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FACTORS THAT IMPINGE UPON THE IMPLEMENTATION OF A FORMALLY STRUCTURED PASTORAL CARE PROGRAMME IN A GOVERNMENT SCHOOL

by

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A thesis submitted in partial fulfilment of
the requirements for the degree of

MASTER OF EDUCATION
in the School of Education,
Western Australian College of Advanced Education

Date Submitted: May 1990

ABSTRACT

There is substantial evidence to indicate that societal ills have entered the schools and become manifest in the school environment in the forms of student alienation from the mainstream of the school community and pressures upon schools to provide a range of care related services.

Although schools are not responsible for the ills of society there is a general community expectation that they will act to counteract any of the social or educational disadvantages that accrue to the young as a consequence.

In order to address such issues, Pastoral Care programmes appear to have been developed in an ad hoc manner in most schools. However, few evaluations of their worth have been undertaken either in Western Australia or elsewhere.

This research study is focused upon the evaluation of a Pastoral Care programme that operated in one Government primary school in Western Australia. The study specifically examines the factors which impinged upon the implementation of this programme.

DECLARATION

"I certify that this thesis does not incorporate, without acknowledgement, any material previously submitted for a degree or diploma in any other 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 reference is made in the text".

Signed _____

E. WATSON

Date: 4/8/90

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- to my supervisor, Dr Jim Wicks, who was so patient and encouraging. I pay tribute to his efforts to discipline my writings;
- to the staff at The School who proved themselves to be educationalists of the highest order. Without their professional commitment the programme would never have got off the ground; and
- to the State School Teachers Union of Western Australia for the Scholarship award, Executive members of which gave public recognition of the need to address Pastoral Care in schools and encouraged me to undertake the study.

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CHAPTER 1

Introduction to the Study

Overview

This study is concerned with analysing the factors which impinge upon a formal Pastoral Care programme which was implemented and is now institutionalized in a Government primary school.

Statement of Problem

There is a generally accepted view within educational circles that a Pastoral Care programme, be it in any form, should be operating in all schools. The basic assumption is that schools can provide the required solid foundation on which to build an informed and cohesive society. It is also felt that schools are able to develop an array of socially acceptable values and a constant caring climate in which to nurture students.

These panegyric, but broadly stated aims, often lead to Pastoral Care programmes being developed in an ad hoc fashion. Coupled with this there is a paucity of evaluative studies on such programmes, so much so that there is still no major Australian theoretical or research work on Pastoral Care.

Many factors influence the success or otherwise of a formally structured Pastoral Care programme. An evaluative analysis of the factors identified as

impinging upon the success or otherwise of the programme will, it is hoped, assist in removing dichotomies between the stated aims of the programme and its actual outcomes. The queries about such dichotomies lie in the delivery phase of the programme, as often the reality differs from the aims stated in policy statements.

Reasons for the Study

Radical societal changes, including in particular the diversification of the family structure, have strong implications for the educative welfare of students. Inevitably the ills of society have infiltrated the school environment in one form or another and affected the learning processes of those afflicted. As a consequence, teachers have developed an enlightened cognizance of such social issues as sexual and physical abuse of children, domestic violence and the effects of drugs and alcohol abuse.

The changes in family life, resulting from developments in societal problems, manifest themselves in the school environment in the form of student alienation from the mainstream of the school community, anti-social behaviour and low academic achievement. Such changes have created pressures on the traditional school systems, forcing them to

carry out some of the more social-educative and care related functions that were traditionally associated with the wider family network. Because of this, the new educative functions that the schools have been expected to assume include such sensitive areas as sexually transmitted diseases, handling changing family relationships and values clarification. For, unless schools carry these extra responsibilities, those students most at risk may never receive knowledge. The reality is that in some families it is unrealistic, for varying reasons, to expect the family members to have knowledge, the physical and human resources, the wish or aspirations to pass on this knowledge. Marland (1987) takes the view that it is the school's responsibility to facilitate a student's development from the family influences to the general public arena.

Traditional school structures have had to change because of changing societal values. Marland (1987), makes reference to the accelerated mobility of families, be it for employment or changes in the family marriage structure, which has meant that personal and domestic relationships are more tenuous. Schools have had to accommodate the resultant effects upon children. This author refers to the breakdown of authoritarian attitudes in

schools which has resulted in schools having to function without traditional deference being paid to teachers. Further, he sees that many children, as a result of television and changing relationship patterns, come to school at an early age with an adult awareness. Marland argued that The Crowther Report (1959-1960) showed evidence that factors outside the school have massive implications for learning in the classroom.

In the overview to "Strengthening Australia's Schools" (Dawkins, 1988), the point is made that while schools are not responsible for poverty, nor providing solutions for it, they are responsible for attempting to counteract any social or educational disadvantages which accrue to the young arising from poverty. They cannot take on the whole range of social ills. However, they are expected to concentrate on what can be modified within the school setting, rather than concentrating on factors in the pupil's background, over which they have no control.

There is evidence to support the notion that schools do make a difference to a student's development. Work by researchers such as Rutter et al. (1979) and Moos (1979) show that schools matter and that the educational environment is important

for both cognitive and affective development. Moos (1979), draws the conclusion that educational settings can, and do, make a difference for better or for worse. So, in consequence, students, parents and teachers are correct in assuming that their choice of schools, and hence school policies matter and the educational settings they have selected have varied impacts.

Rutter (1979) comments that, although there are varying conclusions about the influence of different environments, most authors on the topic agree that the social ecological setting in which students function can affect their attitudes and moods, their behaviour and performance and their self concept and well being.

Background for the Study: The School

The school in which the Pastoral Care programme has been implemented is a primary school with 280 students and 11 teachers located in the city of Perth, Western Australia. Hereafter it will be referred to as "The School". The School is a designated Priority School and as such attracts an extra Commonwealth Grant of $11 000 per year. This allocation is by way of special programmes provided under the rubric of Participation and Equity. These programmes aim to increase participation in

education, particularly by the most educationally disadvantaged groups in the community, and to introduce greater equity in providing education.

The four aims of the Priority Schools Programme (Priority Schools Programme Notes, 1986) are:

1. To raise the aspirations, expectations and opportunities for choice among students within and beyond their own communities.
2. To assist students to gain the skills and knowledge necessary to enable them to participate fully and equally in society.
3. To make schooling relevant, enjoyable and fruitful in itself, not only as a preparation for life.
4. To assist schools to become closely identified with and supportive of the communities within which they are located and to gain the support of those communities.

The School drew its students from a cross-section of the local community, and in some cases, from the wider community, so it reflected a range of value positions, socio-economic situations, lifestyles, ethnic backgrounds and educational aspirations.

An entry from the Priority Schools Submission for Funding made by The School in 1987 gives the following family profiles:

- 45% of students came from either a broken home or had a single parent background;
- 16% of families had both parents unemployed;
- 27% of students had both parents working; and
- 50% of students had ethnic community groupings.

Some students came from semi-residential caravan parks in the area. Their stay at the school was generally on a short term basis, ranging from several weeks to ten months duration. The school buildings were old and in need of maintenance.

The majority of teachers had adopted defeatist attitudes that saw them involuntarily predicting that some students raised in such disadvantaged conditions were incapable of benefiting from the general academic programme being provided.

In 1987, as a result of:

- a school needs assessment amongst the teachers;

- expressed concerns by parents wishing to become involved in the educational experience; and
- stated teachers' concerns in relation to discipline, low academic achievement and related teacher stress,

a whole school approach to the needs was adopted. This was embodied in the notion of actively identifying the school as a "caring" school as identified in Beazley (1984):

> The provision of an environment in which it is possible for each person associated with the school (staff, pupil, parent) to fulfil their basic personal needs and expectations as defined in experiences of self-worth, adequacy, security and warmth of relationships (p. 14).

The teachers decided to concentrate on what they could modify and that was the school organization and environment. Beazley (1984) had further defined a "caring" school environment and argued that it should include such components as Pastoral Care, self-esteem, codes of behaviour, pupil/teacher relationships and the value system underpining the school organization. There were strong implications from Beazley that these aspects of school life were not being addressed generally within the school system.

In view of the decision to become a "caring" school in terms of Beazley's (1984) recommendations, a Pastoral Care programme was developed based on the assumptions that:

- positive self-concepts and healthy levels of self-esteem are fundamental for the optimal development of students (Beazley, 1984);
- self-concepts consist of the beliefs, feelings and assumptions that students hold about themselves;
- self-concept is influenced by the way people see students and what is expected of students;
- over time, students will internalize the feedback received from others and will behave as models; and
- "The feedback students get from "models" relates to their effectiveness in dealing with the physical world and this, in turn, affects their self-perception." (Hattie, 1988).

The specific intent of the programme was to:

- instil in students a sense of being accepted and belonging in relation to both individuals and groups;

- develop a sense of competency and the feeling in students that they can exercise influence on what happens in their lives;
- reinforce the belief that they are worthwhile and special because of being their unique selves; and
- provide students with exposure to others who act as models and to whom the students can relate.

The Pastoral Care programme was intended to operate as a separate entity under the umbrella of the "caring" school concept.

During 1987 The School was also involved in policy and curriculum changes as a response to the introduction by the Ministry of Education of the document entitled "Better Schools in Western Australia" (1987). This document was really a policy for change as it had no stated outcomes. The process was based on a number of administrative proposals which are outlined below.

Self Determining Schools

This gave schools control over the quality of education provided, because it purported to allow for the following:

- the exercising of professionalism of teachers (not defined in the document);

- making meaningful decisions about the individual needs of students; and
- allowing for programmes that reflected community priorities as well as those of the Ministry of Education.

Maintaining Educational Standards

The schools were to be accountable to both the local community and to the Government and it was stated that a mechanism had to be built into the system to allow for the monitoring of school performance.

Community Participation in School Management

The community could be involved in an active role in the educational functioning of the school.

Equity

Problems arising from geographic isolation, social diversity and mobility were of concern.

Responsiveness

The Government schools were to adapt to social change with a new administrative approach in which flexibility and responsiveness were to be the key features.

Teachers

Teachers were to be encouraged to fulfil their professional role (not defined).

This bare skeleton was to provide the structure on which to develop the "caring" school. The "Better Schools Programme" and its consequent devolution of autonomy to schools imposed heavy pressures to incorporate ongoing evaluative structures. Mainstreaming of the physically and intellectually handicapped into schools meant that programmes had to be further individualized, and not necessarily with the provision of extra funds.

The elimination of school boundaries meant that the schools were free to present themselves in such a way as to attract students from other areas. This was of interest to The School as already it had been re-classified due to the declining number of enrolments.

In keeping with the general trend in Australian education, there was an accelerated movement of students from the Government system to the private system. As there were a number of private and non-State systemic schools in the area, The School was in danger of becoming a dumping ground for the poor and socially rejected who were not wanted by the private schools.

Rosier (1978) made substantial references to the socio-economic and socio-educational factors in Australian schools in his report on Early School Leavers in Australia. He concluded that:

> To the extent that it is undesirable for differences between schools to be based on socio-economic and socio-educational factors, educational policies should be developed which would in time reduce differences based on these factors. (p. 188)

The concept of Self-Determining Schools had implications for the Pastoral Care programme. The School Grant and the Priority School funding ensured that programmes had to operate within well defined economic parameters.

The entrepreneurial spirit embodied in the "Better Schools Programme" was, by and large, lost on this community which had few avenues for revenue raising and little experience with education. The policy outlined in "Better School Programme" was, to this community, a subtle method of re-deploying existing resources and making them more accountable into the bargain.

Some specifics identified in the needs survey undertaken at The School included:

Poor school tone and a lack of school ethos. An attitude to School Survey test (The Self-Esteem Inventory compiled by the Research Branch of the then Education Department of Western Australia in 1984), when applied across the school, showed pockets of students exhibiting low esteem and poor attitudes to school in general.

Lack of stated policy. Teachers stated that they were frustrated and stressed by the absence of a formulated discipline policy to deal with students who severely and blatantly transgressed school and societal rules in general.

Lack of induction procedures for new students. It was agreed upon by the teachers that the transient students exhibited especially poor attitudes to school and society in general. The length of their stay varied, but the stream of students was constant and the disruption to the school community as a whole was real. There was a support service in place, consisting of a Guidance Officer and a school nurse and they visited the school each week on a regular basis for a couple of hours. These services were perceived by the staff as not meeting the needs of the students. In fact there was antipathy towards the delivery of the service. Some reasons articulated were:

- only a few students that were already in a crisis situation received any support;
- these students were the most poorly behaved or from the most traumatic home environments;
- teachers were powerless to change these external factors to accommodate these students in any meaningful way;
- teachers were suspicious of the constant testing that went on. These tests created an air of mystique in which teachers were made to feel ignorant and consequently deskilled in their teaching role;
- reports prepared by the Guidance Officer were often of little benefit to the teachers. When programmes were given they generally required supervision and resources which were not available; and
- some teachers had been criticized by the Guidance Officer for the way they handled problem students.

The fundamental need was that the roles of the Support Service personnel were ill-defined. Significant numbers of students were alienated from the school process. The presence of the Support

Services created the impression that something was being done for the welfare of the students but the reality did not match the impression.

Radical societal changes have meant that many students have outside school pressures as well as those emanating from within the school environment, impinging upon their adjustment to society in general. There has been an acceptance in the literature on school effectiveness, that schools can make a difference, either in a positive or negative way, upon a student's educational and social development. However, programmes followed within the school can realistically only accommodate those factors that relate to the school, such as organization and policy.

The School was a classic lower socio-economic school with many students experiencing problems of low esteem and lowered morale, with stress for the teachers resulting.

The available Support Services, such as Guidance, were perceived by the teachers as inadequate for the delivery of Pastoral Care, mainly because their support roles were vague and ill-defined.

The new reforms under the "Better Schools Programme", gave the impetus to set up a school level programme that reflected the aspirations of the school community and provided explicit policies aimed at establishing a "caring" school.

Background for the Study:
The Pastoral Care Programme

To gain a clear understanding of the Pastoral Care programme that operated at The School it is necessary to look directly at what was done initially in setting up the programme. Therefore it is proposed to outline the developmental steps involved in organizing, implementing and conducting preliminary evaluations of the programme.

Logically, a framework for the development and ongoing evaluation of the programme was necessary. Hodgkinson's P3M3 (1981) model was implemented as it was considered to be flexible in that it provided a skeleton upon which the direction, purpose and strategies of the programme could be built. The model also allowed for the needs and priorities set by the Ministry of Education and The School to be met and some consideration of budget. Further it carried the expectation that monitoring and evaluation would be ongoing.

Within the model there were six administrative steps: philosophy; planning; politics; mobilizing; managing; monitoring. They are not necessarily sequential, and the model allowed fluctuations back and forth between the steps.

The first phase was the philosophical stage where the "idea generators" and the "synthesizers" generated abstract thought. This philosophical rhetoric was essential as the programme needed to be consistent with the School Development Plan (see Appendix 1) which declared the school a "caring" school.

The developing philosophy was based on assumptions noted in a document originating from the Catholic Commission of Victoria titled "Pastoral Care in Catholic Schools" (1986):

- Pastoral Care permeates the total climate of relationships within a school;
- the focus of Pastoral Care is the welfare of all students;
- the major purpose of Pastoral Care is to strengthen the relationships among the school, students and parents; and

. Pastoral Care cuts across all facets of the school curriculum and must be reflected in the school activities, the personal and social development of students, the administrative functions such as enrolment policies, attitudes to discipline, learning programmes, academic support, health education, community involvement, staff relationships, and staff development programmes.

In accordance with the current literature on Pastoral Care, The Victorian Catholic Commission developed a working definition which reinforced the concept of the "caring" school which The School had adopted. It stated:

> Pastoral Care permeates the total climate of relationships within the community of the school. The individual is focused upon, thus enabling all students to be reaffirmed in their dignity and worth as persons, to appreciate themselves and to create and environment which facilitates the development of self discipline. Pastoral Care incorporates the rights of all students and in particular those students who are less able to protect their own rights. (p. 5).

The Principal at The School had been greatly influenced by the writings of Lapate et al. (1969). These writings clustered around the concept of destiny control and the writings were specifically orientated towards parent involvement in the

education process. Lapate (1969) concluded that if parents are involved in the life, work and programmes associated with the school and by their actions show they can change the status quo, children will believe it about themselves. The Principal at The School believed that parent involvement was perhaps the single most important requisite for the development of an effective Pastoral Care programme.

In addressing the priorities in the document "Better Schools" (1987), and in particular those that related to "Maintaining Education Standards", "Community Participation in School Management" and "Equity", the following general aims for the programme were set:

- students were to have the opportunity to be presented with a set of alternative behaviours and attitudes through the medium of a Pastoral Care curriculum;
- students experiencing academic problems were to have the opportunity to have help in further acquisition of cognitive skills through a structured support program; and

- students were to be given the opportunity to develop self-discipline in a progressive manner as an outcome of an effective discipline policy.

A wide net had been thrown and subsumed under the umbrella of Pastoral Care which included the three strands of: pastoral curriculum; academic support; and discipline. It was assumed that all students would have the benefit of the programme and not just the students in crisis.

The next stage was designated as the Planning stage and the programme was given specific allocations of time for specific tasks with stated objectives. The components of the Pastoral Care programme were specified in the policy as:

1. The Rationale of the programme.
2. The structure of the programme, including the role of the Pastoral Care Coordinator.
3. Various procedures associated with the programme:
   (a) staff referral network;
   (b) support service procedures;
   (c) students referral procedures for the support programme;
   (d) induction of new students;

(e) crisis care, including suspected cases of child abuse;

(f) parent involvement; and

(g) parameters of legal liability of teachers.

4. In-service training for the Coordinator and other teachers.

5. Details of the Pastoral Curriculum programmes.

6. Criteria for the referral of students to the academic support programme.

7. Training of parents as Para-Professionals.

8. Budget.

9. Method of delivery of the formal and informal pastoral curriculum programme.

10. Evaluation.

11. Discipline policy.

12. The processes to be used in the cases of suspension, including the rights of the parties involved, viz parents, students, teachers and the principal.

Stage three was referred to as the Politics stage and the Coordinator and the Principal had the task of "selling" the programme to the teachers, parents and the district superintendent, who had to be convinced of the need for extra staff allocation.

Hodgkinson (1981) made the point that the leadership role in a programme fluctuates as it is not the sole prerogative of one person. At this stage the Coordinator assumed the leadership role and assumed the responsibilities proposed by Bennis (1984):

- Management of Attention. Being able to communicate a focus on commitment by enroling all those involved in the vision and not wasting time.
- Management of Meaning. To make visions apparent to others and to communicate these visions.
- Management of Trust. This entailed keeping a "constant" climate within the school for teachers and students through the operation of the programme.
- Management of Self. This entailed being honest about skills and displaying them effectively. This was necessary if people were to be empowered within the programme. (p. 14-19)

There were anticipated outcomes which were viewed as being essential to the programme. These included the acceptance of the value of the programme and the communication to others of this value.

The Mobilization stage came next and, according to Hodgkinson (1981), it was here that the philosophy became the reality. The Para-Professionals were trained, the support teachers had implemented the academic support programme and the pastoral curriculum sessions had started. This stage really merged into the next stage of management as the set procedures were routine. These included management of the timetable, parent interviews and School Support Services case conferences.

Monitoring the programme came next. Scriven's model of evaluation (1967 Appendix 2) was used with its emphasis on the roles and goals of the programme. This model and its application is discussed in greater detail in another Section (page 96).

Summary

Use of Hodgkinson's (1981) model provided a convenient framework for the conceptualization of the stages of development and change. The two divisions of the model--Management and Administration, were appropriate because of the fluctuating roles of the people involved in the Pastoral Care programme.

The philosophical statements in the initial stages served as a set of standards for setting the specific objectives of the programme as it evolved. Values thus formed provided a focus for changes in direction of aspects of the programme. It was a complex and unknown environment with few benchmarks for comparisons.

It was confidently accepted that Hodgkinson's systematic and cyclic model was a useful administrative skeleton upon which the direction, purposes and strategies of the programme were built.

Definition of Terms

Without pre-empting the outcomes of this study it was envisaged that even across one school there would be divergent views of exactly what was Pastoral Care and what were the boundaries of responsibility for teachers and the Ministry of Education. As evidenced in the Literature Review of this study Pastoral Care had developed ad hoc in Western Australian Government schools. It is therefore necessary to define terms used by the researcher.

1. Pastoral Care. To date a generally accepted working definition has not been determined (Lang and Hyde, 1987). Pugher's (1982) definition of a "caring" school also used by Beazley (1984: see

page 17 of this study) was adopted. The definition used by the Victorian Catholic School Commission was also adapted and incorporated into The School policy (see page 29 of this study).

In arriving at a comprehensive working definition it was assumed that points made by Lang and Hyde (1987) would be incorporated. These points contained references to the welfare of students, support and guidance in coping with study, career choices and social problems and the specific encouragement of the student's own development.

Definition of the term Pastoral Care will be one of the major issues addressed at the International Conference on Pastoral Care to be held in Perth, Western Australia in April 1990.

2. Guidance. In the Western Australian context this term refers to the psychometric model of delivery of welfare type services. The service has. to date, targeted the individual student already in a crisis situation.

3. Pastoralization. The term suggests two levels of operation of Pastoral Care. The first level addresses the student who sees worth in education and the second level addresses the students in trauma who are generally indulging in anti-social behaviour.

4. Discipline. Accepted as assisting students to become responsible, cooperative yet independent members of society.

5. Pastoral Curriculum. A structured programme that addresses students' needs and teaches a wide range of skills and attitudes in order to provide individuals with a set of alternative behaviours for personal and social development.

6. Para-Professionals. A term which is used exclusively in connection with The School. They are parents who sit in on a teaching lesson with the support teacher. After the lesson they take a student in a one-to-one situation and reinforce skills that have been taught. They do not function as a teaching aide or assistant.

7. Participants. A term encompassing students, teachers and parents as Para-Professionals.

Research Questions

As an outcome of the literature review and examination of contexts conducted by the researcher the following research questions and foci emerged. The problems focused upon in this study were concerned with factors, internal and external to the school, that affected student behaviour and outcomes. Stated more precisely the problem was:

What factors impinge upon a formal Pastoral Care programme being implemented in a Government primary school?

Additionally a number of significant questions were identified from the survey of literature and they will be addressed in the course of the study. These precise questions are:

1. Is it possible to arrive at a definition of Pastoral Care that gives a shared perspective of the term among the staff of The School?
2. To what extent do stated Government policies, or lack thereof, influence the outcomes of Pastoral Care delivery in schools?
3. What perceptions do teachers have of their own adequacy to carry out the Pastoral Care functions of the school?
4. To what extent is it possible to define the school's boundary of responsibility for Pastoral Care?
5. To what extent do activities that come under the umbrella of Pastoral Care really form part of the formal curriculum?

6. In what ways should Pastoral Care be part of an integrated curriculum across the whole school?
7. In what ways should specialists services such as those provided by the Guidance and the Social Worker be incorporated within a Pastoral Care programme?
8. To what extent does the nature and climate of the school influence the structure of a Pastoral Care programme?
9. What are the expectations of staff involvement in a formal Pastoral Care programme?

Outline of the Study

Initially the study examined the formal Pastoral Care programme introduced into a Government primary school in Western Australia. Because the focus of the research was on human behaviour and interactions it was logical to use a case study approach for the collection of the data. This allowed for the evaluation to take place in the natural setting of The School itself. This approach concerned itself mostly with the use of qualitative data. An attempt was made to make explicit and portray, in a written account, the interactions of many of the participants.

Within this case study approach there were recognized fieldwork techniques such as observation of the participants, interviews and a questionnaire of "Attitude to School" was given. It was in the written interpretation of these that the research became ethnographic. The collection and interpretation is described in detail in a later chapter (p. 88).

The following factors have no doubt influenced the ad hoc growth of Pastoral Care at The School:

- The School is a designated Priority school because of the low socio-economic circumstances of a significant number of students enrolled. This has attracted extra Commonwealth funding;
- a significant number of students are of ethnic background and have maintained their traditions and language for several generations;
- there were several caravan parks in the area that often act as refuge homes for families in the midst of marital break-ups;

- Homeswest State Housing have built large groups of unit type dwellings that have attracted a significant number of itinerant families and also the chronically ill; and
- The School is one of the oldest in the State and continues to retain a rural/urban character with an active community.

Approach To The Study

In view of the culture of the school as described above, it was necessary to describe and analyse from the participants' point of view so that one could gauge the impact of factors impinging upon the Pastoral Care programme. Such an approach was open ended and the advantages were:

- it allowed for the discovery of aspects of the participants' behaviour that were not anticipated and would possibly have been missed through a quantitative approach; and
- it provided insights into processes which influenced knowledge and performance.

The initial reference of this study was to the evaluation of a Pastoral Care programme that was operating in a Government primary school (1988).

Extracting the data required meant that the methodology employed had to be flexible. A detailed description of this is to be found further on in this study.

Sources of Data

There were two stages to the collection of the data. Stage one was the evaluation of the Pastoral Care programme operating at The School and key groups provided this data. These were the participants in the programme.

The methods used to collect data were:

- observations of the participants, recorded as anecdotal evidence (see Appendix 3);
- interviews with participants (see Appendix 4); and
- questionnaire survey of teachers.

Stage two involved the analysis of policy documents relating to Pastoral Care issued by the Ministry of Education. These documents were subjected to a content analysis in respect of their effects upon the Pastoral Care programme at The School.

There were indications in Western Australia that schools were aware of the need for quality Pastoral Care programmes at the systems level. In 1988 the State School Teachers Union Conference,

representing fifteen and a half thousand members, identified Pastoral Care/Discipline as a major priority for the following year.

At the administrative level there have been documents commissioned by the Ministry. These include "Do Schools Care?" (Dynan, 1980), and "Joint Inquiries in Disruptive Behaviour Among Students and Teacher Stress" (Louden, 1985). All are significant in their emphases on Pastoral Care. However, apart from Pougher's (1982) definition of a "caring school environment", there has been no attempt to find a definition of Pastoral Care which is acceptable as a shared perception of the term.

With regard to the documents, problems of implementation were analysed in the light of the experience at The School. The specific documents analysed were:

- Report of the Committee of Inquiry into Education in Western Australia (Beazley, 1984).
- Disruptive Behaviour in Schools. Report of the Ministerial Working Party appointed by the Minister for Education in Western Australia and chaired by Dr. L. Louden (1985).

- Better Schools in Western Australia (Ministry of Education, 1987).
- Students Services 1989 and Beyond: a framework for students service delivery. (Curriculum Policy Branch, Ministry of Education, 1988).

During stage two all students at The School were given the questionnaire "Baseline: Attitude to School" inventory as designed by the Research Branch of the then Education Department of Western Australia (see Appendix 7). Additionally a questionnaire was sent to fifty teachers from other schools. The names were taken from a Teachers' Union delegate list to the annual conference in 1989. Every seventh delegate was selected. Twenty-four replies were received. The information was used as a cross reference to conclusions drawn from the data mentioned above.

The questions took the form of:

1. Which of the following terms appear to be more appropriate for catering to the welfare needs of students?

   Pastoral Care

   Personal and Social Growth

   Guidance and Counselling

2. What key qualities do you seek to produce in your students?
3. What are the most significant problems that your students encounter?
4. Does the Ministry of Education give you support in dealing with these problems?
5. Have you had any formal training to equip you to deal with these problems?
6. If you have had any formal training would you please detail briefly the nature of the training.
7. Do you consider it important to address Pastoral Care in the School Development Plan?
8. Is Pastoral Care a priority at your school?
9. Has your school any cross curricula policies that address Pastoral Care needs?
10. What type of in-service do you consider that teachers require in dealing with Pastoral Care concerns?

Limitations of the Study

This study has, of necessity, focused on the one Government primary school. It is believed that The School may be the only Government school in Western Australia to have a formalized structure and

a stated policy. Other schools certainly incorporate aspects of the programme "Managing Student Behaviour" (1983), but this programme is fundamentally an approach to discipline only.

Having only the one school as an exploratory Case study obviously reduced the generalizability of the study. It was appreciated that every school is unique and the priorities perceived take different perceptions, but it has still be possible to generalize some factors. Identification of these points has been substantiated by the literature and research in the area. Some general factors identified were:

- the need for a definition and shared understanding of the term Pastoral Care;
- the importance of a formalized Pastoral Curriculum;
- the influence on the programme of the socio-economic environment of a school;
- the need for total staff involvement in the Pastoral Care programme;
- the importance of a stated school policy on Pastoral Care; and
- the importance of the Principal's role.

The relative paucity of literature in the area of Pastoral Care, particularly in the area of Pastoral Curriculum, made it difficult to evaluate the pedagogy and processes. Students' reactions to the available curriculum had to be the benchmark for the success or otherwise of the offered programme. The programme was an appropriate response to particular local circumstances, and, in view of the "Better Schools Programme", it was timely.

Significance of the Study

If, as seems the trend at least in secondary schools, Pastoral Care is to be used as a means to address the ills of society, then proposed structural changes must be assessed beforehand. The Ministry of Education has, on several occasions, set up task-forces and committees to investigate and make recommendations in the area of student and teacher welfare. These have included Dettman, 1972; Dynan, 1980; Hyde, 1984a and 1984b; Beazley, 1984 and Louden, 1985.

There is little evidence to indicate that the recommendations have been acted upon (Hyde, 1982; Pougher, 1982; Pearson, 1982). Rather, the focus has continued to be on the psychometric model of

delivery which targets the individual student in crisis. This may be seen as diametrically opposed to the recommendations of the above.

This study allows readers to make their own judgements about The School's efforts for, as Best et al. (1983) have suggested "the energy put into such programmes would possibly be better spent in improving the general teaching strategies of all teachers".

CHAPTER 2

Literature Review

Overview

The literature relating to Pastoral Care is reviewed under the following headings:

1. Anecdotal concepts.
2. Definition of the term Pastoral Care.
3. Concepts and structures in the delivery of Pastoral Care.
4. Discipline and Pastoral Care.
5. Pastoral Curriculum.

At the end of this chapter the findings relevant to the present study are summarized and particular questions that were generated by the review are related to the research topic.

Definition of the Term Pastoral Care

The development of Pastoral Care concepts and school-level responses has been an evolutionary process over several decades (Land and Hyde, 1987). This has taken the form of a series of responses to educational and social traumas peculiar to certain eras. Since World War Two this has meant that it has evolved in general as an unstructured process and consequently many definitions of the term itself have been proposed.

The actual concept of Pastoral Care has always been embodied in the British public school system, taking many forms from the "flogging" of victims to religious controls but always the bottom line was the belief that such action was in the welfare interests of the student.

The Reverend Boyer is quoted by Marland (1974, p. 5) as saying in 1800:

> "Boy!", thundered a famous early nineteenth century public school headmaster to a weeping new entrant," The school is your father. Boy! the school is your mother ... and all your other relatives too!"

Another strand of ideology was developed in the educational structures which catered for the working classes in the late nineteenth century. Teachers at that time felt that they had a wider responsibility to their students other than teaching and disciplining. Lang and Hyde (1987) saw these notions as being based upon the dual concepts of care and control, expressed in terms of philanthropy, control of the working classes and, perhaps more significantly, a fear of just what the masses might do if they were not controlled. Lang (1984) suggested that these concerns of care and control are to be found still in current Pastoral Care practices.

Rossiter (1987) followed the same line of argument when commenting on the implicit place given to affective learning in the past. He implied that control measures were built into the curriculum of the early religious schools. The ultimate concern was for appropriate behaviours and character development. There was the ultimate control of "Do this or be dammed". This author was referring to the "traditionalization" of a community in contrast with the current emphasis upon acquisition of values by unconscious socialization.

There were other more subtle controls evident in the cultural reinforcement of values from the surrounding society: church, community and home . At this time, there could be no doubt preconceived consensus about values and general agreement about just what was necessary for one to be a good citizen, which resulted in an acceptance of a code of uniformity of behaviour. Schools were expected to inculcate these values in their students.

Undoubtedly, religious schools of the past have influenced the present perception of the term Pastoral Care. Support for this notion can be found in the writings of Dooley (1978) who looked at the semantics of the word "pastoral" and questioned the appropriateness of the performative for the work

which teachers claimed that they were doing, which was personal development of students. Dooley raised some very interesting issues, particularly as the term continued to be used over several decades.

Dooley (1978) saw a close relationship and a conceptual link between Pastoral Care and authority. Pastoral Care was said to be a "relatively new word while authority goes back a long way". The idea of pastor comes from the religious experience. The root word is "pascere" which means to feed and the spiritual application is seen in the figure of the Good Shepherd feeding the sheep. Food, he argues, is allegorically conceived of in a spiritual way.

Dooley (1978) also saw two possibilities for interpretation of the term. The first was that students have needs to be catered for in terms of compassion--a moral reason. Second, there was the religious motive where the pastor was fatherly, showing patience, kindness, concern and authority.

Marland (1971) followed a similar line of argument by questioning the use of the shepherd/flock relationship, as being an appropriate analogy for the caring role a modern school might adopt with students. He was of the opinion that the term suggested caring without related activities.

Other writers have criticized the term on particular grounds. As early as 1969 Craft and Lytton changed the direction of thinking on Pastoral Care from purely spiritual and vague concepts to the notion of addressing societal changes in terms of "the evolution of a device to meet the functional imperatives of a society in transition" (Craft & Lytton, 1969, cited by Lang & Hyde, 1987, p. 2). Lang and Hyde (1987) viewed this perspective as Pastoral Care acting as a buffer between the individual and the demands of society.

The review of available literature revealed many seemingly unrelated strands of Pastoral Care. Some writers accepted Pastoral Care as a way of enhancing study skills or fostering self-esteem amongst students. Other writers focused on counselling, or social growth and yet others viewed it as a way of supporting administrative functions.

Lang and Hyde (1987) reduced these strands to two broad categories: techniques and critique. They saw technique represented in the literature as the "How you do Pastoral Care". The basic assumption, they argued, was that Pastoral Care was accepted as being good for students, so the aim became to build on what was, and to make it better. The second strand of critique questioned the

assumptions of technique. In other words the "conventional wisdom" which underpinned schools' attempts to provide for student welfare was being questioned. These authors claimed that critique was at a low level of development.

Marland (1974) accepted that the definition of the term Pastoral Care was not an exact one and he saw it as being broken into complementary, separate aims. These included assisting students to enrich their personal life, preparing them for educational choices and helping the students in decision making processes. Where teaching became separate from Pastoral Care was, according to Marland, an ill-defined area, as all Pastoral Care has a teaching element and the converse being also true.

Best et al. (1983) and Lang (1985) argued that the problem of definition was compounded by the fact that teachers felt that they understood the notion of Pastoral Care. As a consequence, this idealistic foundation was open to many interpretations and perceptions.

Best et al. (1977) criticized the looseness of the term and noted the paucity at that time of available literature on the subject. They were of the opinion that in the available literature

Pastoral Care was discussed as a facet of a teacher's role and hence was not specifically defined.

Best et al. (1983), in a further comment on the absence of a shared meaning of the term, noted that:

> The growth of Pastoral Care has been legitimated by relevant actors in terms of a 'conventional wisdom' about Pastoral Care, as a positive and convivial institution within education on the one hand, and by theorists' accounts of the functions on the other. (p. 14)

They concluded that too much had been taken for granted.

Jones (1977) added to this viewpoint as he saw Pastoral Care as being a vague concept. Also he felt that many teachers had little interest in this aspect of their work and some had no talent anyway even if they had any interest. This implied that even though formalized structures were developed for the delivery of Pastoral Care there was no guarantee that it would happen.

Lang and Hyde (1987, p. 3) looked at the fundamental problems of concepts and definition and presented a table of definitions to illustrate some of the perspectives that characterized the conventional wisdom.

Definitions of Pastoral Care

- One can say that the phrase (Pastoral Care) covers all aspects of work with pupils in a school other than pure teaching ... this book, Pastoral Care means looking after the total welfare of the pupil (Marland, 1974).
- Pastoral Care is something set apart from the daily work of the teacher. It is that element of the teaching process which centres around the personality of the pupil and the forces which either facilitate or impede the development of intellectual and social skills, and foster or retard emotional stability. The pastoral effort is also concerned with the modification of the learning environment, adapting it to meet the needs of individual pupils, so that every pupil has the maximum chance of success whatever his background or general ability (Hamblin, 1978).
- 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 & Cowley, 1980).

- Pastoral Care is rightly seen as a high priority in our schools. Its traditional functions were to ensure a suitable environment for learning to take place, and to provide guidance and counselling for individual children; however, schools are now adding a responsibility for taking a major role in Personal and Social Development, through the identification of a Pastoral Curriculum of programmes activities in tutorial times--or elsewhere (West Sussex County Council, 1983).
- 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/curricula and administrative/organizational) and which

> is itself, located in a wider social, historical and cultural milieu (Ribbins & Best, 1985, p. 3).

Lang and Hyde (1987) attributed the lack of any shared meaning of the term to the convenience of the conventional wisdom approach which portrayed Pastoral Care as "The institutionalized and altruistic commitment of teachers and schools to the welfare of students".

Dynan (1980) also challenged the conventional wisdom approach within the Western Australian education system when she noted the disparate perspectives and practices that still existed in schools.

Pougher (1982) saw the term Pastoral Care being used synonymously with a variety of structures and activities aimed at caring for students. He, too, discussed the vagueness of the term and referred to the structures of delivery as being administrative and organizational expedients. Pougher suggested, as an alternative to the term, the concept of a "caring school" environment deemed to include:

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

This was the first formal definition of Pastoral Care to occur in any report in Western Australia. Hyde (1984a) viewed the definition as representing an initial questioning of the traditional assumptions incorporated in the conventional wisdom associated with Pastoral Care.

Summary

The development of Pastoral Care has been an evolutionary process over several decades. It has been a response to social traumas peculiar to certain eras. This has meant that it has evolved as unstructured and with many meanings and perspectives of the term itself. Several strands of ideology have developed and Pastoral Care has taken many forms of expression but it has been generally accepted by all parties that action taken was for the ultimate welfare of the students.

Marland (1974) commented on the British Public School System which was based on punitive measures. There was the development of another strand which controlled and contained the growing masses of students entering the State system of education. It

has been suggested that this strand is still to be found in current practices. The religious ideology strand also found support from several writers with Dooley (1978) looking at the semantics of the actual meaning of the word "Pastoral". He saw a conceptual link between Pastoral Care and authority.

Dooley (1978) developed the argument of the possibility of two levels of interpretation. The first was that students needed to be cared for in terms of compassion--a moral reason. Secondly, that there was a religious motive where the fatherly figure denoted command and authority.

Writers criticized the term on other grounds and in fact changed the total direction of thought from the vague to the concrete notion of Pastoral Care actually addressing the demands of a changing society.

The conventional wisdom that assumed that at all times the student's welfare was being addressed was challenged. The general contention was that basically too much was being taken for granted about what was said to be happening. In other words the rhetoric was often not the reality.

Some teachers have a narrow view on what exactly is Pastoral Care and their perceptions are ones that encompass the psychometric model of

delivery of services, characterized by the targeting of the individual student in crisis. Other teachers take the broader view and accept personal responsibility for counselling students, being actively involved in the personal and social growth as well as catering to the academic needs.

In view of what has been said in the literature survey and also in view of the research done it has been possible for The School to emerge with a definitive concept of Pastoral Care. This concept embodied Pougher's (1982) "caring" school concept and Lang and Hyde's (1987) suggestion that reference be made to the welfare of students, support and guidance in coping with study, career choices, social problems and the specific encouragement of the student's own development.

In the light of this definitive and shared concept of what Pastoral Care embodies one of the minor questions posed: Is it possible to arrive at a commonly shared definition and perception of the term? has been addressed in positive terms.

The adoption of the "caring school" concept was a developmental step in the structuring of a Pastoral Care programme. The staff at The School quickly defined parameters of Pastoral Care responsibility so that the vagueness of the term

"caring" disappeared as a shared perception of what was the limit of this "caring" was defined. It became a case of the staff deciding what was practical and attainable given the available resources.

The warnings of various writers--Marland (1974), and Hamblin (1974), were noted regarding the effects of a lack of clearly defined rationale and underlying philosophy for the delivery of Pastoral Care and within the School Development Plan an attempt was made to define precisely what was the assumptions for the Pastoral Care programme. Aims were specific and a conscious attempt was made to ensure that the Pastoral Care programme did not become an extended administrative role in The School.

Concepts and Structures in the Delivery of Pastoral Care

Lang and Hyde (1987) made reference to a model, originally proposed by Williamson (1980), in which the concept of "pastoralization" was introduced. This concept related to particular levels in the operation of Pastoral Care. The first level concerned average students for whom education

offered something they wanted. The second level concerned students who did not conform, who were in crisis and in most cases manifested this social trauma in anti-social behaviour.

The Pastoral Care programme at the second level had a different agenda in that its aims related to counselling, and the need to cajole and to ultimately control the child. This claim was substantiated, according to Lang (1982) and Best et al. (1983), in a number of English schools, and by Dynan (1980) in the Western Australian setting.

Following a major review of secondary education in Western Australia (Dettman, 1969), the Junior Certificate was phased out and the Achievement Certificate introduced. Such a move provided greater opportunities for the non-academic student to gain some relevance from the school curriculum.

Traditionally, senior administrators in the then Education Department obtained their higher Tertiary qualifications from overseas universities, most commonly from Canada, U.S.A. and the United Kingdom. Very often ideas and systems studied in these countries were simply superimposed on the local scene in Western Australia. The psychological Guidance/Counselling model of delivery of Pastoral Care was a classic example of this imposition.

In the U.S.A. these services had been introduced in the 1920's by Jesse B. James into schools as a response to a national preoccupation with standardization of testing. This was tied in with time and motion studies and general productivity coupled with job satisfaction concerns. The model was superimposed on all large secondary schools (and later primary schools) in Western Australia as a means of controlling the increasingly large numbers of students staying on at the schools.

Best et al. (1983) suggested that adoption of the psychological approach in Britain was perhaps motivated by the desire to delineate career paths for those involved. There was some evidence that a similar influence existed in Western Australia. Provisions for guidance and counselling existed in the form of a large and separate branch within the Education Department until 1987--when a functional restructure replaced the large Education Department with a much reduced Ministry.

As part of the Achievement Certificate courses introduced into Western Australian secondary schools in 1970, a compulsory unit for lower secondary students, called "Human Relations", was introduced. This was in the nature of a Pastoral Curriculum.

The course was phased out in the mid 1970's. The overriding reason given for this was that reliance for the delivery of the subject was placed upon the class specialist teachers who were untrained and inexperienced in these areas.

Dettman (1972), in a major report on discipline, made reference to the Human Relations course:

> A lack of prestige as a `subject', inadequate teacher preparation, low levels of teacher interest due mainly to the absence of avenues for promotion and professional advancement, lack of integration with other areas of the curriculum and the `safe' non controversial nature of the course content. (p. 241).

Delivery of Pastoral Care in Western Australia continued to be influenced by the psychological model. Commenting on this model, Carrol (1981, p. 17) pointed out that guidance services in the U.S.A. have met with criticism since their introduction into schools. He cited the fact that a 1971 Gallup Poll, seeking recommendations for economies in education, placed the removal of counselling from schools in fourth place out of a total of sixteen recommendations.

Martin (1985, p. 2) commented that the position of counselling and guidance in American schools appeared to be at risk, largely because of the lack of a properly defined and accepted role within the school organization.

Thomson (1977, p. 2) pointed to the tendency for counsellors to discuss matters with their own service and this led to a loss of contact with students, teachers and parents. Louden (1985) was most explicit in his report on the negative effects of using "outside experts" to solve the problems within the school and the resultant de-skilling of teachers in the classroom.

Aubrey (1982), in an earlier work, took this point further by implying that teachers generally view anyone not actually working in a classroom as ancillary to the main purpose of the school. Best et al. (1983) reported that the experience in England led them to the view that "there exists among teachers and others an `unofficial' version of Pastoral Care which stands in stark contrast to the `official' version of the conventional wisdom" (p. 10).

Dynan (1980, p. 93) reported a similar situation in Western Australian schools. She stated "The responses of students to this survey indicate that the formal structures of organization are not fulfilling their intended purpose of providing Pastoral Care for students"

From this viewpoint, teachers viewed Pastoral Care as having more to do with discipline and as a back-up to administration.

Dynan (1980, p. 94) further commented that her research revealed that a significant minority of students regarded schooling as a frustrating and alienating experience. Pastoral Care structures, particularly in reference to the structured psychometric model of delivery, were a mystery to the students and were perceived by them as being of little assistance in easing their feelings of estrangement from the mainstream of the school community.

Lang and Hyde (1987, p. 2) viewed this comment as being the initial criticism in the Western Australian context of the psychometric model of delivery--a criticism that gained support in The School at the focus of the present study. Such a

structure, these authors felt, tended to reinforce and contribute to the control of students in crisis so that the status quo would be maintained.

Further support for these views was evident in the report "Disruptive Behaviour in Schools" (Louden, 1985). Crucial to the central argument was the point made that the issues of Pastoral Care cannot be taken over by experts or administrators who operate outside the school. The report was of the view that teachers could most usefully concentrate on what is modifiable within the school environment, rather than the external factors over which they have no control.

Ianni (1989), in his article "Providing a Structure for Adolescent Development" made reference to the tragic case of four students from New Jersey, U.S.A., who were involved in a copy-cat suicide. All four members had severe family problems. All four were "burnouts", members of a very troubled and trouble-making peer group, addicted to "punk heavy metal" music and the other trappings of their peer group. Ianni posed the question: Who was responsible for the uneasy lives and early deaths of these people?

Ianni (1989) argued that the sense of identity and the social role of students could change radically with the surrounding environment. He saw schools as being instrumental in providing the community and its constituent institutions with a structure for transmitting the expectations and standards that most students were desperately seeking.

Tofler (1970) in his book Future Shock anticipated many of the present day societal changes which have affected the lives of individuals. He viewed school as the foundation stone for absorption and redirecting these necessary adjustments.

Moos (1979) and Rutter et al. (1979) reinforced such views by their claims that schools do matter to students and that the educational environment was important for both the cognitive and affective learning of students. Research has established that schools do matter and that they make a difference, so from here it became important to consider just which structures would emerge to effect the desired change.

Summary

The concept of "pastoralization" suggested that there were two levels of operation and delivery of Pastoral Care in schools. The first level concerned the average students who were able to get something from the system, but possibly needing some support along the way. The second level concerned the students who were traumatised, rejected by society and had manifested this in school by anti-social behaviour, and were often subjected to Pastoral Care delivery that counselled and controlled for administrative expediency.

There has been a history of the delivery of Pastoral Care via the psychometric model in Western Australia. There have been criticisms both on a global and local level of the model but the status quo has been maintained.

It was the use of this model that provided the catalyst for The School to set up the Pastoral Care programme. Teachers at The School evidenced the fact that, given the responsibility and confidence, they could successfully carry on the counselling functions themselves. The Student Service delivery was seen to be desirable more in terms of

integration of the service so that The School could provide the definition for the pattern of service, rather than there being an imposition on The School from the "outside experts".

Based on the literature survey and the research, the conclusion was reached that schools can be instrumental in providing the community with an effective structure for transmitting the expectations and standards that most students are desperately seeking. Educational policy at both the State and Federal level carry the expectation that schools will, in fact, accept this responsibility. It was the experience at The School however, that extra resources did not necessarily accompany these expectations.

It has been the question of "How to then do this?" and "What resources will be provided?" that has proved to be the stumbling block. Without this support it was necessary, as a natural progression, for The School to consider how best to structure the environment at The School to effect the desired changes.

An analysis of the Ministry of Education documents was crucial as policy had to fall within the parameters set in the most recent document "Better Schools". This addressed one of the minor

research questions posed: Do stated Government policies, or lack thereof, influence the outcomes of Pastoral Care?

Quite obviously policy affecting staffing, resources available, the role of the Student Service delivery, training available for teachers in this area and who was to take the ultimate responsibility.

The lack of policy on accountability in the Pastoral Care area meant that the principal of a school could decide whether or not these issues were to be addressed. The School was totally reliant on the Principal to support and facilitate the programme. The fact that he did totally support the programme was a crucial factor impinging upon its implementation.

The moral responsibility for a school to pick up these Pastoral concerns can stay a rhetorical question unless central policy stipulates and provides for the structures to deliver the service. A change in school administration may well mean that a functioning Pastoral Care programme may be cancelled for whatever reason--perhaps changes in priorities of budgeting for instance.

Discipline and Pastoral Care

Discipline is a complex issue and this was recognized by Beazley (1984) who observed that the relationships existed between a school's ethos and its success in dealing with disruptive students. The view was expressed that schools are not only expected to care for students but also to discipline them. These are diffuse roles which, at times, cannot be separated. New standards and values in society have highlighted conflict in the task of discipline in schools, but the point has to be made strongly that acceptable levels of behaviour in schools still have to be set.

Best (1983) et al. noted that, from the point of view of the individual, a disorderly world would make life intolerable. Order is needed and Best further qualified this by arguing that having a set of norms defining acceptable and unacceptable behaviour for all members of society is essential. This allows for a clarification of values and, through the process of discernment, agreement upon appropriate responses that the community wishes to make in respect of the development of self-discipline in students.

Bowker (1976) had a conceptual notion that discipline was a means of helping young people to become responsible, cooperative, but at the same time independent members of society. He felt that it was up to teachers as educators to make all this possible in an environment that allowed for true development and learning to survive.

From a practical point of view such laudable aims would be acceptable to many teachers, mainly because of the vagueness and generality. Often teachers are forced to function in extended disciplinary roles. But such aims give little consideration to the notion of self-fulfilment.

Discipline was defined by the Committee of Inquiry into Pupil Behaviour and Discipline in Schools in New South Wales (1980, p. 31) as "The way a pupil relates and responds to fellow pupils, teachers, parents and the physical environment". The authors did note that this simple definition avoided the related question: What is acceptable behaviour?

Rather than address this question directly it may be more productive to attempt to look at some of the reasons for unacceptable behaviour. In this respect a reference to Rousseau (Bureau of Publications, 1962) is appropriate:

> "God makes all things good; man meddles and they become evil ... childhood has a way of seeing, thinking and feeling peculiar to itself" (p. 49).

This significance of this quote is not lost on those people working in the Pastoral Care area it is clear to them that adults do create many of the major welfare discipline problems through acts such as cruelty, neglect and ineffective parenting.

Three major studies on the topic of discipline were conducted by Lovegrove and Lewis (1985) entitled "Students' Views of Discipline". The researchers concluded that disruptive behaviour can be attributed to a number of factors. First, breakdown in pupil/teacher relationships in Western countries reflects the teachers' inability to adapt to the transition from the autocratic to the more democratic society. Second, teachers are unprepared in terms of skills for the complex behavioural problems which they now have to confront. Third, for the curriculum is irrelevant and they are disinclined to accommodate the traditional forms of control. Fourth, the teacher's historical role as the purveyor of knowledge and developer of skills has been eroded by competing forms of influence, of which the media is an example.

Lovegrove and Lewis (1985) postulated that teachers have come to assume that students have rights and very often they further assume that hence firm control of student behaviour is unacceptable. In the last decade in particular, educationists have been challenged by the restlessness and dissatisfaction of students with school itself (Dynan, 1980). The negative responses resulting from this restlessness such as poor motivation, disruption, passivity, absenteeism, suicides at an earlier age and widespread vandalism have generated a high level of community concern in all Western countries.

Summary

Educationists have recognized the importance of responsible self-direction, moral autonomy and mature judgement as a basic educational aim.

Lang (1977) made the point that a central focus for Pastoral Care should be to develop an effective relationship between pupil/teacher and pupil/pupil as an aid to productive teaching and also as a social end in itself. It is unreal to separate or make a clear distinction between Pastoral Care and discipline.

Best (1983) makes the pertinent point that discipline problems can stem from both external and internal school factors. Academic problems can give rise to Pastoral Care concerns as well as a broken home.

One of the initial priorities identified by the teachers at The School was to have a set school discipline policy. The following statement from the School Development Plan indicates the position adopted by The School.

Effective discipline practices will:

- stress positive behaviour in individuals as part of developing the total growth of the child;
- develop a warm relationship between the teachers and the students;
- enhance the student's self-esteem;
- develop self-discipline in the child; and
- ensure socially accepted behaviour in the students.

It was the belief of the staff at The School that discipline and Pastoral Care needs could not be separated. They felt that it was their responsibility to extend the concept of discipline beyond the idea of punitive measures.

A conscious decision was made by the teachers at The School not to get involved in the behaviour of students outside The School as teachers had no control over its cause and effects. So discipline related to The School boundary only, a decision that some parents disagreed with.

The Student Support Service provided by the Guidance Officer and the Social Worker were only brought in at the level where home factors were involved, such as suspected drug abuse and drinking. It was accepted that these external factors could not be altered but in many cases they provided an explanation for erratic and severe behavioural problems amongst the students.

It was a fact that the teachers at The School had a concept of the end product type of student that they hoped to produce. It would be fair to generalize and state that all teachers had this in mind. Teaching attracts idealists. Teachers are in a unique situation in relationship to society today. They are at the forefront and are expected to counteract the massive wave of change that has swept through society. Society is in a period of great change and traditional values are of little importance to many students.

In the light of this literature survey and the research information emerging from the study more of the minor research questions have been addressed: What perceptions do teachers have of their own adequacy to carry out the Pastoral Care functions of the school? Teachers had the expectation that they would have a defined role within the Pastoral Care programme. Over time they accepted, in particular, the first level of counselling the students as opposed to the previous practice of referring the student immediately to the Guidance Officer or the Social Worker. At the end of the day the teacher had to teach the student and come to terms with the fact that The School could not alter external factors that influenced the student's behaviour. They attempted to alter the organization within The School in order to meet the needs of all students as far as was possible.

Another minor question addressed was: Is it possible to define the school's boundary of responsibility for Pastoral Care needs? The discipline policy was never hard and inflexible and the teachers actually discussed outcomes. They were aware that often the students exhibiting poor behaviours gained the most attention. However, more punitive options were rarely acceptable so such a

situation remained a fact of life at The School. Teachers were acutely aware of outside factors that influenced the students' behaviours at school. Nevertheless what happened at school remained the crucial factors and the ones to be altered if needs be. Standards were set for all students and the expectation was held that there would be conformity. The method of gaining order was addressed. Dignity and respect for teachers and students was openly espoused and attempts were made to inculcate these values. Some students had very sad and often violent home backgrounds. Sentimentality could be destructive, so the teachers knew that the best that could be hoped for was a constant environment at The School. These were the parameters set for the Pastoral Care programme.

The staff at The School attempted to find a clear and defined line through the turmoil caused by social upheavals in the wider community. They aimed to have a policy that left students with a means of surviving in the wider community.

Pastoral Curriculum

The concept of Pastoral Care is a difficult one to define but it is possible to indicate and explore areas of concern through a Pastoral Curriculum. Lang (1985), suggested that there was a need to have a formulated approach to addressing these concerns.

Other writers such as Blackburn (1975), Hamblin (1974), and Lang and Hyde (1987) actually provided rationales for approaches and attitudes to such a Pastoral Curriculum. Forward (1986) provided a philosophical springboard by suggesting that the Pastoral Curriculum so structured could improve the social, personal, education and vocational skills of students, and as a result, they would be more able to participate effectively in life, both at school and out of school. Bulmann (1984) accepted Pastoral Curriculum as a means of teaching a range of skills, knowledge and attitudes so as to equip students for later life as adults.

McLaughlin (1982) felt that the actual concept of Pastoral Curriculum was in need of a critical analysis. He responded by raising several fundamental questions of a basically philosophical nature, for example, what is meant by the term Pastoral Curriculum? His answer to this question was to argue that the majority of schools sought to

achieve their "pastoral" objectives by care rather than by curricula considerations. Care offered, ran his argument, can only respond to particular problems as they arise. He felt that the real need was a systematic and general treatment of relevant issues in a Pastoral Curriculum. In a similar vein Marland (1980) discussed the fact that unless teachers had an agreed background curriculum in these pastoral areas, they were reliant on students having a crisis before help was offered.

McLaughlin (1982) criticized Marland's comments on Pastoral Curriculum on the grounds that McLaughlin felt the comments were vague and imprecise and did not provide enough criteria for distinguishing the "pastoral" elements from the other elements. From McLaughlin's point of view there were no parameters to the term at all. It could cover all the components of the curriculum concerned with social and personal education.

In no way did McLaughlin see Pastoral Curriculum as being the prime responsibility of the school. However, he did make the valid point that schools have custody of the students for a great part of the day. Schools also have the resources. McLaughlin drew attention to the dangers of a

Pastoral Curriculum becoming manipulatory. He felt that if the advice and help given to individuals was set against a background of justified curriculum content, the obvious dangers would be somewhat diminished.

Summary

The literature reinforced the view of the staff at The School that there was a need for a formalized Pastoral Curriculum. Researchers had defined the term and the commonality in their approach was to address the personal, social, vocational and educational skills in order that students would be better able to participate more effectively in life.

The programme at The School was developmental. In the early stages of the evaluation of Stage One of the Pastoral Care programme it was apparent that only students in some type of crisis were being targeted. Although "Pastoral Elements" were present in other subjects, and in particular Health Education, they were not being addressed because teachers felt uncomfortable, and lacked confidence to present some of the sensitive material.

The actual Pastoral Curriculum was initially based on the Health Syllabus--Personal and Emotional Growth. As time went on, teachers and students added to the curriculum where the topic was

relevant. The important point to be made is that topics covered and deemed relevant included the students' perspectives as well. The Pastoral Curriculum at The School attempted to anticipate developmental needs of students and to provide a set of alternative behaviours, rather than imposing values. It was never anticipated that this would solve problems, rather it was a crisis averting process.

In the light of the above literature survey and the consequent research the minor research question: Is it possible to define the school's boundary for responsibility for Pastoral Care needs? was addressed. The School moved from what Forward (1986) described as a "crisis" model to a "preventative" model (p. 11-17).

The staff expanded their parameters of responsibility. They accepted that students needed more than academic support and a caring environment. They needed specific programmes to help them understand themselves from the personal and social point of view. Many factors in their lives could not be changed so they needed the skills to cope effectively.

The Pastoral Curriculum was an attempt to teach alternative behaviours as a foundation for primary students to enter adulthood. By articulating the Pastoral Curriculum in the School Development Plan the staff at The School accepted that no longer could the care be given in an unstructured manner. Philosophically, it was an acceptance by The School that it was prepared to accept responsibility for a Pastoral Curriculum and achieve its Pastoral Care aims in this structured manner rather than by just "caring". It was a pro-active model of Pastoral Care delivery as against a response to a crisis model.

There was an awareness amongst the staff that such a Pastoral Curriculum could become indoctrinatory. This addressed another of the minor research questions: How many of the activities that come under the umbrella of Pastoral Care really form part of the hidden curriculum? To a certain extent the Pastoral Curriculum was manipulatory. The staff were clear about the type of student that they were aiming to produce. Students were being taught how to use a decision making process, how to develop stable relationships, how to survive in an often hostile society and to construct a lifestyle. The reality was that many of these students had little

support from their home in these areas. The teachers had to bring their own bias to the programme. There was a conscious effort to widen options of behaviour and give material for wider choices of behaviour.

Conclusion

The literature survey indicated clearly that from a global and local perspective, the development of Pastoral Care has been an evolutionary process with certain social factors acting as catalysts to directions taken. It has been an ad hoc development which even to present times has taken place without a clear perspective or understanding of the concept.

Authors such as Lang (1983b) and Dynan (1980), indicated that structures of Pastoral Care are often concerned with the administrative expediencies of control and containment rather than the welfare of students. Such an approach is evident in a present day document "Student Service 1989 and Beyond" (1988) put out for discussion by the Ministry of Education in Western Australia.

The writer has analysed the literature under four sections so that these strands can be followed through the evolutionary stages in the context of the Pastoral Care programme operating at The School.

Writers such as Beazley (1984) have evidenced the difficulty in separating Pastoral Care and discipline and many of the problems that arise at school are a result of the school structure itself. They are the problems that can be addressed effectively through a Pastoral Care programme. The experience at The School has shown that teachers have little control over the factors external to the school, but by restructuring the organization and administration within the school, problems that arise can be effectively addressed.

The literature of the past five years on Pastoral Care is supportive of a formulated approach to addressing the Pastoral Care concerns of schools. Schools will not achieve their Pastoral Care objectives by care and rhetoric. The curricula considerations are important.

Writers have stressed the potential dangers of Pastoral Care delivery. Its use as a vehicle to cajole and contain or to punish has been outlined by several researchers. A serious warning was sounded by Lang (1977) in the response of a student, when asked to describe the use of Pastoral Care at the

school said, "It's easier to punish us in small groups". But possibly the greatest danger is the successful Pastoral Care programme. The inherent danger is that the subject matter taught is value laden.

CHAPTER 3

The Design of the Study

Description of Methods Used

The starting point for this research study was the formal Pastoral Care programme that was introduced into The School in 1987. This research was concerned with observing, recording and interpreting the behaviour of all participants involved, that is: students, teachers and parents in the contexts of occurrence.

A Case study mode of research was used, as this allowed for the inquiry to take place in the natural setting of The School. Hence, it was possible to gain an understanding of behaviour in the cultural context in which it occurred.

The study was also ethnographic in that the basic suppositions summarized by Maxwell (1984) were met. These were:

1. They were based on the relatively intensive and long term involvement of the investigator in the setting being observed.
2. They required a holistic, contextual approach to the setting and to the problems chosen for investigation rather than analytically separating out some

aspect of the setting for study without considering its connection to the rest of the socio-cultural context.

3. It described and analyzed the setting from the participants' point of view rather than from that of an outside observer.

Maxwell continued to state that an "Ethnography can go beyond the participants' perspective, but it must begin with and be grounded in this perspective" (p. 33-38).

Writers such as Pelto et al. (1978) and Bennis (1968) viewed the purpose of ethnographic research as describing and interpreting cultural behaviour, with the emphasis being on the behaviour. This particular research also focused on behaviour. A perspective of the behaviour was gained and this was transformed into a written account.

Eisner (1981), saw ethnographic inquiry as seeking to portray the life of a social group in order to perceive and highlight the hidden structures and framework in terms of which members of the group made sense of their social reality.

The above understanding of the term indicated that the approach used was accurately described as an ethnographic approach. The information required

was highly personalized. Also required was an understanding of the effects of the programme on the school community as a social system.

Wolcott (1975), however, argued that no single technique of gathering data, and no combinations of techniques automatically produces an ethnography. There are acknowledged fieldwork techniques such as participant observation, interviewing, questionnaires, surveys and use of documents. However, he claimed that it is only in the final written report that the research becomes ethnographic--when it is transformed into the account.

At this stage the present research can be more accurately described as an Exploratory Case study, using ethnographic techniques of data gathering. A Case study can utilize any method of data collection and in this case the research used qualitative data gathering methods. The reason for this is that the affective domain was the main focus of the Pastoral Care programme and this could be more appropriately investigated in terms of anecdotal records rather than as an array of scores.

The need for a more precise defining of the type of research emerged because, to the knowledge of the researcher, there does not exist a comparable

formalized Pastoral Care programme in a primary Government school so there was no data as a basis for generalization or comparison. As an instance of the effect of this lack of comparison, the use of Para-Professionals was unique to the school, as was the shared understanding of the term "Pastoral Care". As a consequence the research became "bounded" by the school community and its unique character and culture. The School was the focus, not primary schools in general. Anything outside The School was outside the boundaries. At times these boundaries had to be reset as certain issues and themes were searched out.

Stake (n.d, p. 3), defined a Case study as "The study of a bounded system emphasizing the unity and wholeness of that system but confining the attention to those facts that are relevant to the problem at the time". The Case study was used as a methodology on which to build up a background understanding of The School's "culture" and "ethos". The researcher looked for an understanding of this. It was accepted that there would be different perspectives by the different participants such as students, teachers, Para-Professionals who comprised The

School community. These differences which occur with all individuals in this type of research were an integral part of the research.

The use of a Case study approach allowed for multiple sources of data to be examined. From this emerged an interplay of many intended and unintended factors as well as a great diversity and complexity of the whole cognitive and affective milieu. From this analysis a comprehensive picture was constructed and a narrative was developed.

Use of the Case study allowed the researcher to probe more deeply and to analyse intensely the many factors that constituted the "culture" of the school community. This was done in an attempt to generalize the findings to the wider population of Government primary schools. The reaction of the "culture" gave the school an identity. In the case of The School the identity factor was the "caring" nature of the school.

Even though a Case study approach has been used it was still possible to see causal relationships between different factors. Kidder (1981) argued that many qualitative researchers were reluctant to say "this caused that" as they did not have the statistical back-up to substantiate the claim. She further argued that careful qualitative research

contained implicit checks on threats to causal validity and this allowed researchers legitimately to draw causal conclusions.

Bennis (1968) further expanded this argument as he saw that one strength of qualitative methods was that they can directly investigate causal processes that are unavailable to correlational studies. It was impossible to correlate the effects that the teachers' attitudes had on the development of a caring climate at The School. Yet, identification of such causal factors were crucial to this research as they may well reflect critical insights into Ministry of Education policy and this could lead to recommendations.

Ultimately an emerging pattern was sought. The fact that it was an exploratory Case study, there being no other programmes to use as a comparison, caused little concern. McDonald (1976) claimed that the unique case was often the most valuable in arriving at an understanding of the more typical case but there always remained the chance that the ultimate result of this study may well refer to a local problem only.

Methodological Problems

In view of the main points that emerged, three basic issues needed to be addressed. These were classified as:

1. Boundary problems. Boundary limitations are a factor of Case Studies. The parameter set was The School Community and this parameter was to determine the limits of data gathering.
2. Focusing problems. Intended, unintended and unanticipated outputs had to be analyzed, categorized and interpreted. The research was in danger of fanning out to impossible limits.
3. Authenticity. It had to be accepted that the reality was what was going to be perceived by the researcher and the participants. But from then on the classic criteria of authenticity was to be the same as for a quantitative approach--validity, reliability and objectivity.

Approach to the Study

As already stated in Chapter One, there were two stages to the research. Stage one involved the evaluation of the Pastoral Care programme operating

at The School with the emphasis on the roles and goals of the programme. There were two categories of roles in this evaluation:

(i) a formative evaluation which permitted information to be obtained about the interim effects of the programme for the purpose of ongoing improvement; and

(ii) summation or end point evaluation which permitted judgements to be made regarding the continuation of the programme.

Stage two included an evaluation of the students' attitude to school via the questionnaire "Baseline: Attitude to School Questionnaire", designed by the Research Branch of the Education Department of Western Australia. The results of this questionnaire determined, to a large extent, the validity and success of the programme in terms of the original aims.

Ministry of Education documents that had reference and impact on Pastoral Care were subjected to a literary analysis. this was an attempt by the researcher to line up the rhetoric and reality of the situation.

A questionnaire on attitudes to Pastoral Care in schools was sent to teachers external to the school. The results were used to complement other

sources of data and as a further comparison of teachers' perceptions of Pastoral Care in order to validate conclusions drawn on the general area of Pastoral Care in Western Australia by the researcher.

Stage One: Sources of Data

The evaluation of the Pastoral Care programme that had been in operation provided data from a number of key sources which were:

- fifty-one students who had been judged by the teacher, Pastoral Care Coordinator, Guidance Officer or Social Worker as having some degree of academic, personal or emotional difficulty. To some degree each of these students qualified for individual attention;
- fourteen parents who filled the Para-Professional roles;
- one Pastoral Care Coordinator;
- the nine class teachers from the school;
- the Guidance Officer; and
- The School Principal.

Methods of Collection of Data for Stage One

- Observation of all the above participants. These observations were recorded as anecdotes (see Appendix 3).

- Interviews with many of the above participants.
- Use of standardized tests in spelling, reading or comprehension with the students. These were used as some indication of increased or otherwise ability in the academic sphere and the effect of this success was monitored to a degree.

Scriven's Goal Free Checklist Evaluation (Scriven, 1961) was applied. It offered a convenient framework with the emphasis on the roles and goals of evaluation. Basically Scriven had only one goal for evaluation and that was to probe for worth or merit of the programme. He argued that if the initial goals of the programme were not worthwhile then logically there was little point in evaluating. The future of the Pastoral Care programme rested on the results of this evaluation. The evaluation was specifically looking for crucial evidence of:

1. efficiency, i.e. whether there was maximum output with a minimum availability of resources; and

2. effectiveness, i.e. the degree to which the intent of the programme was achieved (intended outcomes) in the context of unintended and unanticipated outcomes both positive and negative.

Scriven's checklist offered a convenient method of conceptualizing the stages of development and change in the programme. The flexibility allowed the researcher to evaluate the Pastoral Care programme at any of the set stages and a sequential order was not necessary. Judgements had to be intuitive based on the available data and factors were addressed and studied with the researcher unhampered by contact with the rhetoric of intent put forward by the participants.

When making the judgements basic cost benefits were the focus. These were in terms of human resources as well as finance. For example, what effort and stress on the teachers' part was involved? It was never expected that the answers would be clear cut.

For future structural changes to take place this evaluation was necessarily followed by a readjustment of objectives in response to the needs

identified. This all had to happen prior to the Pastoral Care programme moving from its embryonic state to a more structured advanced stage.

Description of the Pastoral Care Programme at The School

The School was a Priority School and as such extra monies allocated were based on submissions made to the Commonwealth Grants Commission. This forced the staff to plan ahead with a School Development Plan so as to be able to indicate and justify exactly where, and on what, the monies would be spent.

Discussion among the staff lead to the conclusion that a school could contribute to change in the status quo of the community by addressing the identified problems that emerged in the initial needs assessment (see p. 15). They could do this by restructuring the internal factors of organization and administration. There was an avowed concern for the individual students and this found expression in the establishment of a formal Pastoral Care programme.

The School institutionalized this concern by declaring itself a "caring school" in line with the Recommendations in the Beazley Report (1984). All

submissions made to the Grants Committee were developed under this title of a "caring" environment.

Needs Addressed

As a result of discussion amongst the staff that focused on the results of a verbal analysis of perceived needs, areas of concern were identified. Some attempt was made to prioritize these needs. A need was defined as a bottom line condition below which a programme could not function effectively. The main problem was that of separating needs and what teachers felt was desirable.

The following emerged as needs that had to be addressed. They were presented as objectives for the programme:

- Develop a school commitment to all students and not only those in a crisis situation.
- Speak in an encouraging manner in such a way as to reflect respect for the students and for each staff member.
- Have open communication channels among the staff.
- Monitor parental attitudes and opinions in order to act appropriately and with empathy.

- Show justice and consistency towards rewards and punishment.
- Encourage self-discipline.
- Provide the students with basic skills for effective living in society.

The Administration was expected to:

- provide open leadership;
- communicate directly to others their visions, expectations and purposes; and
- recognize the talents of individual students and also those with learning difficulties and to create opportunities for them to create and to learn.

Students were expected to:

- value the worth of others;
- relate with their peer group;
- assume a responsibility for learning;
- show accountability in their actions so as to grow in acceptance of personal responsibility;
- listen to others; and
- show a positive appreciation for their own ethnic and cultural background. (Based on Pastoral Care Support, Document No. 1. Catholic Education Office, Sydney, 1986).

A Pastoral Care policy was initiated and the following components were addressed:

(i) the Rationale for the programme;

(ii) the structure for the programme to include the role of the Pastoral Care Coordinator;

(iii) various procedures associated with the programme-

- referral of students to the programme,
- the role of Student Support Services,
- induction of new students,
- crisis care, including suspected child abuse in all forms,
- parent involvement,
- parameters of legal responsibility of teachers;

(iv) in-service for the training of Para-Professionals;

(v) budget; and

(vi) discipline policy.

Statement on Pastoral Care

Pastoral Care provided the structure within the school to protect all rights of the total school community. Particular focus was on those whom, because of societal disadvantages or intellectual reasons, were unable to invoke those rights.

The Pastoral Care programme at The School incorporated the strands of:

- a pastoral curriculum;
- an academic support programme; and
- discipline.

Pastoral Care, therefore, addressed the needs of pupils, teachers and parents.

Pastoral Curriculum Programme

The Pastoral Curriculum at The School was largely based on the Ministry of Education's "Health Syllabus: K-10", published by the Curriculum Branch. It was based upon a background of sound theory and experience, and possessed much potential to contribute to the Pastoral Needs of the school.

The strands selected and extracted were those entitled:

- Mental and Emotional Health; and
- Societal Health Issues.

The first section recognized the importance of a positive self-concept. This was reflected in the development of satisfying relationship, and in the responsibility needed for personal decisions and behaviour. The second section assisted the individual to recognize that behaviour, in general, was influenced by a variety of societal factors.

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Much of the material in this document was of a semi-controversial nature. For example, many parents and teachers throughout the State held the viewpoint that imparting of such knowledge should remain the responsibility of the family. As a consequence this section of the Health Syllabus was often deleted or very superficially addressed in many schools.

Aims of the Pastoral Curriculum

To develop in students a:

- positive self-concept;
- sensitivity to, and acceptance of, the feelings and needs of other people;
- willingness to become involved in group and community decision making; and
- responsibility for personal actions, and an acceptance of the consequences.

Skills

Particular skills were necessary in order to provide a link between knowledge, values, attitudes and behaviour:

- to be able to interact effectively with others; and
- to be able to analyse and justify personal values.

Understandings

- a positive self-concept is fundamental to whole body development;
- social networks can help satisfy many needs; and
- an ability to cope with changing life situations is essential.

Content

- self-concept and self-esteem;
- self-management;
- assertiveness;
- family life;
- human relationships;
- the peer group;
- coping with loss, grief and change;
- value awareness and analysis;
- decision making; and
- stress management.

An Explanation of the Operation of the Pastoral Care Programme at The School

The School as an entity came under the umbrella of the Pastoral Care programme which permeated the total environment. All associated activities were coordinated by the Pastoral Care Coordinator. The general intent of the programme was to create and

maintain a "caring" climate that provided a stable, constant and non-threatening environment for all the school community.

The formalized section of the Pastoral Care programme was the Pastoral Curriculum. These sessions represented the core of the programme in that they were structured as pro-active activities to provide students with alternative behaviours. These were coordinated through the library as special sessions by the Pastoral Care Coordinator as it was an avenue of contact with every student for the Coordinator for eighty minutes per week.

Pastoral Curriculum as a formalized programme was scheduled for eight successive weeks in term one and term four. The programme presented covered the following themes:

- conflict resolution;
- development of assertion skills;
- problem resolution;
- value clarification; and
- cultural stereotyping (see section under 'SKILLS' for more specific details).

The same topic was presented to each class in a spiralling manner. Each class was presented with the same topic which was broadened at each class level. This allowed for themes to be followed up in

the general life of The School and in particular in the classroom. On occasions when a particular problem was obvious in The School, e.g. an outbreak of bullying, an incidental theme was presented for that week.

A School Development Plan was developed to outline the complete programme for the year. This enabled the staff to comment and add to the programme where appropriate. The Pastoral Care Coordinator was given administrative time and during these periods the following activities were carried out:

- students were counselled if a problem had arisen with which the class teacher wanted intervention or extra help;
- parents were interviewed;
- the Support Services were coordinated at "case conference"-type sessions;
- a Growing Up course for Year 7 was organized;
- Para-Professionals were trained for their role; and
- remedial type programmes were organized in conjunction with the academic support teacher's programme.

Three major innovations were added to the programme over a period as the need became apparent. These were:

A Comfort Zone. As mentioned earlier, the "boundary" problem had to be contained as the programme tended to fan out beyond The School. However, the products of social upheaval obviously manifested their presence at school and many children came to school distressed, depressed, hungry or just unhappy. Through the Pastoral Curriculum sessions, they were invited to share their problems with either their teacher or the Pastoral Care Coordinator if they wished to. The promise of confidentiality was given. This area of the Pastoral Curriculum was formalized to the extent that the Pastoral Care Coordinator made herself available each morning usually prior to school.

A Sick Bay was established. At times students were sent to school ill and many parents were unable to provide supervision. Added to this some working parents could not be contacted. Staff members tended to share the responsibility for the "caring" aspect of this section of the programme and this included the secretary, the Library Assistant and

the Teacher Aides. Teachers also tended to use the area for children who were not only physically ill but obviously in need of comfort and care.

After School Care Centre. Many of the students came to school very early and were in the school grounds late in the afternoon without supervision. With the aid of OSCAR (a Government organization to assist in this area) a formal centre was established and staff hired to supervise the students until parents collected them after they had finished work. Students were given afternoon tea, homework sessions were organized, play was supervised and television was available.

Discipline Role of the Pastoral Care Coordinator

This took the form of the Pastoral Care Coordinator being a sympathetic listener rather than someone directly involved. The assumption underlying the discipline policy was that if a student was referred it was for one or other of the following reasons: firstly, the teacher suspected that there was some underlying personal problem and the poor behaviour was but a manifestation of the problem. Secondly, the teacher felt that another person was needed to intervene as he/she was frustrated with the situation, there was a need for

more in-depth counselling, or the situation was serious enough to be taken to greater lengths, possibly even to the Principal and parents.

There was also an assumption that the staff would provide support for each other in this area. The Principal had to accept ultimate responsibility for punitive actions.

Role of the Para-Professionals in the Pastoral Care Programme

At the beginning of the 1987 academic year the Principal of The School sent a letter home to invite parents interested with helping on the programme to become active participants. A basic screening of potential candidates took place. The guide-lines for acceptance as a Para-Professional were that the candidate:

- possessed a warm attitude towards all students;
- was literate;
- was capable of appreciating the need for confidentiality;
- had a positive attitude towards the school and in particular was supportive of the teachers; and
- was in the position to attend the school on a regular basis.

took part in a practical workshop on making resource material. This was financed through The School Professional Development Fund. the seminar was requested by the Para-Professionals themselves as they wanted a deeper understanding of the curriculum taught at school, mainly for their own satisfaction. It was assumed that all students from The School would gain from the Para-Professionals having a broader experience and knowledge in the areas in which they were assisting the support teacher.

Role of Support Teacher

On the basis of a formal report submitted to the Ministry of Education during the early stages of the setting up of the Pastoral Care programme, a part-time support teacher was allocated to The School. The report supplied evidence of a significant number of students who:

- were tested and perceived to require extra support because of learning difficulties;
- had been moved from other schools because of behavioural problems;
- were under the care of welfare agencies and had identified associated needs such as extra academic and emotional support;
- were on drugs for such conditions as epilepsy; and

- were physically handicapped and needed to be integrated into the mainstream of the school community.

The enrolment policy of The School at this stage of the development of the Pastoral Care programme was that any student could be enrolled, provided that there were the facilities and the places available. Students from other demographic areas were enrolled and this included a significant majority of "problem" students.

The support teacher was responsible for taking small groups of students and providing a programme in literacy and to a lesser extent numeracy. This was made possible with the help of the Para-Professionals. These teaching sessions were highly structured and constantly evaluated. There was a constant transient group passing through the programme and the challenge was to teach a set of skills. The support teacher kept records of student progress and conferenced with the Pastoral Care Coordinator, class teachers and parents.

Summary

The design of the study allowed for the programme to be analysed from the participant's point of view as The School community had to be the arbitrators of the success or otherwise of the

programme. The teachers at The School assumed that there was a need for a formalized Pastoral Care programme to operate, and, as a consequence, the aims and objectives were clearly defined. In particular, the staff were clear about the direction of the programme.

By having a formative evaluative system built into the programme, aims and objectives were reset in the light of experience. The minor research question: What are the expectations of staff involvement in a Pastoral Care programme? was addressed in positive terms. The staff at The School stated the need for a formalized Pastoral Care programme. The programme in turn reflected their perception of students' and, indeed the school community needs.

The evaluation aimed at assessing the impact of the Pastoral Care programme on the school community. Use of the Case study approach allowed the researcher to build up a profile of the programme so that it was possible to interpret the culture of The School. This could only have been achieved through an ethnographic account.

Use of the multiple sources of data allowed for a triangulation of interpretation of data. Another research question addressed was: It is possible to

define the school's boundary for responsibility for Pastoral Care needs? The evaluation of the programme in the early section indicated that boundaries had to be reset. The School was the boundary in a physical sense. Outside these boundaries was not the concern of the staff at The School as they could not influence those events.

The school's boundary of responsibility came to be clearly defined as over a short time it became evident that factors external to the school could not be altered. However, internal factors could be changed so that a "constant" environment was provided for students.

The total responsibility for the programme was that of the Pastoral Care Coordinator but all the staff assumed a responsibility at the first level of anxiety. It was clear what had to be the direction of the evaluation and that was to portray an understanding of the effects of the programme on the total school community as a social system.

CHAPTER 4

Evaluation of Stage One

The purpose of this chapter is to report in detail on the data collected during Stage One of the inquiry which was the evaluation of the Pastoral Care programme at The School. The data were analysed in the context of:

- pupils' self-esteem;
- pupil self-discipline;
- the caring environment;
- teachers' awareness of their pupils' needs;
- achievement in pupils' skills related to extra support; and
- parent involvement with the school and in the education of their children.

In addition, the evaluation of the programme was designed to permit the investigation of significant emergent issues that were found to be associated with the operation and implementation of the programme.

The Evaluation Framework

The evaluation schedule was used as a reference point for all interviews and, in the open-ended type sessions, the researcher attempted to address the essential parts. These fall loosely into the following categories:

1. School policies.
2. Staff allocation.
3. Curriculum and programmes.
4. Student achievement.
5. The "caring" school environment.
6. Community involvement and participation.

It was not possible to evaluate all aspects of the programme as they were integral parts of the school organization itself. There was a convolution of programmes and activities that were interrelated with the programme so only the key aspects were evaluated.

The precise elements to be evaluated at all times were those of:

- efficiency; and
- effectiveness.

The nature of the interviews allowed for flexibility and even change of focus where necessary. There were accepted constraints of time and resources.

Scriven's (1967) Goal Free model provided a Check-list for the focus of data collection. This included:

1. Background--which has been outlined in previous chapters.
2. Values--these were the needs (the bottom line conditions expected from the programme) and the standards of performance expected.
3. Resources--how they were allocated.
4. Target group for the programme.
5. Process--what was expected to happen and what did happen.
6. Outcomes--intended, unintended and unanticipated.
7. Comparisons--what other course of action could have been taken?
8. Conclusions.
9. Recommendations.

The evaluation was addressed to those people who were involved in the programme, and those who had to make decisions concerning the strengths and weaknesses of it. The evaluation was useful in that it provided pertinent feedback for future directions and further structured validation of conclusions by the researcher.

The pressures of time and finance dictated that the evaluation take place without disruption, otherwise the purpose of the programme would have been undermined. It was accepted that the participants would be reluctant to engage in formal interviews. There had to be explicit undertakings given that all comments would be confidential.

Programme Evaluation

Scriven (1967) argued that evaluation had to be a systematic assessment of the whole programme which would permit those making decisions on the basis of this assessment to assign a worth and a value. From this evaluation the researcher had the ability to provide specific information about the programme that permitted:

- assessments to be made about the impact or effectiveness of the programme in terms of the intended, unintended and unanticipated outcomes, as well as the relevance and priority of the existing policies;
- determination of efficiency, in terms of the use of resources and decision-making decisions about whether to continue the programme at the current level, or otherwise; and

- judgements about the appropriateness of the original objectives.

Data Gathering

There were three techniques used to collect data:

- interviews with a significant majority of the participants;
- observation of the participants which were recorded in anecdotal form; and
- use of tests, records, school reports of the students involved in the academic support groups involving the Para-Professionals.

Interviews

The researcher interviewed twelve Para-Professionals. Their characteristics are shown in Table 1.

There was a set format for the interview with the Para-Professionals and a tape recorder was used for the first four interviews. However, the tape recorder proved to be cumbersome and threatening to

Table 1: Twelve Para-Professionals--female.

Name	Children on academic programme	Children at school
Mrs A.	No	2
B.	Yes--one	2
C.	Yes--one	2
D.	No	2
E.	No	1
F.	No	1
G.	No	Grandchild
H.	No	3
I.	Yes--one	2
J.	No	2
K.	Yes--one	3
L.	Yes--two	2

the interviewees so it was discarded. Notes were taken and the interview was written up as soon as possible.

There was a set format of questions:

- Why were you interested in becoming involved in the programme in the first place?
- Do you encounter many discipline problems with the students that you help?
- Do you feel that you have a place in the running of the school?
- What do you feel that you as a person get from the programme?
- What does the term Pastoral Care mean to you?
- Do you think that this is a good school as you see it?
- Do you think that your school has a good tone?
- Are students important at this school?

These interviews were conducted over several months and in various places around The School. They were informal and very often there were interruptions and other people sometimes joined in what inevitably became open ended discussions.

Five teachers--four female and one male. Most of the interview time was spent in an informal, open-ended type interview. The following issues were addressed:

- Do you feel that there is a more caring feeling in the school now?
- Has the focus of discipline changed?
- How do you rate the facilitation of learning in the intervention programme?
- What is the scope of the programme given present resources both human and physical.?
- Do you consider that the self-esteem of students in your class is an important issue?

Table 2: Twenty-six students

Year	Males Interviewed	Females Interviewed	Total Number on Programme
1	-	-	6
2	2	3	7
3	2	4	8
4	1	2	8
5	2	3	9
6	2	1	6
7	3	1	7

These interviews took place over several months. They were formal, structured interviews. The structured questions took the form of:

- Do you feel that you are working well at school?
- Do you enjoy working with Mrs X?
- How does it help you with your class work? Are you improving in your work?
- Do you feel that the people at this school care about you?
- Is this a good school?

Principal at the time. These interviews were not structured and were ongoing over several months. In this formative type evaluation an attempt was being made by the staff generally to re-set objectives if necessary The interviews with the Principal mainly concerned his role on the programme and how he perceived this role.

Areas addressed were:

- Do you see that you have an active role on the programme?
- What needs to be incorporated into a school "climate"?
- What leadership style had been assumed?
- What vision did he have for the students and teachers?

Interviews with fourteen Para-Professionals. As a structured framework the questions asked were used as headings for the collection of data.

Question: Why were you interested in becoming involved in the programme in the first place?

The general thrust of all the answers was that they felt that they could help children less fortunate than their own children. Seven out of the twelve interviewed did not have children on the Academic Support programme. This programme was a remedial type delivery programme in which the Para-Professionals worked with the support teacher (see Chapter Three--The Role of the Support Teacher). The majority of the children of these parents were in fact doing very well at school and had few "other" problems.

There were other motives. Perhaps the most common was to be doing something in order to gain confidence. The general standard of education was not very high but aspirations for their own children were high.

> "By helping these children I am able to go home and work with my own son who, although not on the academic programme, is still having trouble reading".

Para-Professionals appreciated being involved in more than the fund raising and the other traditional roles at the school.

> "I have always helped at school but I like doing this more than the canteen".

Four of the Para-Professionals talked in depth of their future career aspirations. They stated, in general terms, that they had always wanted to go to technical school and improve themselves, but had felt that it was too late. The workshop with the tutor from WACAE (Western Australian College of Advanced Education) and their general gain in confidence had left them confident to begin looking at doing Teacher Aide courses and eventually getting full time positions.

Question: Do you encounter many discipline problems with the students that you work with?

A unanimous no! No problems at all.

It was obvious that all had worked at setting up a particular relationship with their particular charges.

> "If he is restless during the session then I try to see him in the yard and find out if he is O.K. We talk a lot".

The researcher probed further in order to ascertain if the Para-Professionals ever took on a disciplinary role. All the Para-Professionals were aware of the limitations of their roles, and when the need arose, they had the teacher intervene.

They saw their role as being a friendly face if the need was there. The fact had to be kept in mind that it was a close community, so each was aware of the general problems of most of the students. Initial selection had ensured that the most suitable persons had been selected with regards to confidentiality.

Para-Professionals were aware that the range of activities, the personal attention and the consequent lack of boredom were important factors in general discipline. They spent time away from school thinking up new ideas and approaches to reinforce skills. This was actively encouraged by the support teacher and there were several sessions spent on making teaching aids.

Question: Do you feel that you have a real part to play in the school?

There was a unanimous acceptance that they were appreciated for what they were doing. They felt that it was purposeful. One Para-Professional had problems communicating with one teacher. It was

customary to discuss what they had done over a period, as the teacher may have wished them to reinforce something special, e.g. a new phonic sound. The Para-Professional sensed a resentment on the teacher's part as though she, the teacher, suspected that the Para-Professional was taking over.

In a later discussion with the teacher, the researcher actually addressed the question of teachers listening to the Para-Professionals. Parents hearing students read and spell had been in operation in the school for many years. This programme merely formalized it. There was no extra responsibility attached, rather just more accountability for what was being done, always under the support teacher's supervision. This teacher had a natural fear of parents being in the school. She felt that they were looking at what she was doing. She had no particular complaints. No parent had overstepped the mark. They did only as directed but she felt threatened and it was a real concern. She even avoided parent interviews and dreaded the formal handing out of reports and the consequent post-session discussions.

Question: What do you feel that you as a person get from the programme?

In general they felt good about helping others. It was stated that their own children loved having them at school. One Para-Professional said:

> "Before helping here I had a bad impression about the Aborigine children as they have a bad name in this area. My (sic.) ideas have changed. I see X down the street and we speak".

Meeting other parents was recorded by eight Para-Professionals as a bonus from the programme. Para-Professionals appreciated the company and having a common interest other than the home. They enjoyed discussing how they went about doing things in the sessions.

The new relationships established with the teachers was mentioned. This paved the way for Para-Professionals to discuss their own children with the class teacher, on familiar terms, whereas before they had felt too intimidated.

Question: What does the term Pastoral Care mean to you?

Most were uncomfortable with this question and consequently the answers were short.

> "The children being more comfortable".

> "It gives them (the students) someone to talk to".

"It is what I sent my kids here for. It is caring".

"Put it this way. The last school that my children were at didn't have it. No one cared that she had big problems".

Question: Do you think that this is a good school?

Every Para-Professionals was positive on this point. They spoke of the teachers' individual commitment and sincerity and hard work. Discipline was mentioned as it was felt that this had improved. New children being formally welcomed was seen as a great idea. Five Para-Professionals mentioned that it was seen as good that the kids with problems were given attention.

Interviews with the four Teachers. As stated previously, these interviews were structured in that set questions were asked. However, when the interviewees wandered to other points and issues they were not stopped or redirected as the researcher was never really certain that she was asking the right questions anyway. It was an exploratory situation.

Question: Has the focus of discipline changed in the school?

Over the time that these interviews took place a formal discipline programme was put into place. It was apparent that each teacher was uneasy with such a formal approach. Some viewed it as too punitive and structured. Others wanted a stricter application regardless of the individuals involved. But all teachers had thought seriously about the question and came back to it in several discussion formats.

The teachers in the Lower Primary School viewed the Upper Primary students as getting away with things. Most of this was in relationship to behaviour in the playground. On the other hand the Upper Primary teachers were consciously allowing their students freedoms such as sitting away from the general school for lunch, using the library, free discussion periods on rules and application thereof.

The cane had been banned by the Ministry of Education and most teachers felt that this was premature as other structures, such as time out rooms, were not established. They were adamant that

they seldom resorted to the use of the cane but they thought it was handy to have in the background as a last resort.

There was an acceptance that discipline did exist. It was not defined.

> "Well there is more discipline and the kids are not as angry or rude" (A teacher).
>
> "Teachers are tending to sort out their own problems and are not sending the students to me all the time for me to scream at" (The Principal).
>
> "It isn't a big thing any more. It is just happening" (A teacher).
>
> Question: How do you rate the facilitation of learning in the intervention programme?

There were no objections to the withdrawal of students. The support teacher had worked with class teachers on time tabling and tried to be as accommodating as possible which was obviously appreciated by the class teachers. Some teachers would have liked more sessions but accepted the limitations of time. There was not total agreement on which students were accepted, as some teachers felt that there were children who should have been on the Academic Support programme who were not. But in the final analysis it was the support teacher who knew the priorities and what could be handled. She

had the full school view, and knew the most needy cases. Not that many were left. It was really a matter of how many sessions they had.

Teachers comments could be summed up in one teacher's comment:

> "It takes the pressure off the class teacher. I can see the improvements not only in the school work but most of all in the students feelings about themselves".

Question: What is the scope of the Pastoral Care programme, given present resources both human and physical?

All members staff were adamant that they did not want to see any more students admitted to the programme from other areas without their (the teachers') agreement. They felt that they had their time cut out catering for the community itself, and they resented having to take on what they saw as the responsibilities of other schools.

There was criticism of Para-Professionals having to work with individual students on the open verandahs and in the staff room. It was put forward that a top priority was to get an area (possibly a transportable room) for the Academic Support programme and as a permanent base for the Para-

Professionals. This was eventually given to the school by the Ministry of Education as a result of deputations to the Minister by the parent group.

There were expressed concerns that the school would come to be perceived as a "special" school because of the large number of behavioural problems being admitted from other areas.

Teachers wanted the programme retained and appreciated the fact that, because of the funding in the form of staff through the Priority Schools programme, they did enjoy extra assistance even though they felt that they had cause for frustration.

Question: Do you consider self-esteem of your students as a priority?

The responses amounted to a unanimous yes!

The point was made by the teachers that all students had to feel that they could do something well. Without self-esteem the discipline problems were highlighted. One teacher commented that teachers got the flow on to their own self-esteem through students feeling good about themselves.

Pride in self, school and even country were mentioned as essential traits to be taught to

students. Teachers, on the whole, felt that the school had the right, and even the responsibility, to pass on these values.

Interviews with students. The researcher persisted with the interviewing of the twenty-six students but it became obvious in the very early stages that the students were not going to be very open. A focus for discussion was whether the student felt awkward being helped by the Para-Professionals.

Not one student objected and all but one student, a year seven boy who was comparatively new to the school, expressed a definite liking or a deeply felt friendship for their helper. The students were aware that the Para-Professionals were there to help out their spelling . They did not view them as figures of authority but as "mums" helping. Those whose mothers were helpers were pleased with the situation and felt that it gave a status to them among their peers.

The Pastoral Curriculum sessions were popular with the Upper Primary as they were aware of their fears of going to high school, of being alone without new friends, of having many teachers. The

questions asked produced short answers. The following responses were representative at all the ages.

Question: Do you enjoy working with Mrs X?

"Yes! I can tell her where I am in trouble with my spelling and she doesn't mind going over it again".

"She always smiles at me even in the street".

"When she is on canteen I talk to her".

Question: Do the extra lessons with the support teacher and then with Mrs Y help you in class?

"My teacher says that my work is better".

"I try hard now".

"I can do most of the work".

"It just does".

"This school is much better than my old one". "People help you here and we get to do different things like going on a picnic on the boat".

"My cousin wants to come to this school because she hates her school".

The general discussions in the Pastoral Curriculum sessions encouraged more in-depth answers. Students verbalized what they expected a good school should be:

. everyone should help each other;

- kids that are disabled should be in a normal school and not sent to special schools;
- kids should be able to talk to teachers; and
- rules are a good thing as long as everyone is treated the same.

Interviews with the Principal. The Principal requested that all the questions be read to him prior to the first interview so that he could think about them. He refused to have the interviews tape recorded.

The first and only formal interview turned into an informal discussion which attempted to address the questions posed. The following report is in anecdotal form and the researcher has chosen responses relevant to the general topic.

> A school, to be successful, requires a three way triangle involvement in the educational process--teacher, pupil and parent. Two elements are essential. Firstly, the security of the student and secondly the challenge of the educational programme.
>
> Security of the student can only be achieved through a successful Pastoral Care programme. What the programme has achieved at the school level over the short time that it has been operating is:
>
> - the students are comfortable--constant references and responses from them confirm this; and

- student relationships are kept in mind by all the participants--teachers, students and parents.

Through this programme a more personal level of discipline has been established. Through the involvement of the Para-Professionals my initial statement has been reinforced. Students "at risk" are being identified and intervention strategies employed.

There is a concept of success rather than failure being reinforced and as a school staff, we are now tending to look at the positive aspects that are happening rather than feeling stressed by what is not happening and what we can't achieve anyway.

The programme has provided a focus for the School Development Plan.

The Principal described himself as:

- achievement orientated;
- active and visible around the school; and
- setting high academic standards

He was attempting to give teachers the responsibility of implementing change via a "bottom up" approach. He felt that the staff needed direct, adequate and well informed supervision and they must be involved in planning, programme development and assessment of the goals and objectives.

Interviews with the Guidance Officer. There had been several Guidance Officers at The School over the years. During his stay of one year Mr X had consciously attempted to find a role within the school rather than impose the traditional role.

He was involved with the students in a counselling role, in helping teachers with total class management of students, and he organized the

Growing Up course. He worked closely with the Social Worker and actually did home visits giving feedback to the Pastoral Care Coordinator.

Mr X commented on the following:

Pastoral Care at The School.

> Pastoral Care here is not just one aspect of the school I would say that it is a school-wide thing--a community thing. The school has actually gone into the community and community people have come into the school.
>
> It is more wide ranging than any other programme that I have been associated with. The "caring" elements extend beyond the doors of the school or even the boundaries.

Climate and ethos of The School.

> This school comes across as a hive of activity. it is all directed but may appear to be chaos with the bodies everywhere. The large numbers of parents around make the school appear to have a great supply of teachers. It is a very happy place in spite of the concentration of many students with traumatic problems.
>
> There is a chance though that, with the concentration of responsibility in one person, the programme could become `someone's baby'. When that person leaves it may be impossible to keep the programme going.

Findings from the Interviews

By interviewing a cross section of the participants in the Pastoral Care programme data for the formative evaluation was triangulated. The researcher was looking for specific data in order to make an assessment about the impact of the effectiveness of the programme in terms of intended,

unintended and unanticipated outcomes. Also whether the available resources were being used efficiently. This data was used to determine whether or not the programme would continue. The appropriateness of the original aims of the programme was also reviewed.

In general the students at The School had a sense of belonging. This was reflected in the "climate" of The School. To establish this climate required much extra physical, emotional and intellectual strain on the part of most of the teachers. There is little doubt that the staff wanted to make the programme work.

The minor research question: What perception do teachers have of their own adequacy to carry out the Pastoral Care functions of the school? was addressed. Teachers accepted extreme conditions of frustration to obtain their goal of providing a "caring" environment. They allowed the Para-Professionals to share the staff room. This resulted in the loss of their professional privacy, a situation later alleviated by the establishment of a special Pastoral Care room by the Ministry of Education. The fact that there was virtually no transfer of staff, did, no doubt, allow the programme to continue.

The presence of the Para-Professionals supported the teachers' efforts in developing in students a sensed of competency and reinforcing a belief in their own adequacies. They also acted as extra role models around the school. There was always a danger that these people could assume a discipline role but as there was an awareness of the danger it never really happened. The message was reinforced in many forums that only the teachers had the right to discipline a student. However, the Para-Professionals were free to praise and encourage, and they did this with very positive results.

To all intents and purposes the Guidance Officer could be considered as an outsider to the programme so his opinions were valuable in that they were given from a different perspective to that of the other participants. He addressed the warm "climate", the community involvement and the general feeling that The School staff were "caring".

The Principal was clear about his role within the programme which was basically that of a facilitator. He publicly acknowledged his support for the programme and helped to "sell" it to the staff and community.

The minor research question: Does the nature of the school influence the structure of the Pastoral Care programme? was addressed. The needs of the school, as identified in the initial survey, indicated that a formalised programme was necessary. There were several areas of the curriculum which needed restructuring if student needs were to be met.

Firstly, discipline was a problem and in order to be constructive it was necessary for the staff to have a policy. Secondly, an Academic Support programme was crucial to raising general standards. Thirdly, the acute social problems manifesting themselves in a significant minority of students needed addressing in a pro-active way and the Pastoral Curriculum was seen to be the answer. There is no doubt that the presence of a high trained and experienced Special Education teacher as the Pastoral Care Coordinator made it possible to organize and set up the structured programme.

Curriculum and Programmes

The section of the Pastoral Care programme that covered the academic support was basically a remedial type delivery. From the point of view of

the evaluation it was the effect that the programme had on the students' self-esteem that was being considered.

The researcher observed the students' reactions when they went back to class, looking for evidence of a carry-over in their attitudes to study, their behaviour and their self-esteem. The previous interviews indicated that there were observable improvements in the areas mentioned above. The teachers were definite in their responses, stating that they noticed advances both in academic work and in the students' self-confidence.

The researcher saw little point in isolating the effects of one programme. The Academic Support programme was just one facet of their exposure to the Pastoral Care programme as a whole. But the effects had to be seen in conjunction with all the other contributing sections of the curriculum.

The Pastoral Curriculum was directed at all the students in the school. It was a pro-active programme aimed at inculcating skills in students to help them cope with change and life in general, particularly when crisis occurred. It was a developmental type programme that attempted to intervene at set developmental stages. At no stage

were programmes repeated to the one group. The fact that students themselves had a say in the content ensured a fresh approach at each level.

Along with the Academic Support programme, teachers accepted the Pastoral Curriculum programme as important enough to have a legitimate claim on curriculum time. The Pastoral Curriculum was organizationally possible as it was integrated into the library and literature programmes.

It was apparent from questions directed to teachers that few of them actually knew the specific content of the programme. A copy of the general programme was contained in the School Development Plan that was readily available, but for reasons of time and other pressures the teachers left the specifics to the Pastor Care Coordinator.

> "I have sat in on several sessions and been impressed with the attitude of the kids. They seem at ease and look as if they enjoy talking about what they are talking about" (A teacher).

The teachers were aware of the general content of the programme as the activity sheets depicting work were displayed about the library for all to see.

> "We are hassled for time and feel that what is going on is o.k. The students want to go to the sessions" (A teacher).

Teachers readily articulated about the students' appreciation of both the academic support and the Pastoral Curriculum sessions. On several occasions teachers had approached the Pastoral Care Coordinator and requested that certain topics be addressed in the sessions. Problems had arisen in classrooms and the playground. Such topics included racism, bullying, divorce, stranger danger and drugs.

A Para-Professional commented:

> "The whole school benefits by having a set programme (on Pastoral Care). I have been to a few lessons and the kids learn what is right or wrong".

What she did not mention was that, via discussion groups, the students came to these conclusions themselves. Students had varied approaches to and values about the same situations. Right or wrong was not important.

The Pastoral Care Coordinator had made the point clear to the students during discussion that she was not judging. They were being taught to arrive at their own conclusions from an informed background. The pressure was on the peer groups to make the judgements and think through the cause and effects.

At one session, some year seven students commented that they would like to have more sessions before they left for secondary school. Some students had a real fear of this transition, based on anecdotes told to them by older students. They were fearful of being bullied, tempted to smoke and take drugs, AIDS and having several teachers.

Discussions were held and the subject matter widened. Students spoke of their reluctance to talk to parents on such intimate matters, in fact, to talk on anything. This included sharing their worries.

Much discussion focused on the difficulties of communication in newly formed family relationships. Step-parents, step-brothers and sisters and more casual type bondings brought problems. Sibling rivalry, jealousy between parents and children added to the list. A student commented that he did not expect anything from a new relationship that he had just entered, so he did not feel so bad now that he knew that other students in the class were in the same position.

Students volunteered the information that they had helped other students in the class overcome the initial trauma associated with family break-ups.

One student consoled another student who was in the middle of such an upheaval:

> "Part of it is good because you get to visit your dad and he gives you lots of presents".

Another student spoke about a problem that was not uncommon:

> "I hate it when my dad sucks up to his girlfriend. I sit there because they forget I am around".

The programmes and specific curricula contained in them epitomized The School's attempts to compensate for societal ills.

The minor research question, What key qualities do you seek to produce in your students? was addressed. Assertiveness, sense of cause/effect, self-discipline, and a motivation to succeed were the underlying qualities to be developed as these were perceived by the teachers as being the qualities that would help the students manage change.

The Pastoral Care sessions gave the Pastoral Care Coordinator the opportunity to ascertain the most significant problems encountered by students. These lined up with those later identified in the teachers' questionnaire:

- peer pressure;
- peer relationships;

structure of delivery. It was evident that class teachers accepted their closeness to the students and worked situations through at this first anxiety level.

The formalized programmes acted as a focus for stated aims and objectives. They acted as an umbrella to bring all the associated caring activities together to ensure that they were addressed.

Community Involvement and Participation

Under the guide-lines of the document "Better Schools" it was expected that community members could play a major role in enhancing the relevance and quality of school decision-making so as to ensure accountability to local educational needs. The School Development Plan addressed the parent involvement at different levels and in a variety of ways such as:

- educational ways such as the involvement of Para-Professionals; parents taking pottery classes;
- social ways--community sausage sizzles; assemblies;
- parent evenings to discuss students; and
- recreational ways such as helpers on excursions and camps.

Parent involvement was actively supported and to some degree this provided a stimulus to the school to seek new directions, a classic example being the establishment of the After School Care Centre. This activity was established in response to parent pressure to provide support to the many students left playing in the grounds late into the evening. This was accepted as an extension of the Pastoral Care programme and the Coordinator put in the submission for funding in conjunction with the Principal.

Parents provided the contacts within the community to set up such projects as "Talking Books". Senior citizens were transported to the school by welfare agencies and under the auspices of the students they told the history of the area.

The researcher had to really judge the parental involvement arbitrarily: observation, parents on canteen duty, Para-Professional attendances. The relationship between the Para-Professionals and the teachers appeared to be warm and genuine. The researcher, on many occasions, overheard the Para-Professionals and teachers talking on a personal level.

The continuing strength of parental involvement rested on a number of factors:

- explicit support given by the Principal in terms of budget. This included monies for morning tea, extra consumable materials and moral support in times of crisis;
- a structured programme of involvement so that the role was precise and defined; and
- a willingness on the part of teachers to support the parents involvement.

The School exercised autonomy about the level of parent involvement. The parents were comfortable in these roles and, for some parents, the programme assumed great significance in their lives. They became almost devoted to their students.

The community participation addressed the minor research question: Does the nature of the school influence the structure of the Pastoral Care Programme?

It was very important for some parents to be actively involved on the programme as it gave them some training in handling their own children. A lack of education very often meant a lack of confidence in the parents to actually help their children. However, once on the programme they realized that the basics of education were the same as they had experienced.

The nature of The School meant that there were inherent problems that will have to be addressed as the programme continues. Many parents work, have problems of their own or just lack the education necessary to assist on the programme. In the initial stages of the programme most of the available source of help was tapped.

Cliques began to form and these were observed to be mainly on a socio-economic basis. It was difficult for the Pastoral Care Coordinator to cross match groups. It was an undesirable practice, as racism began to surface with parents voicing their attitudes. This was understandable to some degree as many of these parents were living in areas where there was strong antipathy on both sides.

Some of the single parents began to feel that there should be an extension of the programme into after hours. They felt that The School should accept responsibility for the students after hours if poor behaviour was reported. Quite often this involved their own children.

Much effort went into the training of the parents and providing the infrastructure for general community involvement. The researcher felt that the enthusiasm of the Principal and staff and the particular expertise and commitment of The School

was essential to the success of the programme. The staff owned the programme in every sense of the word.

A change in administration may well mean the demise of the programme. All motivation came from the school level with little interest displayed at the District level in spite of the fact that The School picked up many of the problems from other schools in the area. It is questionable just how long parents will be willing to help students from other areas.

A Para-Professional made the comment:

> "If we were not helping the kids they could go into High School not even being able to read".

Pastoral Care Policy

Discussion on the Pastoral Care policy took place over several sessions in the staff room. The staff were aware that the researcher was taking notes. There was a lack of structure to the discussions. Occasionally a staff member was asked to elaborate on a point or to explain some background as to why they held that point of view.

All members of the staff, including the library assistant and the teacher's aide, were involved in the discussions and their viewpoints were noted along with those of the general staff. Some points

of view were later discussed at the one-to-one interviews. This allowed for deeper probing and to some extent a validation of what was felt to be general opinion.

It was generally accepted that The School had reflected the teachers' wishes in having a stated Pastoral Care policy. Teachers felt that vision had to be translated into practice and that a school had a moral obligation to offer students more than mere instruction. Ideals seen as important were of a fundamental nature such as justice, respect for each other, respect for property.

The formalized Pastoral Curriculum was seen as an effective programme and the teachers appreciated, particularly in the Upper Primary, not having to address the more personal issues in the Health Syllabus.

In the interview sessions the Para-Professionals indicated that they were appreciative of the school policy in which The School openly declared itself as a "caring school". There was a large sign at the front of The School that publicly acclaimed The School as a "Most Caring School". One parent made the comment that:

"It was just like the private schools".

One teacher (male) expressed the view that there needed to be a set discipline policy that clearly outlined punitive measures taken. He was of the view that the students who most offended tended to get the most attention as the resources appeared to be geared that way.

Other teachers agreed in principle but were quite adamant that there had to be leeway to treat each case on its merits. It was accepted in discussion that The School had a great number of very sad children and as one teacher stated:

> "I feel guilty making their lives worse. We are the last resort so where do they go from here?" (She was referring to the fact that some students had been removed from other schools because of their poor behaviour.)

There was general agreement among the staff that they must have more input into decisions about which students were accepted into The School. The Principal had an unwritten policy of automatic acceptance of any student. The staff had a perception that their school was quickly becoming a dumping ground for social rejects of the area whom no other school wanted. One teacher had ended up with a normal class in which there were eight extreme cases (see Chapter 3).

The open policy of free access of parents into the staff room and class rooms caused comment.

Teachers appreciated parental efforts and valued their services but resented the fact that they had lost the privacy of the staff room. They were content to live with it for the moment but were vehement about the fact that there had to be a set area assigned to the Para-Professionals.

> "I can't even discuss a student for fear that I am heard by the parent".

Such a comment expressed the basic fears of all the staff.

Staff Allocation

The Pastoral Care programme was the means whereby The School was able to get an extra allocation of staff. The support teacher was justified as a special case. How to use the teacher was the cause for some in-depth discussion.

The Pastoral Care Coordinator had some misgivings about the constant withdrawal of students from classes for small group tuition and the value thereof. The fear of the students being labelled as low achievers would, she said, undermine the whole concept of the programme. The Guidance Officer put the view that the teacher be used solely for a very small, but identifiable, group on a permanent basis. Teachers in the Lower Primary section expressed the view that it was best to help the younger students

before it was too late. Teachers in the Upper Primary expressed the view that if the older students were not helped then the programme would not achieve its objective of helping all the students.

The Pastoral Care Coordinator led several discussions and made clear that the programme had wider aspirations other than just academic support. It was also in her power to actually direct where the assistance would take place as she had noted this point in the submission for funding of the teacher. By consensus it was agreed that each teacher would identify the students that they considered would benefit from working with the Academic Support teacher and the Para-Professionals.

The allocation of staff was important in that the staff perceived the programmes to be important enough to warrant a restructuring of the timetable. The teachers demonstrated that they had broader perceptions of the support programme. They saw it more as an Academic Support programme. They appreciated the individual needs of students. For example several students had initial need of a "constant" climate in which to adjust to change.

Such an approach addressed the minor research question: What are the expectations of staff

involvement in a Pastoral Care Programme?

Expectations would depend on many factors such as:

- the nature of the programme itself and the roles available to the teachers;
- the commitment of the teachers to the programmes. In other words did they have input into the programme?; and
- the attitude of the Principal in terms of active support for the programme.

The staff at The School expected that they would be involved in the programme, in the areas in which they were affected. This meant being prepared to provide extension activities to topics covered, such as in Social Studies, maintaining set standards and encouraging students in every aspect of their school life. Undoubtedly this would have happened to some extent without the programme, but it was formalised and thus given direction, goals and purpose.

Emotional support was considered as essential as academic support. Some teachers felt that for a few students extra academic support would just mean extra pressures. Because of their students' traumatic background teachers felt that it was best for them to see the school as a place where they could feel secured and relaxed in the knowledge that at least the environment was constant. It became

obvious that there was a high correlation between students with emotional problems and academic problems.

Student Achievement

The support teacher set short term academic goals as a check-list to ensure that learning had taken place. Teachers gave individual reports on the targeted students and in general indicated that progress was taking place.

The Para-Professional group were most vocal in this area. They were anxious to discuss their students in precise terms as to what they had learnt. At the same time several were anxious to point out that they did not take the credit for it:

> "I enjoy talking about my students to other mothers. We like to feel that we have helped in a way".

> "My own child is doing so well working with someone else. I can't get her to concentrate with me".

The younger students interviewed were convinced that the extra tuition and help from the Para-Professionals and the teacher had helped them in class.

> "The kids don't call me dumbbell anymore".

> "My spelling is good now and Mrs X gives me extra homework to do at home and when I do well she gives me little presents".

A teacher expressed the view that, even if the children were not progressing to any great extent, she at least felt better within herself knowing that something was being done to help. This lead to a staff discussion on how it was possible to help the slower student: Should one concentrate only on the problem students and what about the quiet achiever?

> "Robert has at last done something well. His whole attitude has changed in the classroom. He is not so aggressive" (Class teacher).

A Para-Professional made the comment:

> "If we were not helping the kids then they could go into high school not even being able to read".

Her student had attended many schools over his short school career.

The Pastoral Care programme gave foci for activities and acted as a catalyst for discussion of students amongst staff members. It was not a goal of this evaluation to compare actual academic support results. Rather the researcher attempted to gauge the effects of academic support upon the students' self-esteem and their attitudes towards school.

Such outcomes did, however, address the minor research question: How many activities that come under the umbrella of Pastoral Care really form part of the curriculum or hidden curriculum? The answer

was that it was impossible to draw the line where all the various interlacing influences began and ended. This was a result of the holistic approach to Pastoral Care.

Check-list for the Focus of Data: Scriven's Goal Free Model of Evaluation

Scriven's Check-list allowed the researcher to present another perception to the assessment of available data.

1. Background

The Pastoral Care Coordinator was also the researcher. The evaluation time schedule was over six months. In-built into this was a formative, summative and monitoring role for the evaluation.

The evaluation was made available to the school authorities and to the Priority School Programme committee so that future funds could be justified. The purpose of the evaluation was to decide on the basis of the outcome, whether to continue the programme at The School.

2. Values

These identified the needs, defined as the bottom line conditions expected for a programme to operate effectively. The main intent of the evaluation was to address central values, and in particular the concept of a "caring" school. The

responses emphasized an emotional reaction to The School. Being a "caring" school did not just happen.

The hidden curriculum, which included the attitudes of staff and their expectations of students, was as powerful as the Pastoral Curriculum. Teachers, students and the wider community were aware of the objectives of the school. Pride, loyalty, helping each other, and tolerance were values that were verbalized.

There were high expectations both in the academic field and the personal development field. Concepts such as respect and responsibility were built into the school ethos. Concern for others was encouraged as was concern for the poor, the old, the sick and the underprivileged.

There were different forms of presentations such as sayings that were displayed, captions on photos that lined the walls and photos of all the staff displayed at the front foyer so that all new students felt welcomed and party of the school community.

Honesty was rewarded at assemblies and there was a conscious effort to develop this and other values. Students tended to report monies found for

example. There was an attempt to rectify the inequities of the wider society that were reflected in the school community.

> "The school community has actually gone out into the community and community members have come in" (Guidance Officer).

3. Resources

The programme functioned with a minimum of resources. This brought unbearable levels of frustration to teachers as they lost control of their staff room and most of all lost their professional privacy. The Ministry of Education did later allocate a transportable room exclusively for the Pastoral Care programme. This was due entirely to the lobbying of the parents involved in the programme and not as a response to needs by the staff. This was an unanticipated outcome.

4. Target Group

According to Pougher's (1982) "caring" school definition, which was used by The School, the whole school community should be the target. According to the responses there were demonstrated benefits for the students in terms of self-esteem and increased help in the academic areas. For the Para-Professionals, self-esteem, confidence and feelings of worth were noted.

For the teachers the benefits were not so clear. They were positive about the discipline, the learning and the sharing of responsibilities, but there was stress and pressure caused by lack of resources in terms of room allocation and the constant presence of parents, and the increase in enrolments that the success of the programme brought.

5. Process

This really was a question of rhetoric. What was supposed to happen and what did happen? Rhetoric and reality did appear to match up at a number of levels. The School tried hard to develop a satisfactory programme that catered for the needs, both cognitive and affective, of all the students, the teachers and the community. The School demonstrated that it was committed to the needs of the students.

6. Outcomes--Anticipated

The stated objectives of the Pastoral Care programme were met. Based on the responses given by participants, the researcher concluded that:

. the students had developed a sense of belonging and being accepted. There was the effort made to target the whole school not just the individual crisis;

- students were trained to observe the cause/effect of their behaviour so that they could effectively exercise influence over what happened to them;
- the "climate" of the school reinforced the students' feelings that they were appreciated for their unique selves. Such a nebulous feeling had to be sensed by outsiders;
- there were effective role models provided. Teachers were aware of the need to give each student a feeling of dignity and respect. They employed reason and discussion as against the application of punitive measures; and
- there had developed a climate of discipline based on self-discipline. This approach was reinforced through the Pastoral Curriculum.

Outcomes--Unanticipated

A number of unanticipated outcomes included the following:

- teachers suffered from a lack of privacy as their staff room was used as a general teacher and recreation room by the Para-Professionals;

- children came from other areas to be part of the programme;
- The School was perceived as being special because of the students who enrolled with behavioural problems;
- Para-Professionals sought further training to develop their own skills;
- mainstreaming was accepted by the general community; and
- a parental action group was formed to obtain increased resources.

7. Comparisons

The question of what alternatives could have been employed had to be examined. The only alternative that was suggested was that more effort, time and resources could have been poured into updating training for teachers in this area of Pastoral Care.

Summary of the Evaluation of Stage One

There were three sets of perspectives that were relevant to this initial evaluation. The first were the views of participants: the students, the teachers, the Para-Professionals, the Principal and the Guidance Officer. The second was that of the researcher, who evaluated categories of students

needs in the light of the responses from the above. The third were the outcomes of the application of Scriven's Check-list as a brief overview of the programme.

The focus of the evaluation was:

- pupils' self-esteem;
- pupils' self-discipline;
- the caring environment;
- teacher awareness of their pupils' needs;
- achievement in pupils' skills related to the extra support given; and
- parent involvement in the school.

The programme and the specific curricula contained in it provided evidence for The School's attempts to address change. There had been changes in society's values, the traditional home environment and community expectations of the school.

The evaluation addressed the question: Did the programme focus and address the student's interests or was it a programme of administrative and organizational expediency? The answer that emerged through the different data was that the students' needs were the prime consideration of the staff at The School.

Dynan (1980) based her research on the reactions and responses of students. The researcher has done the same and, based on the data gathered, has made the following judgements.

Self-Esteem

Student self-esteem was targeted by the whole school community. The focus of the school policy was to allow each student to know success, to feel comfortable in the school environment and, most importantly, to have a constant school climate where the student was confident in the reactions of the staff. Such a judgement was reinforced from the interviews with the students. They were confident in seeking extra assistance with their work, appreciated the warmth of relationships about them, and liked their school.

The teachers saw the building of self-esteem in their students as a top priority. Having a student become aware of things that they could do well was significant, as this was a general attitude displayed which focused on the positive behaviours of students.

The Principal was of the same view in that he was conscious of things that could be changed within the school, philosophically accepting that external factors could not be changed. He was of the opinion

that the students had to get a feeling of security from the school, and it was his opinion that the students were, on the whole, comfortable at school.

Self-Discipline

The policy of the school was to lead students into a self-disciplinary climate. The focusing on cause/effect and relying on the judgement by peers was a positive approach. There is no doubt that, in the initial stages, it was hard on the teachers and whilst most teachers practised such an approach in their classrooms, they found it difficult to adopt such an approach with all students in the school. For example, teachers in the lower primary tended to have high expectations of students in the higher part of the school.

Caring Environment

The school community contributed to the caring school ethos. The effects of the social and economic deprivation of some of the students was identified in the initial needs assessment and were a major consideration in the planning of the Pastoral Care policy. This was evidenced in the distinctive school philosophy espoused, and in the curriculum organized.

As has been previously indicated 21% of students at The School were identified as having major problems. This put extra pressures on school staff and made teaching more demanding in terms of mental energy and stress. In the discussion about "caring" Connel et al. (1982) said :

> "Many who are used to visiting a school remark that it is possible to detect the 'atmosphere' fairly quickly when entering a school. He qualified this by stating that certain types of climate are oppressive and not conducive to learning or self-development" (p. 7).

The same authors:

> The school is an institution that is among other things, a power structure and is felt as such by students. It is capable of intimidating and grinding people down, and it often generates resentment and resistance. Depending on this can develop into severe problems of authority whose effects generalize through the school's work. (p. 107).

In the light of this statement, the validation of the "caring" environment had to come from the participants:

> "The caring elements extend beyond the doors of the school" (Guidance Officer).
>
> "It is a happy place to come to" (Guidance Officer).
>
> "It is what I sent my kids here for. It is caring" (Para-Professional).
>
> "The kids want to do well because the teachers expect them to and encourage them" (Para-Professional).

The students liked the school and were not introspective in their replies to the question: "Is this a good school"? The Principal and the teachers had high academic and high behavioural expectations of the students and to that end had set up extension classes as well as support.

The School Development Plan attempted to meet the needs of all the students. Some of the students with problems were high achievers and some were low academic achievers. Regardless of this, The School attempted to meet the needs of all in the following areas:

Emotional. The Pastoral Curriculum provided a structure for the identification of possible problems that arose. As well, the class teachers were sensitive to possible stress situations and if these could not be resolved at the school level then they were referred to outside support.

Experiential. An Award Scheme, modelled on the Duke of Edinburgh Award, was initiated in the Upper Primary school. It was aimed at individual attainment in areas not covered in the normal curriculum such as debating, canoeing, botany and practical science.

Cultural. Ballroom dancing was held for all classes and this culminated in a school social.

Italian was taught to each class culminating in a concert with only spoken Italian. An artist in residence was employed with only spoken Italian. An artist in residence was employed for two days. The benefits of these programmes were only observable in the further development of policy and change in attitudes of students, teachers and parents.

Teachers were prepared to give priority to the caring areas of the curriculum, rather than the traditional ones such as Physical Education, in Priority School Programme submissions. This signified a change of direction in budgeting. Parents were prepared to subsidize cultural activities and often turned up themselves to watch. Students after initial cynicism towards the introduction of Ballroom Dancing, became enthusiastic participants.

This avowed concern shown by the staff at The School as espoused in the School Development Plan provided evidence for the teachers' attitudes towards students' attainment both in the cognitive and affective areas. Overall, it was a positive reaction. They had ownership of the programme and most of the staff 'grew' with the programme as there were very few transfers. There was, however, considerable cost to the teachers in terms of stress

and effort, as evidenced in their call for the staff room to remain a private retreat. They also vocalized their concern that students from other areas were crossing boundaries and the school was attracting more than its share of "problems".

CHAPTER 5

Stage Two of the Evaluation

Introduction to the Evaluation

There were three sections to Stage Two of the evaluation:

- analysis of the data from the "Attitude to School" questionnaire;
- content analysis of the Ministry of Education documents that relate to Pastoral Care considerations; and
- analysis of the questionnaire sent to teachers.

In the first section the data from the "Attitude to School" questionnaire were analysed and interpreted in the light of the original aims of the Pastoral Care programme: Had the programme addressed the issues of students' self-concept and self-esteem? The interpretation is from the students' points of view which were considered imperative in the light of the findings of Dynan (1980) who concluded that the formal structures of delivery of Pastoral Care in Western Australia were not fulfilling their intended purpose. In this research study the conventional wisdom assumed that the welfare of students was being addressed had to be evidenced.

Section One: Interpretation of Data from the "Attitude to School" Questionnaire

This questionnaire was administered to all the students at The School in order to cross-reference and validate findings from the Stage One evaluation. There were no modifications made to the questionnaire. Findings were later discussed with some class teachers when the researcher felt that inconsistencies were apparent.

The questionnaire was administered on the assumption that such information about the perception that students held about themselves, their schools, their teachers and their peers was a fundamental indicator of the success or otherwise of the Pastoral Care programme in addressing the original aims. The interpretation of the data was at two levels:

1. item level; and
2. individual level where the researcher observed that inconsistencies occurred.

At the first level, interpretation of data from each class was recorded. Data were then extrapolated so as to present a general profile of the whole school, in relation to students' feelings of self worth and self respect and respect for others. The researcher then proceeded to isolate

factors that impinged upon the application of the Pastoral Care programme at The School.

Two formats of the questionnaire were used (see Appendix 6). It was considered that years one, two, three and four were suited to the happy/sad face representation of responses and years five, six and seven to the written answers. A bench mark of 70% out of a possible 100% was accepted as the differentiation point between positive and negative responses as 29% plus of the students at The School had identifiable problems that put them "at risk" in the general school community.

As already outlined, the focus of the Pastoral Care programme was on internal factors, within the school organization and administration, that could be altered. External factors were accepted as an explanation of some situations and possibly as an explanation of some reactions, but the set parameters of the programme precluded The School attempting to alter any external factors. This fact is important in the context of the researcher's interpretation of some items.

Table 3
Scores on Format 1

Item	Year 1	Year 2	Year 3	Year 4	Average
1	96	91	92	95	94%
2	96	95	92	91	94%
3	84	86	83	91	86%
4	88	86	79	91	86%
5	84	77	92	86	85%
6	84	82	79	82	82%
7	88	86	92	91	89%
8	92	91	92	91	92%
9	96	91	92	91	93%
10	84	82	83	73	81%
11	84	74	83	82	81%
12	88	86	92	86	88%
13	96	91	92	95	94%
14	88	86	83	91	87%
15	84	86	83	86	85%
16	88	86	79	86	85%
17	76	82	75	77	78%
18	84	86	79	82	83%
19	99	95	92	91	94%
20	96	95	96	95	96%
21	68	68	71	73	70%
22	68	68	71	64	68%
23	76	82	83	82	81%
24	83	82	88	86	85%

Results of Questionnaire--Format 1. Years One, Two, Three and Four

Questions: 1. I like school.

13. I am happy to come to this school.

Name of Item	No	Score	Comment
A. Enjoyment of School	1	94%	positive
	13	94%	

Students indicated positively that school was a happy and consistent experience.

Questions: 2. I like my teacher.

14. I work hard for my teacher.

Name of Item	No	Score	Comment
B. Attitude to teachers	2	94%	positive
	14	87%	

A positive reaction was shown to teachers and to working for the teachers.

Questions: 3. I like being with children in my class.

15. I have good friends at this school.

Name of Item	No	Score	Comment
C. Attitude to other students	3	86%	positive
	15	85%	

Peer associations were positive in the main. The negative scores came from the "at risk" group. Several of the students were new to the school and were at the induction stage.

Questions: 4. The rules at this school are clear.

16. The rules at this school are fair.

Name of Item		No	Score	Comment
D.	Attitude to	4	86%	positive
	School Management	16	85%	

The need for rules was accepted in a positive way by the students.

Questions: 5. My belongings are safe at this school.

17. I do not get picked on at this school.

Name of Item		No	Score	Comment
E.	Perception of	5	85%	positive
	safety	17	78%	

There had been significant instances of stealing within a couple of classes by identified students. This involved, in the main, taking lunch money from bags. This "hurt" the victims in a

meaningful way. It was threatening to think that it could happen as lunch was rather important to the younger students.

Questions: 6. Most school lessons are interesting.

18. Most school work is enjoyable.

Name of Item	No	Score	Comment
F. Attitude to course content	6	82%	positive
	18	83%	

Students related positively to the curriculum presented.

Questions: 7. Doing school work is important.

19. We learn things at school that will help us when we are older.

Name of Item	No	Score	Comment
G. Perceived value of education	7	89%	positive
	19	94%	

The responses to the curriculum presented were positive.

Questions: 8. My teacher explains things clearly.

20. My teacher helps students who can't do the work.

Name of Item	No	Score	Comment
H. Evaluation of Teaching	8	92%	positive
	20	96%	

Experiences

Method of delivery of curriculum, experiential, cultural and social experiences received very positive responses.

Questions: 9. I am proud of the work I do at school.

21. I can usually do the work I am given.

Name of Item	No	Score	Comment
I. Perception of self as a student	9	93%	positive
	21	70%	

Students evidenced pride in their school. However, there were reservations on the part of a significant minority of students regarding their ability to cope with the school programme. There were inconsistencies in this area in that most of the negative responses came from students who appeared to be coping based on their results and observed behaviour. Further probing and questioning, by the researcher, of the teachers involved revealed that one group of four students were behind in a project. They were under some pressure to get it in. Another group of students appeared to have a limited interpretation of the question. They tended to look for things that they could not do. For example, one student who usually

had perfect scores for spelling had scored two incorrect spelling on the previous tests. It appeared that in several cases the students had purposely looked for negative results as though they had interpreted the question to read this way. In the main the students on the academic support programme had positive responses to this item.

Questions: 10. My parents think this is a good school.

22. My parents show an interest in what I do at school.

Name of Item		No	Score	Comment
J.	Perceived Family	10	81%	positive
	attitude to School	22	68%	negative

External factors were operating in this area. Because of environmental factors the school administration had been forced to make some hard decisions that had antagonized several parents. In fact some families had left the school in protest over the decisions. Three quarters of the negative responses came from students whose parents had voiced opposition to school initiatives. The media was involved and it was a public issue so students were well aware of their parent's stance regarding The School. The other negative responses came from students whose families were involved with welfare

agencies, basically the "at risk" group. Custody cases were mainly the reason for the outside agencies involvement.

Questions: 11. My teacher cares about the way I am feeling.

23. At this school people seem to care about each other.

Name of Item	No	Score	Comment
K. Perception of	11	81%	positive
Pastoral Care	18	83%	

This was accepted by the researcher as a very positive response because of the extreme problems of some students. As a consequence some of these students were very suspicious of adults in general.

Questions: 12. My teacher seems to like most of the children in my class.

24. My teacher is fair to most of the students in my class.

Name of Item	No	Score	Comment
L. Perceived Teacher	12	88%	positive
attitude to	24	85%	
students			

Students showed a positive response in general. Most of the negative responses came from students with marked behavioural problems.

Summary of Responses to Format 1

The focus of interpretation was on items that could be influenced by the internal factors of organization and administration. These were:

- being picked on by other students;
- not being proud of the work they were presenting; and
- being unable to cope with the work.

With regard to the first item, the students involved were the identified behavioural problems. Many of these students came under the influence of elder brothers and sisters, some of whom were in trouble with authorities. These students had great freedom after school with little supervision and tended to model their behaviour on older family members. In many ways they had an adult awareness beyond their peers at school.

The researcher noted that the bullying that went on in gangs was contained within the gangs, as they tended to pick on their own members. Non-gang members formed other peer groupings and kept away from the identified gangs. The researcher interpreted the students' feelings of being picked on as feelings of frustration at being contained in their own behaviour. There were boundary problems in this area as staff at The School were powerless

to observe or control out of school behaviour. Many of the responses did in fact relate to experiences outside the school. It was the resultant influences that entered the school environment.

The other two items were unpredictable in that in general it was not the "at risk" group that gave the negative responses. The inconsistencies have been explained as due to daily issues and pressures rather than a constant feeling of self-doubt.

There were negative responses to the item:

. My parents take an interest in what I do at school.

These negative responses were predictable in that many of the parents involved were those who were in conflict with outside agencies and in most cases the children were "at risk" because of various social situations. There were a significant number of students in new family couplings. They felt rejected for real or perceived reasons. Several other students voiced the feelings that being the youngest in the family meant being overlooked. Often in the second family reshuffle there were differences of a decade or so in age in siblings.

The researcher made the judgement, based on a thorough knowledge of the individual situations of the students, that the responses in these cases were mainly a result of external factors over which the school had little control.

Interpretation of Format 2

This format categorized the items under the three headings:

- Feelings of self-worth.
- Feelings of worth with respect to school and learning.
- Feelings of worth with respect to others.

Again the benchmark of 70% was accepted as the differentiation point between positive and negative responses, as 29% plus of the students at The School were identifiable as being "at risk" in relation to the community.

Table 4
Format 2

Item	Year 5	Year 6	Year 7	Average
1	96	93	97	95%
2	91	97	92	93%
3	83	86	82	84%
4	91	90	87	89%
5	96	86	100	94%
6	83	86	85	85%
7	74	83	87	81%
8	70	86	72	76%
9	91	86	90	89%
10	87	90	89	89%
11	74	83	60	72%
12	57	86	59	67%
13	78	79	72	76%
14	83	86	90	86%
15	96	93	95	95%
16	61	97	100	86%
17	70	66	49	62%
18	70	72	69	70%
19	70	79	67	72%
20	91	93	92	92%
21	91	90	87	89%
22	83	86	80	83%
23	91	93	90	91%
24	87	72	90	83%

1. Feelings of self-worth. Items 2, 3, 4, 7, 8, 10, 13, 19 and 20.

Item 2. I am pretty happy.

Item 3. I do not wish I were younger.

Item 4. I am easy to like.

Item 7. I rarely wish I were someone else.

Item 8. I can make up my mind easily.

Item 10. I am a lot of fund to be with.

Item 13. I think I look as nice as other children.

Item 19. Things are not mixed up in my life.

Item 20. I am glad I am me.

All items had a positive response. However, two items were scored negative at borderline levels. These were:

Item 8. Some students not being able to make up their minds easily.

Item 13. Some students not looking as nice as other students.

Item 8, with its negative responses, was followed up by the researcher during the Pastoral Curriculum sessions. As a result of the questionnaire the topic was focused upon. Students admitted that they had problems with making a decision. The range of areas in which they had problems in making decisions was wide. The students

who gave negative responses came from a cross section of abilities and personalities. There appeared to be no common pattern of behaviour.

Most students agreed that it was hard to make decisions on certain subjects. In general they did not view it as a very important shortcoming. Rather, it was a fact of life. During discussion sessions, students showed an openness in seeking advice on making a decision from the Pastoral Care Coordinator and their peers. After skill training, using the format of cause/effect in moral dilemma situations, students used the technique of writing down positive and negative aspects of the decision.

The researcher concluded that there would always be a reluctance on the part of some students to commit themselves to a decision if they could possibly avoid doing so. However, they were made conscious that this is what they were doing.

Item 13 in the context of the answers given, related exclusively to peer pressures. The School had a policy of actively encouraging the wearing of uniforms by all students to the extent that second hand clothes were sold at The School. This was a conscious attempt to overcome the disadvantages experienced by the poorer students. Many of the students in the Upper Primary section of the school

resisted all attempts to conform on this issue. They wore the unofficial uniform consisting of jeans, T-shirt and joggers. There were degrees of prestige associated with clothing, depending on the brand names. The favoured named were expensive and coveted.

Physical attributes were an important consideration in the lives of the Upper Primary students as well. The popular students set the bench marks for what was desirable. Students as young as ten were consciously dieting. Whole lunches were being put into the rubbish bins. The lower scores on this item were mainly recorded by girls.

There were also ethnic considerations. Some nationalities insisted on the wearing of uniforms and the students having set hairstyles. Some students rebelled by bringing a second set of clothing to school. Others openly courted the attention of the popular students.

The School had little influence on these items of the questionnaire. Basically, it was the external factors that set standards of conformity. Students were naturally reluctant to stand alone, although several students did appear to be totally unaffected by the peer pressure.

2. Feelings of worth with respect to school and learning. Items 1, 6, 12, 14, 18, 23.

Item 1. I enjoy being at school.

Item 6. I am proud of my school work.

Item 12. I like to be asked questions in class.

Item 14. I am good at school work.

Item 18. I am not shy when I am asked to speak in front of the class.

Item 23. I often wish that I could leave school.

There were significant negative responses in respect to two statements:

Item 12. I like to be asked questions in class.

Item 18. I am not shy when I am asked to speak in front of the class.

Year	Item	Score
5	12	57%
6	12	86%
7	12	59%

The year six class teacher had concentrated on the students' communications skills. Guest speakers had been brought in to assist the students in public speaking and debating. At least six of these students were on the Academic Support programme and

had consequently much exposure to the one-to-one situation with Para-Professionals. They had also had much experience in small group work which gave them the opportunity to answer questions. The researcher concluded that the students in this class liked to be asked questions as they had experienced success and reinforcement in small groups by doing just that.

Year	Item	Score
5	18	70%
6	18	72%
7	18	69%

There appeared to be a deterioration in the upper class. There was an inconsistency noted by the researcher. Although so many students responded that they had this reluctance, most of these students were vocal during Pastoral Curriculum discussions. Several of the students recording negative results were volunteers for the debating team. The researcher was of the opinion that many of the students recorded negative response as a matter of expectation. However, there was a core of students experiencing genuine problems in this area, such as one student who stuttered and extreme shyness in several others. Even when some students were sure of the answers they were reluctant to

participate to the extent that several became resentful if pushed to answer. There was a pattern of ethnic reactions for four of the students. It is not the Aboriginal way to speak up in this manner in front of a class.

The researcher was aware that the teachers of these students were conscious of the students most affected, and they had adopted a policy of never pushing the students into a corner by forcing the issue.

3. Feelings of worth with respect to others. Items 5, 9, 11, 15, 21, 22, 24.

Item 5. My parents and I have a lot of fun together.

Item 9. It does not take me long to get to know a new teacher.

Item 11. I do not get upset easily at home.

Item 15. I do not get upset easily when my teacher growls at me.

Item 16. I would rather not play with children younger than me.

Item 17. People at home are attentive to me.

Item 21. I think that I can do as well as other children in the class.

Item 22. I rarely get picked on by other children.

Item 24. My teacher makes me feel that I am a good student.

Responses were positive. There was an inconsistency in Item 5. 94% of students responded that they had fun with their parents. Such responses did not line up with the responses to Item 11 and in particular Item 7. During the Pastoral Curriculum sessions students reported feelings of isolation and alienation within their families. Some students were in traumatic situations, the details of which were known to the researcher. Further probing by the researcher reinforced the response that students in the main, regardless of family situations, still felt that they had a lot of fun together with their parents. The fact was that some of these students never saw their real family. Obviously these factors were external to the influence of the school.

Students exhibited an affinity with teachers, a willingness to accept discipline, security within the classroom and general satisfaction with their individual performance. Such factors came within the recognized influence of the school.

Summary

The Stage Two evaluation addressed the issues of students' self-concept. It also addressed the minor research questions:

"Is it possible to define the school's boundary for responsibility for Pastoral Care needs?"

"Does the nature of the school influence the structure of the Pastoral Care programme"?"

By accepting the School's internal factors only, as the parameters for Pastoral Care, the staff showed that they could create a "caring" environment for the students. The organizational and administrative structures had been restructured in as far as possible, to meet the needs of the students. Students had come to like their school and to understand that the teachers were trying hard to make it a "caring" school. The students were the clients and if they felt that it was a "caring" school then it obviously was one.

The nature of the school influenced the structure of the Pastoral Care programme to a great extent. There were many identified welfare needs of the students. These were the foci of the programme. Students who had experienced many schools were given

the opportunity to make up lost ground and to gain in confidence by accomplishment. The students were aware of the teachers' empathy and warmth.

The students showed positive attitudes towards schools. However, there were negative responses mainly from the "at risk" group of students. Such attitudes were being targeted in the Pastoral Curriculum programme. Some negative responses presented inconsistencies which the researcher further observed and probed for explanation. By initiating the Pastoral Care programme at The School the staff evidenced an acute awareness of the importance of positive attitudes towards school among students and showed evidence of attempts to promote these attitudes. Teachers' attempts to reject differences amongst students arising from cultural and economic backgrounds were recognized by the students. They exhibited positive attitudes towards the staff in general.

Efforts put into the presentation of the curriculum to extend experiences and make learning relevant were recognized and appreciated by students as evidenced in their responses to such items as:

- I enjoy being at school
- My school lessons are interesting.

The findings from this questionnaire were consistent with the findings from the Stage One evaluation. The outcomes from the evaluation indicated that the impact of the Pastoral Care programme was considerable in terms of internal factors that were altered, such as administrational and organizational ones.

The questionnaire also indicated that factors external to the school such as traumatic family life, death of a parent, and lack of parental supervision impinged upon the Pastoral Care programme. Such factors placed extra demands on the school resources. Although The School did not consciously address these issues, it was recognized that they influenced behaviour and learning outcomes.

The nature of the school community influenced the structure of the Pastoral Care programme. Attempts were made to compensate for the disadvantages that accrued to some students because of poverty and other social ills such as alcoholism in parents or chronic illness.

The questionnaire indicated that the staff as a whole were involved in the Pastoral Care programme. Students generally viewed the teachers as being interested in their welfare. This indicated that

the caring aspects of the programme had generalized to the classrooms as a result of teacher involvement and commitment.

The questionnaire results gave a profile of The School which indicated that the aims of the programme were being met in terms of student self-esteem and worth. It also indicated areas of concern such as students perceiving themselves as victims amongst their peers and a reluctance to withstand peer pressure. The School Development Plan showed that these areas were being targeted within the overall context of the Pastoral Care programme.

Section Two: An Analysis of The Ministry of Education Policies that Relate to Pastoral Care

How do Policies Effect Student Outcomes?

In this section an attempt was made to construct a framework which was used for the analysis of education policies, and the implementation of those policies into schools. In so doing, the minor research question: Do stated Government policies, or the lack thereof, influence the delivery of Pastoral Care? in schools was addressed.

Policies are factors within the school which can be used to change the working environment of students and teachers. They can create the organizational climate, and hence must be considered crucial to any discussion of the major research question: What factors impinge upon the implementation of a Pastoral Care programme in a Government primary school?

For a policy to be effective it must succeed in altering the organizational structure of a school. The crucial question became: What conditions were needed in order to facilitate change so that the delivery of Pastoral Care could take place?

Within factors are part of the organizational climate which was created by policies and there was the need to trace the effects of these policies from the source to implementation. This was challenging the common acceptance by teachers that Pastoral Care happens.

Research by Rutter et al. (1979), has reinforced the view that schools do matter in the overall development of students and that the educational environment is important. It is

Hyde and Lang (1987) viewed the organizational structures of these schools as being underpined by idealized notions that were more characteristic of the previous era, i.e. aimed at the concept of care and control of the masses. They argued, therefore, that the operational structures of Pastoral Care came into existence before the relatively recent notion of Pastoral Care itself. They concluded that this factor alone has had a dominant and counter productive impact upon the way that Pastoral Care has operated in many schools and in some cases continues to operate.

Pastoral Care Programme

The present trend in pastoral Care in Western Australia, which utilizes the psychometric model of delivery, had its origins in a major review of Secondary Education in 1967-69 (Dettman, 1969). This review was the cornerstone for later reforms and set the scene for massive curriculum changes throughout the whole Government Education System in Western Australia.

One unique example of the curriculum changes was the introduction into lower secondary school of a compulsory "Human Relations" unit. It was of a Pastoral Care nature in that the personal, social and emotional areas of the student's development via

a set of curriculum were targeted. Resources in the way of money and expertise were poured into the centrally produced materials to be used in the unit.

The unit was abandoned in the mid 1970's, after six years, for several reasons. Dettman (1972) made reference to the lack of prestige of the unit, inadequate teacher training and preparation, low levels of teacher interest due mainly to the absence of avenues of promotion and career advancement, lack of curricula integration, and the "safe" non-controversial nature of the course content. Dettman made it implicit in his report that the notion of Pastoral Care was a potential response for the growing societal ills that were beginning to pervade the schools. It is significant that even in present times, no formal promotional positions in the Pastoral Care area exist within the Ministry of Education.

This low status of Pastoral Care was highlighted by Nott (1979) who made specific recommendations to remedy this situation. He spoke of the need for positions with Pastoral Care responsibility to be upgraded to equate in status with the positions of senior master/mistress in subject areas. Nott saw that such a move would grant to appointees to Pastoral Care positions the

status and recognition that he perceived the position warranted. He made more specific recommendations in terms of the appointees having special qualifications, there being one appointee for every two hundred students, and the immediate need for the Pastoral Care position to be addressed immediately.

Another example of the curriculum changes during the 1960's was the expansion of the Guidance and Counselling Services to all major secondary schools and later to primary schools. This allowed for the delivery of the Pastoral Care needs via the psychometric model and for such delivery to become institutionalized. Individual students, already in crisis, were targeted and this type of delivery was presented by the education authorities as the answer to addressing the pervading social ills that were entering the school environment in increasing magnitude.

In spite of massive resourcing in terms of staffing and money, significantly large numbers of students did not perceive schools to be "caring" institutions as evidenced in Dynan's report "Do Schools Care?" (1980). Such reports of dysfunctions were based on the responses of students in surveys

which indicated that the formal structures of organizations were not fulfilling their intended purpose of providing Pastoral Care for students.

This report provide the impetus for the then Education Department of Western Australia to form two committees:

- Caring Environment Sub-Committee of Pastoral Care in Western Australian Schools (Pougher, 1982).
- The Provision of a Caring Environment in Secondary Schools (Pearson 1982).

Caring Environment Sub-Committee

This report dealt with Pastoral Care under seven headings:

1. Terminology.

The term Pastoral Care was being used in a general sense synonymously to refer to a variety of structures and activities directed towards the care of students. This was both in the literature and in the schools. Pougher had problems with the many dimensions of the meaning of the term from the notion of caring to the use of it to cover administrative expediencies as already suggested by Dynan (1980). An an alternative he suggested the use of the term "Caring Schools", to be later adopted by Beazley. (See Chapter One).

2. Alienation.

Pougher (1982) looked at ways of reducing the alienation of pupils from the mainstream of the school and its culture. His "caring school environment" was based on the concept of there being a mutual interaction of groups and individuals, with each being responsible in some way for the well being of the others. He regarded this as a serious priority to be addressed.

3. Education Department policies and objectives.

Pougher (1982) was of the opining that "caring" should not be considered in isolation from other sets of activities and changes in the school. He suggested the need for a policy which had "caring" as the long term aim.

4. Basic human needs.

Pougher considered that each school should base its total enterprise upon meeting fundamental human needs.

5. Special needs.

The committee was concerned that any structures that did exist to meet these needs have been put into place after the problems had presented themselves, not before.

6. Coordination of professional services.

A lack of coordination within the various supportive branches of the Education Department was noted.

7. Developing a caring school environment.

The committee stated that, to become caring, schools must change and it must be a planned change. There was a perceived need for the formation of a consultancy of individuals with relevant professional expertise to assist schools to meet their needs. The notion of a "caring" school should be a specific focus for policy rather than the term Pastoral Care and Pougher considered that there had to be clearly set parameters for such a policy.

The provision of a caring school environment. Building on Pougher's concept, Pearson viewed a school's caring environment as being effective only to the degree that students, teachers and parents perceived it. The pertinent point was made that there was a delicate balance between caring and the abrogation of the child's or parent's responsibilities.

Dynan (1980), Pearson (1982) and Pougher (1982) marked a significant evolutionary stage in the development of Pastoral Care in Western Australia.

The emphasis was shifted from targeting the individual in crisis to a whole school approach.

As a result of a later major Government inquiry into education in Western Australia by Beazley (184), the definition of a caring school, as developed by Pougher, was adopted. This definition conceptualized a "caring" school as being

> ... 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, as defined in experiences of self-worth, adequacy, security and warmth of relationships, that result in internalization of behaviours necessary for personal and social competency. (Pougher, 1982, p. 34).

Lang and Hyde (1987) argued that in these terms a "caring" school environment was conceptualized as being founded upon the mutual interaction of groups and individuals, with the onus of responsibility upon each for the well being of others.

This definition of Pastoral Care was the first one to appear in any formal document which related to the Western Australian education system. Earlier reports had used the term but had not attempted to define it.

Summary

Policies relating to the issue of Pastoral Care type activities have been formulated within the Education System of Western Australia since the

beginning of the colony. Certain social eras, for example the mineral boom of the 1950's, and the resultant influx of wealth and need for more workers, provided the impetus for new policies to deal with a particular situation.

Dettman (1972), foresaw many of present day problems already manifested and suggested a structure to address the problems. Nott (1979), Beazley (1984), Louden (1985) and Lang and Hyde (1987) reiterated the need for formal structures to meet Pastoral Care needs. Porter's (n.d.) comment which in essence, said that policy makers do not look down the track to the implementation of the policy is very pertinent in this context.

Nott (1979), Dettman (1972), Dynan (1980) and Hyde (1984) identified some of the factors that they saw as impinging upon the successful application of a programme to meet the identified Pastoral Care needs. They were using as their point of reference programmes that had massive infusion of resources, expertise and personnel. Some factors identified by these authors as inhibiting to the success of the programme were:

- Pastoral Care structures were seen as having more to do with control, discipline and organizational expediency than the welfare of the students;
- a lack of formal evaluation of programmes;
- a lack of a shared definition of the term Pastoral Care;
- teachers were untrained and inexperienced in this area;
- a lack of prestige of the subject;
- a lack of promotional avenues for teachers involved in Pastoral Care type activities;
- a lack of integration with other curriculum subjects; and
- the nature of the course content.

These identifications address the major research question of this study: What factors impinge upon the implementation of a Pastoral Care programme in a Government primary school? There was a sensitivity to the above negative factors by the Pastoral Care Coordinator at The School and an attempt was made to address the issues. For example an attempt was made to arrive at a shared meaning of the term "pastoral care" and this was incorporated in the whole school approach to Pastoral Care needs under the umbrella of a "caring" school. The total

Pastoral Care programme at The School incorporated an attempt to ameliorate these negative factors. The results of this move have already been discussed in this report.

There was an inbuilt evaluation of the programme at The School to monitor that the intent was reflected in actual behavioural outcomes. Students were monitored to gauge their reactions to The School as a "caring" institution. This is reflected in the results of the "caring" institution. This is reflected in the results of the "Attitude to School" questionnaire.

A formal Pastoral Curriculum was formulated to address issues considered relevant to the developmental stages of each individual student in The School. Many of these topics were integrated with other curricula areas such as Social Studies and Health Education.

Several of the minor research questions were addressed: Is it possible to arrive at a shared definition of the term Pastoral Care? Evidently the staff at The School managed to incorporate a shared understanding under "caring" school concept. This gave status to the programme as well.

Should Pastoral Care be part of an integrated curriculum across the whole school? The Pastoral Curriculum by virtue of its content insured that there had to be across curriculum studies. Many of the topics came from the more controversial sections on personal and social growth in the Health Syllabus. The Library periods were used as Pastoral Curriculum sessions and much of the content was delivered via the Literature Programme and by using the research skills traditionally associated with library studies.

Looking at the Pastoral Care programme at The School in a historical context there was evidence that policy was taken a step further than formulation. Previous problems identified in earlier programmes were addressed and attempts made to overcome them. Identifiable inhibiting factors to the successful implementation of a Pastoral Care programme were stated on page 222.

Literary Examination of Specific Documents

The second section of Stage Two involved the analysing of four key Ministry of Education documents that related to Pastoral Care in Western Australian State Schools. The researcher was assessing what was proposed in the document and what was the reality of delivery and implementation of

the documents. The researcher was addressing the major research question: What are factors that impinged upon the implementation of a Pastoral Care programme in a Government primary school? This was an attempt to examine the bridge between formulation and implementation of policies, whilst bearing in mind Porter's comment that policy makers seldom look down the line at the actual implementation of their policies.

In Australia, the constitutional responsibility for education is the responsibility of the various State Governments, through their state education departments. The Ministry of Education in Western Australia is based in the capital city of Perth and is a centrally controlled organization. This factor is a crucial consideration in the implementation of policies. Porter (n.d.) notes that politicians and pressure groups are usually dedicated to ACHIEVING the policy and often this process in itself consumes huge amounts of available resources. By extension, the teachers responsible for the actual implementation of the policy are often unclear about actual intent and often lack the resources.

In the following examination of policies the researcher was very conscious of the separation between policy and implementation because as stated

by Pressman and Wildavsky (1973) (cited in Porter, n.d.): "The events and consequences occur in different organizations, one is the political arm of the government and the other is the bureaucratic" (p. 7).

Porter further notes that, at the most simple level, this results in confusion of goals, the intentional and unintentional redirecting of priorities, and the accumulation of the effects of the idiosyncrasies of different units of Government and different individuals.

Four major documents were examined in detail as these were considered to be the Ministry of Education's policies formulated to meet the perceived accumulating problems associated with the Pastoral Care issues. These documents were:

- The Beazley Report (1984);
- Disruptive Behaviour in Schools (1985);
- Better Schools in Western Australia--A Programme for Improvement (1987); and
- Student Services 1989 and Beyond (1988).

The Beazley Report

This report resulted from the findings and recommendations arising from the REPORT OF THE COMMITTEE OF INQUIRY INTO EDUCATION IN WESTERN AUSTRALIA (1984). The impetus for this inquiry was

Government concern about the current relevance of existing patterns and provisions of primary, secondary and technical and further education in Western Australia.

In the Overview of the Inquiry, a view was expressed about the parameters and accountability of schools in Pastoral Care responsibilities.

> "Schools have a responsibility to overcome indifference to learning, whether it be personal indifference from a student from a supportive home or whether the student from indifference to education by unsupportive parents" (p. 11).

The very strong criticism made in the report was that schools teach working class children failure. The connection between the need for Pastoral Care and socio-economic factors was strengthened. Recognition was given to the fact that in general, schools were not equipped to provide refuges for the students, and the situation was often compounded by the lack of coordination between the various Ministry of Education agencies and other Welfare agencies. The suggested solution was to provide more resources in the way of money, facilities, counselling and "care" where needed. No specifics were given.

Plougher's (1982) discussion paper with its definition of a "caring" school was accepted as the basis for the concept of a caring school and acknowledge as providing helpful guide-lines to the Committee's thinking. Beazley indicated several aspects which required consideration by schools when developing "caring" environments. These aspects included:

- The limits between the school's responsibilities for caring and those of parents, need to be clearly defined.
- To maximize caring, schools need to establish strong links with other agencies and individuals in the community.
- Current staffing and promotion systems may not be conducive to supporting a caring environment.
- All schools staff should be involved in caring for students.
- School organization and administration should be conducive to caring.
- Chronological promotion may not be desirable.
- Some students have motivational and identity problems.

- There is a social difference between teachers and pupils.
- Teaching, caring and disciplinary roles should be compatible.
- Current teacher pre-service training may not be developing caring attitudes and strategies.
- A caring school environment should include an educational component (p. 150).

The assumption was that improvements in this regard would lead to higher levels of self-esteem in pupils.

Seven broad areas were identified by the Beazley committee as the basis of a new and relevant curriculum. Existing subjects, they felt, could be allocated to, or divided among, these major components. The Pastoral Care activities came under the area of "Vocational and Personal Awareness".

This component was seen as aiming at helping students to develop understandings, attitudes, and skills which would assist them to cope with, and adjust to, the changes in their lives. The examples given included:

- the study of values;
- facing problems;
- decision making;

- personal and group relationships;
- the management of living;
- career awareness;
- work and its alternatives;
- leisure and recreation;
- parenthood;
- human relationships and human sexuality;
- drug and alcohol education;
- social and political rights;
- effective use of resources;
- consumerism; and
- a perspective on education as a lifelong process (p. 49-50).

The above component was further developed.

> "Students need to have the opportunity to identify for themselves a set of criteria by which choice are made; search out and come to grips with contradictions in their own value system; probe their own life's goals deeply; and operate competently in a society which allows various sets of values" (p. 64).

The point was made that development of moral reasoning and a capacity to discriminate and choose amongst values and beliefs is a crucial part of growth and personal integrity and a social responsibility.

The Report made eleven recommendations. The statement was made that structures do not care; that it is people who do, and on this basis it would be

possible to provide a logical and appealing structure for the delivery of Pastoral Care. Beazley was of the opinion though that without the correct assignment of teachers to Pastoral Care duties, the structure would be ineffective.

The Beazley report was the first comprehensive report since the Dettman report of 1969. It was commissioned by the newly elected Labor Party and was meant to mark a turning point in education. From the Pastoral Care perspective, the welfare role of schools was given impetus. The notion of a total school concern was pushed in the report, with the expectation that schools would accept the responsibilities that hitherto were not really school based.

At this stage there was a general perception amongst the community that Government schools were failing to teach students the basics.

> "Whilst the government did not wish to enter the controversy about standards in the basic skills, it believes that significant efforts need to be made to raise skills to the highest possible levels" (Beazley, 1984, p. 3).

A section of the report was entitled Pastoral Care and Self Esteem (p. 149-157). The following recommendations were made.

Rec. 67

That all schools be able to describe clearly the structure chosen for the administration of Pastoral Care.

Rec. 68

That provision be made in the timetable for a time and place for the pastoral groups to meet, thus allowing those responsible to a means of access to the individuals.

Rec. 69

That Pastoral Care be small enough to allow individual students to be known well by the member of staff who has responsibility for the group.

Rec. 70

That schools have a senior member of staff to co-ordinate arrangements for the Pastoral Care of all students.

Rec. 71

That teachers with Pastoral Care duties beyond those of a normal classroom teacher be recognized as having additional duties, and have a reduced workload to fulfil those duties.

Rec. 73

That pre-service training courses included preparation for, and instruction in, the exercise of Pastoral Care.

Rec. 74

That employing agencies provide in-service training for school personnel prior to their operating as Pastoral Care teachers.

Rec. 75

That all teachers have access to professional development activities to assist them to undertake general Pastoral Care duties. Teachers with special Pastoral Care duties should have access to professional development activities to assist them to undertake those duties.

Rec. 76

That schools provide a sufficient range of activities of different types to increase the chance of individual students finding areas in which they can succeed and so gain in self-worth and confidence. If students are involved in community activities, liaison between school and community should be close enough to a student's achievement to be known and recognized at school.

Rec 77

That in cases where there is a conviction of need Government schools appoint chaplains.

Six years later it would appear that the Beazley Report has had little effect on Pastoral Care in schools. Recommendation 76 can obviously be followed through at the school level and several schools have appointed chaplains in line with Recommendation 77.

In spite of the massive amount of resources in terms of human expertise and money that was poured into this review, as far as Pastoral Care goes the follow-up has been minimal. The array of social problems that the report was supposed to have addressed has increased.

The minor research question: Do stated Government policies, or lack thereof, influence the outcomes of Pastoral Care delivery in schools, has been addressed as far as The School was concerned. The Beazley report was, without a doubt, the most comprehensive document produced on Pastoral Care in Western Australia, yet, to date, there remains only the rhetoric. It did raise the expectations of the community, however, that teachers has to assume more responsibility for dealing with social ills as they affected children.

Nothing specific was done about providing extra resources to meet these expectations and Pastoral Care continued to assume a low status. Teachers on the other hand have been forced to assume the extra welfare responsibilities without systems level support.

Summary

This Report provided the philosophical framework for the development of the Pastoral Care policy at The School. The "caring" school definition was adopted and to the teachers struggling with a new, broader perspective of professionalism, the report lent a legitimacy to their growing insistence on the need for recognition of their changing roles with a welfare focus--a role that was being more heavily forced on them. By accepting these roles the teachers undertook wider and greater responsibilities. The data evidenced the fact that the result was to attract students from other areas seeking this Pastoral support.

Out of the array of conclusions it is interesting to note that the staff felt, that in many ways, they had made a rod for their own backs simply by expressing a deeper concern for improving the survival chances of their students in a society in change.

These conclusions would seem to go a long way towards responding to the major research question. The divide between the formulation of policy and the implementation was apparent. This had to be the most daunting barrier to the implementation of change, and change was what Beazley was all about. So even though some success was achieved it was not because of any help given as a result of the Beazley Report.

Disruptive Behaviour in Schools (Louden, 1985)

This document built on many of the specifics that were lacking in the Beazley Report (1984), mainly in relation to advice on how to actually implement change.

The recommendations that were forthcoming were practical, with the emphasis towards school oriented action. The researcher considers this to be one of the most significant documents ever released in Western Australia on Pastoral Care issues.

The major recommendation points made in the document were:

- There is a need to focus on the creation of effective learning environments where all students can feel comfortable, free from threat and able to pursue their studies unhindered.

. A recommendation referring to the Pastoral Care type encountered by schools attempting to manage change without effective departmental support.

It was implicit throughout this document that the problem of disruption cannot be taken over by experts or administrators who operate outside the province of the school.

The document further stated that all too often innovators from outside the school fail, as they lack teachers' insights or understandings as to what is practical in a school setting. The point was emphasized that the support systems such as Guidance and Counselling tend to encourage the finding of children to fit its model, and so it was necessary to think through more carefully the structures used in schools for the delivery of Pastoral Care.

Throughout the document there was a tacit criticism of the psychometric model of delivery of student services. There was the recommendation that the role of Guidance was to change from the model of targeting individuals in crisis to that of support in assisting schools to draw up and implement policy. The difficulty in implementing this change was anticipated in the sense that support personnel working in isolation, and with a single perspective,

may well perceive change or a different approach as a threat to their autonomy. The new direction for Guidance/Counselling was advanced under the notion and name of "Support" and their role was to be that of a school resource rather than, as previously, that of practitioners at the individual student level. The document was clear and definitive on this point and further emphasized the need for coordinated effort for the development of the "caring" school environment which was accepted as a practical basis on which social relationships within the school rested.

Summary

This document mirrored many of the criticisms that were being levelled at the psychometric model of delivery of Student Services. It was a document that outlined the specifics on how to actually achieve change and it reflected input from many individuals.

The teacher's role was recognized as crucial if change was to happen. Philosophically the document rested comfortably on The School's Pastoral Care policy. The whole school approach advocated was

accepted. The wider responsibility role for teachers in the welfare areas was picked up and outside experts were used by the school only when all else had failed.

The most important minor research question addressed was: Is it possible to define the school's boundary for responsibility for Pastoral Care? This document made it clear that it was impractical for teachers to attempt to modify outside school conditions over which they had no control. The School had accepted this argument during the implementation of their Pastoral Care policy.

It is unclear why this policy was not accepted as a basis for the later document "Student Services 1989 and Beyond". Like many such documents "Disruptive Behaviour" was produced and never implemented. Many schools did not even receive a copy of the report so, in practical terms, the document was irrelevant.

Better Schools for Western Australia--A Programme for Improvement (1987)

This report was prepared as a follow up to the review by the Western Australian Government Functional Review Committee (1986) which was confidential and hence not available. The rationale

given for the policy outlined in "Better Schools" was the perceived need for more efficient use of Government resources by Government bodies. It was argued that the traditional methods of administration, involving large numbers of centralized staffing, overlapping responsibilities and mechanisms for change which demanded more funding, were not justified.

The general thrust of this document, with the specified rationale for change, namely: self-determining schools; maintaining educational standards; community participation in school management; equity; and responsiveness to change has been discussed in Chapter One of this study.

The document received a mixed response when it was released in 1987. A report in the West Australian Newspaper, May 15, 1987 had the following quotes:

> "The report offers a reasonable shot at saving money so for that reason alone we should at least try it" (Professor Michael Scriven, University of Western Australia's Education Department).
>
> "The report's proposals offer a leaner, more efficient education system" (Dr. Derrick Tomlinson--the Director of the University of Western Australia National Centre for Research on Rural Education).

The executive of the State School Teachers Union of Western Australia, expressed concern that the document in the form in which it was presented could not be implemented because:

- it raised questions which were not answered;
- its effects were uncertain; and
- it followed on from significant changes (Beazley) which had not had time to settle--it piled dramatic change upon dramatic change.

Further concern was expressed by the union in terms that the document would undermine teachers' working conditions and increase the cost to parents. The comment was also made that, if change was necessary, the process ought to be properly structured.

In a response from the Western Australian Primary Principals Association (1987) the view was given that the Association found little fault with the general thrust of the document but there was widespread concern about both the implementation and implications. Uncertainty was expressed as to what the document meant and what it entailed. This, they felt, eroded confidence in it, both in broad terms and detail. The document was a glossy, twenty-five

page production and as such, the principals felt that such a brief statement could not be expected to provide the in-depth assurance they wanted. Their specific concerns were highlighted under the following headings.

Rationale for change. Their concern was not with the philosophy behind the change but the haste accompanying its implementation. Within one week the central office had been reorganized. They were not convinced that the primary section needed changing anyway, and felt that it was tailored to the Secondary schools as had been the case with the Beazley Report.

Self determining schools. There was concern expressed to exactly how individual schools could be expected to devise programmes which reflected the wishes and concerns of local communities. The private school model cited as an example was not considered relevant to Government schools.

Maintaining educational standards. It was felt that schools were being given dwindling resources to juggle the mechanisms built into the school for monitoring standards such as standardised tests were felt to be too mechanistic.

Equity. They felt that the assertion made in the document that the proposals would protect the essential concern of equity was unconvincing "If the educational rich are to get richer will the converse inevitably apply" (p. 4).

Teachers. They saw the need for adequate provision for professional development. Decentralizing, they felt, would not lead to the enhancement of the professionalism of teachers.

The school grant. As there was obviously a dwindling amount of money, they felt that it was illusory to talk of flexibility. Legal problems would become a school concern, and there were expectations of added administrative tasks. Wider budgeting powers did not, they felt, mean more resources for students.

Summary

"Better Schools" was a controversial document from its inception. It was produced by Government policy makers with little or not input from school personnel. It has created a history or bitterness amongst teachers as evidenced in the total bans applied, stop work meetings held, and work to rules procedures adopted during the teacher strike in 1989.

Pipho (1986) said, when commenting on the report of the National Commission on Education in the U.S.A., that there was evidence to support that the Reform movement was alive and well, and also that it was dead. Some of his comments can be generalized to Western Australia.

For instance, he noted that in most states in America there is no one responsible for making reforms work. There has been no effort made to inform teachers in Western Australia exactly what the "Better Schools" policy was about. Some principals have been in-serviced on specific areas such as producing a School Development Plan, but considering that teachers were to work together to produce this plan, then it would have seemed logical to expect that they, too, would be in-serviced.

The reforms have been imposed on the existing conservative structures and the status quo remains as evidenced in the teachers' resistance to the introduction of School Councils, extra responsibilities with legal implications such as camps and excursions and attending meetings after school to draw up policy.

Changes that have taken place such as the introduction of the School Grant have had economic repercussions rather than educational ones. Schools

have a fixed budget and the onus falls on the Parent Association to subsidize this Grant. For the poor schools, this has not been possible so resources are diminished. Neither the individuals who wrote the report nor the educationists who had to implement the changes have evaluated the impact.

The researcher has made the judgement that The School operated the Pastoral Care programme in spite of Ministry of Education policy as evidenced in "Better Schools". The staff had to come to terms with the reduction in resources, lack of training in this area, and as a justification, find a sound philosophical basis for their attempts to change internal factors to meet the changes in societal values. The document, "Better Schools", gave the expectation to the community that teachers were to pick up these extra responsibilities. Few members of the community understood the problems of a lack of material resources.

Some schools are in better endowed areas than others, have a more affluent community and hence attract teachers. Having a lack of resources puts the poorer schools at a disadvantage and belies the concept of equity in the educational system. The parents at The School were given unrealistic

expectations as to the future directions of The School. The resources to meet these expectations were not available.

Students Services 1989 and Beyond: A Framework for Student Service Delivery. A Discussion Paper--Ministry of Education 1988.

This discussion paper was a blueprint for future directions of Pastoral Care in Western Australia. It purported to reflect current thought and the general aim of the proposed framework was to provide:

- an integrated, professional service to students;
- a more balanced service across all districts throughout the State; and
- more efficient and effective support service for students and teachers.

The paper was presented under the following headings:

1. Introduction: Better Schools and Better Services

The points outlined were the shift from the centrally controlled service to a district and eventually to a school based service. It was stated that this framework would ultimately shape the

procedures and management operations within the school districts whilst allowing flexibility to cater for local needs at the school level.

Central Office was to provide a policy framework which would have a priority focus on equity and quality control of student services. The term "equity" was not defined or clarified. It allowed for a legal interpretation, or equity of resources in the distribution.

2. Setting The Parameters

There was a suggestion that other Government agencies were pressing for the Ministry to take more responsibility for the welfare needs of students. Services mentioned include:

- troubled youth;
- homeless youth;
- victims of domestic violence;
- victims of crime;
- victims of drug abuse; and
- victims of child neglect and abuse.

The statement was made that Pastoral Care and support personnel are increasingly expected to remediate or at least compensation for societal ills which prevail. This same notion was mentioned in Beazley (1984).

3. Delineating the Ministry's Responsibilities

A clear distinction was made between educational responsibility of remediation and the notion of treatment, therapy or rehabilitation, which the document indicated was the responsibility of other community agents. The use of terminology such as Remediation and Rehabilitation truly reflect the psychometric model of delivery of services where such terms suggest a disease or deviant perspective.

In addition to the educative role in the primary prevention of social/emotional problems, it was stated in the paper that schools had a distinct role to play in the early identification of problems requiring assistance from other community support systems. This was in conflict with Beazley (1984) who noted that it was primarily the parents' responsibility to address the problem and needs of their children. The school's responsibility wads a matter of liaising with appropriate agencies.

4. Supportive Services to Schools

The document identified the following areas for the involvement of Student Services:

- students with learning problems;
- behavioural intervention;
- counselling;

. truancy;

. careers exploitation;

. student health and welfare; and

. inter-agency liaison.

The essential functions of Student Services were listed as:

. behavioural factors;

. curriculum factors;

. socio-economic factors; and

. equity factors.

To fulfil this role the schools were to have access to:

. a psychological service;

. a Guidance/Counselling service;

. a schools' attendance service; and

. a health service.

All these currently operate as the support service to schools and have done so since the late 1960's.

5. A Psychological Service

The specifics outlined in this section were seen as helping teachers improve the learning environment, develop strategies and procedures for programmes and assist the schools deal with their own problems.

6. Guidance/Counselling Service

The paper indicated that the counsellor would provide Pastoral Care and this was the first time that the term was used. It was subsumed under the Guidance role. It was significant that the personnel who would work closely with the counsellor were mentioned, for example, the Principal and the school nurse. However, at no stage in this document was the classroom teacher mentioned.

7. A Social Worker Service

It was clearly stated that the main focus of the social work service was to assist schools to deal with teaching/learning problems, where the causes were identified as being predominantly found outside the school. The whole area was vague in clarifying and identifying the elements of a School Social Work Service.

8. A School Attendance Service

There was little clarification as to what qualifications this person would have and what would be the exact role. The emphasis was to be on preventative rather than punitive measures.

9. A Health Service

This area was also vague in clarifying to whom the nurse was accountable and what qualifications were required to become a school nurse.

10. Other Services

The example given was the School Chaplaincy Service.

11. Implementation

It was stated that the paper had not attempted to provide any specific details of the workings of the individual services, but that the proposals given would provide the cornerstones for the next state of policy development.

Summary

This was an in-house document prepared through the Minister of Education's office by a consultant. It was later put out for discussion. The Pastoral Care Coordinator of The School attempted to have an opportunity to have input from the primary school perspective in the initial stages but was unsuccessful. As a result, all discussion to the document was of a reactive nature.

When the discussion document was finally released, it was very difficult to obtain a copy in order to respond to it, as invited. They were to be found in the Guidance Service offices. This could possibly explain why 75% of the responses to the document were from Guidance Officers. One classroom teacher responded, the Pastoral Care Coordinator of The School. Several Principals also responded.

The document was diametrically opposed to previous research and reports emanating from the Ministry of Education such as Beazley (1984) and Disruptive Behaviours in Schools (1985). In the latter document it was stated that teachers needed to be involved and take responsibility at the first level of anxiety for most of the abovementioned functions and for outside experts to take supportive roles where appropriate. Research, such as Dynan's (1980), had concluded that the above model of Student Service delivery, which had been in place since the 1960's, was dysfunctional as it has resulted in the general de-skilling of teachers in Pastoral Care areas, and in many cases had abrogated these responsibilities to the "outside experts". A similar view was put by Lang and Hyde (1987).

The document would appear to have been one of expediency. A document to address the growing welfare needs of schools was essential given the political climate of the time. Teacher morale and teacher stress were fermenting industrial issues. In the light of "Better Schools", which was still being implemented, a tight budget was adhered to.

This document could be interpreted in the public arena as being the answer to accelerating social problems in the schools. The psychometric

model of student service delivery was institutionalized within the system, so the infrastructure was in place. This document outlined in more specifics the role of the personnel within the structure.

Several minor research questions were addressed in this context, the first being: Is it possible to arrive at a definition of Pastoral Care that gives a shared perception of the term? In this document no attempt was made to define what was being sought. There was an application of the "Conventional Wisdom" concept that the service being provided was for the welfare of the students, and this was in spite of the fact that the model of delivery was opposed to research done by the Ministry itself over the past decade. Such perspectives were no longer taken for granted among teachers and practitioners. This model of student service delivery was one of the overriding reasons for The School implementing its Pastoral Care programme as such. The teachers were dissatisfied with such service delivery as evidenced in Dynan (1980, p. 93). The responses of students in Dynan's survey indicated that the formal structures of organizations were not fulfilling

their intended purpose of providing Pastoral Care for students and teachers had indicated their frustration with the school systems.

The next minor question addressed was: Do stated Government policies, or lack thereof, influence the outcomes of Pastoral Care delivery in schools?

In this case the answer was positive. In spite of criticism and concern from teachers and practitioners to this model of delivery, it will still be imposed on the system obviously for reasons of expediency. It will be easier to extend the present structures, and in so doing a minimum of change will be necessary.

The next question addressed was: What perception do teachers have of their own adequacy to carry out the Pastoral Care functions of the school? At The School, given the opportunity, teachers developed the Pastoral Care role. Many of the functions mentioned as being done by outside experts were assumed by the teachers. For example:

- behavioural factors of disruption, withdrawal alienation;
- curriculum factors of remediation, extension course selection; and

. developmental factors of physical, social, emotional, intellectual--to mention but a few.

Louden (1985) recognized the problems associated with "outside experts" taking over these roles in schools with a resultant de-skilling of teachers.

Another pertinent question needing consideration was: Should Pastoral Care be an integrated curriculum across the curriculum? The Student Services document flies in the fact of international moves to incorporate welfare issues under personal and social growth programmes which give a holistic approach to the problem. The document is not one of intervention but a punitive one addressing students already in crisis.

Section Three: The Results of the Questionnaire Sent to Teachers

The third phase of Stage Two involved the analysis of the Questionnaire sent to teachers by the researcher. Teachers to be surveyed were chosen from the Staffing Manual of the Ministry of Education for 1989. The researcher sent fifty questionnaires to teachers in primary Government schools. Twenty-four replies were received. This was more than anticipated as the letters were sent

during the first two weeks of the opening of the school year. Each reply incorporated comments to back-up answers given.

It was necessary to group several answers together. For example, "consideration" and "respect" were given as separate answers for qualities that teachers wished to instil in their students. Some teachers, however, grouped the qualities together so the researcher combined the two qualities for the purpose of discussion.

Question 1

Which of the following terms appear to be more appropriate for catering to the welfare needs of students?

	Number of Responses
Pastoral Care	11
Personal and Social Growth	10
Guidance and Counselling	1

One respondent answered that any of the terms would be suitable.

It was interesting to note that very few teachers made the connection between Pastoral Care and Guidance even though traditionally this group is

seen as the deliverer of Pastoral Care. There were several comments made to suggest that teachers saw Pastoral Care as purely a school based activity.

> "Pastoral Care is no good unless the teachers are committed and the climate of the school is caring and not superficial".

Question 2

What key qualities do you seek to produce in your students?

	Number of Responses
Consideration and respect for others	3
Self-discipline	6
Self-esteem	9
Recognize the talents and abilities of their peers	1
Values of society	3
Assertiveness	3
Independent learners	4
To be caring	5
Personal ambition	12
Self confidence and security within themselves	6
A willingness to accept responsibility	5

The answers to this question were predictable. The large number of teachers who mentioned personal ambition was interesting in the light of the next question. Lack of self-motivation would appear to be a major focus of concern for teachers even in the primary school.

Question 3

What are the most significant problems that your students encounter?

Problem	Number of Responses
Lack of family support	16
Lack of suitable role models	6
Lack of ambition and goals	8
Low self-esteem	9
Lack of moral conscience	4
Fear of being different	3
Transiency	10
Lack of independence in study	8

One teacher commented in detail:

> "In-X--, just having parents who want to share their lives with their children. Many have been openly rejected by their mothers. The transient students spend two years in a different education system (Eastern States) so the system is different as well as the school".

Another teacher commented that such problems manifested themselves as learning and behavioural obstacles.

Question 4

Do you feel that the Ministry of Education supports you in dealing with these problems?

Answer	Number of Responses
No	22
Yes and No	1
Yes	1

"The Ministry provides support based strictly on numbers and not specific needs".

"There is no help available for students going into secondary school. I need education support to help total illiterates".

"Help from guidance is remote at this school".

"The Ministry provides no time allocation to deal with specific individuals and their families who have these problems".

"The Ministry would consider it outside its area of concern for some of these problems I have mentioned, and would advise me to 'butt out'".

"Yes! For some of the problems the Ministry would consider that there is already enough freedom within the syllabi for teachers to address the problems in a formal way but these children need individual counselling from teachers and time is against this".

All these responses would tie in with the experience at The School. Teachers had a deep awareness of the problem but not the resources to

cope in any depth. A sense of frustration was evident throughout the responses of teachers to the questionnaire.

Question 5

Have you had any training to equip you to deal with these problems?

Responses	Number of Responses
No	21
Yes	3

Answers were short.

Question 6

If you have had any formal training would you please detail briefly the nature of the training.

Those who felt that they had some training were teachers who were stationed in remote schools and had staff development courses in the following areas: Sociology; Cross-cultural studies; Culture and learning.

One respondent had completed his Masters studies in this area.

Question 7

Do you consider it important to address Pastoral Care in the School Development Plan?

	Number of Responses
All respondents answered yes!	24

Question 8

Is Pastoral Care a priority at your school?

Answer	Number of Responses
Yes	18
No	6

The only responses that elaborated on the answer were:

"Yes it is but it is not formally stated".

"No but we do have a discipline policy that touches on areas of Pastoral Care".

Question 9

Has your school any cross curricula policies that address Pastoral Care needs?

Responses	Number of Responses
No	15
Yes	9

Again answers were short and not one teacher mentioned the Health Syllabus which formed the basis for the Pastoral Curriculum at The School. It could possibly be stated confidently, from the experience at The School, that these areas of the syllabus were generally left unaddressed.

Question 10

What type of In-Service, if any, do you consider a staff requires in dealing with Pastoral Care concerns?

Responses	Number of Responses
Specific talks by counsellors	1
School based people rather than academics in the area	6
No use as no time to implement	3
Awareness of today's social problems	10
Counselling skills needed	12
Directed at students	2
Behavioural management techniques	4
None--it should be fostered within the school to meet the school needs	6

"I feel that we are aware as a staff of what the concerns are; but with continual interruptions such as new syllabi, art, craft (sic) higher expectations of teachers and new accountabilities it would be difficult to organize. But I feel that it is crucial".

> "I feel that teachers need psychological and counselling skills themselves. This would help them to sort out their own lives first. They need to understand the complexities of today's social problems. Most come from a yuppie background and cannot begin to comprehend the problems, let alone understand the values or find a solution".

Summary

This survey complements the experience of staff at The School. It also suggests that the experiences of The School can be generalized somewhat to other schools.

There are many perceptions of the meaning of the term Pastoral Care among teachers, but there are commonalities in their understanding of the concept. The welfare needs of students in terms of their personal and social growth are accepted. However, there was little acceptance of the Guidance model as an acceptable vehicle of delivery of what they understand to be Pastoral Care.

This raises the point of just how acceptable will be the latest document put out by the Ministry of Education on welfare needs of students--Student Services 1989 and Beyond. This document mentions the phrase "classroom teacher" once in the whole document and yet it is the teachers that obviously have to address these problems at the workface. Teachers have not been given any training in order

to cope with the problems. They accept that they will be accountable but their frustration is obvious. They see a need to have their skills in counselling, in particular, upgraded.

Teachers at The School were capable of skilful handling of counselling sessions with both students and parents. These skills were acquired within The School itself. The skills were really an innate part of their training and experience. All they needed was the opportunity and confidence to put the skills into practice. The majority of teachers showed a desire to have practitioners conduct in-service on Pastoral Care.

As has already been stated in this study, delegates at the Annual State School Teachers Conference in 1988 identified Pastoral Care/Discipline as a major industrial issue. The teachers surveyed saw it as a priority. In many schools it is a priority. The question has to be asked: Why is the Ministry of Education avoiding the issue of Pastoral Care? Schools are attempting to cope with the manifestations of a society in turmoil in spite of the education system.

The Federal Government, the State Government and society in general, expect that schools will pick up these massive responsibilities. To date

there is no major research don on the Australian scene. There are many studies about the depth and breadth of the problems. This survey gave a clear indication that teachers are aware of the magnitude of the problems.

It is pertinent that teachers perceive that they get little support from the Ministry of Education in addressing the serious and accelerating social problems that are starting to pervade schools.

CHAPTER 6

Conclusion

In general the research presented in this study has helped to identify the major factors that impinged upon the implementation of a Pastoral Care programme at The School. Some the implications arising from these findings are discussed in this concluding chapter.

The major aims of the Pastoral Care programme operating at The School were to:

- instil in students a sense of being accepted and belonging in relation to both individuals and groups;
- develop a sense of competency and the feeling in students that they can exercise influence on what happens in their lives;
- reinforce the belief that they are worthwhile and special because of being their unique selves;
- provide students with exposure to others who act as models and to whom the students can relate. (p. 8).

This study was concerned with analysing the factors both positive and negative that impinged upon the successful implementation of this programme. The study was initiated some twelve

months after the programme had started so many of the identified factors were foreshadowed in the initial stages of the study. The study also attempted to answer some minor research questions which arose over the course of the study and out of the initial research question.

The Research Questions

The major research question that constituted the focus of this study was: What factors impinged upon the implementation of a formally structured Pastoral Care programme in a Government school?

Specific factors which impinged upon the implementation of the programme at The School emerged from the study. The following factors were identified as impinging upon the implementation of the programme at The School:

- The role of the Principal: Commitment to the programme, management style, willingness to sell the concept and an ability to transmit the vision were essential factors.
- Maturity of the staff: This was in terms of flexibility, expertise, personalities and a commitment to the general welfare of all the students.

- Qualifications of Coordinator: An experienced background in special needs of students, formal training in assessment, all of which gave status to the role, were essential.
- A stated policy on Pastoral Care: Direction for development of the programme had to be given in explicit terms. This was via a School Development Plan.
- A built in evaluative system: There had to be a structure to assess the validity of the aims of the programme.
- A Pastoral Curriculum: To allow all the students in The School to have their needs addressed in a formalized structured way.
- The delivery of Student Services: This had to be complementary to the Pastoral Care Programme with the school determining the support needed so that de-skilling of the teachers did not take place.
- Time allocation: A set time was essential so that the Pastoral Curriculum was accepted as part of the whole curriculum.
- Staffing levels: These had to be sufficient to allow for the academic support programme to function.

- Para-Professionals: These had to be selected on a set criteria. Formalized training programmes for the Para-Professionals was crucial.
- A base room: This was found to be essential for the Pastoral Care programme.
- Total staff commitment: all teachers had to be involved in the selection of new students to the school from other areas who were attending specifically to take advantage of the programme.

The minor research questions that arose from the major one were all addressed within the study.

Question 1

Is it possible to arrive at a definition of Pastoral Care that gives a shared perspective of the term?

The staff at the school had a common perspective of the term under the notion of creating a "caring" school. A definition (Chapter One, p. 10) was eventually arrived at and incorporated in the School Development Plan. Boundaries to the programme were set on the basis of this definition which emphasized the fact that external factors could not be changed and hence just had to be accepted. This gave the staff an objective approach

to some massive social problems that could have caused emotional problems for both the students and the teachers if any other approach had been adopted.

Question 2

Do stated Government policies, or lack thereof, influence the outcomes of Pastoral Care delivery in schools?

Experience of the Western Australian scene indicated that there was too great a rift between the policy formation and its implementation for the policies to be effectively implemented. Porter (n.d.) gave support to this. The fact that researchers have been basically saying the same thing for thirty years and little has been implemented is a clear indication of the impotent role of the Government policies. The fact that a present day policy is retaining a proven dysfunctional model for expediency's sake is further evidence of this rift.

Question 3

What perception do teachers have of their own adequacy to carry out the Pastoral Care functions of the schools?

Teachers at the school proved that they were capable of many of the functions that have over the past thirty years been delegated to outside experts.

Teachers readily accepted a counselling role, and were also prepared to integrate the Pastoral Curriculum across other curriculum areas. Some teachers did professional development in Pastoral Care units in their own time.

Question 4

Is it possible to define the school's boundary for responsibility for Pastoral Care needs?

The staff at the school defined the boundaries as being limited by internal factors within the school.

Question 5

How many of the activities that come under the umbrella of Pastoral Care really form part of the curriculum or the hidden curriculum?

Pastoral Care pervaded the whole of The School environment. The aims were reinforced at every opportunity and the staff were conscious of the type of student that they were trying to mould. The whole of the Pastoral Curriculum syllabus came from the Health Syllabus. It became Pastoral in its delivery.

Question 6

Should Pastoral Care be part of an integrated curriculum across the whole school?

The School staff accepted that Pastoral Care was part of an integrated curriculum and worked from this premise. Multicultural studies had great overtones of Pastoral Care as racism was possibly one of the most insidious social problems evident in The School at that point in time. The literature studies allowed for integration of cultural studies and the skills areas allowed for the growth of students in self-esteem and positive self-concepts. It would have been unrealistic to treat Pastoral Care studies as an entity in itself. It could not succeed. The Pastoral Curriculum picked up all the Pastoral Care-type topics and attempted to address them in a structured way under one umbrella so that their presentation to students was not a matter of chance or whim on the part of the teacher. However, teachers consciously addressed Pastoral Care in periods other than the Pastoral Curriculum sessions in the library.

Question 7

How are specialist services such as Guidance and the Social Worker incorporated within a Pastoral Care programme?

This obviously depends on the school itself. Some schools have been content to allow these outside personnel to perform the traditional

Pastoral Care functions without questioning the result. The Pastoral Care programme at The School was explicit with regard to the delivery of these services. The Pastoral Care Coordinator maintained control of the programme and students were only referred to outside agencies when the Pastoral Care structures within The School were unable to cater. There was indecision as to the role of these outside personnel and it was the experience of The School that most Guidance Officers retained the idea of treating the individual child in crisis. Psychological testing was still being used on some students and this caused misgivings at the school. There was full acceptance of one Guidance Officer who was prepared to work with teachers on classroom management techniques, became involved with the Growing Up course and saw his role as contributing to, and assisting with, implementation of policy.

The Social Worker filled a vital role as that was, in the main, the only contact between The School and the home. There was never enough time available and, given the choice, The School would have preferred a Social Worker to a Guidance Officer as there was no conflict of roles. The role was crucial so that many students could be check on for

basis survival factors such as having enough food, and home factors, such as neglect and drug abuse.

Question 8

Does the nature of the school influence the structure of the Pastoral Care programme?

The experience of The School would indicate a positive response. A low socio-economic area has its own needs which are in the main very basic in nature. When a family breaks up, for example, the provision of food and accommodation is the overriding consideration. So is the provision of an After School Centre so that children can be looked after whilst the parent is working. Educational expectations are different from the more affluent areas as the more basic needs have to be addressed such as food and accommodation. Different priorities are set on the basis of financial needs.

Parents at The School did not have the financial resources themselves to back up the resources of the school. For instance, at The School there were two computers. Some ten kilometres away at another school, with much the same population, there were thirty computers obtained through the fund raising activities of the Parents and Citizens. So equity did not exist because of a policy. Some schools were better

catered for because they were in a higher socio-economic area. Yet the Ministry of Education set computer education as a priority for all schools regardless of availability of resources.

Question 9

What are the expectations of staff involvement in a Pastoral Care programme?

There were different expectations depending on the nature, personality and interests of the teachers. Each teacher had a basic involvement and appreciation of the Pastoral Care programme and, over the period of the study, most teachers improved their counselling skills. All teachers were happy with the time allocation for Pastoral Curriculum and some teachers sat in on sessions and continued the discussions in their own classrooms. It was essential for all the staff to have this basic commitment, otherwise it would have been impossible to carry on the programme in isolation.

Clearly, much of the area of Pastoral Care programming in Western Australia remains unclear and unresolved. Although the notion that all schools should be doing Pastoral Care has strong support, as evidenced in the Teacher Survey, there are still policies being implemented that use Pastoral Care to cover up deficiencies in schools' administrative and

organizational activities. Reference is made to this in the literary analysis of Ministry of Education documents.

In a Manifesto for a Democratic Curriculum (1984) Ashenden et al. made a statement about what schools should be doing.

> Schools just be fundamentally committed to the teaching and learning of our best validated knowledge--that is, with a scientific and rational approach to the world. They must teach respect for human rights, the legitimate diversity of cultural traditions, the democratic resolution of conflict, and a sense of responsibility towards the explanation of nature. They must oppose unfair or oppressive treatment of any kind, especially on the grounds of membership of sex, race, class or ethnic groups. They must be non-violent. (p. 16)

In this concluding chapter it would seem useful to look at the programme operating at The School in the context of the above statement as, philosophically, the above statement sat comfortably on the espoused aims of the Pastoral Care programme as outlined in The School Development Plan.

The programme at The School was a response to a needs assessment and consequent planning as outlined in Chapter One. Change strategies were implemented and a continued evaluation programme was followed. The challenge became one of flexibility, as there was a distinct possibility that the programme would become an anachronism in the first year.

During the planning stage every effort was made to ensure that all crucial elements were included. Hodgkinson's P3M3 was used as a conceptual framework to work on. There was a clearly defined rationale, an underlying philosophy, and a clear concept of the aims of the programme.

The staff was made conversant with the details of the rationale but several interpretations did arise. This eventually settled to a generally shared view in terms of what were the students' needs and where the teachers and the Pastoral Care staff sat in relation to these needs.

Over a period of some twelve months greater responsibility was placed on students to perform in both the affective and the cognitive areas. Teachers had accepted that they could look after the welfare needs of the students and after the first evaluation and its subsequent recommendation to continue the programme, all students in the school became part of the programme via the Pastoral Curriculum. Time was allocated on a structured basis and the staff gave status to the programme by accepting this allocated time slot of eighty minutes per week per class.

As the programme gained acceptance within the wider community, excessive demands were placed on teachers as students from outside the school boundaries enrolled at The School. Some students were very talented but the majority of these outside students had severe behavioural and academic problems. Teachers had little input to their acceptance and this created tensions between administration and staff.

The Para-Professionals had settled into a structured pattern and, with the allocation of their own base room, the tension that teachers were beginning to feel at having them constantly in the staff room and close environs of the classrooms disappeared. They had become a close group with their own entity and they too appreciated being able to "breathe".

The extra staff person was crucial to the programme because of the high number of problem students in the school. The personality factor of this teacher was important as she had to be able to express warmth and empathy. However, there was a perceived need that she did need more training, so she enrolled in a Pastoral Care unit at a tertiary institution.

The structure was created and the work was defined, but it needed the commitment of all the staff to make it work. At times this was difficult and there was a diversity of opinion on some aspects of, in particular, discipline.

The school addressed the involvement of the community in a unique way by training and using the Para-Professionals and this in turn brought a heightened awareness of community in a broad sense. A "community" was built up. It did not just happen. It needed the school facilities to be used in a planned way to build this sense of obligation that the Para-Professionals had and which drew other community members into its ambit.

Counselling of students cannot be effective if parents are excluded and as barriers broke down between staff and parents, the counselling became wider based, in that parents became involved with their side of perceived problems. In most cases if the problem was serious then the Social Worker was consulted.

It was a compassionate approach in many ways, as teachers felt justice was important. There was a planned policy of support so that o students were consciously left struggling through their problems

and concerns on their own. It was significant that many of the previous year's students came back to the school for informal visits and were welcomed.

This research study highlighted the following general factors about the Pastoral Care programme at the school.

. The acceptance, both at Federal and State levels of Education, that schools are institutions to address the accelerating manifestations of social ills places excessive demands, both in the organizational and administrative sense, on the staff. In general there is little prior experience, training and, in many cases, even a lack of aspiration on the part of teachers to fulfil these imposed roles.

. The expectations of schools by the Ministry of Education, as outlined in documents such as "Better Schools" appeared as unrealistic, particularly in respect to desired rapid changes in attitudes and educational outcomes. More is expected to be achieved on a reduced budget and teachers are not included at the consultative level of policy

developments that directly affect them. There are no training programmes in this welfare type area, or even a forum for teachers to be initiated into the goals of the policy.

- Direct support provided to schools at the systems level for Pastoral Care is inconsistent with philosophies espoused in major documents. The eleven recommendations of the Beazley Report (1984) are still not implemented (1990).
- The degree of change effected by the Pastoral Care programme within The School was dependent on the staff being able to alter internal organizational and administrative structures. A school has little control over external factors affecting students.
- The Pastoral Care programme provided the staff at The School with a goal-focused approach to school development. It brought the staff together to discuss students' needs.

Towards a More Effective System of Pastoral Care Delivery in Primary Schools

There cannot be one method of delivery of a Pastoral Care programme, but certainly there are basic components of any effective programme. These have already been covered in this study. These are the essential factors, identified to date by the researcher, that impinge upon the implementation of a programme.

A stated Pastoral Care policy is essential from the Ministry of Education. Such a policy has to meet the aims espoused at Federal level as the growing number of street kids, teenage suicides and general social malaise has already lost Australia a whole generation. In this context there is no justification for the Ministry to put out a policy on Pastoral Care, Personal Growth, call it any name, that does not sincerely address the massive problems that are being accelerated because of neglect at all levels of society. Other countries such as Britain and Singapore are already working towards addressing the issues through the National Curriculum. Essential to this policy is a working definition of Pastoral Care. Granted that a shared/accepted definition can be developed, the following recommendations seem pertinent.

Recommendations Based on this Evaluation

- That the programme be continued under the conceptual umbrella of "A Caring School".
- That a prescriptive structure be formulated so that goals, objectives and resources, both human and physical, be clearly stated.
- That the extra staffing formula be maintained to cater for the academic support area of the programme.
- That the programme be extended to include sessions for the more able students.
- That Pastoral Care training and in-service courses be undertaken by the staff.
- That enrolment of new students from other areas be a matter of consensus amongst the teachers.

Concluding Statement

Many schools exhibit severe multiple disadvantages amongst the students and this increases social inequity. The fact is that at present there are few egalitarian values in the Government schools. There are poor schools and there are rich schools and it depends on the socio-

economic circumstances of a family as to which educational advantages a student enjoys or is deprived of.

Pastoral Care issues are more obvious in poor schools but in general these communities lack the education or vocal members to effectively voice their concerns. Many of the parents are on Social Services and battling to survive in the physical sense. Their approach to life is pragmatic so that eating comes before education.

Pastoral Care, in its wider sense, is a crucial issue, for the whole community will suffer if the products of poverty and deprivation pass through the school system without support. It is happening in poorer America and the repercussions have affected the total community.

If Pastoral Care is not sincerely addressed and made a top priority then the total community will reap an increasingly grim harvest of broken lives. The final objective has to be justice. The "caring" element has to be developed in the widest sense possible to incorporate the total community.

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APPENDIX 1

The School

School Development Plan

Contents

- The Caring School Environment.
- Assumptions.
- Needs to be addressed.
- Expectations of Administration.
- Expectations of students.
- Components of the Pastoral Care policy.
- Statement on Pastoral Care.
- Rationale for the formation of a Pastoral Care policy.
- Towards a definition of Pastoral Care.
- Contents of the Pastoral Care programme.
- Programmes for Years 1 to 7 under the following headings:
  - The aims of the Pastoral Curriculum
  - Skills
  - Understandings
  - Objectives
  - Content
  - Activities
  - Evaluation
  - Behavioural Outcomes.

APPENDIX 2

Scriven's Goal Free Model

Procedure

Pre-Evaluation Plan

1. Purpose of the evaluation.
2. The nature, scope and objective of the programme.
3. Programme logic.
4. Alternative programme approaches.
5. Key evaluation issues:
   - programme rationale;
   - impact and effects;
   - possible issues; and
   - objective achievement.
6. Evaluation constraints.

Evaluation Design

- Data gathering.
- Data analysis.
- Benefits and costs assessments.

Evaluation Strategies

- Terms of reference.
- Workplan.
- Evaluation team.
- Possible pay-off.
- Resource requirements.

Evaluation

- Background, situation of analysis.
- Values.
- Resources.
- Target group.
- Process.
- Outcomes.
- Costs.
- Conclusions.
- Recommendations.

APPENDIX 3

Observations 25-3-89

Michael has settled and is working with Mary. In all he has settled in school but still expresses resentment towards his father as he has yet another live-in "Housemaid".

I will leave Michael with Mary as they get on very well. She has known him all his life and has much empathy with his situation. I noticed that he met her at the school gate this morning and carried her bag in. Michael needs a lot of mothering.

Things look chaotic in the staff room and I wish that we could get an extra room to work in. It is hard on the teachers not having their own staff room and a couple of teachers are a little resentful.

I have spoken to Michael's teachers and told them that he is going through a bad period and no doubt they will keep an eye on things. I have arranged for him to see Mark the social workers, so that the home situation can be checked out.

The parents are having a meeting to see if they can get a deputation to meet the Minister for Education re an extra classroom.

APPENDIX 4

Data from Interviews

Data from the Interviews with Teachers

The set questions were asked but it was impossible to keep the direction. The four teachers in these specific interviews wanted to say other things and did. The researcher was not convinced that she was asking the right to correct questions anyway.

It was obvious that informal discussions revealed more depth to what teachers were feeling about the changes that were occurring, not only in relation to The School but to teaching generally at the systems level.

Question 1: "Do you feel that there is a more "caring' feeling at The School?"

> "I see it as a caring school involving a lot of people with a lot of energy and talent. It is still developing".

In general terms all of the teachers viewed the school as such. None of them saw the programme as stagnant and three of the teachers voiced ideas that they had for further expansion, including a fitness programme. "Caring" was to become a wider more encompassing concept.

> "We are trying hard to make it so. Therefore that in itself makes it more "caring"".

"Some teachers are trying but a couple are not interested so they don't back up what you try to do".

Question 2: Has the focus of discipline changed?

"There needs to be a set discipline policy that clearly outlines the punishments. Students who most offend tend to get the most attention now".

The rest of the teachers felt that discipline had to be an individual thing. They stated categorically that discipline measures had to vary from student to student depending on many factors such as the emotional state of the student and the reasons for that state. It was pointless to pursue the reasons as the teachers obviously felt that they had the right intuition.

"I feel guilty making their lives worse. We are the end of the road as far as help goes".

"Sticking to a strict policy is unfair on some kids as they don't have the background to cope".

"The big students get away with too much and the little ones tend to copy them".

"There is more discipline and the kids are not so angry".

"It isn't a big thing. It is just happening".

Question 3: How do you rate the facilitation of the learning in the intervention programme?

"The students want to go to the sessions with the others. Even if they are not really doing so much better I feel good knowing that as a school we are trying hard".

"Some more of my bad students need help. It is really helping those who go".

"It takes the pressure off the class teacher. I can see improvements not only in the school work but most of all in how the students feel about themselves".

"I feel awful seeing those mums working on the verandah. They work hard".

"Robert has at last done something well. His whole attitude has changed in the classroom. He is not so aggressive".

"The academic support helps but perhaps the most crucial thing is the attention that they get".

Question 4: What is the scope of the programme given present resources both human and physical?

"It is wider than just the academic".

"Extra support is often just extra pressures".

"It is growing too quickly and taking in the "wrong" sort of kid".

"I have just sat in on two sessions and have been impressed with the attitude of the kids. They seem at ease and look as if they are enjoying talking about what they were talking about".

"We should have the say about who comes on the programme and into our class from other areas".

"Other schools send us their problems because they don't care".

"We are becoming a "special" school but we don't get the resources that they do".

Question 5: Do you consider that self-esteem of students in your class is an important issue?

All teachers agreed that it was.

"I try to make each student feel that they can do one thing very well".

"When the children are happy and assured I float and forget how much I am getting sick of banging my head against a brick wall in this job".

"It goes for us as well as the kids".

Data Collected from Interviews with the Para-Professionals

There was no question of tape-recording these sessions. The parents felt intimidated and in fact the researcher found the tape recorder cumbersome.

Question 1: Why were you interested in becoming involved in the programme in the first place?

"My son is in Junior school--I felt that this would give me an insight into what he was going. The interest has grown. I enjoy being involved with other children. I see children building up their self-esteem and this is obvious in their attitudes. They often get the attention that they need. I have worked with kids up to year 7. I have seen great changes happen in school work and their attitudes. Without this programme the kids would have remained as behavioural problems. There is a very caring attitude here that really helps them. This is seen by the community as a whole because they talk about it. That is why kids come from other areas".

"The whole school is benefiting because there are no longer the interferences from the students that have problems. Parents involved in the programme get a lot of satisfaction from their own kids because you understand them better".

"I became involved out of curiosity. It became an extension of myself as I helped kids to do better. It lifted my self-esteem as well as the children's".

"I live in the caravan park and have a lot of emotional problems. I have found a place where I am wanted and I know that I am really helping".

"I wanted to help to create a "caring" environment for my own children. I don't want them to go to a private school so this was the best way".

"I have always helped in the canteen so I now do this as well".

"I feel that it makes me confident. I feel better doing these sorts of things and I would not have felt that way before".

Question 2: Do you encounter many discipline problems with the students that you teach?

"We had a talk about self-discipline and I can see what the teachers are trying to do. So I leave all that to the teachers. In fact I have never had any worries. My student is polite but others say that he is a pain. You have to judge as you see it".

"My own child is doing well working with someone else. I can't get her to concentrate with me. So there is no need for discipline".

"If he is restless during the session then I try to see him in the yard and find out if he is O.K. We talk a lot".

"Kids play up when they are bored and can't do the work".

"The space is the problem. The students need a quiet area as they have enough problems. They can't concentrate."

"The kids are calmer even the tough ones".

Because they cope better they don't have a reason to play up to get attention".

"There is an encouraging atmosphere. That is the thing that stops the bad behaviour".

"We are here on a friendly basis not to look for trouble or to nag".

"All the attention takes out the bitterness that the kids feel to each other".

"The teachers put the worse ones into place".

"Because school is interesting the kids are better behaved".

Question 3: Do you feel that you have a place in the running of the school?

All the Para-Professionals felt that they were appreciated for their efforts. They were aware of their role as being a support to the teacher in helping to reinforce what she had taught. The other role was to offer a friendly and supportive force.

"The whole school benefits by having a programme like this. All the kids know what is right and wrong. I feel part of helping that to happen".

"Most teachers accept us for what we are doing but a couple see themselves as being highly trained and forget that we got our training by just being parents".

"If we didn't help then some of these kids would be going to high school not being able to read and spell. These things are not taught after grade 5".

Question 4: What do you feel that you as a person get from the programme?

The general reply focused on helping others. It was important for their own children to see them at school also. This was parents and in some cases grandparents to turn up.

"By helping these children I am able to go home and work with my own son. He is not on the programme but he does have some trouble reading".

"I am confident to go now and enrol at technical school. The teachers don't frighten me any more".

"Before I came I had a bad impression about the Aboriginal children (sic) as they have a bad name in this area. My ideas have changed. When I see X down the street we speak".

"Meet other mums and talk about other things than kids".

"The teachers are friendly and I like that".

"I have become so involved that I organized my part-time job around the programme".

"You see that you are better off than a lot of others".

Question 5: What does the term Pastoral Care mean to you?

All the answers were short. They were more comfortable talking about "caring". They had a positive perception of the term.

"Happy faces and something always being on".

"Students can express their feelings".

"Students are happy with the school".

"The really problem kids have someone to talk things over with and to care about them. The teachers are like real friends to X, Y and Z (known as trouble-makers)".

"It is what I sent my kids here for. It is the caring".

"The kids are given a lot of the love and care that they don't get at home".

"I would say that it is a community thing".

"It means that the children feel that they can handle the work and they see everyone wanting to help".

Question 6: Do you think that this is a good school?

The responses were emotional. The hidden and not so hidden curriculum had been reinforcing pride in the school, ownership of the school and many of these parents had attended the school themselves.

Not one Para-Professional referred to the poor physical condition of the school and it was in disrepair. Rather they directed their comments to the spirit, the ethos and the climate of The School.

"Teachers work very hard and go out of their way to help".

"The Principal sets the tone. He is proud of the school and the teachers and isn't frightened to say so".

"Kids with problems have someone to talk to. Not like when I was at school".

"Having the old people up and the children listening to them shows that they care about others not just themselves".

"The kids want to do well because the teachers expect them to and encourage them".

Data from Interviews with Twenty-Six Students:
General Background to the Students Interviewed

In the interests of confidentiality, case histories are reported very briefly. It was considered by the researcher that such detail was unnecessary for this research. Much of the information was destroyed as it was considered that the factors involved are ones over which the school had little control. They are only of interest in the context of the students' problems. Because of the severity of some of the pupils' problems they have been reported in the press and hence would be easily identifiable to the community.

Some of the problems were:

- chronic depression;
- parent suiciding and attempting same;
- mother in a mental home;
- ineffective parenting;
- older brothers acting as poor models as they are trouble with the police;
- sexual abuse;
- suspected and confirmed incest;
- death of a parent;
- parent with cancer;
- mother on drugs and suspected prostitute;
- father an alcoholic;

- total neglect;
- students on drugs; and
- students sexually active at age 11.

This was by no means a comprehensive list but it does indicate the severity of the problems that some students had to deal with in their personal lives.

The following responses were extracted from the interviews in answer to set questions. Responses that indicated other lines of thought were also recorded.

Question 1: Do you enjoy working with Mrs X?

In all cases the answer was yes! The Pastoral Care Coordinator had made a great effort to match the Para-Professionals and the students.

"I can tell her that I don't understand and she will help me again".

Several students answered in a similar way to the above.

"She always smiles at me even in the street".

"She has lots of clothes and smells nice".

"When she is at the canteen I smile at her".

One new lad to the school aged 13 said he did not way any help so he did not have to have it. Instead the teacher spent more time with him.

Question 2: Does the extra help make you better in class?

Again a unanimous yes! Many students were able to pin-point why.

"It just does", was a typical response.

"My teacher says that my work is better".

"The kids don't call me dumbbell anymore".

"My spelling is good and Mrs X gives me extra homework and when I am good she gives me presents".

"I try harder now. I can do the work easier".

Question 3: Do you feel that the people in the school care about you?

Again all the students responded in the positive. Many left it at that.

"I have troubles at home and sometimes I have to talk. I know she won't tell anyone".

"My teacher does. She said so".

"Mr X is kind to me when I am upset. He knows that I have big fights at home".

The discussion went wider and the students talked about all the extra activities. They commented on the whole school picnic in a big boat up the river, learning to use guns and canoeing and archery and martial arts. They appreciated that the teachers were attempting to give them wider

experiences. One student talked about the disabled students in the school and commented that they should be at ordinary schools.

Question 4: Is this a good school?

Mostly just a "yes" response.

"Because it is".

"This school is better than my other one".

"People help you and you get to go on picnics".

"My cousin wants to come here because she hates her school".

"We have sick kids here".

"We are even allowed to go into the staff room to give teachers messages".

"Teachers don't roar at you like they used to. That frightened me".

Students were not ashamed to admit that they were proud of their school. They tended to deride the private schools in the area even though the private schools had far better facilities.

The students enjoyed their assemblies, using the library at lunch time and talking with the older people who came to the school.

APPENDIX 5

Standardized Testing

(Tested in March and August)

Name	Year	Age	Reading Age	Spelling Age	Comprehension
Joseph	6	10.8	9.9	8.4	8.2
		11.1	9.7	8.5	8.8

Father died last year. He has been classified as depressive. Little motivation in class. Mother does not appear to understand his problem as she is having trouble coping with her role. However, teacher reports that the class work is at least being attempted.

Name	Year	Age	Reading Age	Spelling Age	Comprehension
Greg	6	10.5	7.11	9.3	8.7
		10.10	8.5	9.6	9.2

He is having problems settling in the classroom. English is not spoken in the home. Mum works and Dad has a terminal illness. Great rapport with his support teacher.

Name	Year	Age	Reading Age	Spelling Age	Comprehension
Anthony	6	10.5	8.2	9.1	7.6
		10.8	9.0	9.2	9.6

English is a second language. Problems of parents controlling him as he is able to programme them. They do not speak English. He appears to be more motivated in the classroom and is now doing his homework. His parent help speaks in very positive terms on his efforts.

APPENDIX 6

Format 1

Enjoyment of school

1. I like school.

13. I am happy to come to this school.

Attitude to teacher

2. I like my teacher.

14. I work hard for my teacher.

Attitude to other students

3. I like being with children in my class.

15. I have good friends at this school.

Attitude to school management

4. The rules at this school are clear.

16. The rules at this school are fair.

Perception of safety

5. My belonging are safe at this school.

17. I do not get picked on at this school.

Attitude to course content

6. Most school lessons are interesting.

18. Most school work is enjoyable.

Perceived value of education

7. Doing school work is important.

19. We learn things at school that will help us when we get older.

Evaluation of teaching experience

8. My teacher explains things clearly.

My teacher helps students who can't do the work.

Perception of self as a student

9. I am proud of the work I do at school.

21. I can usually do the work we are given.

Perceived family attitude to school

10. My parents think this is a good school.

22. My parents show an interest in what I do at school.

Perception of Pastoral Care

11. My teacher cares about the way I feel.

23. At this school people seem to care about each other.

Perceived attitude of teacher to students

12. My teacher seems to like most of the students in my class.

24. My teacher is fair to most of the students in my class.

1. I like school.

2. I like my teacher.

3. I like being with the children in my class.

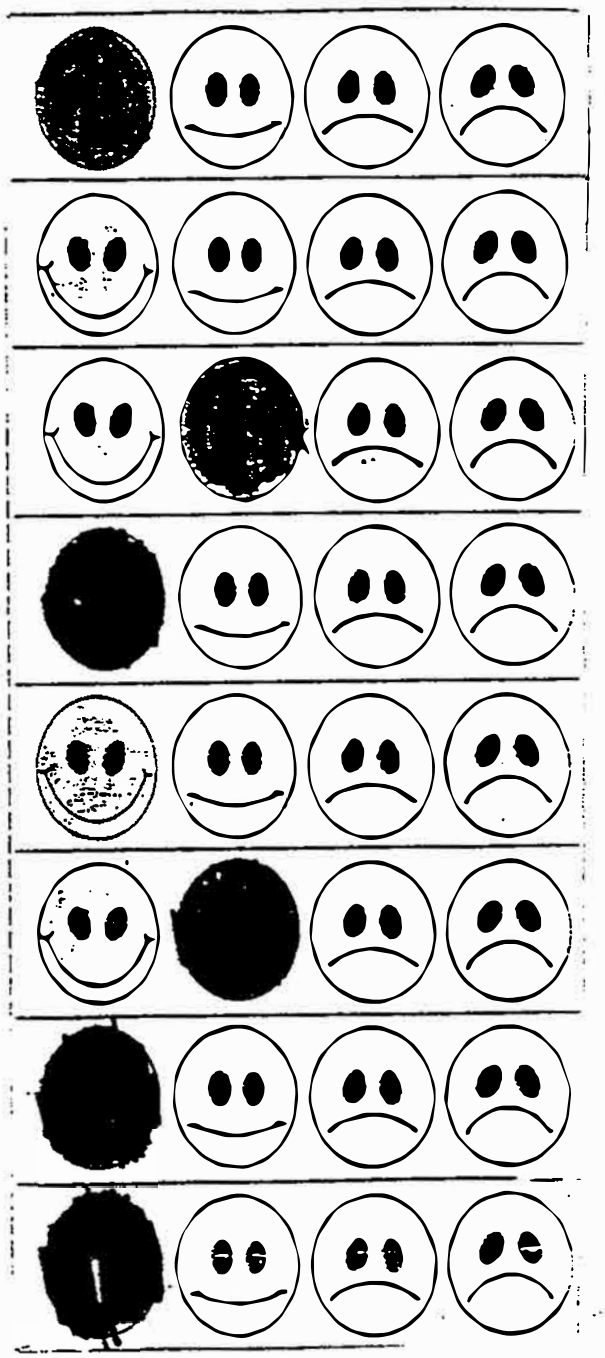
4. The rules at this school are clear.

5. My belongings are safe at this school.

6. Most school lessons are interesting.

7. Doing school work is important.

8. My teacher explains things clearly.



Format 2

Feelings of Self-Worth

2. I am pretty happy.

3. I do not wish I was younger.

4. I am easy to like.

7. I rarely wish I was someone else.

8. I can make up my mind easily.

10. I am a lot of fun to be with.

13. I think I look as nice as other children.

19. Things are not mixed up in my life.

20. I am glad I am me.

Feelings of worth with respect to School and Learning

1. I enjoy being at school.

6. I am proud of school work.

12. I like to be asked questions in class.

14. I am good at school work.

18. I am not shy when asked to speak in front of the class.

23. I do not wish to leave school.

Feelings of worth with respect to others

5. My parents and I have a lot of fun together.

9. It does not take me long to get to know a new teacher.

11. I do not get upset easily at home.

15. I do not get upset easily when my teacher growls at me.
16. I would rather not play with children younger than me.
17. People at home are attentive to me.
21. I think that I can do as well as other children in the class.
22. I rarely get picked on by other children.
24. My teacher makes me feel that I am a good student.