

## Educational Leadership Preparation Program For Aspiring Principals in Malaysia

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### ABSTRACT

Effective leadership has been widely accepted as being the key constituents in securing school development. The intensity and complexity of the leadership role in today's world of change warrants for effective leadership training to equip principals with the necessary knowledge, skills and expertise. Leadership preparation and development programs have been on the agenda across a number of countries. However, this recognition of the need for specific preparation for aspiring and practicing school leaders around the world has been slower to emerge. This is due to the fact that there is still an unwritten assumption that good teachers can become effective leaders without specific preparation. This is why in many countries including Malaysia, training is not a requirement for appointment as a principal. This review will focus on the National Professional Qualification for Headship (NPQH), the 'sole' training which is conducted by IAB for aspiring principals. A review of the strengths and weaknesses of the NPQH preparation program point towards the need to further evaluate the program. Therefore, the aim of this review is to provide understanding of the importance of further investigation of the NPQH program in Malaysia in a wider perspective to ensure leadership effectiveness in schools.

### ABSTRAK

*Kepimpinan yang berkesan telah diterima secara meluas sebagai satu unsur penting dalam pembangunan sekolah. Latihan kepimpinan yang membekalkan pengetahuan, kemahiran dan kepakaran sangat penting dalam melengkapkan pengetua sekolah untuk menghadapi cabaran kepimpinan dalam perubahan dunia masa kini. Menyedari bahawa latihan persiapan kepimpinan yang efektif sebagai satu keperluan strategik, maka program latihan kepimpinan dan pembangunan telah menjadi agenda utama di beberapa negara. Namun, kesedaran tentang kepentingan latihan persiapan yang khusus bagi bakal pengetua dan pengetua agak lambat muncul. Hal ini disebabkan oleh kewujudan anggapan bahawa guru yang baik mampu menjadi pemimpin yang berkesan walaupun tanpa persiapan latihan yang khusus. Inilah sebabnya di kebanyakan negara termasuk Malaysia, latihan persiapan kepimpinan tidak merupakan satu keperluan untuk pelantikan sebagai pengetua. Kertas ini berfokus kepada Program Kelayakan Profesional Kepengetuaan Kebangsaan (NPQH), satu - satunya latihan 'tunggal' yang dijalankan oleh IAB untuk bakal pengetua sekolah. Penelaahan terhadap kekuatan dan kelemahan dari program latihan persiapan NPQH berdasarkan penemuan kajian terdahulu menunjukkan keperluan untuk menilai program tersebut dengan lebih lanjut. Oleh itu, tujuan kertas ini adalah untuk memberikan pemahaman tentang pentingnya penilaian lebih lanjut atas program NPQH di Malaysia dari perspektif yang lebih luas untuk memastikan keberkesanan kepimpinan di sekolah.*

### Introduction

The 21<sup>st</sup> century brings with it a period of the most repeat acceleration of change (Carnegie, 1993) in all areas of life. Now more can be done in a shorter period of time. People everywhere are connected together in a communication network that is extremely sophisticated that bring about a new industrial freedom and a new recognition that the world is a community. However, technology alone is never enough in difficult times. This is when leadership skills become “critical” as the leadership skills of yesteryears and today ‘simply’ will not be enough (Albrecht, 1996). No longer can managers simply issues orders and expect them to be mindlessly obeyed. Relationship cannot be taken for granted and organizations can no longer be less than obsessed with constant quality improvement. Human creativity has to be tapped to its maximum. Thus, leaders and their leadership roles will have to change. Literature review shows that leadership is not a place or position but it is a process which involves skills and abilities. Today, leadership authorities reject theories that propose that leaders are born with special leadership qualities. Everyone can learn and develop leadership skills (Carnegie, 1993; Hughes, Ginnett & Curphy, 2002; Kanter, 1996; Kouzes & Posner, 1996; Ricketts, 1997; Senge, 1999). Hence, leadership is not a position but a complex process of influence involving the leader, follower and situation, making it an attribute which can be developed.

### **Challenges of the 21 Century Principalship**

The massive influence that global forces bring with it poses an enormous challenge to the education system. These challenges were certainly well anticipated by the Malaysian Government and this is very evident with the various programs that have been carried out over the years, current and new projects that are introduced in order to have a competitive edge in the global market. As the development of education in Malaysia, is directly interwoven in the planned national development agenda of the nation (Ibrahim Bajunid, 2000), the education sector has a vital role to play. Consequently, the principals’ leadership has a critical and tremendous role in this effort to ensure improved, excellent and effective schools. Therefore, the 21<sup>st</sup> century principals need to employ various skills and competencies creatively to utilize the conflicts in the organization and turn them into energies to the advantage of the organization. They should be able free themselves from the old mindset of control, order and predict which is not feasible in today’s world which is full of surprises.

The school leaders should develop and improve their personality, their need to increase new kinds of knowledge, attitude and skills, enrich their experiences, refine their

behavior to become efficient, effective and respected leaders (Khuan Wai Bing, Chua Hong Tam, Abdul Razak Manaf, 2004). This is in line with the aims of the National Blueprint Plan to promote principals who can work towards achieving world-class education system by developing individual potentials to attain excellence (Kementerian Pendidikan Malaysia, 2006). Understanding the current challenges that the principals' in our country face and the future demands that they have to meet, trainings of these leaders are of ultimate importance. Hence, training programs that are suitable and which are designed specifically to support them to meet the educational challenges are extremely vital (Chan Yuen Fook & Gurnam Kaur Sidhu, 2009).

### **NPQH Leadership Training**

This review will focus one of the training that is conducted by IAB for aspiring principals; that is the National Qualification for Headship (NPQH). This training is currently known as the National Qualification for Educational Leaders (NPQEL). The name changes itself, suggest that school headship can no longer be a mere manager but is expected to be an educational leader. The National Professional Qualification for Headship (NPQH) in Malaysia is the recognition of the Government of the importance placed on training and developing aspiring principals to take up the challenging and significant role of headship. The development of the NPQH is an acknowledgement that professional development for school leaders needs to be planned consistently and coherently. It is a training specifically tailored to equip the educational leaders with knowledge, skills and abilities to meet the demands of the job.

The NPQH is a one-year program underpinned by the National Standard for Headship (Kementerian Pendidikan Malaysia, 2006) for the preparation of school leaders, introduced in 1999 by the Ministry of Education and to date is conducted by IAB. The framework for NPQH in Malaysia is the training framework of the English NPQH by Teacher Training Agency (Lodge, 1998). The essence of the NPQH program in Malaysia is to produce future leaders of schools who are able and efficient in leading schools towards excellence. The one-year diploma course is aimed at equipping teachers with the right skills so that they may lead schools effectively. The NPQH program in Malaysia covers six main areas of study into educational management and leadership (Appendix 1). These six areas are further divided into 27 units of study. The first part of the NPQH program is the Diploma in School Management and Leadership. This first part is of the training involves a 6 months of fulltime course which is conducted in either in the main campus of IAB in Genting Highlands, Pahang or its' northern branch campus in Jitra, Kedah. The second part of the

program is the Attachment phase for 6 months in the participants' respective schools. This phase is for the participants to put into practice what they have acquired in the first part of the training. It was envisaged then that in the years to come, the NPQH would be a necessary criterion for selection and appointment of new school heads.

However, more than a decade has passed since and many batches of NPQH "students" have graduated. Even though, enrolment for NPQH course continues to this day, however, it is not a mandatory requirement for the selection of new school heads. As a result, many NPQH graduates are not in the "job" they have been professionally trained for and qualified to do. Many of these teachers were already senior assistants or heads of department of their schools prior to their enrolling for the NPQH. The irony is that on completion of their course, the majority of them are not appointed heads of schools. Some are reappointed to positions parallel to their former positions but in another school. Many are just posted back to school as ordinary teachers. There seems to be no particular esteem or regard for the NPQH at all (New Strait Times, August 15, 2008). There are many unanswered questions on this issue and thus further investigation is needed.

### **Evaluation of NPQH Preparation Program**

According to Arthur Levine's (2005) report on "Educating School Leaders", collectively, educational administration programs are the weakest of all the programs in America's education schools. He reported that this is distressing because of the magnitude of the jobs that principals and superintendents must perform especially in this era. This brings to the question of, how about in Malaysia? Are our educational administration programs the weakest? Specifically, how strong is the NPQH training in Malaysia?

It is difficult to answer these questions as there are not many in-depth researches carried out in this area. With regard to research on the NPQH, the one and only study conducted by the Educational Planning, Research and Development Division (EPRD) of the Ministry of Education was in 2006. Other studies that added to the limited literature are studies by Aziz (2003), Rusinah Joned and Lee Leh Hong (2006) and Rohaya Hassan, Risnarizah Abdul Halim, Shariffah Sebran Jamila Syed Imam (2006), Kamaruzaman Moidunny, Norasmah Othman dan Siti Rahayah Ariffin (2009) and Gurcharan Singh (2009). A review of the strengths and weaknesses of the NPQH preparation program based on the findings of these studies will be done here. The study by EPRD (2006) found that the NPQH graduates demonstrated high ability in applying knowledge and skills acquired from the

training. The study also discovered that the support received from colleagues of these graduates and from higher authorities in education (State Education Department) was high with respect to resources and morale support but low in expertise support in managing schools.

However, the findings also had several areas of concern highlighted by the NPQH graduates regarding their preparatory program for headship. Firstly, many were dissatisfied with their placement after the course. They were in opinion that there is no proper systematic planning regarding the placement as many were posted back to the post that they held prior to the course or as classroom teachers. Their plight was due to the existence of many “senior” teachers who do not possess the NPQH certification but are waiting for time-based promotion. Thus, appointing the NPQH graduates to the principal position is deemed by the Ministry as doing injustice to these senior teachers. Accordingly, the NPQH graduates expressed disappointment as they were not able to practice what was learnt and this was seen as wastage of human resources (EPRD, 2006). Secondly, the theoretical component was too compact to be covered in a short period of time, which is about six months. Due to the time constraint, the facilitators had to rush through the component that needed to be covered. This had a negative impact on learning. In addition to that, the participants were not convinced with some of the knowledge areas of the training as those who disseminated the knowledge (the trainers/ lecturers) had no prior experience working as a principal. This is a credibility issue (EPRD, 2006).

The studies also listed a few recommendations to further upgrade the NPQH training program. One of the recommendations was that the direction of the NPQH graduates after their training must be clearly identified. It was suggested then that the promotion to the principal's position should also be based on competence and not on seniority alone. Therefore, the appointment of headship should be re-evaluated. It was also recommended that stringent procedure should be followed in the selection of participant for the NPQH training. Those who are already holding administrative positions such as Senior Assistants, Afternoon Supervisor and Head of the Departments should be given priority in the selection to ease the posting process of these participants after the training. In addition, to further enhance quality, senior principals are suggested to be invited to share their experience and to give lectures. These senior principals will be able to share first hand information based on their experiences with the participants. Finally, school visits to schools that are led by Senior Principals or NPQH certified principals are also suggested. It is clear that the limitations and weaknesses reported in this study point towards the need to further evaluate the program for further understanding and improvement.

The first study on NPQH was done by Aziz (2003) and it was aimed at examining the effectiveness of the NPQH training based on the participants' perceptions of the training. This study found that the participants perceived they had improved significantly in the respective areas of knowledge/skills, dispositions and performance, due to the training they received. However, despite the training being effective, the graduates were disappointed as they were not appointed as school heads even after several years. This was seen as wastage of human resources. Another criticism was on the lack of expertise of the trainers in adult learning and also on understanding adult needs. These two points of dissatisfaction were what, was later confirmed by the EPRD (2006) study. However, since the study was conducted only on primary school NPQH graduates, hence, its findings are generally restricted to NPQH training involving aspiring heads from primary schools.

The study by Ruhaya et al. (2006) for IAB, reported the findings from the evaluation at the end of the 6-month theoretical phase of the course by the NPQH participants. The findings found that participants responded positively to four main area of investigation; that is (1) the course objectives were fully achieved, (2) the course content was suitable in relation to the topics, sequence and official of the duties and was useful in discharging their formal duties (3) course duration was adequate (4) were satisfied with the teaching and perceived the program as good and excellent. Even though the findings were mainly very positive, they were limited to the reaction of the particular cohort participants for the theoretical phase of the course only and did not involve the preceding 6-month attachment phase in school.

Rusinah Joned dan Lee Leh Hong (2006) in their research entitled "Motivational Orientations of Teachers in the National Professional Qualification for Headship (NPQH) Program," had put forth the 'pulling factors' of the teachers to the NPQH training. This study indicated that aspiring principals were motivated to participate in the NPQH program and they were basically oriented by positive motivational orientations. The highest ranked motivational orientations were "professional advancement", followed by "educational preparation" and "cognitive interest". A negative and low but significant relationship was found between the academic attainment of teachers with "Educational Preparation" and "Family Togetherness". However further analysis showed that there were significant differences between "Communication Improvement", "Educational Preparation" and "Family Togetherness" with the academic attainments of teachers. It can be concluded that the teachers with degrees must have seen the importance of educational preparation for further education, enhancing family togetherness and to improve their communication skills. This positive motivational orientation, according to the study, could be due to several reasons and

one of such reasons is the related to the challenges to the twenty first century education where the Ministry of Education through a strategic development program, was working on ways to improve the image and status of teachers.

Another study on the effectiveness of the NPQH program was conducted by Kamaruzaman et al. (2009). It was a qualitative research which involved interviewing 22 participants who were directly involved in the implementation of the program; that is, the IAB division directors, trainers/lecturers, headmasters, principals and course participants. The effectiveness of the program was evaluated through six main constructs namely: facilities, resource materials, delivery of content by trainers, practicum program, attachment program and course content. The findings showed that the effectiveness of the program on all the six constructs was found to be satisfactory. However, Kamaruzaman et al. (2009) asserts that there is vast room for improvement in all areas of the training to further enhance the program effectiveness.

Another very recent evaluative study on NPQH was conducted by Gurcharan Singh (2009). The effectiveness of the NPQH program was determined through perceptions of eighteen incumbent secondary school principals who are graduates from the Masters Degree group of the program. The respondents reflected and the findings were categorized into 13 themes for further program improvement. The respondents recommended that support should be extended to the NPQH graduates by IAB and the experiences from the NPQH heads ought to be utilized by the organizers. They called for more practical or hands-on opportunities in the learning. They also wanted the policy of engaging aspiring teachers into the NPQH program implemented in a more supportive way.

It was also suggested that improvement must be made to the selection criteria to include more senior teachers in the time-based zone. Improving the delivery of the program was perceived as important and suggested that lecturers/trainers are further updated with the relevant knowledge required in certain fields. In addition, the involvement of non-NPQH senior head teachers was perceived to be valuable as these senior head teachers have a wealth of experience which could be shared with the participants. It is also suggested that the NPQH training caters for the differences of the contexts of schools. Other themes that emerged from the study were on the examination format in the assessment of NPQH; the documentation of experiences of NPQH heads; the reinstatement of certain criteria in the selection process; creation of a post for NPQH heads in the training division of each State Education Department (SED) and introduction of incentives in the form of salary increment for graduates of NPQH.

In conclusion, from the limited number of studies done on the NPQH program, there exists a positive reaction by the participants about the program effectiveness. Generally, all the studies, found that the NPQH graduates demonstrated high ability in applying knowledge and skills acquired from the training. Similarly, the limitations and weaknesses identified suggest further improvement to the program. A brief look into international preparation for headship can provide better understanding of the NPQH program in Malaysia in a wider perspective.

### **International Preparation for School Leaders**

A study by Huber and Hiltmann (2010) found that in most countries a prerequisite for applying for a school leadership position is having a teaching licence and some experience in teaching in the respective type of school. It was also found that many countries require a participation in a preparatory training course or an extensive development program usually concluding with a certificate or a license, as in the case of Australia, England, Singapore and the United States of America.

In developed countries like the United Kingdom, since 1997 teachers aspiring for headship must first take part in a training and development program NPQH in order to qualify and to be considered for appointment as school heads. Since 2009, it was made mandatory to have completed NPQH prior to appointment to a first headship (Abdul Aziz, 2003; Huber & Hiltmann, 2010,). This action proves that the United Kingdom considers leadership as a crucial factor in raising the standard of leaders who will raise and transform the education on the whole. In United States of America, the prerequisites for the application for leadership position are quite high. Applicants should possess a master degree in "Education", "Educational Leadership", "Educational Administration" or similar qualification. Additionally, they also have to take respective courses to own certificate, have professional experience and often have passed a special test or an assessment centre interview (Huber & Hiltmann, 2010).

In Germany, a new school leader is required to have teacher training and teaching experience in schools. Experiences as deputy leaders are an added advantage. The state examinations and the regular official performance assessments by superiors are decisive in appointing the most suitable school leader for life. However, in Singapore, as a prerequisite for a school leader position, the compulsory preparatory program called Leaders in



Education Program (LEP) which replace the Diploma in Educational Administration (DEA) is a requirement. It adopts an innovative process as content model to place emphasis on learning, problem solving and decision making

On the other hand, it was reported that in Australia, applicants for a school leadership position are to take part in one of the development programs and to hold the “Certificate of School Leadership position. All teaching staff is free to apply. In Hong Kong, the study found that although there is no mandatory course but potential heads are to undertake a 30 hours compulsory training program which is complemented by non-mandatory master level courses run by three universities. In New Zealand, the program for first time principals is neither compulsory nor is it a condition of appointment. They are optional programs (as reported by Bush & Jackson, 2002).

Apart from these countries, many other countries, for example France, England, Scotland, Estonia, Slovenia and Malta also have introduced leadership preparation programs and require aspirants to acquire the mandatory national qualifications for school headships (Brundrett & Crawford, 2008; Brundrett et al., 2006; Bush, 2008)

These examples demonstrate the international interest in the preparation of aspiring school principals, which is increasingly regarded as a vital component of school improvement. Bush and Jackson (2002) found that there are considerable similarities in the content of the educational leadership programs in different countries. The main components identified in these programs as ‘*international curriculum*’ are:

- Leadership, including vision, mission and transformational leadership.
- Teaching and learning, including ‘instructional’ or ‘learning–centered’ leadership, with strong emphasis on modeling good practice, evaluation and monitoring.
- Management functions, including human resource management, finance and resource management, curriculum and external relations.

(Bush & Jackson, 2002)

It is interesting to note that these main components that are identified by Bush and Jackson (2002) as ‘international curriculum’ are also evident in the content of the NPQH training in Malaysia. This shows that there is an understanding at the international perspective of the critical curriculum of knowledge and skills that must be transferred to aspiring principals and therefore they should be prepared in these areas as identified in the study. This shows that the NPQH training components in Malaysia are relevant for aspiring

principal preparation program. However, questions regarding as to why the Ministry has not made the NPQH as a mandatory requirement for the selection of new school heads still persist? Is this situation due to the inadequacy of the training given or is it because those who underwent the training are still deemed as not fit as yet to take the responsibility of the headship. If so, what is lacking?

## **Conclusion**

Therefore, it is crucial to further investigate this principal preparation training as it is the sole training that can make a difference in the leadership of the principals in schools. If we want our principals to take the Malaysian education system to the next level, the beginning principals must be supported in every possible way to ensure their success in leading their schools effectively. They should be armoured in the best way to swim through the “tsunami” of challenges that face them in this era. According to a report by the Southern Regional Education Board (SREB, 2006), a program evaluation component, which measures the extent to which program graduates perceive that their principal preparation program prepared them for their roles as instructional and transformational leaders is the core condition that seem to be underdeveloped in educational leadership programs. This situation to a certain extent holds true in the NPQH training program. Hence, it is essential to investigate and evaluate the NPQH training program to identify elements in the training program that can be further developed to ensure that it has all the necessary criteria need to make it a mandatory requirement for principalship. Preparing new principals to become leaders of change should be the top priority of the training.

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### **APPENDIX 1 : Curriculum for Diploma in School Management & Leadership Program**

<b>PHASE</b>	<b>DURATION</b>	<b>CURRICULUM CONTENT</b>
Basic	6 weeks	<ol style="list-style-type: none"><li>1. Public Policy Management</li><li>2. Malaysian Educational History</li><li>3. Education Act 1996</li><li>4. Core Functions of a Principal</li><li>5. School Management</li><li>6. Curriculum Management</li><li>7. Student Affairs Management</li><li>8. Financial and Administrative Management</li><li>9. Managing the Teaching of the English Language</li></ol>

Middle	4 weeks	<ol style="list-style-type: none"> <li>1. School Management and Leadership</li> <li>2. Principle and the Community</li> <li>3. ICT Management</li> <li>4. Curriculum and Co Curriculum Management</li> <li>5. Special Quality Culture Management</li> </ol>
Special	4 weeks	<ol style="list-style-type: none"> <li>1. Evaluation Management</li> <li>2. Educational Research and Statistic</li> <li>3. Quality of Teaching and Learning</li> <li>4. Continuous Development of Human Resource and Performance Management</li> </ol>
Continuous	4 weeks	<ol style="list-style-type: none"> <li>1. Self-development Leadership</li> <li>2. School Guidance and Counseling Management</li> <li>3. Effective School Strategic Planning</li> <li>4. Protocol and Social Etiquettes</li> </ol>
Practical Program	3 weeks	Participants will be attached in a selected school to learn and observe certain aspects of improvements that has been carried out by the respective schools as benchmarking program.
Attachment Program	6 months	<p>Participants will be attached in a selected school to carry out value-added programs in School Management and Leadership. At the end of this program, the participant will produce 3 achievement portfolios and a development portfolio.</p> <p>Participants will be facilitated by lecturers or supervisors that will be appointed by the institute</p>