of society." At

School D, the Student Services' mission statement maintained that pastoral care operated within the area of Student Services and that "Pastoral care policy works towards achieving a caring environment by considering such factors as self-esteem, personal problems, staff/student relationships, peer group relationships, personal goals, class environment, whole school environment, attitudes." Issues of equity of opportunity and access, gender equity and social justice were prominent in policies for School E which aimed "Within the context of personal growth, including respect and tolerance for the rights and beliefs of others, to maintain the highest possible standard of education and equity of opportunity in a caring environment."

Definitions of pastoral care. Definitions offered by the Principals and Acting Principals of all five schools were couched in general terms, but all broadly agreed that the concept had to do with the welfare of students.

The Acting Principal of School A, in 1991, believed that " Pastoral care involves firstly all staff. The concept is positive and involves classroom relationships." In 1992, at School B the Acting Principal stated that pastoral care involved "Caring for the general well-being of students. This includes emotional, physical, and social aspects. At the same time it involves setting limits on unacceptable behaviour to teach self-discipline."

The Acting Principal in School C believed that "Pastoral care is to do with providing an environment in which students can feel at ease with peers, themselves and their teachers."

At School D, the Principal was aiming for "An awareness of the needs of our students and our ability to have structures in place to respond appropriately to these." Finally, the Principal of School E considered that "Pastoral care looks after the physical, mental, and social health and well-being of each student."

School Policies and Plans for Pastoral Care

All five schools set out formal administrative policies and plans for pastoral care. In three of the schools these were part of the school development plan.

Plans for Pastoral Care. At Schools A, B, and C, School Development Plans were available. Those of Schools A and B cited pastoral care as a priority area--at School A, fourth of four priorities, and at School B subsumed by the Empowering Students programme. At School C the School Development Plan did not include pastoral care as a priority, although the concept featured prominently in other school introductory literature. School E brought forward a draft Development Plan in which pastoral care was part of the priority area of Social Justice and Student Welfare. At School D the School Development Plan had not been finalised, but the concept of pastoral care was dealt with extensively in literature dealing with policies in Student Services. In the School Development Plans for

Schools A, B, C, and E, priority areas had performance indicators set by which their success would be judged. As with the definitions offered for pastoral care, these indicators relied largely upon subjective judgements to assess whether or not outcomes matched intentions, making evaluation difficult. In the School Development Plans for Schools A, B, C, and E, the area of academic achievement and curriculum was the major priority for administrative planning.

In the School Development Plan at School A, in the area of "Caring" the expectation was that "Students overcome educational disadvantages arising from: 1) Ethnicity; 2) physical/intellectual/emotional deprivation; 3) low socio-economic status; 4) gender."

School B was to judge the results of the Empowering Students programme through:

The extent to which students:

- . achieve secondary graduation.
- . participate actively and constructively in school decision making.
- . demonstrate quality relationships.
- . successfully resolve conflicts in and out of class.
- . demonstrate positive attitudes in and out of class.
- . provide leadership in a variety of school roles.
- . are aware of and support student projects.
- . participate in self-esteem and leadership programmes.

At School C, the Deputy Principal believed that the performance indicators set for the area of Post Compulsory Schooling could be used to assess pastoral outcomes. In the view of the Acting Principal, the Deputy, and the

Year 11 Coordinator any other form of structured evaluation of pastoral care would be difficult, if not impossible. In the area of Post Compulsory Schooling students were expected to:

2. Develop self discipline and respect for others. Demonstrate positive attitudes. Develop an environmental consciousness. Respect themselves and others. Achieve potential in all areas of study.
- B. Develop a sense of belonging to the "School Community". Participate in School Activities. Care for the School's physical environment. Behaviour and appearance reflect positively on the School Community. Respect and care for the needs of others.

By definition, however, this area could only involve students over the age of fifteen. How pastoral outcomes for younger students were to be measured was unclear.

The area of Social Justice and Student Welfare at School E, of which pastoral care was a part, had as its performance indicators:

- The extent to which all students develop confidence to explore and develop their areas of strength and weakness.
- The extent to which all students participate in the school curricular and extra-curricular offerings.
- The extent to which the school supports the emotional, physical and social needs of all students.
- The extent to which students accept responsibility for themselves and show respect, consideration and concern for the rights of others.

Policies for Pastoral Care. Problems which arose through disruptive or difficult student behaviour in the classroom became the focus for behaviour management strategies, according to the Managing Student Behaviour

policy statements in all five schools. At School A, the Head of Student Services commented upon the adverse impact behavioural problems had upon pastoral care demand. At School B, disciplinary action was part of the remit of the Coordinator of Student Services and the House Coordinators. At School C, the Principal and the Deputy noted that priorities in the school, which centred on Post-Compulsory Schooling, were changing as pastoral demands escalated.

In all five schools, policy documents showed that there were clear linkages between the Managing Student Behaviour programme and the responsibilities of the pastoral care team in the school. The promotion of school spirit was part of pastoral care provision in all the schools. House systems were responsible for promoting activities and competitions, and the House Coordinators reinforced disciplinary standards--although at School C the Year Coordinators had no role in student discipline other than as counsellors. The promotion of School dress codes was also part of the Coordinators' duties, especially at Schools B and C.

School A was promoting what was seen as a more positive approach to pastoral care through the House system, as a result of initiatives by the Head of Student Services. Four examples were found of programmes or policies which had been successful in other local schools and were being considered for inclusion in pastoral care strategies in the participating schools (the revised House system at School A; a Peer Group Support Programme at

School E; Chaplaincy in Schools A and C, 1992).

In each of the five schools, Principals or Acting Principals stated that the role of the classroom and Form teacher was vital to the success of pastoral care policies and plans. Policy documents from Schools A, B, C, D, and E, showed that main aims of positive staff/student relationships were to build up the self-esteem and self-image of students, to promote student identification with, and loyalty to the school.

Constraints which Influenced Policies and Plans for Pastoral Care

Factors which influenced planning for pastoral care were noted in data collected from each school. At School A, the Head of Student Services commented that school pastoral strategies were devised with no help or advice from the Ministry of Education. According to the same source, successful projects might not continue if the initiator left the school, as in the Peer Group Support programme at School A which was devised by the Social Worker and might lapse in her absence.

House/Year Coordinators at Schools B, C, D, and E expressed frustration that, while they were enthusiastic and committed to the concept of pastoral care, they lacked the influence to secure resources for pastoral concerns if the school administration decided upon different priorities. The Deputy Principal at School B agreed that a dichotomy existed between the business-management approach emphasising procedures and

accountability, which schools were expected to adopt, and policies which concentrated on the self-esteem and self-worth of students and staff.

The Coordinator of Student Services at School B, the Year 8 Coordinator at School C, and Form Teachers at Schools C, D, and E, agreed that time required for administrative procedures had curtailed pastoral care provision. At School B, the Coordinator of Student Services and House Coordinators stated that the policy of having the House Centre always manned was frustrated by the demands of time for other duties. Year 8 and 9 Coordinators at School C found conflict between pastoral crises and class teaching time. In the words of the Year 9 Coordinator "Crises for my Year Group always come when I am in the middle of teaching and I have to decide whether to leave my class, or whether the crisis can wait until I am free to deal with it."

Of the five participating schools, only at School D did the Principal, one House Coordinator, and the School Nurse note a structured referral system for students from teaching staff to non-teaching specialists. At the other four schools, specialist staff stated that informal networks and contacts accounted for referrals of students by teaching staff, with Form teachers being expected to play a major part in this process.

Boundaries Set by the Schools for the Provision of Pastoral Care

Boundaries, which defined the limits placed upon the

provision of pastoral care, were set in each case studied. All five schools had finite resources with which they could provide pastoral care and the limits to these resources defined boundaries. In addition, the Principals of Schools C and D were adamant that their school's role was primarily educational and that social problems should not be seen as a major part of the school's responsibilities.

Specialist staff in the schools stated that professional and ethical boundaries governed the extent of the pastoral role they played. For example, the School Community Police Officer at School B pointed out that she was not expected to take responsibility for students who truanted since this was a matter for the local police force. At School C, the Principal noted that School Nurses and School Psychologists could only work with students within the school setting, unless invited to do otherwise by parents. The school Social Worker at School B commented that she did make home visits, as did the Chaplain at School E, but at the invitation of parents.

All of the five schools referred students in particular need to outside agencies such as the Department of Community Services, for support. Resources for such support appeared to be decreasing due to the case-loads of the external agencies, a view upheld by the two social workers interviewed as part of the snowball sample.

Organizational structures for pastoral care provision.

Each of the five schools had incorporated organizational structures into their pastoral care

programmes. These were expected to facilitate the delivery of pastoral care.

House or Year groups. House structures allied to Vertical Form Groups for pastoral care delivery were in place in Schools A, B, and E. School D had chosen to implement a House structure with teachers working with Form classes from each Year cohort. School C used a system of Year Coordinators with Year Form Groups.

The Work of Specialist Staff. All the schools in the study had specialist non-teaching staff working with their students. Time available to these staff members varied, with the majority having additional responsibilities for other schools. For example, the Social Worker at School B reported that she was responsible for social work care at twenty other schools.

Links between pastoral care and other school structures. Each of the five schools had pastoral care related committee structures in place. In Schools A, D and E, pastoral care or student support committees were specialist orientated, with teaching staff representatives in a minority. At School A, the role of Head of Student Services linked the Student Support Committee (pastoral care case work), to the House Coordinators' group (pastoral care through the Houses), and to the committee concerned with disciplinary matters.

The Coordinator of Student Services, who had oversight of all aspects of pastoral care at School B, was also a House Coordinator; liaised with specialist staff; and had

responsibility for the daily running of the Managing Student Behaviour Programme. He was responsible directly to one of the school Deputies. At School C, the School Principal, one Deputy, the Year Coordinators and specialist staff met as the Welfare Committee, which was a sub-committee of the main Staff Association. Major decisions at School C were made at Staff Association level, although a School Based Decision Making Group was in place. The role of the School Principal at School D was similar, in relation to pastoral care, to that of the Head of Student Services at School A. All members of the Pastoral Care Committee at School D could be involved as counsellors in the Managing Student Behaviour programme, seen as part of pastoral care provision.

At School E, the Deputy Principal acted as Chairperson to both the Pastoral Care Committee and House Committee, as well as having responsibility for the Managing Student Behaviour programme. All referrals from teachers to the first committee were expected to pass through her office.

While there were differences in the composition of pastoral care committees, and in the responsibilities of members, in each of the five schools links between formal pastoral care and the academic subject departments and curricula of the school were tenuous. House Coordinators and Form teachers had subject department and classroom teaching responsibilities, and so provided informal links between the two areas. Only in School D, was any curriculum content found to be linked with pastoral care--

through the Health Education courses for Years 8, 9 and 10 students. There was no evidence in any of the schools of attempts being made to structure timetables so that Form staff had opportunities to work with their Form groups in classroom teaching time to improve their knowledge of these students. Where Form teachers had this opportunity, as at School D, the arrangement was seen as beneficial to both teachers and students.

In all schools, pastoral care committees were involved in the Managing Student Behaviour Programme, which linked with disciplinary concerns in subject areas through the Heads of Departments. There was no evidence that House or Year Coordinators met with Heads of Departments on curricular issues, though the presence of the School Principals at Pastoral Care Committee level in Schools C and D gave weight to pastoral priorities in these schools.

Resource Allocation for Pastoral Care

Resources deployed in the delivery of pastoral care in the five schools were found to group within three categories: (a) time allocated for formal pastoral care programmes; (b) funding allocated to pastoral care; (c) space allocated for pastoral care. Resource allocation varied between the schools depending upon: School priorities; the model for pastoral care provision adopted in each school; system allocation of specialist help; and the availability of additional funding.

Time Allocations. Time was allocated in all the schools, except School C, for meetings of House

Coordinators which usually lasted for half an hour. Observation of House and Year Coordinators' meetings showed that planning student activities took up a major part of this time, and that the activities were stated to attract a varied degree of support from students. All House and Year Coordinators were involved in planning activities such as Treasure Hunts at School A, inter-House basketball at School B, the School Ball at School C, theme days at School D, and sports carnivals at School E. These activities took place during scheduled House periods, as in Schools D and E, or were run at lunch times or after school by House Coordinators. Differing interpretations of the concept of pastoral care complicated any calculation of time resources. The twenty-one House/Year Coordinators on average spent 0.2 of their working time on nominated pastoral responsibilities. In School B three House Coordinators each were given 0.2 of working time, so that the fourth, as Coordinator of Student Services, could have 0.4, combining with Priority Schools Program funding to make his role non-teaching. House activities were not part of "pastoral care" provision in Schools D and E, so House periods in these schools presumably did not contain structured pastoral activities, nor did the meetings of House Coordinators rate as time for pastoral care discussion.

Specialist staff in each school stated that their time was used in counselling, health provision, case-work, and meetings. Schools A, C, D, and E allocated time for a

welfare or pastoral care committee meeting, usually of half an hour's duration. Specialist time allocations to all five schools had been reduced. Working in several schools meant that time was spent in travelling, and in the case of the School Community Police Officer at School B this was only made possible because a local firm had agreed to sponsor a car for transport. The local churches ability to fund the salaries of Chaplains in Schools B and E limited time which these specialists could spend in their schools.

All the five schools in the study regarded the role of Form teachers as a major component of formal pastoral care provision. On average, however, only ten minutes each day was set aside for Form classes in the five schools. At School C, time for Form periods had been reduced in 1992, due to either timetable pressures or to staff preferences (interview data gave two separate accounts for the reasons for change). Form periods now occurred from 11.25 a.m. till 11.35 a.m. on Monday and Thursdays, from 11.15 a.m till 11.35 a.m. on Tuesdays and Fridays and from 10.55 a.m. till 11.05 a.m. on Wednesdays. In 1993, according to the Acting Principal, School C proposes to institute a ten minute administration period for four days in each week, along with a forty minute period once a week for pastoral activities.

Time available for Form classes to deliver pastoral care rather than act as vehicles for administrative matters, according to Year Coordinators at School C, and Form teachers at Schools D and E, restricted pastoral care

work. Other Form teachers at Schools B and C saw Form class time as an administrative period. In the view of one Form teacher at School C, "by Year 11 the students aren't interested in telling me their problems". In contrast, a Form teacher with a Year 11 group at School D noted her frustration when problems relating to a class member only surfaced through casual conversation with other teachers. Difficulties with language skills featured in this event and the Form teacher's conclusion was that "students probably locate their own support in the school". The same teacher regularly gave up recess and lunch hours to assist students with problems because of time constraints on Form periods.

Funding for pastoral care. Only Schools A and B were eligible for Priority Schools Program funding. School A, in 1992, had received a special grant for the salary of an Attendance Officer from Government funds. The Peer Group Support Scheme at School A was dependent upon money from the Priority Schools Program. Because this had to be applied for annually, the Social Worker at School A had made evaluation of the programme a structured feature, to prove outcomes and to win staff support. The Crisis and Re-entry Programme at School A, scheduled to start in 1993, was dependent upon special allocations, as was the salary of the Attendance Officer. At School B, the Acting Principal stated that 11 per cent of the school budget was directed towards pastoral care.

School C used its Special Responsibilities Allowance

to fund the salary component for Year Coordinators. In all the schools the salaries of specialists were counted as pastoral care funding, and formed the only component of this resource in Schools D and E.

Space allocation. Calculations for space allocation for pastoral care varied according to how pastoral care was defined. At School A, the main area of the House Centre was shared by all House Coordinators, the Attendance Officer and the secretary. At School B, all House Coordinators, including the Coordinator of Student Services, shared accommodation which had originally been a bedroom of the school caretaker's cottage. The Year Coordinators at School C shared the provision of work space in two Year Centres, one serving the lower school and one the upper Forms. At Schools D and E, pastoral care committees used general meeting areas. In all schools specialist staff had private offices, but only the Head of Student Services at School A of the teaching staff had a private area to work in as part of the House centre. A lack of private space for Form teachers to talk with individual students led to matters either having to be discussed when others were present, or to teacher and student having to search for some private corner to talk over problems.

Roles in Pastoral Care in the Five Schools

Key personnel in pastoral care were seen as being the school specialist staff and House or Year Coordinators. While the latter were envisaged in school plans as having a

specialised role in pastoral care, these roles were perceived differently in the light of each school's priorities. The main involvement of other school staff was in the role of Form teacher.

House and Year Coordinators. In all the five schools, pastoral care was seen as part of Student Services. At Schools C, D, and E the Coordinator of Student Services was one of the School Deputies. School A, in 1992, had a Head of Student Services, and at School B the post of full-time Coordinator of Student Services had been created. Details of the remits of these members of staff are included in the case-studies for Schools A and B (see Appendix A).

All the schools in the study had teachers as either House Coordinators or Year Coordinators. They were seen as pastoral team leaders by the School Principals although their responsibilities varied from school to school. The range included pastoral duties, disciplinary concerns, administrative functions, and organizing activities. The Coordinators either were elected by staff, as in School D, or appointed by the School Principal or Deputy, as in the other four schools. They took responsibility for either a House Group of students (one of four House Groups in each of Schools A, B, D, and E) or a Year Cohort as in School C. These staff members volunteered to take on extra duties in the school. The only material benefit gained by Coordinators was an allocation of time to perform the associated tasks, although a House Coordinator at School D

suggested that the role might be seen as a pathway to merit promotion or to Advanced Teacher status.

In addition to interview responses, 12 Coordinators in Schools B, C, D, and E returned written answers to interview questions. All of these Coordinators had worked in their school before taking up the posts, periods of service ranging from one to sixteen years. Teaching experience in schools varied from six to thirty three years. Table 12 shows that Coordinators 1, 2, 5, 8, 9, and 11 believed that nothing in their training had equipped them for a pastoral role in schools. Coordinators 3, 4, and 7 felt that units in their Degree course, such as basic psychology, had been helpful in their pastoral care work.

Table 12

Responses from House or Year Coordinators

Issue	Response	Coordinators
Pastoral care training	Some training in pastoral care	3, 4, 6, 7, 10, 12
	No training in pastoral care	1, 2, 5, 8, 9, 11
Access to literature on pastoral care	Some access to literature	2, 5, 6, 8, 12
	No access to literature	1, 3, 4, 7, 9, 10, 11

Coordinators 6, 10, and 12 had access to in-service training which was relevant to pastoral care concerns. Interview data on in-service training, as well as comments made on the question returns, indicated that such courses were short (sometimes of a day's duration) and, in one case, were regarded as "ineffective" (Coordinator 4). Coordinators 2, 5, 8, and 12, had access to professional journals, either from W.A or from overseas, which were informative on pastoral care issues. Coordinators 5 and 8 cited their membership of the Australian Association for Pastoral Care in Education. Seven out of the twelve participants stated that they had no access to literature on pastoral care.

Contrasting allocations of time spent on pastoral care from "Too much, in view of other responsibilities" (Coordinator 6) to "Very little time spent on pastoral care" (Coordinator 11), illustrated the difference in the schools' expectations of the pastoral role of House Coordinator. The format of the interview questions is included in Appendix B.

At School A, House Coordinators met weekly with the Head of Student Services, worked with student councillors in their House and planned and carried out special activities for the students, for example treasure hunts and quizzes. They met also with the Form Teachers in their House, and collected House Points.

At School B, the role of House Coordinator was vital to plans for pastoral care. Their weekly meetings covered

concerns with student behaviour and with individual student problems, activities and House organization. The Coordinator of Student Services had in past years been a House Coordinator, and his job description specified that he retained the duties associated with this role.

School C had a system of Year Coordinators who formed the majority on the school's Welfare Committee. As well as taking responsibility for pastoral concerns of the age group with which they worked, these teachers organized events for that group and had special responsibilities associated with the stage of their cohort in the school. At Schools D and E the role of the House Coordinators was officially seen as peripheral to pastoral care provision. Unofficially at School E, according to one House Coordinator, there were staff members who saw crises response as only one facet of pastoral care, and were working for changes--while respondents at School D accepted the school's definition of pastoral care and saw their work as outside this. In these schools the House Coordinators' official role was to improve school tone and school spirit through student activities, such as inter-House competitions and organized projects on issues such as the school environment.

Specialist staff. All five schools had access to help from specialists, for example a School Nurse and School Psychologist. Specialist staff were responsible for pastoral care of individual students in crisis on a day-to-day basis. The extent to which this care could be offered

depended upon time available in the school. Not all specialist staff in each school were included as key personnel in pastoral care. For example Schools A, B, and E, had Aboriginal liaison officers attached to the school. Work with these minority school groups was not included when the schools listed individuals in key pastoral roles. At School D language experts helped students who spoke no English. For the purposes of pastoral care in the school, however, these students were assigned randomly to Year 11 Form classes.

Interview data from the School Community Police Officer and the School Psychologist at School B, and the School Nurse at School D identified problems of communication with teaching staff, concerns for the protection of confidential information, and constraints of time and resources for referral. The Principal at School D commented upon the negative reaction of teachers, when student referrals to specialists did not produce a rapid solution to the original classroom problem.

At School B, the Coordinator of Student Services reported difficulty in setting up formal links between teaching and specialist staff in 1992, because of time constraints and the varying hours at which specialists attended that school. Referrals, according to interview data from the Social Worker, and the School Psychologist, came directly from House Coordinators or teaching staff, or as a result of self-referral by students. Both the Social Worker and the School Psychologist at School B had their

times allocated to the school reduced in 1992.

In a further example, the School Psychologist's time at School C had been reduced in 1992. Administrative staff, according to the Deputy Principal, had become accustomed to operating on the assumption that psychological support for students in crises would not be readily available. The Deputy and Year Coordinators noted that the less time such help was available the greater the school's coping mechanisms appeared to become, so that referrals decreased. The Year 11 Coordinator at the school concluded that the amount of specialist time allocated turned the service into "a farce". The Deputy at School C commented that "crises cannot be scheduled to correspond with the availability of specialist help."

At School E the Deputy Principal, who was responsible for pastoral care, expected to act as a channel for referrals from Form teachers to specialist staff on the Pastoral Care Committee. In School E the pastoral specialist team was comprised of a School Nurse, a School Psychologist, a Social Worker and a Chaplain. The roles of all specialist staff involved counselling students on aspects of behavioural management, health matters and social or emotional problems.

Other School staff. At all five schools, the majority of teachers worked with Form classes (for example School C had 40 staff in that role). As a Form teacher, each one took responsibility for a group of students, either in a vertical arrangement which meant that the Form was made up

of students from different Years, or in a horizontal arrangement where each Form was part of a Year cohort.

In policies in each of the five schools, according to Principals and Acting Principals, Form teachers were assigned a major responsibility for pastoral care delivery. In Table 13 responses to questions on the nature of the role of Form teacher and the importance attached to the task are listed. A complete list of questions is contained in Appendix B.

Form teachers were the only staff members on the pastoral care team who could be assured of being in contact

Table 13

Responses from Eight Form Teachers Regarding Pastoral Duties

Issue	Number of teachers
Form class seen as important part of teaching role	2
Know Form class students better than students in other classes	6
Form class duties are administrative	8
Time available is usually sufficient	6
Go to House/Year Coordinator if help is required for students	5
Refer students to specialists for help	3

with a particular group of students each day. Students reported to Form rooms for a specified period. The teachers were expected to liaise with their House or Year Coordinator, to assist in any planned activities, to know their students, and to refer any who were "at risk" to the appropriate person in the school for help.

Form classes of the teachers who participated in this study ranged in size from sixteen to twenty nine students. The actual time (on average ten minutes) allocated to daily contact with a Form group had to be used for registration, reading school notices, promoting House activities, checking adherence to the school dress code, and receiving absence notes or other communications from home. These administrative duties severely limited opportunities for pastoral work, such as counselling over difficulties and directing students to other staff who might help them. The House Periods which were part of the timetable in Schools D and E were devoted to activities planned by the House Coordinators. Six of the eight respondents saw the role of Form teacher as a minor part of their duties.

In the view of the school Principals and Deputy Principals at Schools C, D and E, and from the perspectives of the Form teachers who either were interviewed, or returned answers to written questions, formal delivery of pastoral care in Form classes was likely to be a hit or miss procedure. This could stem from the personality of the Form teacher, from the shortage of time to work with Form classes, interruptions to that time, and the amount of

administrative work which was expected to be covered.

The consensus seemed to be that little pastoral benefit to students was forthcoming from their Form time relationship with a particular teacher. The size and socio-economic setting of the school did not appear to have any material effect on these outcomes.

Evaluation of Pastoral Care in Each of the Five Schools

Little evidence was found of monitoring or structured evaluation of pastoral care provision. At Schools C and E, the Principals accepted that, at present, none was attempted. The Deputy Principal at School B believed that positive attitudes shown by ex-students to the school were proof of the school's pastoral success, and on a similar note the Acting Principal at School C relied upon positive impressions made upon visitors to the school as proof of a "caring" environment. At School A, the area was seen by the Head of Student Services, as one which should be planned at Ministry of Education level, if evaluation is required as part of the School Development Plan.

Consideration of the evaluation of pastoral care programmes was complicated in that the area of pastoral care was, in Schools A, B, and E, subsumed under other headings in the School Development Plan. Performance indicators were set for these particular areas of the Plan and the expectation was that the success of pastoral care outcomes could be measured through these. Table 14 lists the expected methods to be used in the evaluation of

pastoral care and shows that there was little evidence that any such evaluation had taken place.

At School A, the main heading covered the area of "Caring". The School Development Plan offered no breakdown of the methods which would be used to evaluate this area. The concept of student empowerment had been adopted by the Principal of School B from ideas originating in the United States of America. Some of the components of the performance indicators of this area would be statistically available (for example the figures on secondary graduation)

Table 14

Planned Methods of Evaluating Pastoral Care Provision in Each of the Five Schools

	School	Evaluation
	Planned	Completed
A	Peer Group Support Scheme evaluation	Student questionnaire issued
	Performance indicators for the priority area of "Caring"	No completed evaluation found
B	Report to be made of the outcomes of the "Empowering Students" programme	Not completed by end of data collection
C	Performance indicators for the priority area "Post Compulsory Schooling"	No completed evaluation available
D	Follow up procedures from case-work	Weekly review
E	Performance indicators from the priority area " Social Justice/ Student Welfare"	No completed evaluation available

and the Coordinator of Student Services expected to report on outcomes of the programme to the School Decision Making Group. No report was to hand by November 1992.

Verification of performance of programmes, at School E, was suggested as part of the Draft School Development Plan. They included the statistics for usage of specialist services, both through staff referrals and self-referral.

In School C, pastoral care was not one of the school's Development Plan priorities. The assumption was made by the Deputy Principal that the performance indicators set for other priority areas would provide pastoral care evaluation. At School D, an ongoing weekly review of pastoral care by the Pastoral Care Committee, as part of case-work, was expected to provide information on outcomes.

Discussion at meetings of House and Year Coordinators suggested that the extent to which students responded and took part in the activities and competitions which were planned could be counted as a form of evaluation. The greater the numbers of students involved the more positive the outcomes were taken to be.

Two examples of structured evaluation were found in the study. The first was at School A, where the Peer Group Support Program was assessed annually, and the second related to a transition camp for Year 8s at School C.

In the first instance, Figure 8 shows the cyclical process of the Peer Group Support programme at School A, culminating in an annual questionnaire to students in Year 8 and Year 11 who had participated, and a review of the

programme in the light of findings. The answers to the questionnaire given to participants in the programme showed areas which they felt had been beneficial to them and indicated areas in which changes should be made. Greatest benefits in 1991 were reported by the Year 11 Group Leaders, who believed that the programme increased their self-confidence and was a positive factor in their school records of participation and leadership. The major change requested by the Year 8 students was that the programme continue throughout the year. This change was believed by the Social Worker to be impractical, in terms of materials needed, and time available for training and evaluation.

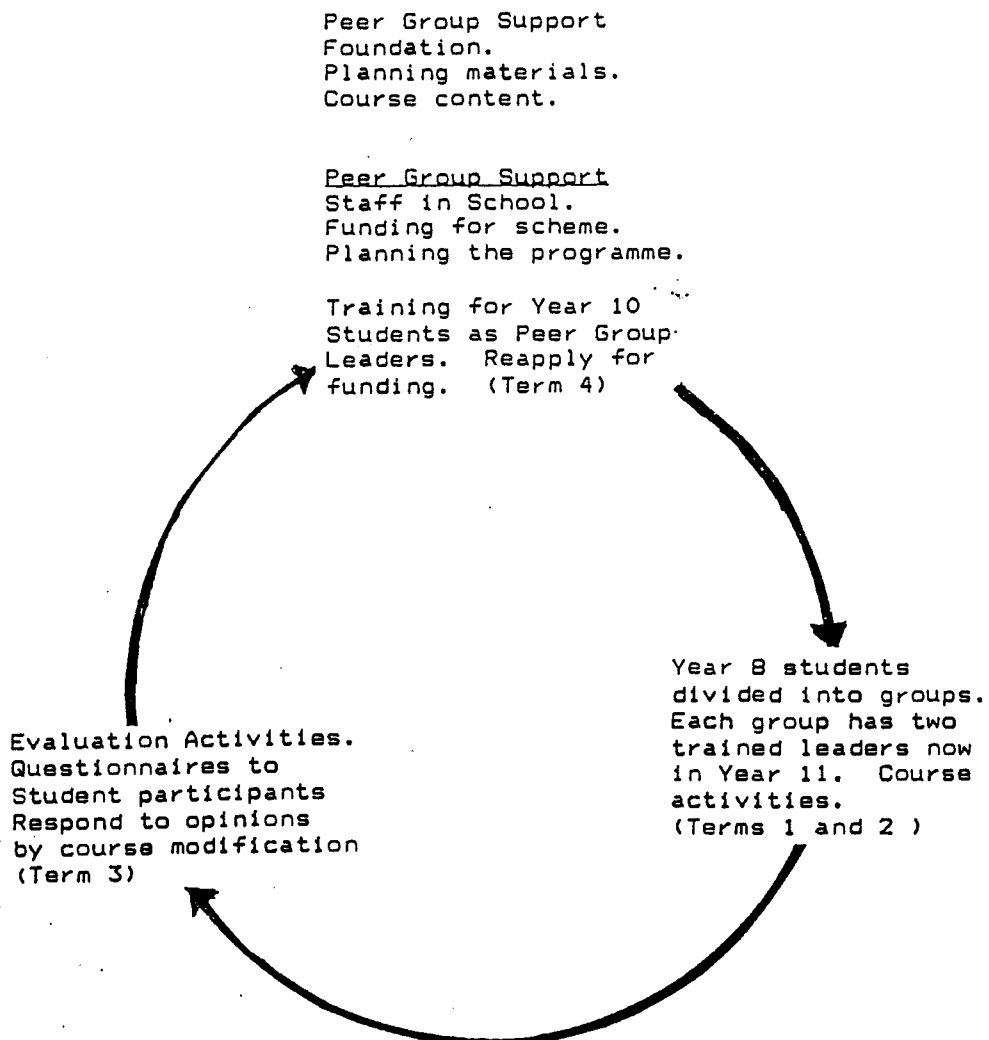


Figure 8 The Peer Group Support Scheme cycle at School A

At School C, the Year 10 Coordinator reported on the camp held for Year 8 students new to the school, from the perspectives of the staff, as shown in a questionnaire. Problems were identified with the location of the project outside the Metropolitan area. The distance from the school precluded teachers, other than those in residence, from taking part in activities because of travelling time. This limited the options which could be included in the programme, and prevented increased staff/student interaction. The camp was part of a transition programme run by the Year 8 Coordinator.

Summary. The concept of pastoral care was viewed in a general light by the school Principals. All five schools had detailed plans and policies for pastoral care as a part of the area of Student Services, and had complex structures and intensive resource allocations in place. Little or no evaluation of the area of pastoral care was found in any of the schools.

6.3 The Scenario

The level of "the scenario" showed the influence upon specific factors in pastoral care delivery of interventions. In each of the five schools, administrative or managerial decisions had led, or were leading, towards changes in pastoral care provision. In Table 15 the pattern of change across all five schools is shown, either as a result of actions at Ministry of Education level, or at administrative level within the schools.

Table 15

Interventions in Pastoral Care

Category of Change	School	Number
Changes to policies and plans	A	1
	B	1
	E	1
Organizational changes	A	1
	C	1
	D	3
	E	1
New pastoral role created	A	2
	B	3
Pastoral role changed	B	1

Of the five schools, the greatest number of changes were reported from Schools A, B, and D. In these instances the occurrence of one change led to the introduction of the others.

Changes to Policies and Plans

Three major changes to policies and plans for pastoral care either had taken place, or were planned for 1993. The policy changes in Schools A and B were the result of external intervention by the Ministry of Education.

At School A, concerns surrounding a truancy rate of 16 per cent had influenced the decision by the Ministry of Education, arising from the findings of the Committee on Youth Affairs (Watkins, 1992), to put in place a Crises and Re-Entry programme. The aim of the programme was to give

students, who volunteered to take part, assistance at a special centre in the school. The students would have a modified academic course, which was designed to allow them to make up lost ground and eventually to successfully re-integrate into the normal classroom situation. A sum of \$80,000 was allocated for this programme in 1993, with the provision for an expenditure of \$100,000 each year in the future, for the duration of the scheme. According to the Attendance Officer, the Crisis and Re-Entry Centre would be staffed by one teacher initially, with a teacher to join the unit if funds permitted. Since the Centre was only at a planning stage in 1992, outcomes were uncertain.

The reduction in time allowed for specialist staff in School B, as part of a review of specialist resources by the Ministry of Education, had left the area of Student Services with depleted capabilities. To redress this imbalance, other avenues of provision had been explored by the school, leading to the appointments of a Community Police Officer and a school Chaplain. The school Community Police Officer reported difficulties in making initial contact with Aboriginal students at School B, but expected that this would improve as she became better known to the group. The Chaplain took up duties in the school in November after a selection process which lasted all year, so that outcomes from his appointment were not clear in 1992. The Deputy Principal understood that specialist time at School B would be increased by the Ministry of Education in 1993.

Pastoral Care programmes at School E were found to have evolved as the responsibility of specialists in the school. In the opinion of one House Coordinator, himself new to the school in 1992, the influence of the incoming Principal and of new teachers who had particular interests in pastoral care theory and practice had brought about pressure to give teachers more pastoral responsibilities in 1993, to revise structures, to assess student needs, and to evaluate pastoral outcomes. Plans for these changes were prepared in 1992.

Changes to Organizational Structures

Six changes to structures and resource allocations were reported in Schools A, C, D, and E. These alterations registered the schools' dissatisfaction with existing structures, and the desire in Schools A, C, and E to provide more general pastoral care for all the school's students, rather than concentrating only upon the needs of students in crises. The concerns which led to changes at School D were more specifically related to the need to communicate pastoral outcomes to teachers in that school, while protecting the confidentiality of information about individual students.

Enquiries regarding future pastoral care plans brought responses from Principals and Deputies which indicated that the process of organizational change was ongoing, that none of the schools were satisfied with present pastoral

structures, and that other changes to school organization--for example, to timetable structuring--could have implications for resources available for pastoral care.

The Head of Student Services at School A commented upon the importance of the support of the School Principal for revised pastoral care initiatives. The House system revival was seen as a measure to increase student identification with the school. Past practices in the school had offered little pastoral support to the majority of students, while concentrating resources on those facing crises. In 1992 however, despite these initiatives, pastoral demand to address crises was still intense, and the Head of Student Services was unable to give the revised House system the attention he felt it deserved. Outcomes of the initiative in terms of increased student identification with the school were difficult to gauge.

The Acting Principal at School C was instrumental in setting in motion changes to the structure of the role of Form teachers. These changes recognised that, for a percentage of staff, the pastoral aspects of the role of the Form teacher were unwelcome. In addition, there were administrative imperatives, such as registration, which had to have time scheduled in the school day. The reforms envisaged by the Welfare Committee separated pastoral and administrative functions, with volunteer tutors taking a pastoral role with selected groups of students who were believed to require this guidance. The rejection of the changes at Staff Association level

represented, in the view of the Deputy Principal "not a vote of confidence in the present system, but more a reluctance to become involved in anything different". By the end of 1992 these proposals were still being revised. The advent of a new Principal in 1993 might halt change in this direction or might expedite reforms.

School D had put in place a Pastoral Care Committee which included representatives from House Coordinators, special units, teachers, as well as specialist staff, the Principal and both Deputies. This arrangement had worked well, but recent changes to the committee's membership had introduced difficulties. As a result of these, the Principal at School D moved to protect confidentiality in pastoral care case-work by forming a small specialist sub-committee. Stresses in the Pastoral Care Committee were the catalyst for these changes, according to the School Nurse and one House Coordinator. Following the formation of the sub-committee, a decision was taken to employ more structured responses to student referrals. This was directed, the School Nurse stated, towards meeting teachers' concerns that they had information on the progress of referrals without breaching aspects of confidentiality. The changes were believed to have improved the pastoral service offered to individual students.

The Chaplain at School E was seen as a valuable resource by the Deputy Principal. At the start of 1992 she worked in the school for three days each week, time

constrained by the ability of local church groups to meet salary costs. The value placed on the chaplaincy was confirmed in the decision of the Parents and Citizens Group in the school to raise funds to pay for an extra day's salary. The Chaplain herself was involved in these fund raising efforts.

Changes to Roles in Pastoral Care

The roles which are discussed under this heading were specially created in the area of pastoral care provision and were not a result of normal staff changes. The House and Year Coordinators who were interviewed for this study had all served for a number of years in their schools, but normal staff movement did affect School Principals, specialists and Form teachers.

Schools A and B had been involved in either creating new roles for existing staff, as in the cases of the Attendance Officer at School A and the Coordinator of Student Services at School B, or appointing staff for new roles, as in the Head of Student Services at School A. The Principal of each school played a major part in the creation of these posts.

At School A, both new appointments related to the difficulties the school was experiencing with student truancy. The first, that of Head of Student Services, had positive connotations with the revival of the House system as a means of involving students more with the school, and in improving their relationships with teachers. The

Attendance Officer, in the second case, had involvement only with students who truanted. The post of Attendance Officer had been introduced in 1991, and the success of the experiment had led to a grant of funding from the Youth Strategies Commission, according to the Head of Student Services and the Attendance Officer. A direct result of the freeing of school funds which the grant occasioned, had been the opportunity, in the words of the Head of Student Services "to provide pastoral care for the 90 per cent of the students who were not previously reached", through a revised House system.

The Principal at School B was anxious to promote student empowerment as a method of increasing participation in school activities and of improving the self-confidence and self-motivation of students. The Coordinator of Student Services at School B had been a House Coordinator in that school, and in the view of the Principal had "admirable leadership qualities". In School B, initiatives were undertaken to find staff resources which would compensate for the diminution of time in the school for the Social Worker and the School Psychologist. The appointments of a School Community Police Officer and a School Chaplain were seen by the Coordinator of Student Services as being supportive of these aims and also in line with the Principal's educational philosophy. The retirement of the Principal at the beginning of 1992, due to ill-health, led to changes in emphasis in school

policies, with the importance of student empowerment apparently diminishing. In 1992, the Coordinator of Student Services conceded that his role had developed in a different way than had been intended by the former Principal. The Deputy Principal in 1992 viewed the Coordinator as an executive officer--"someone who can relieve the burdens of the Deputies, and free them for other duties."

The Delivery of Pastoral Care

An assessment of the nature or extent of pastoral care delivery in each of the schools was made complex by the lack of any set guidelines at system level for such delivery. Funding from the Priority Schools Program was used in Schools A and B in pastoral care programmes. A neglect of the concept in system policies and plans was seen to lessen the status of teachers who held pastoral roles, in the view of House and Year Coordinators. Schools D and E had evolved systems which concentrated on specialist counselling for individual students. This form of delivery had been adversely affected by a reduction in specialist staff in the five schools, but the work of specialists still constituted the major part of pastoral care delivery. Their effectiveness depended upon students in need being referred for help. Only School D showed evidence of a structured referral system from teachers. No statistics on the numbers of students who referred themselves for specialist help were forthcoming from the schools.

Principals and Acting Principals saw Form and classroom delivery as a major aspect in pastoral care. Ten minutes each day, on average, was allocated for Form classes and this time was largely filled by administrative requirements. Classroom delivery of pastoral care was seen by two Principals to be unquantifiable and by all Principals and Acting Principals as dependent upon the interest, commitment and goodwill of individual teachers.

Summary

The findings in Chapter Six revealed both similarities and differences in the schools' approaches to pastoral care provision. Literature reviewed in this study showed that, while there was acknowledgement of the concept in Western Australia and overseas, a concise definition had proved to be elusive. The definition of "the caring school" (Pougher, 1982), adopted in Western Australia did not appear to provide a cohesive approach. This lack of cohesion was exacerbated by a lack of system interest in and guidelines for pastoral care provision in schools.

Three of the five schools had pastoral care as part of a priority area in School Development Plans. All five schools had House or Year pastoral structures linked with Form Groups. Four of the five schools reported increased pastoral demand at a time when specialist resources were decreasing.

At Schools D and E House Coordinators did not have direct pastoral roles. Differences in the choice of House or Year structures, or in horizontal as opposed to vertical

arrangements of Form groups did not seem to have a material effect on outcomes from these decisions. Schools A, C, and D intended to reverse Form arrangements in 1993. In Chapter Seven the research findings are discussed in the contexts of the nature and extent of the pastoral care provisions made by the schools.

Chapter 7

DISCUSSION OF FINDINGS

Overview

This Chapter discusses a revised conceptual framework arrived at through the findings of the study. The nature of this revised framework is compared to the initial conceptual framework in Chapter Four.

7.1 **The Setting**

Substantial funding from Federal and State sources was directed by the schools to programmes which were related to pastoral care. The concept of pastoral care, however, was barely acknowledged at system level. The resource-consuming effects of community demands were shown in Schools A, B, C, and E. There was little evidence of community help for pastoral care related initiatives. Recent reports (Bonjolo, 1991; Watkins, 1992) indicated that schools would be asked to take full responsibility for students thought to be "at risk".

The Effects of System Policies and Plans for Pastoral Care

The Priority Schools Program. This programme was designed to provide additional funds for disadvantaged schools nation-wide. Schools A and B in this study had access to this funding and chose to use it, in part, for pastoral care initiatives--indicating the importance these schools attached to what they considered to be pastoral care. No additional income was available to Schools C, D, or E, despite the fact that School E had areas of poverty

in its district, and School C was reporting increased pastoral demands from the community. Both schools would have had more scope in planning, had some source of funding been accessible which could have been directed to pastoral care. As matters stood, neither Schools C nor D would be classified as disadvantaged, and School E had not applied for Priority Schools Program funding.

State Government funding. The emphasis which the Ministry of Education put on specialist provision to the schools meant that their salaries were the major component of funding from this source, re-inforcing the notion that pastoral care was a matter for specialist experts. The schools chose to sub-divide an allocation of time for one teacher above the staffing allowance amongst their House or Year Coordinators to allow time for pastoral duties. No time allocation could be offered to Form teachers for their pastoral role within current policy guidelines.

At School A, the system's concerns with truancy were evident in the granting of special funds for the salary of an Attendance Officer, and in the setting up of the Crises and Re-Entry Programme. That these initiatives were seen as pastoral in that school confirmed the linkage between aspects of student behavioural management and pastoral care, which was evident in all schools in the study. There was no comparable funding provision for other areas of pastoral care, such as the formulation of a pastoral curriculum.

Other Federal policies and plans. Pressure from the States appeared to have halted such initiatives as the proposals of the Committee on "Young people's participation in post-compulsory education and training" (Finn, 1991), and "The Key Competencies Report" (Mayer, 1992). These policies, had they been implemented might have added to teachers' concerns about the pace of educational change, and so indirectly affected attitudes to undertaking additional pastoral tasks, as shown at School C in this study.

State Government policies and plans. A failure to implement ten out of eleven of the recommendations for pastoral care set out by the Committee of Enquiry (Beazley, 1984), coupled with the almost complete absence of the concept in the Better Schools (1987) programme, and in related policy documents, made clear the lack of system interest in pastoral care as a component of educational programmes. Only "Guidelines for School Discipline" (Ministry of Education, 1988) set out mandatory requirements for pastoral care and positive classroom management. A "whole school approach" to the concept (Louden, 1985) was embraced in policy documents in the schools, but did not appear to materialise in practice.

Evidence from research findings, (Hyde, 1990; Watson, 1990), interview data from all five schools in this study, and the lack of attention paid at system level to studies concerning pastoral care (Deschamp, Harris, and Robson, 1983; Dynan, 1980; Hyde, 1984; Nott, 1979) confirmed

the area's low priority. The lack of attention given in system policies and plans to helping teachers take responsibility for the pastoral well-being of their students, and the concentration by the Ministry of Education upon the provision of specialist non-teaching staff in schools, had marginalised pastoral care in all five schools. A direct outcome from this strategy might be the diminution of status of teachers as non-specialists in pastoral issues (Best, Jarvis, and Ribbins, 1980; Watson, 1990).

Related Effects of State Policies and Plans. The increasing popularity of the appointment of Chaplains for the schools was shown in the findings of this study. The role was seen as that of counsellor, rather than as a minister of religion. Chaplains were working in Schools B and E, and appointments were being considered at Schools A and C as anecdotal accounts of the usefulness of the role were received.

The District Office was seen in the Better Schools programme (1987) as a support mechanism for schools. In this study, the District Welfare Officer, whose work involved returning truants to school, was the only member of the District Office staff who was seen as having input into pastoral care--further confirming the linkage seen between student behaviour management and pastoral care.

The establishment of Senior Colleges had side effects for pastoral care demands at School B, when numbers of students who might otherwise have applied to repeat

Year 12 at that school were attracted to the college instead. State policies did, however, direct a group of country students to School B--students who lived nearby as boarders at a residential college--and who made up almost one quarter of the school's roll. There was no evidence to suggest that the special needs that this group of students had were given consideration in pastoral care programmes. Similarly students at School D, who were part of the Intensive Languages Programme, were randomly assigned to Form classes, despite language problems for students and for teachers.

Reaction to the pace of change in educational policies compounded staff unwillingness to take on extra responsibilities in pastoral work as Form teachers at School C. Further pressures were likely if schools were required to take responsibility for "at risk" students (Bonjolo. 1991; Watkins, 1992)--pressures which could have the most severe impact on Schools A, B, and E, already facing a high level of pastoral demands.

The findings illustrated that policies and plans put in place in other areas of education could have effects on pastoral care resources. These outcomes appeared to be unconsidered when such policies and plans were formulated, which would follow if pastoral care demands were not taken into account at system level.

In Figure 9, the possible effects of system indifference to pastoral care are set out. A lack of attention given to pastoral programmes, a lack of

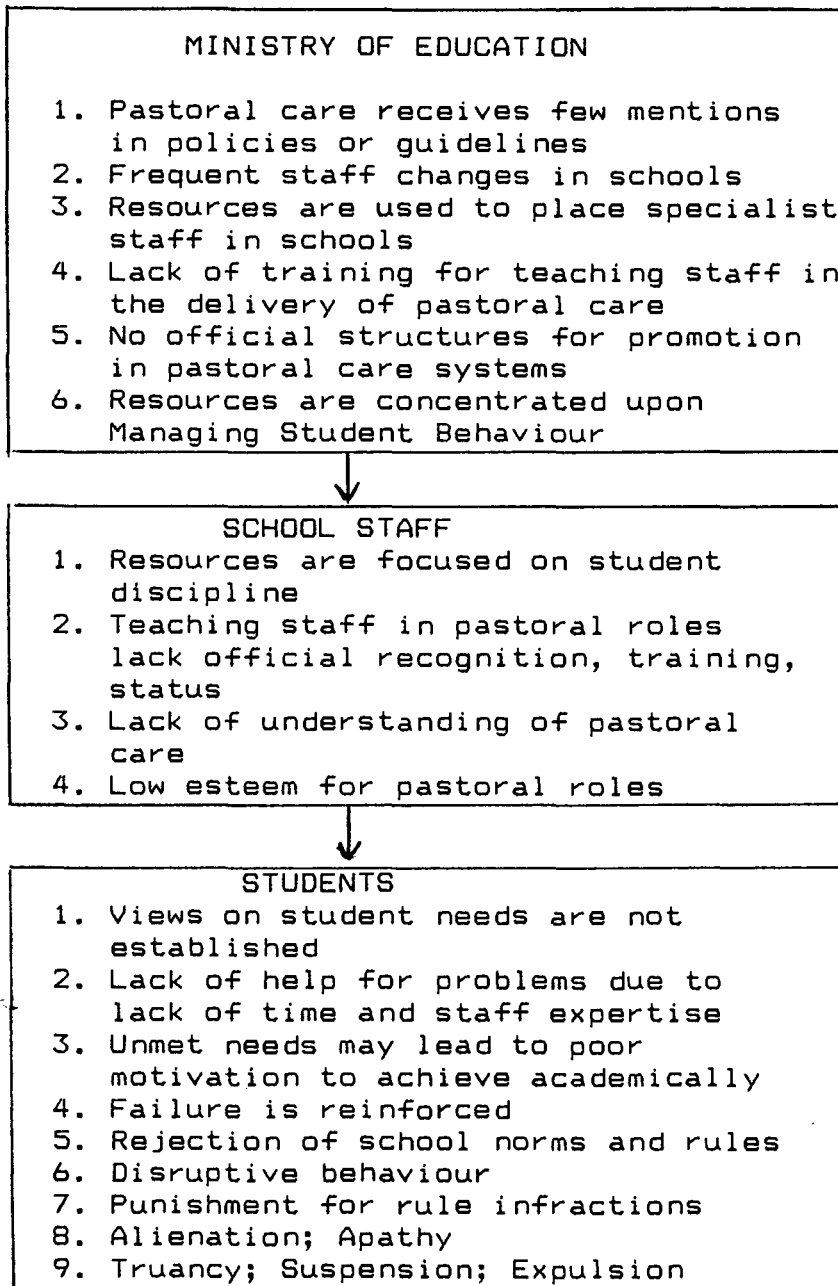


Figure 9 Possible student outcomes arising from the lack of Ministry of Education policies for pastoral care.

training for teachers in pastoral care, the emphasis placed upon specialist assistance, all were coupled with a concentration of system resources on the negative aspects of student misbehaviour. These policies could be seen to lead to a lack of response on the part of teachers to the pastoral needs of students. Needs might be seen as something which specialists dealt with, with teachers concentrating on detecting and controlling rule infringements as a part of classroom management. This latter aspect could lead to teachers punishing the symptomatic behaviour associated with student needs, rather than having an understanding of the underlying malaise.

From this point teacher/student relationships might deteriorate, school failure be reinforced, and alienation occur--leading to truancy, with an enforced return to a system already rejected, or to the final severance of links with that system through suspension and expulsion. If schools are to be asked to take full responsibility for students seen to be "at risk", then this cycle must be broken.

Effects of Community Setting and Concerns

Community Setting. A major impact upon pastoral care came from demands which originated in the school's community setting according to sources in Schools A, B, C, and E. The socio-economic status of the community was not the deciding factor in this situation as problems, such as drug abuse, family breakdown, unemployment, and threatened suicide crossed societal barriers. Problems with

disruptive behaviour in class, however, were believed in the schools either to be caused or aggravated by factors relating to the students' socio-economic background.

Dysfunctions in the pastoral care system which was in place in the schools, such as lack of help for truants returning to classes, may have compounded these difficulties. While these dysfunctions were acknowledged, the basic tenets of pastoral care structures linked to discipline in the schools, went unquestioned.

Community Concerns. The Report of the Committee on Youth Affairs (Watkins, 1992), while highlighting the dangers facing students "at risk", noted that the Managing Student Behaviour programme did not solve problems of disruption or alienation. Major difficulties were reported at School A for teachers when truants returned to school. Their return placed the onus upon teachers to re-assimilate them into classrooms, requiring an allocation of time and staff expertise which was not available. Any response to students returning to school following trauma would be met by the same constraints in the classroom.

There was only one example in the findings of this study, (parental fund raising for the salary of the Chaplain at School E), of community support for pastoral initiatives to match community demands for pastoral care services. Such support might reflect confidence in the incumbent Chaplain rather than a philosophical acceptance of the principles behind chaplaincy.

Future outcomes. Plans and policies for pastoral care

may change in response to a new Government in Western Australia which seems likely to bring in different directions in educational policy--for example those arising from the findings of the Review of Education, Employment and Training (Vickery, 1993)--directions more in line with those set out in the White Paper "Choice and Diversity" (1992) in the United Kingdom, which emphasised devolution of educational responsibility to schools and their communities. The findings of the Report of the Committee on Youth Affairs (Watkins, 1992) may not figure prominently in such plans, and any change in emphasis in system priorities appears to favour curricular rather than pastoral issues.

7.2 The Scene

Findings at the level of "the scene" showed that Schools A, B, and E gave pastoral care prominence in School Development Plan priorities, despite system indifference. All five schools had explicit policies and plans for pastoral care, organizational structures in place, resources allocated and roles defined. What was not in place was any degree of structured evaluation to assess outcomes of pastoral care delivery.

Pastoral Care Concepts Adopted by the Schools

Mission statements and definitions of pastoral care contained in School Development Plans and other policy documents, and definitions of the concept given by

Principal teachers were couched in terms of the general duty of care and the protection of student welfare, by all teachers for all students. In fact, the research findings showed that pastoral care was structured by the Ministry of Education to be the province of specialist staff and was directed towards individual students in crises. At classroom level, any component of pastoral care was dependent completely upon the interest and commitment of individual teachers, who lacked training and system support.

School Policies and Plans for Pastoral Care

Plans for pastoral care. Plans for pastoral care were explicit in all five schools. The main thrust of administrative planning, however, was directed towards academic and curricular programmes. Issues which related to pastoral care, such as equity of educational opportunity and equality of access to educational services, were system priorities and were stated as major concerns in Schools A, B, and E. Meeting those needs was part of pastoral provision. The separation of pastoral care from educational programmes may have led to functional problems which were being experienced in all five schools.

Policies for pastoral care. The schools' concentration on curricular strategies and emphasis on student behavioural management led to demands from teachers which placed pressures on pastoral care services. Students who disturbed the class were referred either to the Managing Student Behaviour programme in the school, or to

specialist help where this was available, and positive results from referrals were expected.

The notion of planned components, integrated into subject teaching in each classroom to address causes of student stress and alienation, as discussed in literature (Buckley, 1980; Lang, 1991; Marland, 1980), was not a part of school policies, despite claims by the School Principals that pastoral care was a matter for every teacher in every classroom.

Extensive policies for the implementation of the Managing Student Behaviour programme in all five schools indicated that the area of discipline and order was a major priority. The focus on discipline was set by Ministry of Education policies and was followed through even if disciplinary demands, such as at Schools C and D, scarcely warranted this expenditure of resources.

The informal patterns for referral of students to specialist help, which predominated in all schools but School D, had two major consequences. Firstly, in-depth knowledge of individual students and their problems was required if referrals were to be comprehensive, and the study showed that such knowledge would not necessarily arise from Form teacher/Form class relationships. In the second place, just as there were no formal referral procedures except at School D, there was no formal structured feed-back, so that any after-care needed at classroom level was not assured, and might in any case be beyond the resources of teachers lacking pastoral skills.

Data from Pastoral Care Committee Meetings suggested that most referrals would arise as the result of behavioural problems, stemming from the disciplinary focus of the schools, rather than as a considered response to student needs.

The presence of specialists further marginalised pastoral care services--the "ghettoization" suggested by Watkins (1985). The view of "specialists" in pastoral care and teaching "non-specialists" (Best, Jarvis, and Ribbins, 1980) seemed to be echoed in policies in the five schools--particularly in Schools D and E, where pastoral care was seen as the responsibility of specialists.

Constraints which Influenced Policies and Plans

A lack of clear system level guidelines for pastoral care provision, meant that each school devised policies and plans which were considered appropriate. Ideas were gleaned from other schools in the system and considered for adoption on the grounds that they had worked elsewhere. Priorities at school level were not amenable to changes by House or Year Coordinators who had no official promotional status to support their views. The support of the school Principal might make adoption of pastoral orientated policies more likely. The scarcity of evaluation of pastoral care outcomes, the lack of evidence of student needs assessments, and the records of frequent changes to pastoral strategies suggested that the schools were

searching for remedies for symptoms of pastoral need, without the underlying causes of such need having been effectively ascertained. The reduction in specialist time, coupled with increasing pastoral demands strained the schools' resources for pastoral care.

Boundaries for Pastoral Care Provision

Boundaries, which were fixed by ethical constraints and by system and Department guidelines, limited the extent to which pastoral care could be provided in the participant schools. Heavy case-loads for external welfare agencies hampered referrals unless a major crisis occurred.

The Effects of Organizational Structures on Pastoral Care Provision

Differences Between the Five Schools. The use made of House Coordinators in Schools D and E represented a major difference in the balance of pastoral care structures in these schools. House Coordinators were marginalised from case-work aspects of pastoral care, which were specialist orientated.

The use of vertical or horizontal Form class structures appeared to have little bearing upon the pastoral usefulness of that period. The choice of format seemed more likely to arise from administrative decisions which related to other aspects of school programmes.

Links Between Pastoral Care and Other Structures. As with administrative plans and policies, organizational structures reflected the separation of pastoral care from the mainstream of academic and curricular programmes in the

five schools. While programmes and plans spoke of pastoral care as a "whole school responsibility" (Louden, 1985), in practice the concept was seen as a separate entity, largely the area of non-teaching specialist experts. This does not imply that there was no teacher care for students. All those who took part in this study appeared to be committed and involved in their tasks. What is suggested is that the pastoral organizational focus was administrative, rather than directed to the actual needs of students.

Resources for Pastoral Care Provision

Constraints upon Time. Allocations of time were made for House or Year Coordinators, but there was no allocation to indicate that the roles of Form teachers were significant in pastoral terms, despite affirmations to the contrary contained in policy statements in all five schools. Conflicts of interest occurred when departmental responsibilities as subject teachers clashed with pastoral duties. House and Year Coordinators used scarce time resources for pastoral care to plan student activities, which were presumed to enhance school spirit, and to attend to disciplinary matters such as the promotion of school dress codes.

Specialist time at all five schools had been reduced by the Ministry of Education--a strategy which seemed to contradict the basic premise for a psychometric approach to pastoral care. This reduction had left teachers and administrators, untrained in handling pastoral crises, to

develop whatever strategies they could in the absence of full-time specialist help. The outcomes of such well-meaning but arbitrary responses to student needs were unclear and unevaluated.

There was no evidence that time had been found in any of the schools to assess needs from a student standpoint, except in the case of the particular Peer Group Support programme at School A. All other plans and policies, organizational structures and resource allocations for pastoral care had been determined from an adult, organisationally orientated, stance. Pressure was then placed upon students to conform to those norms, and failure to conform was punished, echoing the notion of "pastoralization" (Williamson, 1980). Only at Schools C and E, by the end of 1992, were there approaches which believed that the resource of time for pastoral care could be more effectively and accountably directed.

Constraints upon Funding for Pastoral Care. Funding provided from the Priority Schools Program was only available to Schools A and B. In all five schools, allowances were used at the school's discretion to pay for the time of House and Year Coordinators. Form teachers had no salary component related to their pastoral duties. Funding for specialists in the schools was constrained by cuts in expenditure. The salaries of school Chaplains were paid by local churches with limited resources.

Constraints on Space for Pastoral Care. House Coordinators at Schools A and B worked in cramped offices

with no private area for discussions with students. Form teachers had no private area for similar work. All specialist staff had private working areas. The contrast seems indicative of the importance given at system and school level to the work of specialist "experts" in pastoral care, compared to the worth of the contribution of "non-specialist" teachers (Best, Jarvis, and Ribbins. 1985). The allocations of time, funding, and space for pastoral administrators and specialists represented a substantial investment of school resources, which in the absence of structured evaluation could not easily be accounted for.

Roles of Staff in Pastoral Care Provision

School Coordinators. A potential problem existed when one person at administrative level, for example the Deputy at School E, became the formal link between teachers and specialist staff. Absence or other commitments could sever those linkages and disrupt pastoral care.

House or Year Coordinators. At the outset of this study it seemed that House or Year Coordinators would play a major role in pastoral care, along with administrative and specialist staff. As the study progressed a divergence in the roles of House Coordinators at Schools D and E became apparent. Their removal from direct pastoral involvement with individual students in these schools diminished the importance of the Coordinators' pastoral work.

Specialist Staff. Ministry of Education policies saw specialist staff as the main component of pastoral care in the schools. The lessening of the availability of specialist help had undermined the effectiveness of this provision and no compensatory training programmes for teachers had been put in place. The effectiveness of the role of specialists depended upon their having time to carry out duties, and depended upon the systematic referral of students in need of their help to the appropriate specialist. Neither of those conditions appeared to be in place in the schools in this study, apart from School D, which had instituted formal referral procedures, and which had a small student roll so that individual pastoral problems were limited and identifiable. Specialist concerns about ethical preservation of confidentiality indicated that the lack of teacher training in pastoral care could have adverse effects on case-work, and upon teacher/specialist relationships.

Other School Staff. Contrasting views of the importance of the role of the Form teacher between School Principals and classroom teachers were a feature of the study. Principals saw Form teachers as essential to pastoral care. Six of eight Form teachers saw their role as an unimportant part of teaching duties. Formal delivery of pastoral care depended on the daily contact in Form classes. Administrative tasks which were set for this time made work with individual students difficult. Classroom

delivery of pastoral care during normal teaching was expected to be present, but was unquantifiable, in the view of the Principals.

The rate of staff changes compounded these difficulties, with new teachers having to get to know students, with breakdowns in relationships, and with the collapse of plans that House and Year Coordinators and Form teachers work with one group of students through their years in Secondary school. Added to this, input from new School Principals, each with his or her own philosophical approach to education, and an almost complete lack of evaluation of outcomes, lessened the chances of successful delivery of pastoral care policies and plans.

Figure 10 shows a revised pattern of roles in the planned delivery of pastoral care, which concentrated efforts upon the work of specialists with students in crises. In this revised pattern, the marginalisation of House Coordinators is shown, as pastoral care divided into areas of individual case-work and a more general "activities" programme--with Form teachers expected to provide linkages to each component. In the absence of specialist help, the demands of students in crises were left to be met by the teachers involved in pastoral care. Similarly, in the absence of the main Coordinator the pattern of communication between the two areas of delivery would break down. The suggested lack of enthusiasm of Form teachers for their pastoral role would, in this configuration, negate other aspects of

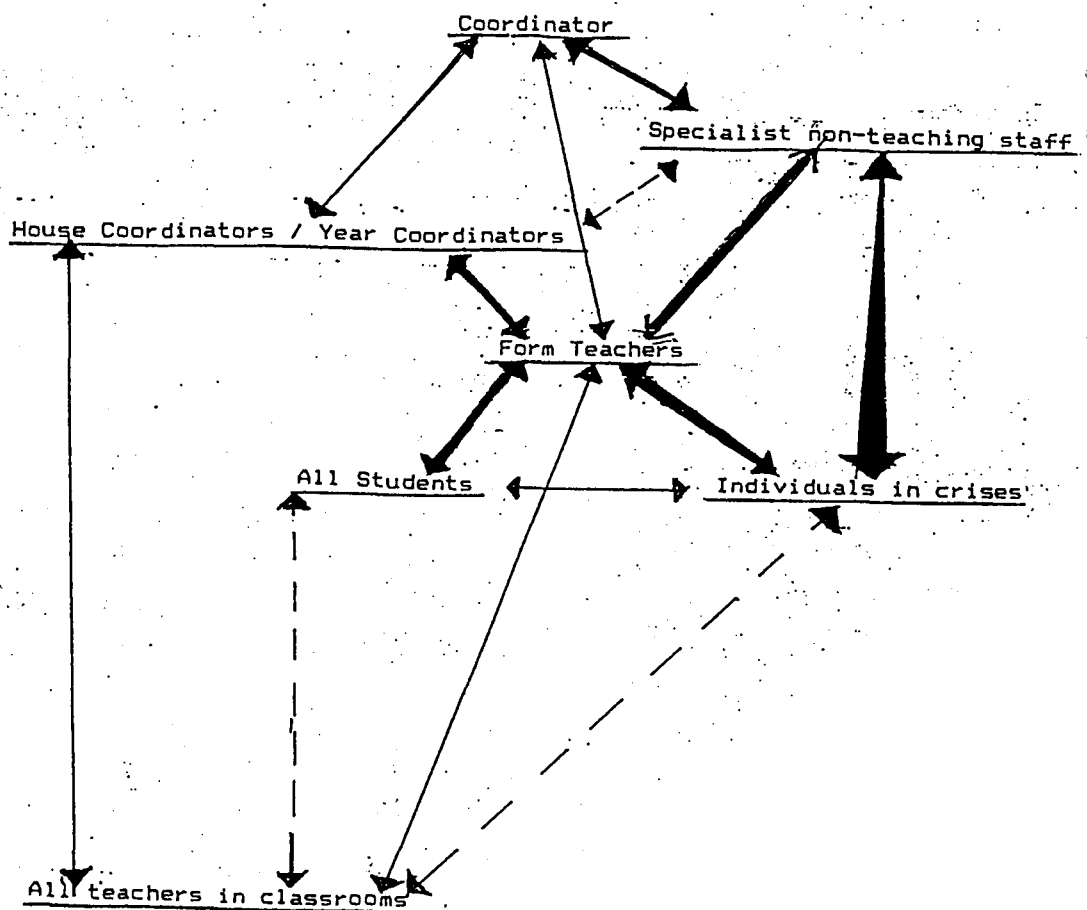


Figure 10. The planned delivery of pastoral care

pastoral care delivery in view of the central importance of the Form teachers' role.

Evaluation Strategies

Individual teachers and specialists invested time and effort in planning and carrying out pastoral roles. An almost total lack of structured evaluation of outcomes in the five schools, however, meant that the resources and

personal effort put into pastoral programmes were unsupported by evidence of effective delivery of the provision. In turn, this lack of proof that programmes were successful or unsuccessful created a planning void, contravened evaluation and accountability requirements in the Better Schools programme (1987) and in its related policy documents (School Development Plans, 1989; School Accountability, 1991). Figure 11 presents a revised view of planning mechanisms in place for pastoral care in the

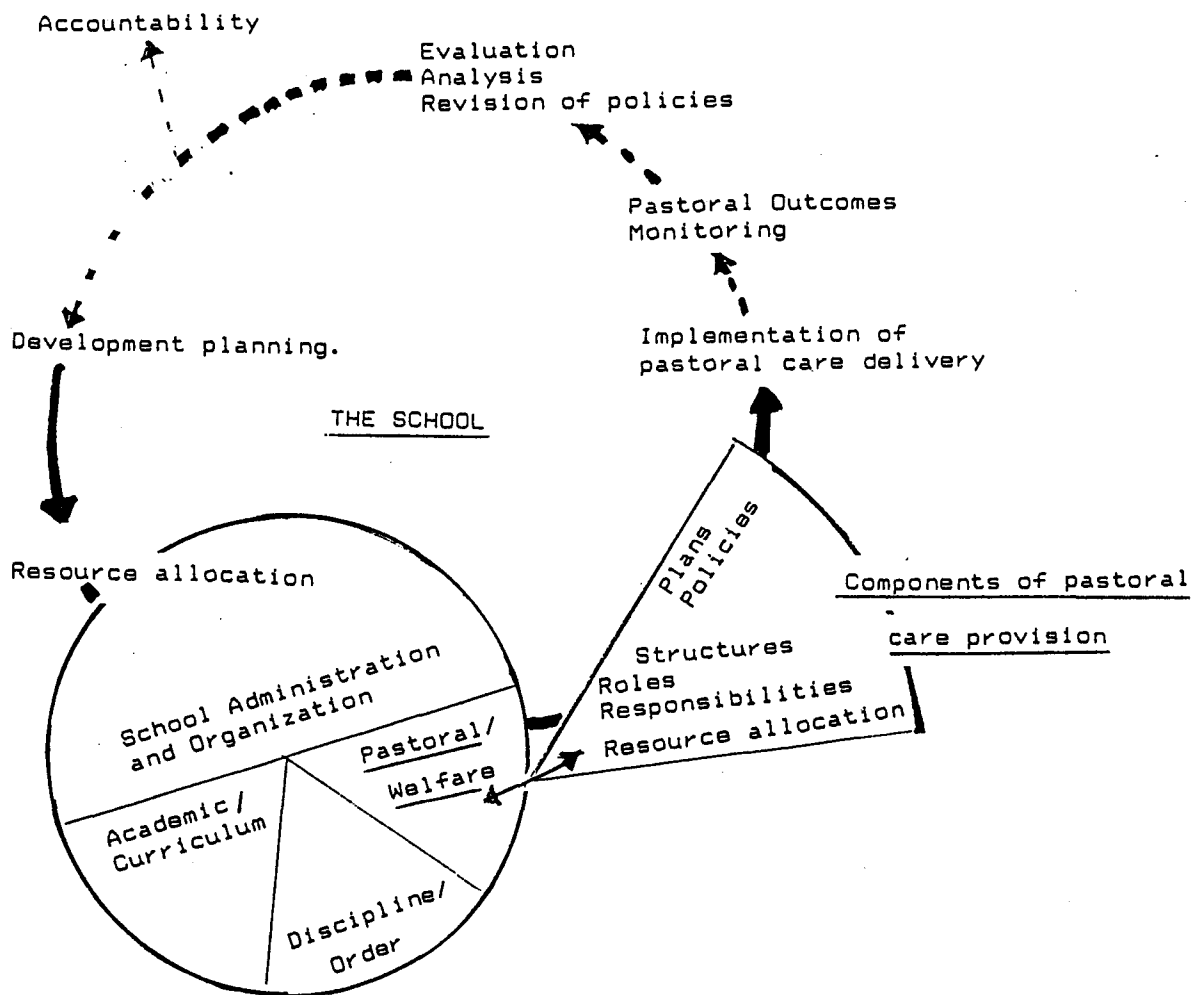


Figure 11. A revised planning cycle for pastoral care

five schools, and shows the breakdown in the planning cycle which was suggested by the findings of the study from the point of pastoral care policies and plans onwards.

A dearth of monitoring of pastoral outcomes and structured evaluation lead to the impossibility of accounting for the resources expended, and to a lack of any basis for future plans. By the end of 1992, there was no certainty that any of the schools could have more than an optimistic belief that the aims which supported the given definitions of pastoral care had been met.

Staff at the administrative and organizational level of pastoral care in the five schools suffered from deficits in training, in access to literature (see Table 17), and from the absence of system interest in and guidelines for the provision. Plans for pastoral care and organizational structures were founded upon bases of past and current local practices which themselves had only anecdotal evidence of successful outcomes.

7.3 The Scenario

The Effects of Changes to Pastoral Care Provision in the Five Schools

Despite the record of changes to pastoral care in the five schools, at present the worst of both worlds seemed to have been brought about by current strategies. Interview data from Principals, Acting Principals, Deputies, Coordinators, specialist staff, and Form teachers in all five schools suggested dissatisfaction with the delivery of

pastoral care. The possible outcomes for students and the stresses engendered in inter-staff relationships appeared in many instances to be harmful, rather than providing supportive help.

Changes to Policies and Plans. There could be no guarantee that, after leaving the Crisis and Re-Entry programme at School A, students would find it possible to conform to expected classroom norms without additional support. Solutions to this problem had to be devised at classroom level and these solutions would involve assessment of the needs of re-integrated students and pastoral care programmes to help them. At present, the resources available to the school precluded such initiatives because of lack of time, lack of additional staff and lack of teacher training in pastoral care. Major expenditure on special programmes might not be cost-effective if support for participants was not forthcoming on their return to normal schooling.

The reduction in specialist help for economic reasons compounded these difficulties at school level. System funding for special projects may promise solutions to particular problems, but to cut expenditure on a major pastoral care policy area at the same time defeats the outcomes of such projects, if follow-up care is made unavailable or sporadic. Instances, such as the dependence of the School Community Police Officer at School B on a sponsor to provide a car so that she could travel between her designated schools, of the Chaplain at School E selling

chocolate to help fund raising towards her salary, and of the Social Worker at School B providing a service for twenty schools illustrated the stresses brought about by a lack of funding for specialist services.

The policy change at School E was positive. A more analytical and informed approach to the pastoral needs of all students in that school was promised for 1993, outcomes of which might provide useful guidelines for other schools.

Changes to Organizational Structures. The influence of the School Principal was shown in organizational changes and in appointments. The rate of relocation of Principals in the five schools, even in the short duration of this study, must have had an unsettling effect on policy making. Benefits from new programmes may take time to become apparent, time during which movement of key personnel could lead to a loss of impetus. Decisions taken to alter pastoral care structures might be rescinded by a new Principal, when plans and programmes were being reviewed.

Changes in School C proposed alterations in the pattern of pastoral care delivery. The concern felt by the Principal and other members of the Welfare Committee led to an entirely different type of tutorial relationship being suggested (and rejected by a majority of teachers). In addition to these proposals, moves to revise existing Form structures were being put forward for 1993 in School A, School C, and School E. Frequency of alterations to structures might in itself be a contributing factor to problems with pastoral care delivery, compounding the

resistance to change which was reported from staff surveys of teachers' attitudes. This resistance seems certain to persist in the light of teacher opposition to current Government proposals for de-centralisation and parental control in schools.

The remaining organizational changes at School D reflected difficulties seen also by specialists in Schools B, and E concerning the handling by teachers of confidential information about individual student problems. The absence of pre-service and little in-service training in pastoral care for all teachers may have contributed to a lack of a common understanding of ethical constraints.

Changes to Roles in Pastoral Care. Five changes which introduced new pastoral care roles took place in 1992. The administrative duties of both the Head of Student Services at School A and the Coordinator of Student Services at School B seemed to hinder their ability to promote pastoral care.

The perception that the role of Attendance Officer at School A was part of pastoral care in that school echoed the assumptions in all five schools that disciplinary structures and pastoral care were inextricably linked. Aspects of control at school and system level appeared to figure more prominently than did aspects of care, as specialists and Coordinators responded to demands for the cure of disruptive classroom behaviour.

The shortage of specialist help at School B had

brought about decisions to appoint the School Community Police Officer and the Chaplain. As with any new appointments, time was required to settle into a school and to form relationships. These difficulties could be expected for all new staff, and with a rate of staff changes of around twenty-five per cent annually, were probable in all of the schools. Plans which optimistically saw teachers, specialists and students working together throughout the student's secondary schooling could hardly be realised given the rate of staff changes.

Effects upon the Delivery of Pastoral Care

Figure 12 shows a revised conceptual framework for the study which illustrates the dearth of system interest in the concept of pastoral care apart from the provision of specialist help. The Figure shows that the pastoral needs of all the school's students did not, as the initial conceptual framework proposed, have priority in pastoral care delivery. Most of the available resources were directed towards case work with students in crisis. The three proposed components of school provision: pastoral care; discipline and order; and the school's academic and curricular concerns, were not shown in data to be equally inter-linked as the initial framework had suggested. The connections between pastoral care and the academic and curricular area in the schools were tenuous at best. The main focus in the case-study schools was upon areas of academic and curricular concerns, with related pressures for disciplinary procedures, which in turn exerted demands

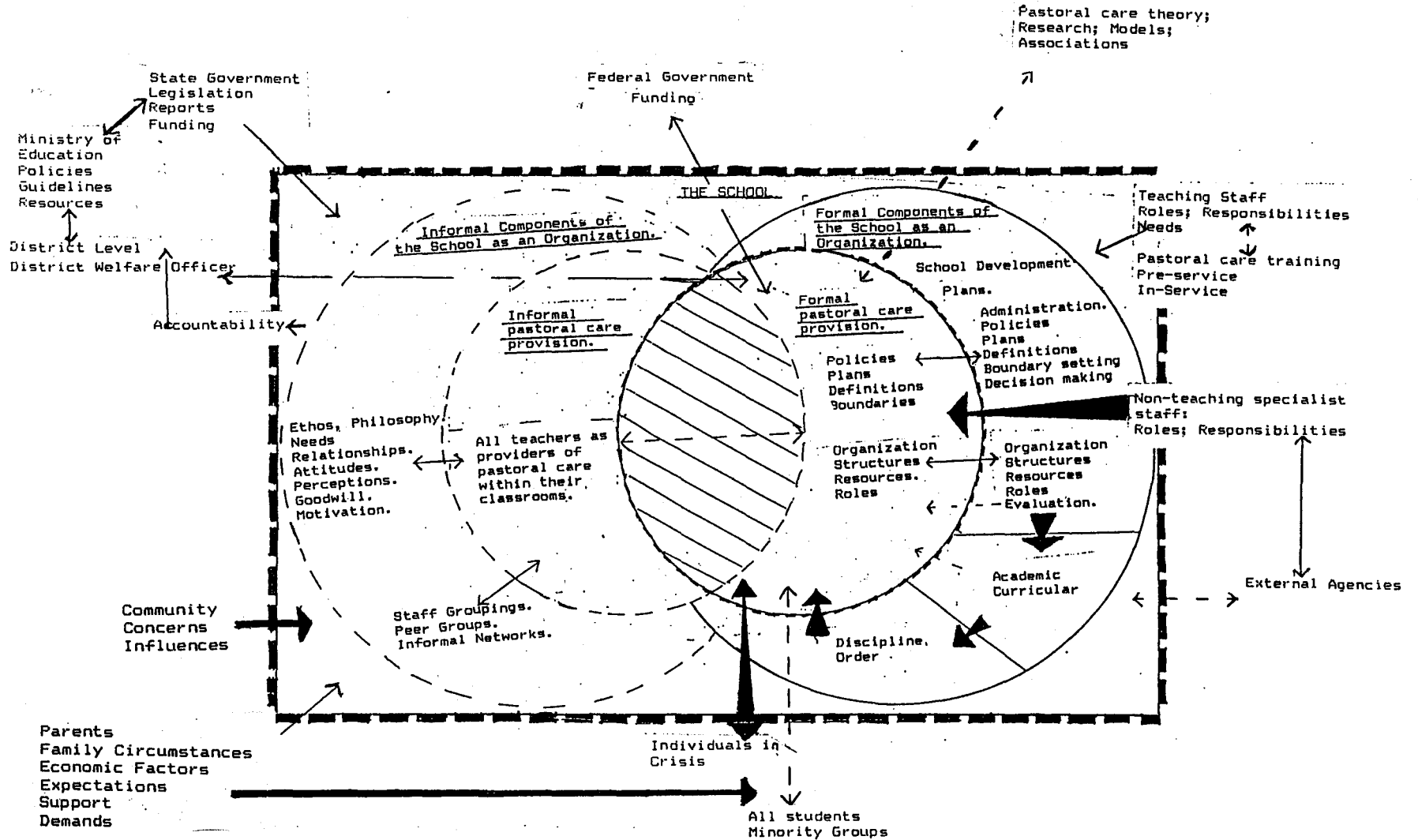


Figure 12. A revised conceptual framework

upon the area of pastoral care.

There was a lack of linkage between the academic and curricular area of school priorities and pastoral care. The linkages through the area of discipline, in the form of demands for conformity with school rules on classroom behaviour, led to referrals of students to specialist help where this was available, or to House Coordinators.

Substantial resource allocations reflected system concerns for student behaviour management; administrative procedures; and specialist help, rather than a more equal pastoral input from all school staff as had been initially envisaged. While this view is taken, training at pre-service and in-service levels for teachers in pastoral care has little chance of being seen as a system priority.

The initial conceptual framework had postulated a planning cycle for pastoral care in which the evaluation of programmes was a vital component. The revised framework showed an almost total lack of evaluation of pastoral outcomes, so that even the targeted delivery to the minority group could not be assured. All those factors must lead to an uncertainty as to what delivery of pastoral care actually took place in the five schools in 1992 and what outcomes were present.

Summary

Chapter Seven has discussed the implications which arise in the provision of pastoral care in the five schools. Chapter Eight draws conclusions from the discussion of findings.

Chapter 8

CONCLUSIONS

Overview

In this chapter the nature and extent of formal pastoral care provision in the five schools is defined. The conclusions from the research are set out.

8.1 The Setting

External contextual factors from the educational system and from community influences were found to influence policies and plans for pastoral care. The extent of this influence varied according to each school's interpretation of system policies, and to the pressures which each community exerted on the school.

System Plans and Policies for Pastoral Care

Funding. Apart from the salary payments for specialists, there was no funding at either Federal and State level which was specifically directed towards pastoral care. A measure of the importance that the schools attached to the need for pastoral care was shown by the fact that, despite competing claims, they chose to use part of the discretionary funding available for pastoral purposes.

State System Plans and Policies. State system policies and plans were found to make scant reference to pastoral care. Recommendations by the Committee of Enquiry (Beazley, 1984) for the inclusion of the concept in schools, and the findings of local research studies dealing

with aspects of pastoral care, largely have been ignored by the Ministry of Education.

Indirect effects of Ministry of Education plans and policies occurred, making evaluation of pastoral programmes mandatory if such programmes were part of the School Development Plan. Ministry decisions which affected the nature of the school's intake could add to pressures on pastoral care demand which were found not to be met with current resources.

Programmes such as Managing Student Behaviour or Crises and Re-Entry were directed towards discipline in schools and towards students who truanted. While such funds were seen in the schools as being related to pastoral care, the emphasis was firmly placed upon control of students. These programmes accounted for resources which otherwise might have been directed to pastoral care efforts which aimed at reducing alienation from school, rather than dealing with its consequences.

Community Influences

Community Setting. Pastoral care demands on resources in four of the schools were found to be intensive and increasing. The increases were attributed to the worsening socio-economic climate and to its effects upon homes in every strata of society in the schools' communities. The small size of School D was believed to have insulated pastoral care services from excessive demands in that school.

Community Concerns. The rising juvenile crime rate had led to community concerns which culminated in the Report of the Select Committee on Youth Affairs (Watkins, 1992). As an outcome of the findings of the Select Committee, the schools anticipated that they would be asked to take full responsibility for any students defined as "at risk"--a responsibility shared till now by the Department of Community Services. The schools believed that they were ill-prepared and under-resourced to meet this contingency.

8.2 The Scene

School Plans and Policies for Pastoral Care

Pastoral Care Concepts in the Schools. A definition referring to a "caring school environment" (Pougher, 1982) had been adopted for use in Western Australian Government schools and was taken into account in all five schools. Mission Statements and definitions of the concept of pastoral care were couched in general terms which alluded to the "welfare of students" and "a caring environment" without any more precise analysis being entered into. A clear lack of system level guidance in policies and plans for pastoral care, coupled to a lack of teacher training in the area, may have accounted for the vagueness in definitions and a reliance upon accepted methods of delivery even when outcomes were unsatisfactory.

Plans and Policies for Pastoral Care. Each school had made proposals which were expected to lead to the delivery of pastoral care to students. Pastoral Care was

part of the priority areas in Development Plans at Schools A, B, and E. All five schools made explicit reference to the concept in policy statements, and had extensive plans for pastoral care delivery, despite the lack of attention the concept received at system level. This lack of attention appeared to be a major factor influencing both the extent of pastoral care provision and any ability to plan cohesive strategies. At all the schools pastoral care was part of the area of Student Services. Boundaries for the provision were fixed by available resources, teacher attitudes, ethical constraints upon specialists, and access to professional help either in the schools or from outside agencies.

Organizational Structures and Resource Allocations

All the schools had extensive structures for the delivery of pastoral care in place, and expended considerable resources upon pastoral staff and programmes.

Pastoral care models. Models for pastoral care structures adopted by the five schools, were found to have as their basis an assumption that by dividing the school into House or Year Units and Form Groups the pastoral needs of the students would be met. No efforts seemed to have been made to ascertain the nature of these needs from the students themselves. Warnings, such as those of Dynan (1980), that such structures ran a risk of failing to deliver the desired outcomes if the nature of student needs had not been established, appeared to be unheeded.

This type of structural failure was also suggested in

literature from England and from Western Australia (Dooley, 1978; Hyde, 1990; Lang and Hyde, 1987; Milner, 1983; Williamson, 1980). The absence of access to literature on pastoral care, shown in all five schools, may have contributed to the unanalytical acceptance of House/Year and Form structures.

House/Year structures. Schools A, B, D, and E had adopted systems of House groups, with four House Groups in each school. An increase in the size of the school did not lead to an increase in the number of House groups in place. Systems of vertical Form groups were allied to House structures, as were horizontal Year groupings.

The reasoning behind such arrangements centred upon expected but unproven benefits from the mixture of older and younger students in vertical groupings, or to the administrative convenience of year cohort groupings. The patterns stood to change if organizational demands required this. Schools A, B, and E were all considering such changes for 1993.

At School C, changes were also possible in 1993, if plans for a revised tutorial system gained acceptance. This pattern of programme revision suggested that better outcomes were being sought, but that planning was again hampered by a lack of information on pastoral care theory and practice. Any positive results from initiatives stood to be fortuitous, in the absence of an informed basis for discussions and decisions. If results were arrived at with no clear insights into the reasons behind outcomes, then

evaluating these results would be doubly difficult.

Linkages to other school areas. The committee structures which were in place in the five schools had seen pastoral care and House responsibilities separated in Schools A, B, D and E. In addition no formal links were in place to allow pastoral and curricular matters to be discussed in one forum. Only at School C, within the Welfare Committee, and at Staff Association level was the possibility of comprehensive oversight of all facets of the school's programme reported. The lack of promotional status of House and Year Coordinators denied them access to meetings of Heads of Department.

Ministry of Education policies, which emphasised the role of specialists and the Managing Student Behaviour programme, were seen by House and Year Coordinators to marginalise pastoral care from other areas of educational provision. The Managing Student Behaviour programme in all five schools was found either to be seen as a part of pastoral care, or to be closely connected through the area of Student Services.

Time allocations. House and Year Coordinators were given time for pastoral duties. A large proportion of this time was spent on administrative matters, such as responsibilities for the Managing Student Behaviour programme, checking on absentees, and enforcing school dress codes. Further time was spent running activity programmes, and meeting times were taken up with the preparation for these activities. The lack of structured

evaluation of outcomes must raise questions as to whether this was an optimum use of the time of these teachers, who were chosen for this role because of their enthusiastic, committed support of the concept of pastoral care and the welfare of students.

Specialist staff. Time for specialist staff to work in each school had been reduced, to the point where the service was seen by teachers as a "farce". There seems little to be gained by the Ministry of Education emphasising a commitment to a psychometric approach to pastoral care, if the resources to provide such a service then are made unavailable to schools. Having specialists in the school for only a part of the week left crises either unresolved, or forced teachers to take whatever action seemed best.

The lack of teacher training in pastoral care, both at pre-service and in-service levels might be understandable if no teacher ever was expected to handle social, emotional, or personal student problems because specialist support was automatically on hand. The findings in this study demonstrated that the actual situation was far removed from this ideal.

Form teachers. These teachers who, at planning level were a vital component in pastoral care delivery, saw their Form students as a group for an average of ten minutes each day. Much of this time was used up in administrative procedures. Occasionally, these students would also form part of normal class teaching schedules, an occurrence

which was seen by teachers to help strengthen their knowledge of the group. Such arrangements were not a part of pastoral care plans, however, and were considered by school administrators to be too difficult to structure into the timetables of all Form teachers.

Funding allocations. The Priority Schools Program provided a valuable source of income for pastoral care at Schools A and B. Special grants, which addressed particular problems such as truancy at School A, did not deal with the problems which might recur in the classroom if teachers lacked pastoral skills, and if specialist help was unavailable because of reductions to that service.

Space allocations. Specialist staff all had access to private areas for their work with students. No such provision was made for House or Year Coordinators, or for Form teachers.

Roles in Pastoral Care

Key personnel in pastoral care were identified by the schools as specialist staff and House and Year Coordinators. Since pastoral care was seen as a part of Student Services, the school Deputy Principal with responsibility for this area also had a key role which could influence planning and programmes.

House and Year Coordinators. House and Year Coordinators undertook extra responsibilities in the schools. There were few material advantages to encourage this, so the role depended upon the commitment of teachers to the concept of pastoral care for students. Differences

in approach to the role of House Coordinator were apparent, as each school set its own parameters in the absence of guidance from the Ministry of Education. The House and Year Coordinators lacked status to promote pastoral care at school decision making level.

Specialist Staff. Ministry of Education policies for pastoral care were focused upon the provision of specialists. Apart from the difficulties brought about by time and funding constraints, stresses were introduced into staff relationships by a lack of a shared understanding of the ethics of pastoral case-work between specialists and teachers.

Referrals to outside agencies were constrained by the case load of these agencies. Four of the five schools reported increased demands for pastoral care, at a time of specialist shortages and agency cut-backs.

Other School staff. All structures for the formal delivery of pastoral care in the schools rested upon the role of the Form teacher working daily with a group of students. Form class time had been taken over by administrative matters. Findings of the study showed that the attitudes of some Form teachers were blamed for pastoral care failures. The majority of Form teachers who participated in the study believed that their role was administrative and professionally unimportant. The structures which were based upon the Form teacher's knowledge of, and relationship with his or her group of students, stood to fail if this connection was not in

place.

Evaluation of Pastoral Care and Accountability for Outcomes

The study showed an almost total lack of structured monitoring and evaluation of pastoral care, despite the inclusion of the concept in School Development Plans. Because of this, the infra-structure of pastoral resource expenditure could not be accounted for and the success of outcomes could not be measured. Only at School E was there any indication of plans to remedy this deficit in 1993.

8.3 The Scenario

Changes to Pastoral Care in the Five Schools

An ongoing process of change in pastoral care programmes influenced the delivery of the concept. The rate of change and a lack of guidance for policies and plans could be seen as de-stabilising, within school organizations which were already coping with new imperatives for devolution of decision making introduced at system level.

Policies and Plans. Changes which were reported arose either from State initiatives to respond to truancy or from dissatisfaction with present pastoral structures.

All proposed policy changes were subject to their acceptance, either by a new State Government, or by incoming Principals and staff, and might not materialise.

The advent of avenues of information on pastoral care such as the Association for Pastoral Care in Education, now linked to the National Association for Pastoral Care in the

United Kingdom, could lead to a more informed approach to remedies for pastoral dysfunctions. In this study, however, only two out of twelve House Coordinators claimed membership of the Association.

Changes to Organizational Structures. Changes introduced in this area arose from disquiet over the lack of delivery of pastoral care to the majority of students who were not manifesting symptoms of major behavioural problems. The uneven delivery at the level of Form classes was seen as a basis for difficulties.

Changes to roles in pastoral care. The importance of pastoral care delivery to school policies and plans was evidenced in the appointment of teachers and specialists in new roles. The rate of change to teaching and specialist staff in all schools except School D, and to alterations to plans and policies which might follow staff movement, led to instability when projects were set in place, then altered or abandoned as their initiators left the schools.

The Delivery of Pastoral Care

While policies and plans for pastoral care were explicit in all five schools, a lack of evaluation made proof of delivery impossible in all cases except the Peer Group Support Scheme at School A. Findings in the study suggested that Form classes did not play their expected role in delivery, a role which was crucial if House and Year structures were to succeed. There were clear deficits in the training of teachers to carry out pastoral duties and in the ethics of case-work. This lack of ethical

awareness caused dysfunctions in the relationships between teachers and specialist staff. Time for specialist staff in the schools had been reduced which diminished the effectiveness of delivery at this level.

Pastoral care had been marginalised by Ministry of Education policies and school organizational structures to the periphery of educational services. For those working as House or Year Coordinators the role was demanding and time-consuming, and without material reward. Teachers engaged in these tasks appeared to be committed and enthusiastic despite the demands made upon them. A minority of the Form teachers who participated in the study showed similar commitment, with the majority seeing their role as administrative rather than pastoral. A lack of system interest in, and support for, the concept may have accounted for the lack of importance attributed to pastoral roles of teachers in the schools, in comparison with their subject teaching responsibilities.

Summary

The research showed that the nature and extent of pastoral care provision in the five schools was affected by system indifference to the concept. The absence of training programmes for teachers in pastoral care, coupled with little interest in, or access to, literature which dealt with the concept, could arise from this basic indifference at system level. Increased demands for pastoral care at a time of decreased specialist provision, constraints upon available resources of time, space and

training for teachers, to help them meet the demands of student needs, contributed to problems being experienced in the five schools.

There was no evidence of needs being assessed from the students' standpoint when pastoral care policies and plans were decided upon. Evaluation was almost non-existent, so that accountability could not be assured.

The commitment and hard work of House and Year Coordinators was unrecognized by promotional status. The lack of system support for these roles and lack of guidance in pastoral strategies may have reinforced perceptions by teachers that pastoral care was an unimportant facet of the educational programmes of the schools. In turn these perceptions could lead to dysfunctions at Form class level, which threatened planned pastoral structures.

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CASE STUDIES OF THE FIVE PARTICIPANT SCHOOLS

School A

The Setting

System Influences

Funding. School A was in receipt of Priority Schools Program funding from Federal sources, a total of approximately \$8,000 of which was used in the Peer Group Support programme. The school had also received from the State a special grant from the Youth Strategies Commission to fund the salary of an Attendance Officer, and was expecting to receive funding of \$80,000 for a Crises and Re-Entry Centre in 1993 to re-integrate habitual truants into the school system.

Effects of State policies. No special allowance was made in staffing to improve the staff/student ratio in view of the difficulties brought about by the school's socio-economic setting. In 1992 School A had seventy six staff members and a roll of 940 students.

Community setting. The low socio-economic setting of the school was blamed in the School Development Plan for the social and disciplinary problems of students. These were believed to be caused by transience, poverty, family breakdown and unemployment.

Community concerns. The school had been involved in giving evidence to the Committee on Youth Affairs (Watkins, 1992). A truancy rate of 16 per cent was reported.

The Scene

Pastoral care concepts used in School A

Definition of pastoral care. Asked in 1991 to define pastoral care the Acting Principal responded that "Pastoral care involves firstly all staff. The concept is positive and involves classroom relationships."

School policies and plans

Plans for pastoral care. School A had formulated a School Development Plan in line with the provisions in the Better Schools programme (1987). The School Development Plan listed five priority areas. Pastoral care was listed in 1992 as the fourth in four areas targeted for School Improvement. Pastoral Care Aims and Policies included: "The provision of a caring environment which offered a sense of security and of belonging; which valued each student regardless of gender, ethnic origin, socio-economic status; which encouraged personal fulfilment and allowed freedom to study without distraction or disruption."

School policies. The school operated a "Managing Student Behaviour" programme and noted that disruptive students referred to that programme often responded by truancing, so that the process became a vicious circle. Truants being returned to school required individual attention to allow them to catch up with study units. The problem of providing such individual attention was seen by the school as being a major demand which often went unmet because of scarce staff resources. This in turn was seen as leading to dissatisfaction on the part of students and as

causing disruptive behaviour in classes.

At School A a Peer Group Support scheme had operated for two years. This initiative was seen as the main form of positive pastoral care in the school. The scheme was run by the school Social Worker, assisted by one teacher.

Boundaries for pastoral care. Boundaries were set by the availability of resources. The bottom 10 per cent of students all but exhausted the school's pastoral resources according to the Head of Student Services.

Organizational structures

School A operated a House system with four Houses and with a Vertical structure of Form classes. Crisis support was provided by specialists in the Student Services team. One of the School Deputies had responsibility for overseeing pastoral care provision. A Head of Student Services had been appointed and 0.2 of his time was given over to coordinating pastoral care provision. He was responsible for the revitalised House system in 1992. The major pastoral care forums in 1992 were the House Committee and the Student Services Committee. The first was comprised of the Head of Student Services and the House Leaders, while the second was made up of specialists at the school, with the Head of Student Services. The Head of Student Services was also involved in the Managing Student Behaviour programme at School A.

Resources for pastoral care

Time allocations. Time for pastoral duties was allocated to the Head of Student Services and the four

House Leaders. Form teachers had no special allocation of time for pastoral duties. The Peer Group Support programme was run by the School Social Worker along with one staff member, whose time allocation was set at 0.2 of her teaching programme. Apart from interview data from the Social Worker and the Attendance Officer, no further information was available on specialist resources at School A (see Difficulties Encountered in the Study).

Funding. Programmes which were funded mainly from resources allocated through the Priority Schools Program, for example the Peer Group Support scheme, had to have this allocation re-affirmed through an annual staff vote on priorities. This had led to the development of evaluation strategies for the programme which could be used to support the case for a continuation of funding. A special funding grant had been awarded to the school to allow the appointment of a full-time Attendance Officer. Half of the School Community Police Officer's salary was met by the Ministry of Education and half by the Police Force. The House Centre had been allocated the services of one secretary. The Crises and Re-Entry Programme was scheduled to attract \$80,000 funding in 1993, with \$100,000 in subsequent years.

Space allocation for pastoral care. The House Centre, including one private office for the Head of Student Services: Specialist offices.

Roles in Pastoral Care

At School A, the Head of Student Services was

responsible for coordinating the House system, chairing the meetings of House Coordinators, collating House points, supervising the Managing Student Behaviour programme, along with other administrative duties. Each House Coordinator took charge of one House, planned House activities and inter-House competitions, coordinated student House representatives and liaised with Form teachers.

Specialist staff were engaged in dealing with student crises, counselling, health care, truancy control, improving student/police relationships. Form teachers took charge of one vertical grouping of students, liaised with their House Coordinator, and assisted with House Activities.

Peer Group Support staff trained Year 10 volunteers to act as Group Leaders in Year 11, and planned the programme of activities for the Year 8 groups.

Evaluation of Pastoral Care in School A

Performance indicators set for the area of Pastoral Care in the School Development Plan:

Students overcome educational disadvantage arising from: 1. Ethnicity. 2. Physical, intellectual, emotional deprivation. 3. Low socio-economic status. 4. Gender.

The Peer Group Support programme had structured evaluation in place in the third term of each year. This evaluation took the form of questionnaires issued to participating students, with suggestions being included in the following year's programme. No other evidence of evaluation of pastoral care was found in the course of data collection in 1992.

The Scenario

Changes to pastoral care provision in School A in 1992

At School A pastoral strategies which responded to student crises had been the norm over past years, due to the multiple problems which the students faced in connection with the community setting of the school.

Two out of four changes which were examined in 1992 concerned the creation of new staff roles in pastoral care. Of the remaining two changes, one strategy reflected a decision to re-vitalise the House System. The other involved the planned setting-up, in 1993, of a Crises and Re-Entry Centre.

In 1992 a new staff member with experience in working in pastoral care systems in other schools was appointed Head of Student Services at School A. With the support of the principal, he intended to introduce a revised and strengthened House system modelled on those in schools where he had previously worked.

The appointment of the Attendance Officer was regarded in School A as a pastoral care strategy. The role of the Attendance Officer was to check truancy figures and to follow those up with individual students.

In conjunction with this, and as an outcome of the findings of the Committee on Youth Affairs (Watkins, 1992), the school expected to receive funding to set up a Centre in 1993 through which habitual truants would be given the opportunity to rejoin the normal school system (the C.A.R.E. project). Planning for this centre was under way in 1992.

The changes which had been put in place in School A, in three of the four instances, reflected administrative responses to the problems which the school organization had in dealing with the crises situations which faced many of the school's students. The attempt by the School Administration and the Head of Student Services to re-vitalise the House system was hampered by the high levels of pastoral care demands which the school experienced.

The Delivery of Pastoral Care at School A

In 1992 delivery of pastoral care at School A was planned with the House system and the Peer Group Support programme being seen as the major proactive strategies. The House initiatives meant that House Leaders met with the Head of Student Services on a weekly basis. House activities took place at lunchtime and were intended to be fun with House points to be scored by students and small prizes to be won (chocolate Freddo frogs).

Pastoral care was, however, delivered mainly through reactive strategies in response to crises. This form of delivery occupied a the bulk of time available. Ideally all staff would deliver pastoral care in their classrooms, but this delivery is seen as patchy depending upon the personalities involved. No data regarding the role of Form teachers in School A was forthcoming, as responses to written questions were not returned by the end of 1992.

Neither was observation of meetings of the Student Services Committee possible because of the sensitive nature of proceedings.

School B

The Setting

System Plans and Policies

Funding. School B had access to funding from Federal Sources through the Priority Schools Program. Part of this allocation was used in the Empowering Students Programme. There was no special State funding available to School B for pastoral care. The salary of the School Chaplain was met by local churches.

Community Setting. School B had a mixed socio-economic setting. One particular area had very low socio-economic status, and students from there had multiple problems. One quarter of the school's students came from country areas and lived as boarders at a nearby hostel. School B had a roll in 1992 of around one thousand, one hundred and eighty students.

The Scene

Pastoral Care Concepts Adopted at School B

Definitions of pastoral care. Pastoral care was defined by the Acting Principal at School B as "Caring for the general well-being of students. This includes emotional, physical, and social aspects. At the same time it involves setting limits on unacceptable behaviour to teach self-discipline."

School B Policies and Plans

School B had formulated a School Development Plan in response to the requirements of the Better Schools programme (1987) with five priority areas. Priorities for 1992 were listed as: 1. Curriculum; 2. Empowering Students, 3. Staff Development, 4. Community Participation, 5. Facilities, Health and Safety. (School B Development Plan, 1992). Pastoral care was subsumed under the area of Empowering Students. This area had as its goal " Students to take responsibility for their directions educationally and socially at School B." (School B Development Plan 1992).

The adoption of the Empowering Students strategy and an emphasis upon the benefits of positive thinking had led to the goals which were set for the pastoral area of the school resource allocation. The school had decided to promote academic excellence as its major curriculum priority. The Empowering Students programme was introduced on the initiative of the School Principal in 1992, from an idea in American educational literature.

Boundaries Set for the Provision of Pastoral Care in School B

Staff, such as the School Psychologist, the School Social Worker, the School Community Police Officer, the Chaplain, and the Nurse had ethical and organizational boundaries which defined their remits.

Organizational Structures for Pastoral Care at School B

The Deputy Principal in charge of Student Services was line manager for pastoral care provision and the full-time

Coordinator of Student Services reported to him. The school had four Houses, each with a House Leader (the Coordinator of Student Services acted as House leader for one House, leaving three other teachers in charge of the remaining three Houses). The House Coordinators arranged all the activities of the House Group, and assisted in the monitoring and coordination of the Managing Student Behaviour programme. Each House was divided into vertical Form groups.

Resource allocation for pastoral care in School B.

Time allocations. The post of Coordinator of Student Services was a full-time non-teaching appointment, initially for two years, but with the option to carry on for a third year. To allow a non-teaching post to be created, the allocation of time to the other three House Coordinators was reduced. The School Psychologist spent two days each week in the school, the School Nurse's post was a full-time one, and the Social Worker spent one day each week in the school. The Chaplain was to work in the School for three days each week and the School Community Police Officer had two and a half days each week scheduled for her role.

Funding for Pastoral Care at School B

Actual sums allocated from the school budget were not available, though the Acting Principal suggested that around 11 per cent of the school's funds were spent in the area of pastoral care. The Empowering Students programme attracted eleven and a half thousand dollars of Priority

Schools Program funding. Almost fifteen thousand dollars from the same source was contributed to the salary of the Coordinator of Student Services. The Chaplain's salary was met by local churches.

Space allocated for pastoral care. The House Centre was located in what had been the caretaker's cottage. The Coordinator of Student Services and three House Coordinators shared one small room in this centre. The Social Worker, the School Psychologist, the School Community Police Officer and the Community Liaison Officer had individual offices in the building.

Roles in Pastoral Care in School B

Coordinator of Student Services. Coordinated the activities of Student Services personnel; supported the provision of pastoral care to students; supervised the Empowering Students Priority Area; promoted the House/Form structures within the school; acted as House Leader to one House group. (Job Description, Coordinator of Student Services, 1992)

House Coordinator. Coordinate the activities of one House group; supported the provision of pastoral care to students; assisted with the implementation of the Empowering Students Priority Area projects; facilitated communication in the House/Form structures. (Job description, House Leader, 1992)

Form Teacher. Takes responsibility for one vertical Form group within a particular House. Assists House Leaders with House activities.

Social Worker. The School Social Worker is employed by the Ministry of Education and is a public servant. The main focus of the service is to assist schools to deal with the students social, emotional and behavioural problems, the causes of which are considered to be predominantly outside the classroom or school. (Job Description, School Worker, 1992)

School Community Police Officer. The main objective of the School Community Police Programme is to further the concept of community policing into schools, and by doing so, improve the attitude of students to police and the law. (Job description, School Community Police Officer, 1992)

Chaplain. The Chaplain is in the school in a counselling role rather than representing any particular religious denomination.

School Nurse. Health care throughout the school. Health counselling.

School Psychologist. Deals with social and behavioural problems of individual students within the school. Counselling on behaviour modification skills.

Evaluation of pastoral care in School B

Performance indicators, set in the School Development Plan for the area, were expected to form the basis for an evaluation of the Empowering Students Programme which was to be carried out by the Coordinator of Student Services at the end of 1992, with the results being presented to the School Council.

The Scenario

Changes to Pastoral Care Provision at School B

Interviews with the Acting Principal of School B in 1992, and the Deputy Principal whose responsibility pastoral care became when roles changed with the Principal's retirement in February 1992, indicated that, in 1992, administrative views of pastoral care provision differed from formal school plans.

These differences were not so much of form as of emphasis. Where the School Principal in 1991 had considered the Coordinator of Student Services to be the "key" to pastoral care provision, the Acting Principal nominated four sets of "key personnel", starting with the Principal and Deputies, moving through classroom teachers, to the specialist support staff, and finally to House Coordinators.

The appointment of a full-time administrative Coordinator of Student Services had been made by the Principal in 1991, to take effect from the beginning of 1992. The incumbent would work from the House Centre and would be linked into the Maze Administrative Computing System. The line-manager for the post would be a nominated Deputy Principal. Duties associated with the position included supervising the Managing Student Behaviour programme in liaison with the school's Heads of Department. With the retiral of the Principal the role of Coordinator of Student Services seemed to move from promoting student empowerment to acting as an assistant to the school Deputies.

At the beginning of 1992, School B acquired the services of a School Community Police Officer who also worked from the school's House centre. The appointment process meant that the school had applied to have a police officer allocated to it, and had satisfied the criteria for such an appointment to be made. A joint Police and Ministry of Education committee had agreed to the appointment. The School Based Police Officer was seen as a member of the Student Services team but was responsible to her superiors in the police force. The role was seen as one of relationship building and had no law enforcement facets except in exceptional circumstances within the school.

During the course of the year the school also appointed a Chaplain as a member of the Student Services team. The appointee was already commissioned as Chaplain to the Boarding Hostel which housed almost a quarter of School B's student population. The Chaplain was appointed by local Church groups and the Churches Commission for Education, in consultation with the Ministry of Education. He was responsible to the church groups which had appointed him.

The Delivery of Pastoral Care in School B

The House Coordinators at School B had been appointed by the Principal. All were young and had an average seven years teaching experience. As part of their role, in February 1992, the House Coordinators had had 48 student contacts through the M.S.B. programme, 20 Staff contacts

and 21 parent contacts. They had counselled 37 students and issued 17 progress reports. A quiz competition had been held, along with a staff/ student softball match. The school had founded a "club" which gave recognition to all those gaining T.E.E. scores in excess of 400, a Valentine's day promotion had been organized and the Year 11 orientation day had been held. (Student Services Update, School B, Feb. 1992)

In School B the main thrust of formal pastoral care delivery took place through the activities of the Coordinator of Student Services and the House Coordinators. The Vertical form structure was put in place two years ago when the school made decisions regarding the flexibility of academic courses. This flexibility allowed students who were performing either above or below the norm for their age group to be taught in classes with students older or younger than themselves. When this strategy was implemented Year form groups were abandoned and Vertical form groups introduced. Year coordinators were no longer used and the emphasis was placed on delivery through the House System.

Specialist staff had no structured meetings with the Coordinator of Student Services or House Coordinators and, in 1992, operated an informal system of liaison with him and with their fellow specialists in the school. This situation has arisen through time constraints in the role of the Coordinator of Student Services and was seen in interviews with specialist staff at School B as a

limitation upon the effectiveness of their role.

The resources available to the school in some areas had decreased. For example, the school Social Worker two years ago served only School B and four of the feeder primaries. In 1992 she was based in two Senior High Schools (School B being one) and also had to service six feeder schools with thirteen other schools as clients on an 'on-call' basis. Any crisis in one of these schools would take her away from School B even when she was expected to be there and made scheduling of activities very difficult.

The School Police Officer, the Guidance Officer and the Chaplain were newcomers to School B in 1992, as were approximately twenty five per cent of the staff. The time taken to establish relationships with fellow staff members and with students might be expected to affect pastoral care delivery in the school. The School Police Officer noted in interview that, for the first part of the year, she did not have the same rapport with students that had existed in an earlier school after a period of time. There were still areas of the school where contact with students was difficult.

The House Centre. At School B the concept of a House Centre as a base for pastoral activities was a lynch-pin in the Empowering Students programme. The Centre was small and cramped. The object of the establishment of a House Centre was to have an area where students would find someone to deal with their problems at all times. However, the Coordinator was often called to meetings in the new

Administrative wing of the school. The House Coordinators were restricted in the time they could spend in the centre by their own departmental and teaching commitments. As a result of these constraints the House Centre office was not always manned, and although other staff might be in the building, the problems which presented themselves might not fall within their remit. Information provided as part of the internal audit of this case-study stated that the plans for an extended House Centre were in place, and expectations were that more specialist time would become available to the school in 1993.

School C

The Setting

Effects of System Policies and Plans

No special funding for pastoral care was provided to School C. The School had formulated a School Development Plan in response to Ministry of Education Policy and Guidelines (1989).

Community Effects

School C was set in bushland surroundings in an upper socio-economic area. The parents and students represented, in the words of one teacher, " a no-threat clientele". In 1992, however, the effects of economic recession were seen by the Student Welfare Committee to be taking a toll upon the stability and prosperity of the schools' families. Both parents in many families worked to support the affluent lifestyles enjoyed in the area, some having more than one job. The spectre of unemployment had become

reality for a proportion of these parents, with devastating effects on the security of homes and the stability of families. Student threats of self-harm were increasing, as were incidences of the use of drugs and alcohol, and of students leaving home.

The Scene

School Administrative Policies and Plans for Pastoral Care

At School C, Development Plan priorities concentrated upon "Post Compulsory Schooling", with no mention of pastoral care. Pastoral care programmes were, however, prominently featured in the school's introductory leaflets. The school had an established Peer Group Support programme.

Boundaries for Pastoral Care

The school had access to the services of a Nurse and, for three days each week, a School Psychologist. Social Work assistance was given where possible by the local Department of Community Services. The Acting Principal was concerned that the school be seen as an educational establishment rather than a social service.

Organizational structures for pastoral care

Year Coordinators and Year based Form classes. School C had based its organizational structures for pastoral care on a system of five Year Coordinators working with Form classes at each Year level. In theory, the Coordinator and Form teachers would move up the school with their Year cohort. In practice, staff changes made this outcome rare.

At School C major planning decisions were taken by the

Staff Association. All five Year Coordinators, along with the Acting Principal, one Deputy, and specialist staff formed the Welfare Committee. This was a sub-committee of the main Staff Association, so that proposals from the Welfare Committee were taken to the Staff Association for ratification.

Resources for Pastoral Care

Time allocations. In 1992 the time available for Form classes at School C had been reduced. One Year Coordinator considered that this was a result of a change to computerised time-tabling. The Deputy responsible for timetables contested this, and attributed the reduction to staff resistance to Form class duties. Where twenty minutes had been allocated each day for Form class time in previous years, in 1992 ten minutes was allocated on three days, with the twenty minute block remaining on the other two days.

Funding. School C had no access to special funding such as the Priority Schools Program. Each Year Coordinator had a Special Responsibility Allowance which the school had allocated for pastoral care.

Space. The Year Coordinators at School C worked from two Year Centres. The first was situated in the Lower School block and served Years 8,9, and 10 students, so three Coordinators shared this area. The second was placed

near the Senior Common Room and was used by the Year 11 and 12 Coordinators. A drawback to this arrangement was that a communication gap might exist between Upper and Lower School Year Coordinators, since they did not share a common centre. Specialist staff at School C had their own offices.

Roles

One of the Deputies at School C was responsible for coordinating Student Services, of which pastoral care was seen as a component.

Year Coordinators. The Year Coordinators were "specially selected for their skills in managing people" (Principal, School C, 1992). The success of the Year system depended upon this selection and the enthusiasm and drive of the Coordinators. Each Year Coordinator took responsibility for one Year cohort of students. Their responsibilities varied depending upon the stage their students were at in the school. For example, the Year 6 Coordinator took planning responsibility for the transition of students from primary to secondary school. All were members of the school's Welfare Committee. The Coordinators' role had no disciplinary component, although they might counsel students who were experiencing disciplinary problems. Each Coordinator liaised with the Form teachers who worked with his or her Year Group.

Specialist staff. Both the School Psychologist and the School Nurse worked in the school for only part of the week. This arrangement caused concerns to teaching staff

who had to deal with crises in the absence of specialist help. Issues were arising which the school had no mechanisms to deal with. The issues involved use of drugs, sexual behaviour of students, family breakdown and teenage unemployment prospects. A concern was expressed that many of the students were depressed and threats of suicide were not unknown. For social work support the school relied upon the local Department of Community Services, but the consensus was that this department's resources were strained and little help was forthcoming from this source.

A further issue was becoming more evident at School C. The school accepted students from areas outside the school catchment. When these students arrived at the beginning of Year 8 they lacked the preparation for transition to the school which pupils at the feeder Primaries obtained through the work of the Year 8 Coordinator. One facet of pastoral provision therefore was missing for these students. A more serious problem arose when senior students from other schools sought admission to School C to complete their schooling or to repeat Year 12 in an effort to better their T.E.E. scores. These changes seemed to occur as a result of parent or student dissatisfaction with the previous school. The students, however, had experienced difficulties and School C, in accepting them, had to make academic and pastoral resource allowance to remedy these problems. The question arose as to whether the school could continue to provide for these students at what might be the expense of students who had attended the school for years.

Form Teachers. The role of the Form teacher was seen as crucial to the delivery of pastoral care at School C. Concern was expressed by the Acting Principal, the Deputy, and the Year Coordinators, that for some teachers there was little interest in a pastoral role. Forty members of the teaching staff acted as Form teachers, so a lack of enthusiasm at this level could lead to a deficit in delivery. The Welfare Committee were exploring options to circumvent this problem. Solutions proposed had, by the end of data collection, been rejected by the main Staff Association.

Evaluation of Pastoral Care

Evaluation of pastoral care delivery was considered to be extremely difficult, if not impossible, at School C. The Acting Principal believed that the ethos of the school demonstrated a caring atmosphere. The Deputy was of the opinion that the performance indicators set for priority areas in the School Development Plan would enable pastoral care to be evaluated. The only formal evaluation which was shown was a questionnaire relating to staff reactions to the Year 8 transition camp.

The Scenario

Changes to Pastoral Care Provision

The major changes reported at School C in 1992 reflected concerns with the delivery of pastoral care. The reluctance of a percentage of teachers to become involved in the pastoral care of their Form group had led to deficits in this area. In the view of the Deputy, this

reluctance was a contributing factor in the decision to lessen Form time.

The Welfare Committee submitted proposals for changed Form structures to the school Staff Association. These suggested that teachers volunteer to act as tutors to groups of students believed to need this extra support. Staff who did not want to undertake this role would carry out other duties to free the tutors for this work. Form class time would become purely administrative.

A majority of the Staff Association either opposed these changes or abstained from voting on them. The Welfare Committee, by the end of data collection, were revising their strategy to make it more acceptable.

School D

The Setting

The Effects of System Policies

School D did not have access to Priority Schools Program funding. At the time of this study the School Development Plan for School D was incomplete.

Community effects

School D was set in an upper socio-economic community. The district had been developed in the recent past from what had been originally a lower socio-economic setting. The changes in housing had led to a fall in the school's roll, which in 1992 stood at 610 students. Of these, 140 had joined the school in Year 11 in the Intensive Language Course--students from overseas who had little or no command of English.

The Scene

Pastoral care concepts adopted at School D

The definition offered by the Principal at School D stated that pastoral care required "An awareness of the needs of our students and our ability to have structures in place to respond appropriately to these."

The Pastoral Care policy was defined as:

an attempt to personalise the school experience for students and staff.
providing greater scope for the personal and social development of students.
an attempt to reduce the degree of alienation experienced in the school situation.
providing a positive support system for the varying needs of all students and staff.
(Managing Student Behaviour: A Whole School Approach. School D policy document, 1991, p,16)

School Administrative Policies and Plans for Pastoral Care

While the School Development Plan was incomplete, School D had published detailed plans for the area of Student Services. Part of these plans related to the school's pastoral care programme. Pastoral care operated "under the umbrella of Student Services" and aimed "to identify students at risk emotionally, socially and/or academically." The Student Services area aimed "to provide students and parents with support and assistance in a variety of areas. In particular, it seeks to enable students to achieve their full potential by offering a caring environment." Other Student Services Programmes

were listed as " the house system, managing student behaviour, health education, camps, extra - curricular activities." (Student Services Pastoral Care Policy, School D, 1992).

Boundaries for pastoral care in School D

The school's boundary setting for pastoral care was governed by available resources and expertise. Students whose needs could not be met by the school were referred to external agencies for help.

Organizational Structures for Pastoral Care

School D had adopted a House system with Year Form groups. In theory one teacher would continue to work with the same form group as they travelled up the school. This outcome would, of course, only be achieved if the staff member stayed at the school. Initially students were placed in Form classes by a system of random distribution, including the students in the Intensive Language Course. There was a ten minute House period each morning.

There were four elected House Coordinators in charge of House activities. The House System at School D was seen as "the structure through which the principles of the Pastoral Care Policy be implemented" (Student Services policy leaflet). School D had as one of its major staff committees a Pastoral Care Committee. Members included the Principal, one Deputy, the Guidance Officer, the School Nurse, representatives of staff, of the House Coordinators and of the Intensive Language Course staff.

This Committee was closely involved with the Managing Student Behaviour programme in School D, a programme which was seen in this school as part of pastoral care provision. A sub-committee dealt with sensitive pastoral issues.

Resources for Pastoral Care at School D

Time allocations. At School D the House Coordinators time was not included in pastoral resources. Form classes took up ten minutes each morning. Every week, one forty minute period was given over to House activities. A Pastoral Care Committee met each week for thirty minutes. The time of specialist staff was taken as being used in pastoral care.

Funding for pastoral care. School D had no access to special funding. The salaries of specialist staff accounted for the bulk of spending on pastoral care at School D.

Space allocation. The contract room in the Managing Student Behaviour programme was counted as part of pastoral provision. Specialist staff had individual offices.

Roles in Pastoral Care

Specialist Staff. The school had the services of a School Nurse and a School Psychologist (referred to as the Guidance Officer). Pastoral care took the form of work with individual students in crises. Cases were reviewed weekly--either in the main Pastoral Care Committee, or in a sub-committee.

Form teachers. A line of referral was in place which assumed that, unless a parent chose to go directly to the

Administration, the Form Teacher would act as contact between the school and the parents of their group. The Form teacher could consult specialists. The provision that the Form teacher would move up the school with his/her group was intended to further the growth of a good relationship between teacher and students.

Evaluation of Pastoral Care

Evaluation of the Pastoral Care Committees actions took the form of re-assessment and monitoring of each case at a case conference held weekly.

The Scenario

Changes to Pastoral Care

Changes to pastoral care programmes at School D related to concerns for the protection of the confidentiality of case-work. Specialist staff believed that the forum of the main Pastoral Care Committee did not offer this protection. With the School Principal, they formed a sub-committee which dealt with confidential matters in detail and reported back in a general manner to the main committee.

Teachers referred students with problems through a system of entering details of the referral in a note book which was kept in the School office. To overcome problems in communicating the outcomes of referrals back to teachers, the School Nurse had developed a system of return slips for individual teachers which documented the steps that the Pastoral Care Committee was taking in regard to each referral.

Delivery of Pastoral Care

The major factor which influenced the delivery of pastoral care at School D was the school's perception of pastoral care as crises responsive and specialist orientated. From this perception flowed the roles of House Coordinators as organizers of activities, who saw themselves as not being in a pastoral role, and Form teachers as being the channel for pastoral care referrals. The size of School D meant that the delivery of pastoral care, as envisaged in formal plans, was more likely to occur, especially at junior school level.

By Year 11, however, the school had taken responsibility for a large number of students (140 in 1992) who were not only new to School D, but were new to Australia. These students spoke little if any English and worked in the Intensive language Course Centre with their own staff, some of whom spoke their native language in addition to English.

Within the House system at School D these students were randomly assigned to Form classes. The lack of understanding of English must have affected the degree to which information could be communicated either to this group of students by English speaking Form teachers, or to the Form teachers by the students themselves.

Form teachers were seen by the school as the first point of contact for students, and were crucial in the implementation of pastoral care policies. The language barrier must have limited the effectiveness of policies for

the pastoral care of these students.

School E

The Setting

System policy effects

Despite areas of low-socio economic status in the area of the school, School D had not applied for Priority Schools Program funding. A draft School Development Plan was in place and was being finalised during 1992. Frequent changes of Principal over the past four years were held by the Chaplain and administrative staff to have delayed the finalisation of this Plan.

Community effects

The area in which School D was set had pockets of affluence. Children in these areas often attended private schools which were nearby. The remainder of the school catchment area was of low socio-economic status. Of the students at School D, the Chaplain estimated that 25 per cent would come from families in receipt of security benefits. The area included many State housing dwellings which were rented, leading to a high degree of transience in the school population.

The Scene

Pastoral Care Concepts Adopted at School E

The definition of pastoral care offered by the Principal at School E in 1992 stated " Pastoral care looks after the physical, mental, and social health and well-being of each student." The school ethos statement in

1991 read " Within the context of personal growth, including respect and tolerance for the rights and beliefs of others, to maintain the highest possible standard of education and equity of opportunity in a caring environment." (School E Draft Development Plan,1991).

School Plans and Policies for Pastoral Care

At School E, the area of pastoral care was subsumed under the heading of the priority area of "Social Justice - Student Welfare" in the most recent draft of the School Development Plan (1991). The purpose of this area was stated as:

To ensure optimal educational and social outcomes for all students.

To ensure for all students an equity of access to school resources.

At School E three priority areas were set out in the Draft Development Plan prepared at the end of 1991. The first was Literacy and Numeracy, the second Social Justice /Student Welfare, and the third was Post Compulsory Schooling. The area of pastoral care provision was subsumed under the headings of Social Justice / Student Welfare. Pastoral care provision in School E was conceived as encompassing the work of the Pastoral Care Committee, the Managing Student Behaviour Programme, the 25th Period Programme, Study Skills / Social Skills, the Form Class System, and the Identification of At Risk Students.

School E centred its pastoral care provision in 1992 around the work of the Pastoral Care Committee. This committee comprised the specialist staff in the school and

the Deputy Principal with responsibility for Student Services. The Pastoral Care Committee was one of six operational committees listed at School E, and in terms of the determination of school policy, came within what was designated as the Maintenance Program. (School E policy paper, 1991)

Boundaries for Pastoral Care

Boundaries for pastoral care were fixed by the resources available to the school. The Chaplain would make visits to students' homes, if invited. At District level the Deputy saw the role of the District Welfare Officer as helpful in contacts with the students homes, and in referring problems to the school specialist team.

Organizational Structures for Pastoral Care at School E

The school was organized into four Houses, each with a House Leader. The House system was used as the vehicle for the improvement of school spirit and school tone, through a programme of activities at lunch times and during Period 25 (one hour each week set aside for House activities). At School E the Houses were divided into vertical Form groups and Form teachers were expected have the same group throughout their secondary education, to promote the growth of an inter-personal relationship between the teacher and the students in the Group. In fact, as the Chaplain pointed out, the movement of staff, and student changes made this outcome rare.

The area of pastoral care had been divided two years ago into two separate committee remits. This stemmed from concerns over the protection of the confidentiality of proceedings if teaching staff attended case-study meetings. The House Leaders, therefore, were not represented at Pastoral Care Committee meetings and the Deputy Principal (Student Services) acted in School E as Coordinator for all pastoral care matters. Referrals to the committee would come to her via the teaching staff, or might go directly as informal comment to specialist staff, demonstrating the separation of House Coordinators from the official delivery structures for pastoral care.

Resources

Time allocations. Ten minutes each day was allocated at School E as a Form period. In addition the school allowed one hour each week (Period 25) for House activities. All specialist time in the school was given to pastoral care. Weekly Pastoral Care Committee meetings were scheduled, as were weekly meetings of the House Coordinators.

Funding. Despite the low socio-economic setting of most of School E's catchment area, in 1992 School E was not in receipt of Priority Schools Program funding. Funding for pastoral care provision came from the school's budget, with the exception of the Chaplain's salary, which was met by the local Churches and by a contribution from the school P. and C. Committee.

Space. The specialist staff at School E had their offices. Pastoral Care Committee meetings were held in a conference area divided from the staff room by a folding screen. House Leaders met in the locker area of the sports complex.

Roles in Pastoral Care at School E

The Deputy. The Deputy Principal (Student Services) at School E appeared to hold a pivotal role in formal pastoral care provision. She chaired the weekly meetings of the Pastoral Care Committee and, when possible, attended the House Coordinators' weekly meeting. She expected that Form teachers would refer students at risk to the Pastoral Care Committee through her office. The Deputy had worked in the school for eight years and was also in charge of the Managing Student Behaviour programme in the school. M.S.B. referrals were sent to the Guidance Officer (School Psychologist) in the first place, so that he could counsel the student involved. The Deputy Principal liaised closely with the District School Welfare Officer who dealt with truancy in the school area.

House Coordinators. The House Coordinators appeared to function in a peripheral role to the mainstream pastoral care focus in the school. The House System was concerned with school tone, whole school group activities, and Period 25 (a 1 hour flexi-period, either with classes in Form rooms or out at activities). The Principal at School E had come to the school at the beginning of 1992. In a written response to questions the Principal viewed the role of the

House Leaders as central to pastoral care provision, along with each member of the school staff. This notion of centrality was not supported by the practices which appeared to be in place in formal pastoral care provision at School E, though these practices were under review in 1992. The House Leaders saw their role as providing group pastoral care through House activities, while the Committee provided care on a one-to-one level.

Specialist staff. The Chaplain had served in the school for three years. She spent three days each week in the school at the beginning of 1992, but during the year the Parents and Citizens Group undertook to raise funds to pay salary for one further day in the school. There was no official religious component in her role, but rather she acted as a friend and counsellor to students. The Chaplain was a member of the Pastoral Care Committee.

The School Nurse was new to School E in 1992. Her role was to provide emergency medical treatment and to counsel students on health matters. The nurse was in School E on Monday and Tuesday, on Wednesday mornings and on Fridays. She was a member of the Pastoral Care Committee. The Guidance Officer (School Psychologist) had been allocated more time at the local primary school in 1992, which left less time available for work in School E. The school Social Worker was in School E on Mondays and Tuesdays.

Form Teachers. The Form Teachers' role at School E was crucial according to the Deputy Principal. Their

commitment to the job varied. Ideally, parents would come to know them by name and one facet of their role was to contact parents about student absences or any other concerns. Form teachers referred students to specialist help and liaised with the House Coordinators on Period 25 activities.

Evaluation of Pastoral care at School E

In the Draft Development Plan for School E performance indicators for the area of Social Justice and Student Welfare were set as:

1. The extent to which all students develop confidence to explore and develop their areas of strength and weakness.
2. The extent to which all students participate in the school curricula and extra curricula (sic) offerings.
3. The extent to which the school supports the emotional, physical and social needs of all students.
4. The extent to which students accept responsibility for themselves and show respect, consideration and concern for the rights of others. (School E Draft Development Plan, 1991).

Performance indicators for the area of Social Justice and Student Welfare were expected to provide evaluation of pastoral care. These performance indicators were further broken down into sub-headings to indicate how the criteria would be seen to have been met at school level. P.I.(4), for example, would be based upon the use the students made of the Nurse, Chaplain, Social Worker, Guidance Officer and the pastoral care team, based upon self-referral figures and figures showing staff referrals. Also taken into account would be the degree to which students had the

opportunity to develop self-identity as shown by the House points winners lists and achievers lists published each year.

The Scenario

Changes to Pastoral Care

In, 1992 several new staff members came to School E who were members of the Australian Association for Pastoral Care in Education. Through their interest in the concept, plans for pastoral care were being revised in the school by the end of 1992, with the support of the School Principal. The balance of delivery between specialists and teachers was set to alter, evaluation structures were being reviewed and new formats were to be in place in 1993. The other major change involved the extension of the time the Chaplain could spend in the school.

The Delivery of Pastoral Care at School E

At School E pastoral care was seen at decision making level as a means of redressing some of the social problems which affected students, and by this tactic relieving problems and pressures on the school staff. To carry out this programme, extensive use was made of the specialist staff at the school. This form of delivery was coming under question in 1992, not so much because of the actual format, but because of the lack of direct decision-making involvement at a strategic level of pastoral care planning of the school's teaching staff. Both the Principal and the Deputy (Student Services) saw staff involvement as crucial,

but in practice there was no staff input, other than the Deputy as Chairperson, at committee level where welfare decisions were taken. While student referrals from Form teachers were supposed to be made through the Deputy Principal, there was no evidence of a set structure for these referrals. When the Deputy was absent from the school, at least one Pastoral Care Committee meeting was cancelled during this study. The role of one person as the linchpin for pastoral delivery seemed to leave the system open to this type of dysfunction.

Questions for pastoral care staff.
A basis for interview.

1. How did you become involved in pastoral care work?

2. What training in pastoral care work have you had?
Pre - service?

In - service?

3. How much of your time is taken up with pastoral care?

4. How is that time spent?

5. What resources are available?
House centre?
Private office?
Money for projects?

6. How do you see the role of pastoral care staff in the school?

7. If you could make any changes to that role what would they be?

8. Do you have any means of keeping up-to-date with pastoral care developments in

1. Western Australia?

2. Overseas?

9. What other roles do you have in the school?

10. How long have you worked in the school?

11. How long have you been a teacher?

Questions for Form Tutors as a basis for interview.

1. Are all teachers in your school Form Tutors?
2. How many students are in your Form Class?
3. What time do you have with these students?

4. What tasks are you expected to perform with these students?

5. Is the time allocated
 - a. Sufficient for those tasks?
 - b. Too long, not enough to do ?

6. Do you consider your role as tutor
 - a. A major part of your teaching role? Yes / No
 - b. A minor part of your teaching role? Yes / No
 - c. An administrative function? Yes / No

7. Do you consider that you know your Form students
 - a. Better than other students in the school?
 - b. No better than any other class?

8. Who in the school do you turn to for help if problems occur for or with students in your Form Class?

Comment:

QUESTIONS TO BE ADDRESSED TO THE PRINCIPAL IN EACH OF THE FIVE PARTICIPATING SCHOOLS.

1. How do you define the concept of pastoral care?
2. Do you think that provisions in this school meet the demands of this definition?
3. If your answer to Question 2. was yes: In what respects are those demands met?
4. If your answer to Question 2. was no: Why do you think that this is so?
5. How are resources deployed in the school for the provision of pastoral care?
6. Who do you regard as "key personnel" in the provision of pastoral care in the school?
7. In your view, in what ways is the pastoral care component of the school linked to the academic curriculum?
8. How is the pastoral care component of the curriculum delivered in this school?
9. Are you satisfied with this method of delivery?
10. Are there ways that the delivery could be improved? Are they feasible given present resources and conditions?