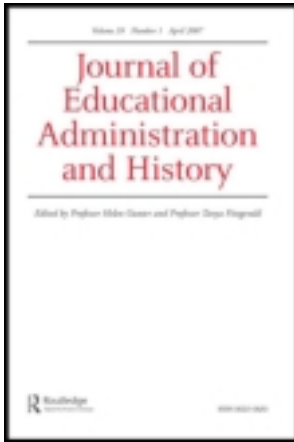


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### Rethinking 'leadership' in education: a research agenda

Scott Eacott <sup>a</sup>

<sup>a</sup> Faculty of Education , Australian Catholic University , North Sydney , Australia

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## INTRODUCTION

### Rethinking ‘leadership’ in education: a research agenda

Scott Eacott\*

*Faculty of Education, Australian Catholic University, North Sydney, Australia*

Knowledge production in educational leadership, management and administration has been, and continues to be, seduced by fads. One of the most significant trends in recent decades has been the ascendancy of ‘leadership’. In this introductory paper, I both introduce the contributions to this special issue and, more importantly, locate this collection within the intellectual tradition of disruptive Australian scholarship and the discourses of *JEAH*. Specifically, I argue that this collection of papers provides new ways for thinking about leadership, leaders and leading grounded in histories not bounded by historical categories, images and metaphors. This issue is however not the final word, and I encourage the reader to think with, beyond and where necessary against what is argued in the spirit of the intellectual enterprise.

**Keywords:** leadership; Australia; research

As a domain of inquiry educational leadership, management and administration has been prone to populous faddism (see Peck and Reitzug 2012), as have management studies in general (Abrahamson 1991, 1996, Abrahamson and Fairchild 1999, Carson *et al.* 2000, Gibson and Tesone 2001, Abrahamson and Eisenman 2008). Even the evolving title from administration through to management and now the contemporarily popular ‘leadership’ reflects the rapidity of changes in the fashions of rhetoric, but also the ease through which those in the academy shift to best meet perceived needs (both from within and beyond) to be fashionable. While we can argue about the unique context of each and every school, there is a certain level of predictability about schooling through both space and time, even if the individuals within a school change. Indeed, the school is one of the canonical institutions of modernity. As such, it is frequently discussed in the context of large-scale bureaucratic systems and the downward linearity of policy directives from the state (see Gunter and Forrester 2010). However, the contemporary capitalist condition, that of global financial uncertainty and the increasing influence of multinational corporations, with consequential shifts in the politics of the nation-state,

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\*Email: [Scott.Eacott@acu.edu.au](mailto:Scott.Eacott@acu.edu.au)

provides a timely opportunity to engage, if not interrogate, common-sense labels that have risen to ascendancy (Eacott 2013). In the specific intellectual space that is educational leadership, management and administration, this special issue is dedicated to rethinking 'leadership' in education with the goal of providing fruitful directions for advancing our understanding of how educational institutions operate in a particular time and space. While recognising that many others have directly engaged with the shifting labels and/or raised concerns about the seemingly uncritical shift from administration to management and then leadership, the shift/s remain, and so too do the proliferation of adjectival leadership and the seemingly insurmountable theory and practice binary. In this context, the *Journal of Educational Administration and History*, as one of the few scholarly forums in educational administration that continue to promote and publish disruptive work, is therefore the ideal outlet for the collective papers in this special issue.

As a journal, *JEAH* has the dual foci of educational administration – which despite my youth I still prefer as a label to 'educational management' and/or 'educational leadership' – and history (Fitzgerald and Gunter 2008, Gunter and Fitzgerald 2008). Therefore, it is imperative that I locate this special issue historically. Engaging with history is a complex intellectual exercise for those working in a domain of inquiry that is prone to populous faddism and, by virtue, is frequently limited to what can at best be labelled a minimal engagement with histories. Furthermore, what is frequently put forth as historical analysis more often than not explicitly engages in the bracketing of historical periods through the privileging of 'clock time' (Adkins 2009). As a case in point, Culbertson's (1988) chapter *A century's quest for a knowledge base*<sup>1</sup> in Norman Boyan's *Handbook of research on educational administration* is often called upon by graduate students and faculty alike as a seminal historical text. While I do not question its use – and value – as a text, as English (2001) points out, conceptualisations of history, or what I believe more aptly labelled 'temporality', that assume knowledge is linear, has a beginning and an end, thereby providing chronological borders or periods of progression, are somewhat problematic. Most significantly, this bracketing fails to acknowledge the fuzziness and complexity of boundaries in the social world and explicitly places a distance between the past, present and future. The linearity and demarcation of time periods is central to much scholarship in leadership, management and administration, and reflects logical empiricist claims to knowledge production. As such, more attention is paid to constructing the future, as with the past, at a distance from the present, with particular attention to the anticipation or predictability of the forthcoming. In doing so, empirical claims such as being 'future-focused' or 'twenty-first century ...' are constantly presented as a 'new' way of thinking, as though scholars of yesteryear had paid minimal attention to, or failed to engage with, any state of anticipation.

Nowotny (2005[1994]) argues that we have come to the end of an age in which the belief in linearity and progress has changed as the centrality of the

time structure of industrial production no longer dominates the social world, and that the category of the future has lost much of its attractiveness. Following Pierre Bourdieu (see Bourdieu 2000[1997], Adkins 2009, 2011), I contend that the future is always present in the immediate because actors are ordinarily immersed in the forthcoming and engage with such on the basis of their own personal and professional trajectories – that is, their histories. In this sense, the demarcation of past–present–future is broken down as our (both individual and collective) histories play out in the present at the same time as we are constructing the future through our actions. Therefore, it is impossible to have an action and/or scholarship that is ahistorical or not future focused; it is rather whether this relationship with the temporal (e.g. intellectual lineage) is recognised.

This special issue, and somewhat understandably given its genesis (more on that later), is unashamedly Australian. As an intellectual home, Australia has a rich tradition of contributing to educational administration scholarship, particularly from a social critical perspective (Bates 2010, Gunter 2010), and, specifically, contributing to *JEAH* (see Fitzgerald and Gunter 2008, p. 37). More than just contributing, Australian scholars have a rich history in disruptive scholarship, that which challenges the hegemonic discourses, including that of fellow Australian scholars. At the same time that Brian Caldwell was selling the virtues of the self-managing school (see Caldwell and Spinks 1988, 1992, 1998), John Smyth and colleagues were critiquing the movement on the basis of its social impacts (see Smyth 1989, 1993). Elsewhere, Bates' (1980a, 1980b) Critical theory offered a viable alternative to the logical empiricism of the US-centric Theory Movement and the Thomas Greenfield-inspired humanist movement (see Greenfield and Ribbins 1993), Evers and Lakomski's (1991, 1996, 2000) natural coherentism proposed a post-positivist perspective that challenged many of the critiques of 'science' in educational administration and, at a more specific level, Peter Gronn (then of Monash) engaged in a methodological debate with Ross Thomas (long-time editor of *Journal of Education Administration*) over the value of observational studies (Thomas *et al.* 1981, Gronn 1982, 1984, 1987, Thomas 1986). This collection of papers speaks to both the intellectual history of Australian educational administration scholarship and the contemporary context.

There is little doubt that managerialist discourses have become the orthodoxy of the contemporary condition. Therefore, despite the numerous examples cited above, those which capture but a sample of scholarship emanating from Australia, it would be naïve to claim that Australia is critical at scale (although, relative to the size of many Anglophone nations in the global north, Australia does perform well) and that managerialism, and various forms of 'apologists' (Thrupp and Willmott 2003), are not hegemonic. This is important as it brings to the fore the selection of *JEAH* as a forum for the publication of the collection. The guiding question of this special issue is how can we re-think leadership in our contemporary times? This involves moving beyond the novelty

of applying a theoretical perspective from elsewhere into the space, to actually mobilising different ways of thinking to propose productive questions, methodologies and images that can fruitfully advance scholarship in educational leadership, management and administration.

*JEAH* plays a particular role in proposing viable alternatives for scholarship in educational leadership, management and administration. While it is not recognised in the US-centric studies of Mayo *et al.* (2006) or Richardson and McLeod (2009), rated as an INT2<sup>2</sup> by the European Reference Index for the Humanities, and was a 'B'-ranked journal<sup>3</sup> in the now-defunct journal-ranking system in the Excellence for Research Australia scheme, a recently published paper by Cherkowski *et al.* (2012) explicitly names *JEAH* as a high-quality (8th out of 48 in the area) but lesser-known (35th) journal. I want to engage, ever so briefly, in why I believe this to be the case, and how this special issue engages in that space.

Evers and Lakomski (2012) observe that key figures such as Bates and Greenfield have never published in the *Journal of educational administration*, arguably one of the leading journals in the area (incidentally, it was ranked a 'C' journal in the final ERA list). In contrast, *JEAH* frequently draws upon the peripheral or more marginalised forms of scholarship in the area; in fact, it is possible to argue *JEAH* is THE outlet for alternate scholarship in educational leadership, management and administration (a case could also be made for *International Journal of Leadership in Education*, edited by Duncan Waite). A quick scan of the table of contents and the list of contributors attests to this. Herein lies the tension. The absence of figures such as Ken Leithwood, arguably one of the most well known/published academics working in the scientific tradition of educational administration (most closely connected with the School Effectiveness and School Improvement movement); Brian Caldwell, Michael Fullan and Brent Davies, three of the leading players on the world stage in the instrumentalist traditions, just to cite a few examples, demonstrates something specific about *JEAH* and its intellectual space. I am not seeking to downplay the complexity of epistemological debates, those which frequently leave scholars talking past one another. Nor am I suggesting that *JEAH* is not an intellectual home for leading scholars or even 'popular' scholars – as I like to draw a distinction between those who are well known in the education community and those who are well known for doing rigorous and robust research – instead I am arguing that engaging with matters of educational administration with a historical lens is not particularly sexy in contemporary times. Professional associations such as the Australian Council for Educational Leaders and/or school systems are rarely going to engage with scholarship that raises questions of power and the underlying generative political principles that shape particular decisions in particular contexts. Although educating is a political and temporal practice, robust theoretically grounded scholarship that asks questions of data, practice and the pure voice of the previously silenced can be quite off-putting. As MacLure (2010) argues, theory gets in the way and often makes people

uncomfortable with and in their surroundings. The aspirational tone of the keynote speaker giving a heroic narrative of ‘turnaround principals’ or systemic evidence calling for best practice is disrupted by scholarship seeking to understand and explain practice, such as who determines whether a school is not performing and for what purposes (Gunter and Fitzgerald 2008). Working, and in particular writing, outside of the hegemony is risky because any argument that directly engages with or challenges the status quo runs the very real risk, and likely outcome, that it will be rejected by the existing guardians of the domain, and actors in general. However, this has been, and continues to be, the intellectual location of *JEAH*. A journal that is interested in socially critical work and gives recognition to histories not yet written and a space for scholars and their work where elsewhere it would be othered (Gunter and Fitzgerald 2008).

The underpinning of academic scholarship is the process of grounding new theorisations and empirical examples in the existing body of knowledge. Through our collective engagement with theoretical traditions and our lived experience in the empirical, this special issue seeks to not merely contribute to acts of recognition, such as recognising the various roles played by anointed leaders in educational institutions, rather by providing means of cognition. That is, ways of thinking about leadership, leaders and leading grounded in histories but not bounded by historical categories, images and metaphors. As I have argued above though, the intellectual project from which this collection of papers speaks is dynamic. This issue is neither the beginning nor the end of a tradition. Although it may be possible to contend that these papers merely apply or map the intellectual terrain using different lenses, and in doing so leave the existing theorisations intact, I argue that both individually and as a collective they offer theoretical interventions that enable one to see the leadership, management and administration of educational institutions in new ways. As a collection the papers build on, rather than speak back to, a rich Australian history of disruptive scholarship. They do not however offer a coherent (in the sense of all synergising into a whole) or fully articulated theory. Rather, cohering around a research programme of questioning the status quo, this collection sketches areas of relevance and possible theoretical development that serve to extend current debates, particularly those in *JEAH*, on educational leadership, management and administration in fruitful directions. In doing so, and to borrow from Berger (1966), this special issue is an invitation to the reader, and therefore warrants a generative reading, but it will become clear that, ‘the reader will need to go beyond this collection if the invitation is to be taken seriously’ (p. 7). Therefore, I encourage the reader to think with, beyond and, where necessary, against what is being argued in the spirit of the intellectual enterprise.

### **The issue**

The genesis of this special issue was a conversation, mostly via email, among colleagues in the Educational Leadership Special Interest Group of the



Australian Association for Research in Education (AARE). As is often the case with such groups, as convenor I endeavoured to gather sufficient numbers of presenters for a symposium at the 2011 conference in Hobart built on challenging the status quo and proposing alternate and, most importantly, productive ways of moving research forward. As it turned out, I got enough responses to spread the symposium over two sessions. This special issue comes from the second of those two sessions, but I am grateful for the work of my colleagues who presented in part 1, notably Neil Cranston (University of Tasmania) and Simon Clarke and Helen Wildy (University of Western Australia) who drew upon work published elsewhere for their presentations. The contributors to this collection have explicitly sought to challenge mainstream thought on educational leadership, management and administration. This challenge centres on the core ontological, epistemological and normative/ethical assumptions, and the implications of popular discourses on leadership in education. Drawing on a diverse mix of theoretical and conceptual resources the contributing authors propose a series of questions that can be used productively to frame alternate research agendas in educational leadership, management and administration.

As noted previously, this special issue is unashamedly Australian. This in itself is important given the topic at hand. Australia has a long history of generating critical scholarship in educational administration – primarily out of the Deakin School and in particular the Social and Administrative Studies Group led by Richard Bates, and whose members feature prominently in the editorial and international advisory boards of this and many other journals – and also alternate ways of thinking, such as Colin Evers and Gabriele Lakomski's natural coherentism. And this does not even begin to engage with the large number of expatriates fine-tuning and extending their craft overseas, including in many of the world's leading institutions. Therefore, it is somewhat appropriate to have a special issue looking at challenging the status quo and offering alternate productive means of researching in the area of Australia. Second, but closely related to the first point, Australia-based scholarship in educational leadership, management and administration is at a critical junction. There is a significant changing of the guard underway within the Australian academy. While it has been some time since the passing of the pioneering scholar Bill Walker, a number of professors in the area have, or are about to, retire. Richard Bates, and many of the University of New England alumni, Patrick Duignan, Bill Mulford, Ross Thomas and David Gamage, just to name a few, and the *Journal of educational administration*, one of the longest serving and most popular international journals in the area, have moved offshore (Hong Kong). It has become increasingly difficult to fill vacancies in the area (as it is in schools), and a number of universities have turned to sessional (very good) staff to teach courses. In this context, both Gronn (2008) and Smyth (2008), building from Bates and Eacott (2008), lament the marginalisation of a once-fertile scholarly arena in favour of a fanatical concern with

‘operational and technical matters’ (Thomson 2001) and the matching rapidity of Australian scholars exiting the field to more interesting and intellectually rewarding areas of research and scholarship.

All this is taking place in the context of recent policy moves aimed at standardising the educational product through such apparatus as a national curriculum, a national testing regime, forthcoming national professional standards (with accompanying annual reviews), the *MySchool* website for the publication of school test results and other data, and so on. In this policy context, not dissimilar to that in other countries, the time to critically engage with the topic/s of educational leadership, management and administration has never been more significant. I argue that at this unique historical moment it is now time to (re)consider what role/s educational leaders and scholars play and for what purposes.

Leadership is one of the great unquestioned assumptions of our time. Or, as Gunter (2012) contends, it is constructed as *the* solution of our time. As a domain of inquiry, if the critical edge of interrogating the taken for granted is lost as the core of our collective work, then we are, as Thomson (2010) discusses in relation to school leaders, left playing the game and overlooking the task of asking questions of its winning formula. This issue is not about best practice, next practice, let alone notions of effectiveness, quality and/or improvement. Rather, this collection of papers is about asking questions and thinking differently about the concept of leadership in education – not taking leadership as a given but asking questions of how we can think of it and what that means for scholarship, and ultimately practice. In an era where research-intensive educational administration programmes (frequently, but not exclusive to, universities) are being marginalised in favour of technicist courses (see English 2006, Eacott 2011), these questions are significant. In focusing our collective intent on asking questions of leadership in the education context, the papers in this issue foreground theoretical problems, most notably the legitimisation of the social world, and embed those within empirical problems. It is arguably this engagement with, and weaving of, the theoretical and the empirical that distinguishes the socially critical stream of educational administration scholarship from others, such as the scientific and instrumental (see Gunter 2001), those that fill the majority of pages in academic journals and many sessions at conferences. As Gunter (2010) argues though, there is renewed momentum in socially critical scholarship, and it is here that this special issue makes its contribution.

### **The contributions**

Building from the AARE Symposium, this special issue brings together scholars across the range of academic careers. Naturally, there are the intellectual pioneers, notably Richard Bates, Colin Evers and Gabriele Lakomski, whose work on critical theory/sociology of knowledge in educational administration



and natural coherentism, respectively, has had a profound impact on the field. In addition, there are contributions from well-established professors Helen Gunter and Tanya Fitzgerald. This is balanced with newer voices in the conversation, Richard Niesche and Julia Savage (who co-authors with Tanya Fitzgerald). I include myself in this 'newer voice' category, despite my quickly receding hair-line and what my five-year-old daughter Madelyn likes to point out as the 'silver' hair I am getting. It is on the last matter – my position, not hair situation – that I am grateful to the editors of *JEAH*. In the contemporary socio-political condition, when matters of branding and esteem have never been higher, the opportunity or dare I say chance that Helen and Tanya (and the editorial board) took on a young, even if ambitious, upstart is to be applauded – even if that seems self-serving. It is this quality that has, and continues to, defined *JEAH* as one of the truly innovative and alternate voices on an international scale in the field.

In the first paper in this issue, Tanya Fitzgerald and Julia Savage provide an innovative analysis of school leadership in the contemporary Australian socio-political condition, although the description will hold true for many international readers. While the argument of increasing state intervention significantly legitimising what can, and arguably more importantly what cannot, be done is somewhat well-rehearsed, Fitzgerald and Savage bring the productive image of the performance and scripting of leadership through policy to life. Particularly, Fitzgerald and Savage discuss how things play out in the empirical by interrogating how policy seeks to constitute leadership in schools. The central proposition of their argument is that the leadership of schools is a scripted performance where schools are portrayed as inefficient, outmoded and in need of fixing and they raise questions as to whether leadership is even possible within such scripting.

Richard Niesche picks up on many of the current policy moves that require new accountabilities, performance and reporting from school leaders. Following Fitzgerald and Savage's account of scripting, Niesche mobilises a Foucauldian lens, notably power and counter-conduct, to a case study of one principal negotiating contemporary policy regimes. Moving beyond the oppression of school-based personnel, the case illustrates the importance of leadership as a form of counter-conduct through the constitution of the principal as a political subject or form of advocacy leadership. Explicitly moving beyond the reproductive nature of the status quo, Niesche rethinks leadership as a disruptive practice, a form of counter-conduct that allows for more contextualised or situated understandings of leadership practice.

In their paper *Methodological individualism, educational administration and leadership*, Colin Evers and Gabriele Lakomski challenge leader-centric accounts of organisational functioning for their lack of attention to the social structures that define and sustain leadership. Their concern is that emphasis on *the* leader as an individual can both bracket and discount the causal field in which organisational functioning occurs. In a philosophically rich account

(relative for the brevity of a journal article) Evers and Lakomski present an intriguing discussion of the notion of emergence embedded within a discussion that outlines numerous flaws in the individualism of leadership discourses. In particular, as noted by Helen Gunter in the concluding paper, the discussion of the flock-of-birds image is a powerful reminder of the highly contentious nature, or liquidity, of leadership as a social phenomenon. Throughout the paper there is a call, arguably more implicit than explicit, for significant intellectual rigour in the ways in which scholars constitute the research object – in this case leadership. In doing so, Evers and Lakomski call for a more holistic approach to organisational functioning if there is to be a theoretically and practically adequate account of leadership.

In my own contribution to this issue, I mobilise a Bourdieusian lens to propose an alternate means of conceptualising leadership that moves beyond the individual leader to a more organisational quality that speaks to Evers and Lakomski's combination of the structural and individual. As with many of the other contributions, I problematise the notion of leadership before building an argument for an approach to scholarship that, as with Niesche's contribution, thinks of leadership as a disruptive practice. Working through this argument is the implicit thesis that educational administration scholars, at their best, have been constructing social theory – although they have not always discussed it as such – and have interwoven it with their own personal history/ies. Importantly, the approach put forth moves beyond notions of 'effectiveness' or 'success' and to a theoretically charged account of leadership in education, enabling us to ask serious questions around the role of schools, and schooling, in the legitimation of the social world, or the management of knowledge.

Given that this paper is unashamedly Australian, and as I cited previously the field is in an interesting transition at present, it only seems right to include one of the pioneering Australia-based scholars (well aware this man originally plied his craft at Massey – New Zealand), so it gave me great pleasure that Richard Bates accepted my invitation to revisit his classic 1980 paper *Educational administration, the sociology of science, and the management of knowledge* from *Educational Administration Quarterly*. The idea raised in that piece that education administration should abandon its positivist roots and the pursuit of an axiomatic theory from which 'laws' could be derived for a guide for administrators, not to mention the silence of 'education', remains central in socially critical scholarship. In re-engaging with his original piece, Bates significantly highlights that while the six questions he raised for the field in 1980 (see also Anderson 1990) were designed as a framework for examining existing situations, they can also be used to imagine different ways of operating in education. This is a consistent theme across the special issue, finding means to speak back to policy and/or rethinking leadership in contemporary times.

In the final paper, Helen Gunter brings a non-Australian perspective to the discussion. In doing so, she brings together the intellectually diverse array of

papers that constitute this special issue, all the while making an original contribution, by drawing on debates about the role and contribution of social science research. Specifically, as Gunter raises, the papers in this special issue could easily be deemed disposable in every sense of the word, especially so when on a global scale researchers are being asked to provide evidence of impact. It is in this context that Gunter asks some significant questions of educational administration scholars, particularly their role as public intellectuals and the prioritising of activism. In the context of national (and global) economic contraction, with increasing calls for measures of impact and value for money from public expenditure, not to mention the expansion of global ranking systems, and the de-professionalisation/marginalisation of research-intensive preparation and development programmes in favour of technicist rational courses – frequently taught by edu-preneurs – it is arguably our (collective) engagement with, or response to, such accounts that will define the future, if there is to be one, of scholarship in educational leadership, management and administration.

There is momentum building in the socially critical stream of scholarship in educational administration – although it is premature to claim it is anywhere other than the periphery – also the launch of the Routledge book series *Critical studies in educational leadership, management and administration* edited by Pat Thomson, Helen Gunter and Jill Blackmore. As is well recognised, educating is political work and the arbitrary divisions that have plagued scholarship in educational administration, such as theory and practice, and the ahistorical or context-free accounts of practice need to be challenged. The contributions in this special issue explicitly engage with some means of rethinking leadership in the education context. However, what will become clear is that if the messages of these papers are to be taken seriously then one would need to read beyond this collection, not to mention undertake further work to extend this agenda. As guest editor, my hope is that this is the case.

### **A vote of thanks**

In conclusion, I would like to thank three groups who helped make this issue a reality. First, I would like to acknowledge the support and encouragement of *JEAH* editors Helen Gunter and Tanya Fitzgerald, for believing in this project and their invaluable advice and assistance along the way; second, the reviewers whom I called upon to review the contributions to this issue. Their commitment, rigour and generosity in engaging with the papers are greatly appreciated and contributed significantly to the quality of the papers; and finally, and most importantly, the contributors who for the most part, delivered on time (with a little leniency required) and have each in their own way produced significant contributions to a potentially productive means of researching educational leadership, management and administration. On a more self-centred note, I believe that through engaging with my fellow contributors both personally and through

their writing, my research programme has benefitted immensely from the intellectual rigour and diversity among us – and for that I am truly grateful.

### Notes

1. The enduring desire for a knowledge base is primarily a US-centric endeavour in educational administration, although attempts by institutions such as the National College in England and the Australian Institute for Teaching and School Leadership, among others in the Anglophone world, continue to move implicitly along a similar agenda. For a rigorous critique of pursuing a standardised knowledge base see English's (2006) work, and a more supportive position can be found in the work of Oplatka (2010).
2. INTernational (INT)-rated journals are both European and non-European publications with an internationally recognised scholarly significance among researchers in respective research domains, and which are regularly cited worldwide. International journals are themselves classified into two sub-categories based on a combination of two criteria: influence and scope. An INT2 is an international publication with significant visibility and influence in the various research domains in different countries. See <http://www.esf.org/research-areas/humanities/erih-european-reference-index-for-the-humanities/erih-foreword.html>.
3. There were four rankings: A\* (top 5%); A (top 20%); B (top 50%); and C (bottom 50% of ranked outlets). A 'B' journal has a solid, though not outstanding, reputation. Generally, in a Tier B journal, one would expect only a few papers of high quality. They are often important outlets for the work of PhD students and early career researchers. Typical examples would be regional journals with high acceptance rates and editorial boards that have few leading researchers from top international institutions. See [http://arc.gov.au/era/tiers\\_ranking.htm](http://arc.gov.au/era/tiers_ranking.htm).

### Notes on contributor

Scott Eacott, PhD, is Associate Professor in Educational Leadership in the Centre for Creative and Authentic Leadership in the Faculty of Education at Australian Catholic University. He is widely published in the field of educational leadership.

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