School rationalisation in the Catholic sector: Decide the future of Cathedral College, East Melbourne

by


Submitted in (partial) fulfilment of the requirements for the Degree of Master of Education

Department of Education Policy and Management

University of Melbourne
<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
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<tbody>
<tr>
<td>1967</td>
<td>Archdiocese decides to establish Cathedral College. Christian Brothers invited by the Archbishop to conduct the school. First Agreement signed.</td>
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<tr>
<td>Feb. 1968</td>
<td>Cathedral College opens.</td>
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<tr>
<td>1986</td>
<td>Renewal of the Agreement between the Archbishop and the Provincial for three years. Christian Brothers “accept full responsibility for the conducting of Cathedral College”.</td>
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<td>1989</td>
<td>The Agreement is renewed for three years.</td>
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<td>July 1991</td>
<td>Cathedral College Ongoing Planning Project begins.</td>
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<td>July 1992</td>
<td>Inner City Boys’ Schools Working Party commences investigation. The Agreement is renewed for three years.</td>
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<tr>
<td>June 1993</td>
<td>Inner City Boys’ Schools Working Party concludes investigation without making recommendations.</td>
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<tr>
<td>Aug. 1993</td>
<td>Appointment of new Principal.</td>
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<tr>
<td>April 1994</td>
<td>The Director of Christian Brothers’ Education advised the Principal that Cathedral College’s future was expected to be decided by the end of April.</td>
</tr>
<tr>
<td>June 1994</td>
<td>Officials of the CEO advise the Principal that Cathedral College to close.</td>
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<tr>
<td>July 1994</td>
<td>The Director of Christian Brothers’ Education advised the Principal that Cathedral College to close.</td>
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<tr>
<td>Sept. 1994</td>
<td>Notification to College Board that school to close. On the following days the staff, parents and students were notified that Cathedral College would merge with St Mary’s, West Melbourne to form a new college at West Melbourne.</td>
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<tr>
<td>Oct. 1994</td>
<td>First meeting of the Interim Board of the Inner City Catholic Boys’ School.</td>
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<tr>
<td>Dec. 1994</td>
<td>Agreement between the Archbishop and the Provincial to operate Cathedral College terminated.</td>
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<tr>
<td>Dec. 1995</td>
<td>Cathedral College closes. Twelve of twenty-six staff and eighty-five students transfer to Simonds Catholic College.</td>
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DECLARATION OF ORIGINALITY

This thesis contains no material which has been accepted for any other degree in any university. To the best of my knowledge and belief, this thesis contains no material previously published or written by any other person, except where due reference is given in the text.

Signed: [Signature]

Date: 26/3/97
GLOSSARY

Canonical Administrators
Person(s) charged by Canon Law with managing the affairs of a public juridic person (i.e. an aggregate of persons or things duly constituted as its own legal person).

Catholic Education Commission of Victoria (CECV)
Policy Making Body for Catholic Education in Victoria.

Catholic Education Office - Melbourne (CEO-M)
Body established by the Archbishop of Melbourne to assist him in his teaching responsibility. The territory includes Melbourne, Geelong and surrounding rural districts.

Catholic Education Office - Victoria (CEO-V)
Administrative arm of the Catholic Education Commission of Victoria.

Code of Canon Law (CCL)
Body of Catholic Church Law

Congregational Leader
Head of a religious order in a designated region.

Congregation of Christian Brothers
Catholic religious teaching order founded in Ireland early in the 19th Century and present in Australia since 1868.

Diocese
Territory over which a bishop rules as its proper and ordinary pastor. Victoria comprises four dioceses - the Archdiocese of Melbourne and the dioceses of Ballarat, Sale and Sandhurst (Bendigo).

Governing Council
The leadership body in a religious order. It comprises the congregational leader and his or her assistants.

Major Superior
See Congregational leader.

Melbourne Catholic Education Board
Representative body established to provide policy advice to the Archbishop in matters of education.

Ordinary
The bishop who heads a territory.

Province
Territory made up of several dioceses.

Provincial
Title used by the Christian Brothers to designate the congregational leader.

Provincial Council
See Governing Council
Religious Congregation/Order  See Religious Institute

Religious Institute
A collegial, public juridic person consisting of vowed members and governed by Canon Law and its own constitution.

Schools Provident Fund (SPF)
Fund established to provide support for the capital needs of Catholic Education.
ABSTRACT

The management of decline in Catholic schools is a serious issue for each school’s authority, for staff whose employment is with the school, and with ‘system’ administrators charged with responsibility for co-ordinating rationalisation for the benefit of all. Imposed high level decision-making runs counter to the established principles of subsidiarity and local autonomy. Furthermore, the effectiveness of imposed restructures is limited by the personal commitment of school community members to undertake change.

This historical case study concerns the restructuring of inner-city Catholic secondary education for boys. It shows the decision to close Cathedral College by amalgamation was made by the owner of the property, on the recommendation of the Catholic Education Office - Melbourne (CEO-M), after consultation with its operators, the Christian Brothers. The teachers and ancillary staff sustained the college over its final fifteen months, despite their dislike for the changes being implemented and their concern over ongoing employment in the contractionary amalgamation.

The complexity of the organisational structure of Catholic education in Victoria is clearly evident in the management of decline. The strengths of local autonomy give way to winners and losers as schools amalgamate and close. Despite this, the study provides evidence of the good will that exists within Catholic education. Though opposed to the changes, the staff of Cathedral College consented to them. This was most evident in the heightened commitment to Cathedral College during its final year and the absence of public opposition to the changes being implemented.

Less public than the restructuring of the centralised Victorian Government school system has been the restructuring of Catholic secondary education in the Archdiocese of Melbourne. This historical case study concerns inner-city Catholic secondary education for boys. It shows the decision to close Cathedral College by amalgamation was made by the owner of the property, on the recommendation of the Catholic Education Office - Melbourne, after consultation with its operators, the Christian Brothers. The teachers and ancillary staff sustained the college over its final fifteen months despite their dislike for the changes being implemented and uncertainties over redundancies.

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charged with responsibility for co-ordinating rationalisation for the benefit of all. Imposed high level decision-making runs counter to the established principles of subsidiarity and local autonomy. Furthermore, since the restructuring requires the personal commitment of school community members for implementation, the short term success of the change remains in the hands of those it most affects.
Chapter One

INTRODUCTION

1.1 THE CONTEXT AND PURPOSE OF THE STUDY

Members of the Provincial Council of the Christian Brothers and senior personnel from the Catholic Education Office, Melbourne (CEO-M) met with the staff of Cathedral College at 3.30 p.m. on Tuesday, September 6, 1994 and announced the reorganisation of inner-city Catholic education for boys. Despite the rumours that had been circulating for two years and more, it came as a shock and created much anxiety. As one staff member recalled two years later (Interview 2, 9/9/96),

A few rumours had gone around over the years, but nothing had come to fruition until that September day when we were told by the funeral directors. ... They were able to sort of come in and bring all the heavy guns and say, 'Okay, this decision has been made. Here it is. Cop it!'

A reduction in employment and the rationalisation of leadership positions were to accompany the changes. The sense that this was an imposed decision dumped upon a powerless staff was widespread.

What the research reveals

This study concerns the rationalisation of Catholic secondary education for boys in the inner-city of Melbourne. From the perspectives of the Catholic Education Office - Melbourne and the Provincial Council of the Christian Brothers, the rationalisation was the best means of ensuring the provision of quality Catholic secondary education for boys in the inner-city. From the perspective of the staff of Cathedral College, the rationalisation was the unwelcomed closure of their school.
Simonds Catholic College was created from the amalgamation of Cathedral and St Mary's, and located on the site of the latter. Twelve of the Cathedral's twenty-two staff and fifty per cent of its eligible students relocated to Simonds. The balance dispersed to other schools or, in the case of three staff, to non-school pursuits. This research seeks to illuminate how such a decision came to be made, why and by whom? In revealing the process by which the decision was made, it is possible to identify where power and authority were located in this instance and why. This sheds light on the relationship between the Melbourne Catholic Education Office and the operators of the school. It also illuminates the relationship between the providers of Catholic education and the teachers, students and parents without whom schools do not exist.

Why this study is being undertaken

School amalgamations and closures have become a feature of education, particularly since the late 1970s. The depopulation of inner and middle metropolitan areas has resulted in the closure of 'surplus' schools, while the movement of the rural population to regional centres and improved transportation has affected country schools. This has occurred in both the Government and Catholic school sectors. The researcher's personal interest in the closure of Cathedral College stems from being Principal for its final two years, together with two earlier experiences of school closures and an increased awareness of the magnitude of school reorganisation in Victoria.

1 The researcher was a member of staff at St Joseph's Technical School, South Melbourne when its closure was announced and accomplished (1988) and at St Joseph's Technical School, Abbotsford 1982-86 and its final year, 1990.
Some staff suggested that there were non-educational reasons behind the closure decision. The basis for this was the exploration of alternative uses for the property that followed the announcement of the decision. That the Melbourne CEO was considered to have next use of the facilities was widely interpreted to mean it wanted to close the school for its own purposes. Illuminating the process and argument for the closure informs those affected by the decision. The transference of teacher commitment to a new entity is seriously impeded if staff do not understand or accept the reasons for the change.

Like all other amalgamations or closures, the closure of Cathedral College was not without problems. There were difficulties in the processes of investigation and consultation that delayed the implementation of decisions that were made. The delay caused some difficulties for the Principal who knew that major changes could be imminent. The absence of staff involvement in the decision making undermined teacher commitment to the new school. Whilst system managers provide infrastructure for a school, they are unable to guarantee the teacher commitment that is necessary for an effective school. Workforce reductions, rationalisation of leadership positions and the loss of identity and workplace, threatened teacher commitment and consequently the success of the merger. Evaluation of the process adopted may lead to recommendations being made for future rationalisations in Catholic education.

Limitations

Excluded from this study is the impact of the rationalisation on the families and students affected by it. They were not part of the decision making process and had a limited role
in the development of the new college. The expectation that fifty per cent of Cathedral College's student population would transfer to Simonds proved accurate. The enrolment of their sons was the most important contribution that the parents made.

The research does not look beyond the closure of Cathedral College, nor does it consider the impact on its merger partner, St Mary's Boys' Regional College. Whether the planned amalgamation resulted in a takeover is outside the scope of this investigation. Nevertheless, the attitudes of its staff members and students would influence Cathedral College teacher and student commitment to Simonds Catholic College.

Though historical background is provided, the period July 1991 to December 1995 is the principal time frame for the study. This is the period from the first meeting of the Cathedral College Ongoing Planning Committee until the college's closure.

1.2 THE FOCUS OF THE LITERATURE REVIEW

Restructuring in its various forms is a major concern of all school systems. Of the various usages in practice, restructuring as the administrative and political processes by which schools can be closed and as the devolution of responsibility to schools for their own management are relevant to this study. For Catholic education, the reorganisation of the Catholic sub-systems into a co-operative system is also reviewed.

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2 Parental involvement was through four positions (two per school) on the Interim Board and membership of Board sub-committees. Involvement was strongest on the Name and Insignia and the Uniform sub-committees.
The literature on school closures in the Government sector indicates redistributive politics accompanies enrolment decline. Whilst earlier wisdom recommended participatory approaches to decision making, later writings argued that consensus building approaches were ineffective and caused additional difficulty as people rallied to preserve their schools. This issue is juxtaposed against the literature on self-managing schools. Commitment to change is enhanced by participation in the decision making process. This raises the question whether amalgamations are more likely to be successful if they result from initiative within the school or if they are the result of decisions made by system administrators.

The uncentralised\(^3\) nature of Catholic education requires that declining enrolments in a particular area be addressed in a different manner to the centralised Government sector. The literature review commences with a brief account of the transformation of Catholic education from a “decentralised non-system” to a “decentralised system” under the leadership of the Catholic Education Commission of Victoria (CECV). The most recent areas where the Catholic Education Office, the administrative arm of the CECV, has sought to exercise leadership, but not central control, is the provision of schools in areas of population growth, the creation of a system to manage the enrolment of students into secondary schools, and assistance with rationalisations in areas of decline. This is contrasted with other literature which holds Catholic education to be a decentralised system characterised by principles of subsidiarity, pluriformity and complementarity. A new balance between individual schools, the various providers of the sub-systems, and the needs of the whole has been struck.

\(^3\) Though the term ‘decentralised’ is often used to describe the structure of the Catholic education system, uncentralised is more accurate. Decentralisation is the process whereby the centre, the holder of power, “paternalistically agrees to share it with others of lower status” (Beare 1991, p.20). This is not an accurate description of Australian Catholic education which has been characterised by strongly centralised subsystems within an uncentralised whole.
The final discussion concerns the consequences of restructuring on teachers' lives. Where amalgamations proceed, the adverse implications for teachers can threaten the initial success of the restructure. Research is indicating the need to provide disproportionate support to staff to win their commitment to the changes.

1.3 OVERVIEW OF METHODOLOGY

Historical case study is the method used for the investigation. The Cathedral College Ongoing Planning Project Report, the minutes and reports of the Inner-city Boys' Schools Working Party, Catholic Education Office planning documents and interviews with CEO and Christian Brother Provincial Council participants in the decision making process have been used to describe what happened. The Principal 1986-93 and staff members of Cathedral College at the time of the announcement have been interviewed. The journal of the Principal 1994-95 has provided his perspective. Interviews have been used to strengthen the written record and, in some cases, to provide data that was otherwise unavailable.

Consent to interview the participants in the deliberations between September 1993 and September 1994 was granted by the Director of Catholic Education and by the Provincial. Prior to the interviews, lists of questions had to be submitted. This was to enable individuals to reacquaint themselves with matters that were then thirty months old or more. Staff members affected by the amalgamation were invited to participate in the research and many did. Interviews were taped and typed transcripts returned to the interviewee for verification and censoring should the interviewee so choose. Anonymity was extended to the school staff. The need to identify the roles held by the participants in
the discussions between the CEO and the Provincial Council resulted in their being identified by role.

The researcher was the Principal of Cathedral College from 1994 until its closure. As such, he had access to the events, people and documents critical to the restructuring. Whilst this raises objectivity as a methodological difficulty, the researching of this experience of change from within is a worthwhile undertaking. The Principal's tacit knowledge became a crucial methodological tool for interpreting the data. Having commenced this work, the researcher became aware that the staff members' experiences of change were also important and that the research was for them also.

1.4 PRESENTATION OF DATA

Documentary Data

The Agreements (See Appendix A.5 and A.6) between the Archbishop and the Provincial outline the contractual relationship between the Archbishop and the Christian Brothers in the matter of Cathedral College. The original agreement spanned 1967 to 1985 when severe financial problems forced renewed consideration. During this period, the Archbishop and diocesan authorities retained significant control over the school, in cooperation with the Provincial. From 1986, it was replaced by triennial agreements in which the Christian Brothers accepted full responsibility for the conduct of the school. The balance of power returned to diocesan authorities in 1994 when, on the advise of the Catholic Education Office, the Archbishop terminated the agreement with the Christian
Brothers to operate the school. For the final year of its operation, 1995, responsibility for Cathedral College rested solely with the Archbishop through his canonical administrator.

As part of a review into the future planning needs of the school, the Provincial established the confidential Cathedral College Ongoing Planning Project at the request of the Cathedral College Board. The committee undertaking the project identified curriculum and facilities needs. Its report acknowledged the declining enrolment of the school and the wider problem of over provision in the inner-city. The report was presented to the Provincial Council. It made recommendations that were to be taken up by the Board and Principal within the school, and others that required the Provincial Council to enter into dialogue with the Catholic Education Office. The project ran from July to September 1991.

The decisions of Cathedral College and St Joseph’s, North Melbourne to submit capital grant applications to refurbish facilities and develop technology resources provided the basis for a CEO to conduct an investigation into the needs of Catholic education for males in the inner-city. A Working Party, representative of the school’s owners and authorities, plus Principals and CEO staff, was established to consider all future options for the area. Whilst the work of the committee involved consideration of various rationalisation scenarios, it was unable to make a recommendation to the Director of Catholic Education.

The correspondence between the Principal and the Provincial and the material in the Principal’s journal reveal the difficulties faced by the Principal as the CEO and Provincial Council discussed the future of the school.
Interviews

Interviews were used to strengthen the written record, to supplement it where material was unavailable and to provide the staff of Cathedral College the opportunity to speak about the changes that were implemented.

Documentation was unavailable for the period spanning the final meeting of the Inner-city Working Party to the announcement of the amalgamation. The first stage of this was the process whereby the Director of Catholic Education for Melbourne came to a recommendation to be put to the Archbishop. Following the acceptance of the recommendation by the Archbishop, the CEO-M entered into consultations with the Provincial Council of the Christian Brothers, the body responsible for the school. This was the second stage. The making of the decision in June 1994 brought the consultation to a close, and in September, the changes were announced to the affected school communities. Members of the Melbourne CEO and Provincial Council involved in the negotiations and decision making were interviewed. The interviews reveal that the two parties held different understandings of the stage the review of Cathedral College had reached. The Provincial Council expressed its disappointment at the suddenness of the notification that the amalgamation was to proceed when it did.

All Cathedral College staff affected by the inner-city reorganisation were invited to be interviewed about their experiences of it. The resulting retrospective account is the first opportunity staff have had to present their perspective in a formal manner. It reveals a staff angered by the decision making process and fearful for their careers. This was a consequence of the job shedding that was to accompany the restructuring. Despite having
heard rumours of the school closing, the staff generally showed a poor understanding of
the reasons for the amalgamation. This weakened commitment to the new venture.

1.5 CONCLUSIONS

The decision to close Cathedral College by amalgamation was made by the owner of the
school, the Archbishop of Melbourne, on the advice of the Melbourne Catholic Education
Office and following consultations with the operators of the school, the Christian
Brothers. The restructuring was caused by the small and declining enrolments of the two
schools and the need for capital investment to modernise and expand facilities and
curriculum.

The Provincial Council of the Christian Brothers was disappointed with the decision to
close but accepted that it was made under the terms of the Agreement to operate the
school signed and renewed by the Archbishop and Provincial.

The staff disagreed with the decision but did not express public opposition to it. Of
greatest concern was that it was imposed on them. Lack of attention to the unfreezing
process increased the restraining forces to change. Support for and commitment to the
restructuring was compromised. Participation in decision making processes increases
commitment to change.
Chapter Two

CATHEDRAL COLLEGE, 1968-1995

2.1 SITE HISTORY

Cathedral College was conducted by the Christian Brothers for the Archbishop of Melbourne from its foundation in 1968 until the end of 1994, one year before its closure.

It was the third school on the site, the first being Parade College which relocated from Victoria Parade to Bundoora at the end of 1967. The Christian Brothers arrived in Melbourne in 1868 and established a temporary school beside St. Francis' Catholic Church in Lonsdale Street. A permanent school was built on the site in East Melbourne later occupied by Cathedral College. This school, officially opened on 19th January, 1871, came to be called "Parade College". The southern section of the cramped inner city property was the first site of St Kevin's College, Toorak which operated there from 1918 until the early 1930s.

Following negotiations between the Archdiocesan authorities and the Provincial Council of the Christian Brothers, a considerable reorganisation of Catholic Education for boys in the inner suburbs was undertaken in 1967. This resulted in the opening of Cathedral College, East Melbourne, the closing of Christian Brothers' School, Fitzroy, St George's Boys' School, Carlton and St Peter and Paul's Boys' School, South Melbourne. Mount Carmel College for boys in Middle Park continued as a primary school only, with the

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4 Parade College announced plans to relocate from its inadequate and overcrowded East Melbourne site to Bundoora, a large property on the urban fringe, in 1965. Increased traffic noise, the probability that a ring road was soon to be built nearby, and lack of land ruled out the possibility of site improvements (Records, Christian Brothers' Archives). In taking this path, Parade repeated what Catholic Ladies' College (Eltham), Presbyterian Ladies College (Burwood), Scotch College (Hawthorn) and St Kevin's College (Toorak), all previously of East Melbourne, had done.
secondary students transferring to Cathedral College. The newly established Cathedral College was granted Primary Registration and Secondary Registration up to Year 10 by the Council of Public Education on 12th July, 1968.

An agreement was drawn up between the Archbishop of Melbourne and the Provincial of the Christian Brothers (St Patrick’s Province) in the matter of Cathedral College (Appendix A.5). Parents with sons in the schools affected were notified of the new arrangements. As Parade had taken its school furnishings and equipment to Bundoora, basic items of school furniture and equipment had to be located and put in place for February 2, the first day of classes at Cathedral College. Br Hewat, the first Principal, recalled, “We virtually began with nothing. It was terribly hard. There was no lead time to do the place up or prepare for the new school” (Cathedral College Community Annals, December 1968). It was an inauspicious beginning for the inner-city college.

In its first year of operations, Cathedral College had an enrolment of 450 pupils. This grew to 500 in 1970 and 1971. In 1974, following discussions with the Principal, the Provincial decided to limit the intake at Year 7 to two streams. Enrolments fell from 445 to 362 in 1975. Written records at the time indicate that none of the regions served by the College suffered from the change. The Annual Report of the Christian Brothers' Board of Education (1975) in fact commented,

There are some grounds for concern that the future total enrolment from the immediate area may not make the school financially viable. Enrolments from outer areas will be necessary.

The prediction, “Enrolments from outer areas will be necessary”, indicated insufficient students in the College's own catchment area for it to be viable in the long term. No
comment was made of any impact this would have on the schools in those areas.

Student numbers stabilised at 300 pupils before falling to 270 in the early 1990s.

2.2 THE PROVISION OF CATHOLIC SECONDARY SCHOOLING FOR
BOYS IN THE INNER SUBURBS OF MELBOURNE.\textsuperscript{5}

In July 1983, the Director of Catholic Education for the Melbourne Archdiocese (CEO-M) established "The Committee Investigating the Provision of [Primary] Schooling in the Inner Suburbs of Melbourne". It reported in August 1984. The Secondary Schools Inner Suburban Committee was established immediately afterwards and reported in August 1985. In so doing, the Director of the CEO-M, who is also the Executive Director of the Catholic Education Commission of Victoria (CECV), was fulfilling the rationalising and planning functions of the CECV. The report "A Need for Consolidation and Change" was prepared and, over three consultations, discussed with the canonical administrators and major superiors of the schools covered by the study. The purpose of the consultations was to discuss the recommendations and plan possible action. The recommendations of the report were never formally adopted (Cathedral College Ongoing Planning Committee Report 1991, Paragraph 7).

In December 1988, the North Fitzroy/Brunswick/Preston Planning Committee presented its report to the Director of Catholic Education. These three schools were not owned or administered by the Christian Brothers. The outcome of the report was that there were sufficient students for them to be viable, at least in the short term, but that a high degree

\textsuperscript{5} Since 1981, two of five inner-suburban Catholic secondary schools for boys and two of two inner-suburban technical schools have closed. They were located at Clifton Hill (1982) and East Melbourne (1995), and South Melbourne (1988) and Abbotsford (1990) respectively.
of co-operation was required with the neighbouring Catholic secondary schools for boys, four of which were operated by the Christian Brothers. Loss of students from the region was causing sufficient concern that the CEO-M was requested to consult with Cathedral's governing authority about restricting its Year 7 intake from this area (Cathedral College Ongoing Planning Committee Report 1991, Paragraph 7). This request was a consequence of the changing enrolment practices of Cathedral College stemming from the mid-1970s.

At the request of the Cathedral College Board, the Cathedral College Ongoing Planning Project was established by the Provincial of the Christian Brothers in 1991. Its role was to examine the needs of the school and to make recommendations for its future. During its three months of operation, it examined the curriculum, enrolment and facilities and made recommendations for future directions. Closure or amalgamation were options considered, but the committee recommended that the school be retained in its existing form with attention being paid to curriculum needs and facilities upgrade and extension. This led to the preparation of a capital grant submission which was forwarded to the Director of Catholic Education.

The Director of Catholic Education established the Inner-City Catholic Boys' Schools Working Party the following year in response to capital grant applications made by two of the inner-city schools. The function of the Working Party, which comprised representatives of the owners and operators of the schools and the CEO-M, was to make recommendations for the inner-city, including any rationalisation of resources that may be necessary. It was unable to make a recommendation. The Director convened an advisory group and a "strongly preferred position" was established.
2.3 AMALGAMATION AND CLOSURE

The decision to amalgamate Cathedral College, East Melbourne with St Mary's Boys' Regional College, West Melbourne and create Simonds Catholic College, West Melbourne was announced to the boards of the two schools on Monday, September 5, 1994 by senior members of the Catholic Education Office. The staffs of the schools were informed the following day, and the parents and students on Wednesday, September 7. A new board, the Inner-city Boys' Catholic Secondary Education Interim Board, was established with membership drawn from the two colleges' boards. The Chair was an appointee of the Archbishop of Melbourne, on advice from the Catholic Education Office. Other members, including specialist Catholic Education Office staff, were appointed by the Director of Catholic Education. The Interim Board first met in October, 1994 and functioned until March 1996 when it was replaced by the Simonds Catholic College Board. The two staffs came together for the first time at a luncheon on October 3, the first day of Term Four, 1994.

The response of parents to the decision that Cathedral College was to close by amalgamation was one of disappointment but acceptance. One hundred families, fifty percent of the total, attended an information night at which CEO-M officials outlined the reasons for the amalgamation and the opportunities that would result. Many remained doubtful, particularly as the capital grant application had not even been submitted to the Government, but interjections from the floor were limited to three comments over five minutes during the one and a half hour meeting. Fifty students who would otherwise have continued in the school transferred at the end of the year with uncertainty about the new college and additional distance to school being given as the main concerns.
Two hundred and nine students remained for 1995, seventy fewer than for 1994. With redundancies proving likely, staff sought positions elsewhere and some resignations occurred. Functions were planned to celebrate the life and passing of the College. In a contrast to 1967, the building program, curriculum documentation and the integration of staff and students dominated the work of the Interim Board and the schools for the remainder of 1994 and all of 1995. In December, after one hundred and twenty-five years, the last twenty-eight as Cathedral College, Catholic Education for boys at East Melbourne ceased. A new era was beginning at West Melbourne.
Chapter Three

SCHOOL RESTRUCTURING

3.1 THE CONCEPT OF RESTRUCTURING

"Restructuring has become a general label for new strategies of school reform" (Tyack 1990, p.170). Six forms of restructuring in Australian schools have been identified by Hughes (1991, p.55). They are:

- the reorganisation of education systems so that there is greater political control;
- the development of a flatter and much smaller administrative and services structure with a managerial emphasis for senior administrators;
- the administrative and political processes by which schools can be closed, with minimum of public fuss;
- the devolution of responsibility to schools for their own management, usually with a requirement to involve parents in policy development and decisions;
- an emphasis on the operation of schools - ‘effective schools’, ‘excellent schools’ making use of research linking school characteristics with educational achievement, and
- an emphasis on teachers and teaching - perhaps through the industrial arena and career structures - perhaps through the Schools Council’s preferred route of teacher development.

These forms or restructuring have been derived from the public sector.

Restructuring has also been occurring within the Catholic sector which, unlike the public sector, is not centralised. Translated into the context of the Catholic sector, Hughes’s six forms might read as:

- the reorganisation of the Catholic education sub-systems so there is greater tie to the Church and its educational mission;

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6 Catholic education in Victoria is a complex mix of decentralisation and centralisation. Though the term ‘decentralised’ is widely used to describe the structure of Catholic education in comparison to Government education, it is limited in its accuracy. This is discussed in Section 2.3.
• the creation of an appropriate administrative and services structure respectful of the autonomy and rights of existing decision-making bodies, and responsive to the needs for accountability to Government;

• the development of administrative processes by which expansion and rationalisation can occur for the good of the whole;

• the provision of support for schools for their own management

• an emphasis on the operation of schools as effective Catholic schools; and

• an emphasis on teachers and teaching within schools.

Within the context of this study, two forms of restructuring are relevant. They are restructuring as rationalisation and restructuring as the re-organisation of the Catholic education sub-systems. The specific questions are: “What was the decision making process that resulted in the closure of Cathedral College by amalgamation?” and “What was the role of the CEO-Melbourne in the process and does this provide evidence of increasing centralisation within Catholic education in the Archdiocese of Melbourne?”

3.2 SCHOOL CLOSURES IN THE GOVERNMENT SECTOR

The administrative and political processes by which schools can be closed

In the public sector, the growth era of the 1950s and 1960s was replaced by reductions in the 1970s and 1980s, leaving school administrators with the task of overseeing "the necessary contractions associated with declining resources" (Andrews 1983, p.199). It is one of several challenges according to Randell (1984, p.7).

Challenge 2: The effect of enrolment shift and decline on curriculum, teacher morale and resource allocation in an environment of resource constraint. ... By 1988 enrolments are expected to fall to the 1972 level. ... The declining
The enrolment situation accompanied by resource restraints will inevitably lead to school closures and probably program limitations. (Randell 1984, p.7)

Accompanying enrolment decline is a "fundamental shift from distributive to redistributive politics" (Lowe Boyd 1983, p.255) as human and capital resources are re-allocated within schools and within centralised systems. Conflict, loss and "bitterness" (Dewan 1978, p.4) can result.

In reviewing the literature on school closings, Zerchykov (1983) reported a review of the conventional, pre-1980 wisdom. The first "benchmark literature" on school closings elaborated on two themes. "Plan - take time and engage in comprehensive technical planning; and, Agree - involve the community; do not decide unilaterally; allow for and nurture the participation of affected interests" (Zerchykov 1983, p.176). The participatory approach to decision-making required school administrators "to be able to identify quickly and surely which groups are most likely to be important to the management decisions taken, either in producing support for them or attacks against them" (Sungalia 1981, p.277). Lowe Boyd (1983) argued that this "rational planning model, with an emphasis on consensus building through widespread participation - is not only ineffective in most cases but also counter-productive, in that it often exacerbates conflict" (Lowe Boyd 1983, p.257). Confronted by significant loss, affected interests heighten their commitment to their respective institutions.

Studies into declining enrolments and school closure in the Victorian Government sector have been undertaken by Watkins (1984) and Graham (1988). Watkins's study concerned the reorganisation of three high schools and one technical school in a local area experiencing rapid decline in the school age population. "Schools in this situation,
particularly if there are a number in close proximity, are seen to be existing in 'inefficient' scales of operation" (Watkins 1984, p.878). Rumours of rationalisation preceded the launch of the process of restructuring(Watkins 1986, p.84).

The regional director called in the principals of the [four] schools concerned to discuss the need to rationalise education in the area. From this discussion a working party was formed and regional consultants were used as school based assistants to gather information about what form the local school communities might think the changes should take. Meetings were held and staff, students and parents filled in surveys that would indicate to the consultants the direction that any 'maximization' of resources should take.

This participatory approach was consistent with themes in the prevailing literature and with Government policy. However, the "original idea of consultation leading to consensus seemed to have been subsumed by a power struggle amongst the schools" (Watkins 1986, p.88). Agency was demonstrated when one school engaged in concerted, but unsuccessful, action to contest the recommendation. The morale and commitment of the staff plummeted, resulting in many resignations in the year prior to and the first year of the reorganisation.

In his analysis of the closure of Mollyvale, Watkins demonstrated the presence of contradiction within the education system. The structural principle of "truly collaborative and participatory decision making processes, especially whilst making important decisions affecting all the community" (Watkins 1986, p.93) was undermined by the principle that control of "finances and resources was to be highly centralised within the Education Department's hierarchical structure". This was seen as contrary to the idea of "responsive' bureaucracy" (Watkins 1986, p.94). Watkin's (1986, p.96) concluded:

The rationalisation of resources in an educational area especially in light of the impetus of the Blackburn Report, if it is to be successful, requires the involvement of the educational community in the formulation and implementation of any reduction in educational facilities.
Success in reorganisation can only be measured against the goals that were set, and the value of the success is dependent upon the value of the goals. From an minimalist economic efficiency viewpoint, the reorganisation was successful because it resulted in the merger of two of the four schools. From the viewpoint of the Mollyvale community it was unsuccessful because of the disregard for the participation of the community in the making of the decision, and the consequent loss of commitment to the change.

Graham (1988) found similarly in his study of the Victorian Government sector. Declining enrolments lead to conflict over resources within schools and between schools. "‘Redistributive’ policies involving cut-back decisions mean that one program is preserved at the expense of another. Winners and losers emerge. And when the ‘losers’ are faced with the closure of their neighbourhood school, the level of hostility and antagonism may become intense" (Graham 1988, p.56). Participatory practices often resulted in defenses of the local school rather than the emergence of a consensus as to what was best for the local area.

The conditions under which committed individuals transfer commitment from their present focus, in this case their local school, to another focus, the schooling needs of a local area or to Government policy, is the issue. The principle of economic efficiency holds no attraction for school communities, and whilst it would be considered as improvement in the eyes of Government, it would be considered unwanted change elsewhere (Shakeshaft and Gardiner 1983, pp.492-496). Graham (1988, p. 124) believes that change is not to be confused with improvement.

School improvement. Improvement rather than mere change would seem to be a necessary prerequisite for a successful school restructure. The time and energy that has to be put into a restructuring exercise will be justified and rewarded only if there is an improvement in resources and/or tangible educational gains. This could include increased successful learning outcomes.
for all students, better access to learning opportunities for all students, a rise in the sense of satisfaction/morale of all students (and their teachers), stronger support from the local community etc.

"Such reorganisation when advanced as an increment - a benefit in order to improve the quality of education (rather than in order to save money) - breaks the emotional hold on the neighbourhood school, but breaks it in such a way as to confer a benefit. (Zerchykov 1983, 184). For the affected party to accept the change, the benefit gained must be perceived as of greater value than the loss incurred. Supporting the arguments of others, Graham (1988, p.230) argued the need for amalgamation rather than closure.

Rather than one school closing and its students, teachers and resources being 'taken over' by another, everything possible should be done to make it a merger between 'equals'

This includes joint schools activities - curriculum planning, student and staff activities etc. - in preparation for the amalgamation. “Eventually both schools should ‘close’ and a new school ... should open its doors in their place” (Graham 1988, p.230). The new entity is to epitomise the benefit of the reorganisation. Whilst the desirability of this proposition could not be opposed, it does understate the difficulty of achieving a merger between equals rather than a take-over. Equity is seen to be maintained when there is a perception that cuts have been equally shared (Levine 1979, p.179-183). Redistributive politics guarantees that, in situations of decline, there will be winners and losers. The art of amalgamation is to minimise the difference between the two.

The devolution of responsibility to schools for their own management

The “devolution of decision-making from central authorities to more self-managing schools” (Sharpe 1994, p.4) is an “almost universal trend” (Beare 1991, p.20), ultimately aiming at “better teaching and learning” (Sharpe 1994, p.4). It is “a process through
which an agency of control (such as a government or a school system) deliberately relinquishes aspects of control over the organisations for which it is responsible" (Sharpe 1994, p.4), thus increasing the organisations' level of self-management. The less centralised the system, the greater the distribution of power within it (Slater 1993, p.180).

School improvement is the “generic term for a range of activities involving change ... based on the application of school effectiveness findings” (Mortimore 1996, p.8). Much of the school-based decision-making literature suggests that decisions relating to schools as individual organisations are best made at the local level (Townsend 1995, p.134; Wirt 1991, p.31). "This process of having the people who are expected to implement decisions being involved with the making of those decisions is critical in determining the extent to which people will become involved" (Townsend 1995, p.134) and committed to the change. Whilst flatter, smaller and less costly administrative and services structures may result from devolution, improved school outcomes is the aim. The principal, staff and school community decide what to do to promote the maximum benefit, academic and other, for the students (Mortimore 1996, p.4).

Sharpe (1994) advanced the discussion on devolution by pointing out the consequence of there being many variables that link the agency of control with its organisations. "It is likely that at any one time an organisation, such as a school, will be in the process of moving towards more self-management in relation to one variable and remaining static or even moving in the opposite direction in another" (Sharpe 1994, p.4). This is the contradiction that Watkins (1986) observed in his study of Mollyvale High. Sharpe believes that central control needs to be retained over matters relating to equity and
balance. He recommends a managed, rather than a free market, system, indicating his belief in the need for some regulation as opposed to total deregulation.

Linking restructuring as downsizing and restructuring as self-managing

"The administrative and political process by which schools can be closed" (Hughes 1991, p. 51) is the meaning of restructuring used in this study. The requirement "with a minimum of public fuss" is the goal for the process, rather than maximum commitment to the change. Whilst Sharpe believes systems should "retain the right to decide when to open or close a school" (Sharpe 1994, p. 8), he recognises the need for appropriate local consultation. The question arises whether the devolution of responsibility to schools could result in schools voluntarily seeking closure or amalgamation and, consequently, approaching system authorities for approval to do so. Such requests, if the result of widespread consultation and agreement within the school community, would minimise public fuss and maximise commitment to restructuring. A condition for such action is a greater commitment to education within the local area than to the educational offering of a particular school. The authority to close or merge a school would remain with system authorities, but the right to consider such a step would be shared with the school itself.

3.3 Restructuring in the Catholic School Sector

Restructuring within the Catholic school sector is a different undertaking to that in the centralised Government sector. This is because of the historical centralisation of power within its sub-systems, the independently acting religious orders.
The proclamation of the Christian message and the training of people for the Christian way of life (Sacred Congregation for Catholic Education, 1977, Para. 7.) is the mission of the Catholic Church. It is incumbent on Catholic parents to teach this view of life to their children. In this they are assisted by the institutional Church which provides Catholic education (CEOM Policy 2.16). The Church's goal was to provide a place to every Catholic child seeking a Catholic education. Within Australia, it has relied upon the religious orders to provide this. The goal was never achieved and, as the orders began their decline, it became more necessary that a co-operative system replace the unco-ordinated activities of the different orders.

Pressures for change

Traditionally and legally, authority for Catholic education is vested in the bishop of the diocese. Following the withdrawal of state funding in the 1870s, the bishops recruited religious orders to conduct the work. The orders were willing to do so, but required independence under their own hierarchical and centralised systems of authority. Authority devolved to the orders, fracturing Catholic education into sub-systems. "By the turn of the century, a confused and overlapping network of authority had evolved" (Praetz 1980, pp.3-4).

The post-war baby boom and the influx of immigrants, many from Catholic regions of Europe, placed tremendous pressure on all school systems, especially the Catholic school system which was left on the verge of collapse. Major superiors were struggling to meet their commitments, while the bishops were faced by the needs of the whole. Without government funding support, it was not possible to provide more or enlarged schools to
meet the need. In 1968, 292,000 Catholic children could not be accommodated in Australia's Catholic schools (Selleck 1970, p.4). Abolitionists within the church, including the Director of the Melbourne Catholic Education Office, proposed the dismantling of Catholic schooling (Selleck 1970; Tannock 1975, pp.218-227). In the face of grave difficulties, the bishops renewed their commitment to Catholic schooling and looked to a renewed partnership with the religious orders.

The reorganisation of the sub-systems so there is a greater tie to the Church and its mission

Prior to 1963, there was no formal overarching structure for education planning in Victoria. The religious orders operated their schools independently of the diocesan authorities and each other. The founding of the Melbourne Catholic Education Office in 1932 "'to maintain the co-ordination of the Catholic school system, to exercise a general supervision over the various types of Catholic schools ...'" (Praetz 1980, p.5) had only limited success. From 1963, the Catholic Education Advisory Council was established following a meeting of the major superiors of the religious teaching congregations, the priests who staffed the Melbourne Catholic Education Office and the priests of the diocesan Education Committee. It was replaced six years later by the Melbourne Catholic Education Board with the Melbourne CEO acting as its secretariat.

A 1971 letter from the Bishop of Ballarat to all Victorian Catholic bishops proposed regular consultation between the four Catholic Education Offices. The outcome was the

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1 Corporal punishment is an example. Many past-pupils of Catholic schools would be surprised to learn that the Catholic Education Office recommended the abandonment or severe curtailing of corporal punishment from as early as 1940 (Praetz 1980, p.41). The call was largely ignored.
inaugural meeting of the Inter-Diocesan Committee on Catholic Education in Victoria and the formation of the Catholic Education Commission of Victoria in 1973. The Interim Report of the Schools Commission had proposed that Government payments to Catholic schools be made on a state or territory basis” (Praetz 1980, p.71) and this gave added reason for the development of a state based level of organisation. The Catholic Education Commission of Victoria was given the task of providing the channels for the rationalisation and co-ordination of educational resources throughout the state while at the same time ensuring that the autonomy of existing decision-making bodies - parishes, congregations and dioceses - was respected (Catholic Education Office of Victoria 1985, p.72; Casey 1990, pp.37-8). This is the principle of subsidiarity “whereby decisions are made at the working level and by those in the field after due consultation with all concerned (Catholic Education Commission of Victoria 1973; Casey 1990, p.37). The establishment of the Catholic Education Commission of Victoria was a significant step in the long-term effort to transform the many competitive and independent Catholic schools and sub-systems into a co-operative Catholic school 'system'.

Concurrent with the developments in Victoria were developments at the national level. In September 1972, at the first national conference on the organisation and administration of Catholic Education in Australia, the question of the centralization and decentralization of Catholic education” was addressed (Tannock 1975, p.viii). Diocesan authorities, the administrators of teaching religious orders and education academics were united in the

8 The Federal and State Governments recognise the Victorian Catholic Education 'System', for which the Catholic Education Commission of Victoria is the responsible body. The Catholic Education Offices have been responsible for the disbursement of and accounting for recurrent funding from the Federal Government since 1972 and capital funding since 1983 in the case of the member schools (Casey 1990, p.4). The original members of the 'system' were the parish owned schools, but it extended to include order-owned schools where orders sought to join. Following application, the Christian Brothers' schools, including Cathedral College, joined the 'system' in 1991.
opinion that there was need for a new leadership structure for Catholic Education (Bourke 1975, p.12; Mulvihill 1975, p.48; and Ronayne 1975, p.64) that would result in the creation of a decentralized system that would replace the existing non-system (Walker 1975, p.32). Consultation between the providers of Catholic schooling generated the consensus position. The 1973 report of the Bishops Committee for Education endorsed the four tiers of school, diocese, state and nation, and supported the emphasis of "localism and decentralisation in governance" (Quoted by Casey 1993, p.169). A Catholic education 'system' was established in Victoria. All parish owned schools belonged to this, whilst religious orders could request to join.

At the third national conference, held in Melbourne in 1988, the Executive Director of the Catholic Education Commission of Victoria and Director of the Catholic Education Office, Melbourne, spoke on the role of Catholic Education Offices (Doyle 1989, pp.49-50).

I cannot resist writing a paragraph on Catholic Education Offices as vehicles of collaboration. The complexity of the whole enterprise, and it is increasing, with declining enrolments, new areas of development, the call for rationalisation and 'planned educational provision' makes even more necessary the co-ordinating, co-operating and challenging functions of the Catholic Education Offices. They are part of the bishop's unifying and teaching functions. They act in his name to bring together at a diocesan level, and as appropriate at a province level (on behalf of the bishops of the province), the parties (or more correctly the partners) to the Catholic education enterprise. A Catholic Education Office is called to give effect to subsidiarity, to create decentralisation, to protect autonomies. There are tensions in the world of Catholic educational planning and practice, there are great differences in the services offered by the Catholic Education Offices. But ... they too are part of the whole Church working in collaboration.

This collaborative model, Doyle noted, did not eliminate the tensions between the Melbourne CEO and the authorities for particular schools in areas where the interests of the whole conflicted with the interests of a local authority. The issue of rationalisation has
the greatest potential to create conflict as the established, order owned schools struggle for survival in formerly populated regions.

Studies into the development of central structures within Catholic education have been undertaken by Rogan (1975), Praetz (1980) and O’Brien (1996). Praetz used a Weberian model of bureaucracy to argue that the Melbourne CEO had “established substantial and growing ideological control over the schools through the institution of bureaucratic procedures” (Praetz 1980, p.144) in contravention of the principles of subsidiarity and local autonomy. O’Brien (1996) disagreed. Rather than being imposed by a belatedly successful CEO, “the new structures which began to emerge in 1963 and which were quite sophisticated by 1979 concretised a new alignment among the parties who shared responsibility for the provision of education” (O’Brien 1996, p.65). The increased (re-) involvement of the bishop in Catholic education was now through the diocesan Catholic Education Office. The Catholic Education Commission of Victoria and its administrative arm, the Catholic Education Office of Victoria, had assumed responsibility for overall planning, for policy development and co-ordination (O’Brien 1996, p.66).

Casey’s study into the organisational structures across the Australian Catholic school sector concluded, “The extent to which Catholic education becomes further systematised will depend firstly on the powers voted to the Catholic Education Offices by the Commissions [representing all providers] or local bishops in response to emerging needs” (Casey 1990, pp.65-6). Continuing support and respect for the principles of subsidiarity and local autonomy is a second factor. He warned “the bonding within the Catholic sector can be strained to breaking point with the imposition of excessive centralised demands. ... Declining birthrates and competition for enrolments between Catholic
schools” (Casey 1990, p.65) is an emerging issue. By investigating the process used in this case study, it is possible to make a judgement whether the rationalisation of Cathedral College indicates increased centralised demands at the expense subsidiarity and local autonomy.

The development of administrative processes by which rationalisation can occur

Despite the closures, amalgamations and relocations that have occurred since 1960, little has been written about Catholic school restructuring. Declining Catholic enrolments, the necessity for expensive capital investment, and narrow curriculum are anecdotally cited as reasons for the change. Whether each case provides evidence of continued support for subsidiarity and local autonomy or for centralisation is a matter for further investigation.

Malone (1978) undertook a study “to examine the factors and processes involved in the closing and consolidation of schools, which has become a noticeable phenomenon of Catholic schools in some areas in recent years” (Malone 1978, p.2). Three Good Samaritan schools in the Western District of Victoria, St Brendan’s Coragulac, Good Samaritan High School, Koroit and Maryknoll College, Hamilton, were the object of the case study. The specific questions addressed included the extent to which the location of the school, the adequacy of school buildings, actual and projected enrolments, and alternative property uses were operative factors in the decisions to close or consolidate.

Malone’s case studies illustrate the variety of processes used at the time and changing attitudes towards their appropriateness. The decision to close St Brendan’s College,
Coragulac, a small country town, was an internal order decision, with diocesan authorities and people being notified (Malone 1978, p.63). Power was centralised within the Good Samaritan Order, but uncentralised within Catholic education. Declining enrolments, the availability of Catholic education in the major regional centre nearby, and the requirement for the order to commit significant funds to improve the school’s facilities resulted in the decision to close. Malone found the decision to be the correct one, but devoid of discussion with either diocesan authorities or with the affected local community. In contrast, the processes involving the other two schools did involve consultation with the education authorities and the affected school communities.

From the early 1970s, responsibility for schools was being shared with, or undertaken by, parishes rather than by a religious order acting independently and in isolation. This allowed for a greater involvement of the Catholic Education Office in planning and decision making, a recommendation of the 1972 Armidale Conference into the organisation and administration of Catholic education in Australia. The emerging decision and policy making bodies in Catholic Education such as the Catholic Education Commission of Victoria, founded 1973, were growing in importance. There was an "increasing trend for religious orders to work with each other and with administrative bodies in overall planning." (Malone 1978, p.4) This, she concluded, was for the benefit of Catholic education and the Catholic community.

3.4 CONSEQUENCES OF RESTRUCTURING ON TEACHERS' LIVES

School reorganisation is stressful for teachers. The consequences on teachers' lives included loss of familiar workplaces and workplace relationships, adjustment to a wider
range of student behaviours, attitudes and abilities, imposition of major organisational and curricular changes, alterations to staff allocations, including management responsibilities, and, in some instances, redeployment (Dunham 1992, pp.7-11). In the Catholic sector in Victoria, the absence of redeployment mechanisms adds to the difficulties. Staff are employed locally, and where redundancy threatens, employment by another school is the only means of avoiding redundancy, unless one chooses to leave education.

Underwood (1995) studied the effects of a school amalgamation on the working lives of four female colleagues. The women held senior positions in a Catholic girl's secondary school which amalgamated with its neighbouring boys' school. An important consequence of the reorganisation was a reduction in the total number of leadership positions available. Of the four, one's career continued to be promoted, while another's was 'demoted'. The remaining two resigned, one after holding a middle level position in the amalgamated school, but experiencing great dissatisfaction, loss of commitment and six months sick leave. This observation supports Fullan's thesis that "change can either aggravate the teachers' problems or provide a glimmer of hope" (Fullan 1982, p.112). In this study both are obvious in the careers of the women studied. The amalgamation process, as a technical and mechanical process, was concerned with the life of the school, not so much with the teachers' lives and the lived experience of caring people in a state of change (Underwood 1995, p.53). The strategies used by organisations to implement structural change must also concern themselves with the people within the organisation.

The human costs of restructuring is the concern of other researchers. Berkeley (1991) sees shortcomings in the principle that if administrative reform is to occur, new people must be recruited into existing situations. To act this way shows "little regard, if not
callous disregard, for the people caught up in the changes” (Berkeley 1991, p.71).

Graham (1988) argues for schools to be amalgamated rather than closed so “students and teachers ... [are not] left out on a limb without satisfactory alternative arrangements” (Graham 1988, p.230). Organisations imposing change need to provide for those affected by them. There are considerable personal costs to individuals in an educational organisation when restructuring and downsizing leads to forced redundancies. “These costs are likely to be demonstrated in low morale and may subsequently affect the efficiency and effectiveness of the organisation” (Schiller 1996, p.23).

Disproportionate efforts during restructuring are necessary to foster teacher commitment to the initiative (Leithwood 1996, p.381). Without that commitment, the success of the restructuring would be impeded and, perhaps, never fully realised. If the purpose of school reorganisation is to realise assets, teacher commitment to the change isn’t necessary. But if the change is ultimately concerned with increased school effectiveness, it is critical (Townsend 1995, p.134).
Chapter Four

The Conduct of the Research

4.1 THE BACKGROUND AND ORIENTATION OF THE RESEARCHER

The researcher was uniquely placed. He was Principal of Cathedral College, 1994 and 1995, a member of the Christian Brothers since 1977 and a participant in Catholic education since 1980. In 1982, he was a staff member at Clifton Hill which provided junior campus facilities for Abbotsford students alongside the one remaining class of St Thomas's pupils. He was a staff member at St Joseph's Technical School, South Melbourne in 1988, when its closure was announced and effected, and at St Joseph's Technical School, Abbotsford in 1990, the final year of its operation.

O'Brien (1996) argued that her close involvement in the subject of her study enabled her to offer a perspective which could not be provided by someone unconnected with the events. The benefits of close involvement outweighed the threats to objectivity. This researcher makes the same claim about his work. As Principal, the researcher was an insider with direct links to the people, events and documents under study.

The researcher admits that he was initially affected in his ability to look at the events objectively. This stemmed from his deteriorating relationship with the Christian Brothers' Provincial Council, the result of his belief that he was being kept ill-informed, even misinformed, in the matter of the rationalisation of the school. This subconscious bias became apparent during the interview with the Provincial Councillors. The Principal wrongly believed the Provincial Councillors had been informed the amalgamation of
Cathedral College and St Mary's was the CEO-M's strongly preferred recommendation for the inner-city. When this became apparent, a different meaning emerged to explain the actions of the Province Director of Education and the Provincial Bursar during the first six months of 1994. They were acting in good faith but without essential information.

During 1994 and 1995, the researcher was the Principal of the staff invited to participate, but when the interviews were taking place he was their former Principal. No advantage was to be gained by either party in deliberately fabricating information.

Dissatisfaction led the Principal to decide to research his experience. Personal interest was extended to include that of colleagues whose working lives were disrupted by the changes that occurred. The researcher believes that teachers and ancillary staff have a personal stake in their schools and are entitled to be kept informed of significant developments in their workplaces. Participation in decision making is to be encouraged. People's poor understandings of the reasons for the restructuring need to be addressed.

4.2 THE PURPOSE OF THE RESEARCH

Conflicting verbal communications about the future of Cathedral College led the Principal to complain forcefully to the Provincial in July 1994. The letter chronologically detailed the communications that caused confusion for the Principal. From this point forward, the Principal became the researcher as he sought to understand his experience, the experiences of the staff and the interactions between the Provincial Council of the Christian Brothers and the Catholic Education Office. Consequently, this thesis aims to:

1. elucidate the change forces acting upon Cathedral College, and their effects;
2. identify the process used in deciding to amalgamate, and its rationale;

3. present the perspectives of those involved with or affected by the process; and

4. attempt to make judgements about the 'success' of the undertaking.

In doing so, it seeks to inform policy makers, administrators and the school community.

4.3 METHODS OF DATA COLLECTION

Historical Case Study

Historical methods have been used to prepare a descriptive study of a single case. History provides a methodological basis for the contemporary study of education for it contributes to the development of practical understanding (Stenhouse 1978, p.25) and case studies "address very directly the improvement of practice" (Lancy 1993, p.5).

Events are difficult to research because they may not have a beginning or an end. The matter under investigation is the rationalisation of Cathedral College and for this purpose the period 1991 to 1995 has been selected as the time frame. The key questions are what happened, why and what were the effects of the decision making. Evaluating the effectiveness of the process is the object of the research. Miles believes that it is when "research questions are clear, as is the case in much evaluation research" (Miles 1990 p.43) that the pre-structured case method is an appropriate tool for rigorous and systematic research and analysis.

In the pre-structured case method, the researcher commences by developing a conceptual framework for the study, along with a set of research questions which in turn lead to the
design of specific instrumentation (Miles 1990, p.43). For this study, the researcher is not an outsider, but an outsider who became an insider following his appointment as Principal. The development of the case outline, "written before any data are collected" (Miles 1990, p.43), occurred concurrently with the data collection because the researcher was a participant in the events under study.

In its most abbreviated form, the case outline consisted of three questions: What happened, why and what were the effects? Conflicting information led the Principal to gather all available studies into the future of the school and into the provision of Catholic secondary education. This provided raw data on what happened. Research into the history of the school revealed the pragmatism that surrounded its foundation and the uncertainty of its viability from the beginning. Observation of the effects of the announced changes upon staff and students added to the data that the Principal brought to his research. The three questions needed to be put before the existing documentation, the participants in the consultations and decision making processes, and those whose working lives were affected by the changes.

**Documentary Analysis**

**Key documents on the provision of Catholic secondary education in the Archdiocese of Melbourne**

These documents are:

2. CEO Melbourne Policy 2.16 “Celebrating and Proclaiming Catholic Education.” - 1994; and


Each of these documents provides evidence of the increasing responsibility the diocesan authority (i.e. the CEO on behalf of the Archbishop) is taking for co-ordinating and providing Catholic education. They were available within the school.

The context for these documents is the changing relationship between the religious orders and the diocesan authorities in the matter of the provision of Catholic secondary education. This has resulted in the creation of a decentralised system from a decentralised non-system featuring highly centralised sub-systems operated by the different religious orders. The work of Bourke (1975), Carroll (1989), Casey (1990 and 1993), CEOV (1985), Doyle (1989), Mulvihill (1975), O’Brien (1996), Praetz (1980 and 1982), Ronayne (1975), Tannock (1975) and Walker (1975) provides the background to these documents.

Key documents relating to the conduct of Cathedral College

These documents are:

1. The Agreements between the Archbishop of Melbourne and the Provincial of the Christian Brothers - 1967, 1986, 1990, and 1993 - by which Cathedral College was conducted;


3. Inner-city Boys' Schools Working Party minutes and reports - 1992-93; and
4. Minutes from Cathedral College, Combined Colleges and Interim Board Meetings

Documents one to three of this category are discussed in the following chapter. The Agreements indicate that the College belonged to the Archbishop, on whose behalf it was operated by the Christian Brothers. The Ongoing Planning Project Report was conducted for the Christian Brothers and the Working Party for the Director of Catholic Education.

All four documents were available within the school.

Correspondence between the Provincial and the Director of Catholic Education pertaining to the reorganisation of inner-city Catholic Education for boys was not made available to the researcher. Both senior CEO staff and members of the Provincial Council alluded to it as part of the continuing communication between the parties. Information was confidentially provided to the researcher that a written communication between the Director and the Provincial, dated February 1994, outlined the amalgamation of Cathedral College and St Mary's as the strongly preferred inner-city option. This information was not communicated to the members of the Provincial Council who were in contact with the Principal.

**Key documents relating to the experience of the Principal**

These documents are:

1. Principal’s diary and journal;

2. Correspondence between the Principal and the Provincial and the Provincial Council;

3. Principal’s newsletters to staff.
From the time of the first raising of the rationalisation issue in 1994, the Principal took active note of communications with the Provincial Council or CEO that related to this. Brief notes were made enabling a reconstruction to be made.

**Interviews**

Where minutes and reports existed, these were accepted as complete and accurate records of the matters under discussion. Interviews were conducted primarily to illicit information that was not on record, for example the discussions between the CEO and the Provincial Council between February and June 1994, and secondarily to clarify information on record. Consequently, the Deputy Director of the Catholic Education Office and the Chairperson of Planning and the Provincial, Province Director of Education and Provincial Bursar, 1991-1996, were interviewed about the period from the end of the Working Party until the announcement of the amalgamation. The interview questions differed, with the highest similarity being the two interviews of the CEO staff and the two members of the Provincial Council. All members of the Cathedral College staff at the time of the announcement were invited to participate in the research to establish their perspectives about what occurred and their reactions. Of particular interest to the researcher was prior knowledge staff members held that Cathedral College was likely to close. The Principal, 1986-93, who was the sole person to be a member of the Cathedral College Board, the Cathedral College Ongoing Planning Project and the Inner-city Boys' Schools Working Party, participated in the research.

Participation of senior CEO staff required the permission of the Director of Catholic Education. This was given. As the material under investigation was two to four years old
the researcher was requested to supply questions for the interview. This enabled the
interviewees to refamiliarise themselves with the material. Interviews were taped, typed
and sent to the interviewees for checking. The researcher understood that the
interviewees were in a position to censor their responses should this be deemed necessary.

Participation of the Provincial and members of the Provincial Council was the result of a
request to the Provincial. The Provincial was interviewed days before leaving for a six
year overseas appointment. This created an unsolved difficulty as further interviewing
could have confirmed details for which there is very strong evidence. Written questions
were provided to the two councillors who conferred prior to agreeing to participate. At
their request, one interview was conducted with both present. When the interview
commenced, concern was expressed about some of the proposed questions as it was felt
that responses could adversely affect relations between the Provincial Council and the
CEO at a time when both were involved in other sensitive negotiations. The interview
was taped, typed and sent to the interviewees.

At the time of the announcement of the amalgamation, the Cathedral College staff
comprised a Christian Brother as Principal and twenty-one lay staff, sixteen of them
teachers. With the exception of two staff members, both of whom had left the school at
the end of 1994 and could not be located, all staff were invited to participate in the
research. Included in the letter of invitation was the purpose of the interview, the means
by which the information would be gathered, and the manner in which it would be used.
Fourteen teachers and two ancillary staff agreed to do so. Of the fourteen teachers, seven
were on staff at the new school as were the two ancillary staff. Interviewees were taped
and then sent a transcript of the interview. With the transcripts was a restatement that the
identities of individuals making comments would be withheld and that the data gathered would be used to develop a composite staff perspective. An example of how material collected in the interview would be used in the research was provided with the transcript.

Accompanying the transcripts was a letter reminding the interviewees they could withdraw completely or partially from the research should they wish to do so. None did.

4.4 DIFFICULTIES AND PROBLEMS ENCOUNTERED

The question of confidentiality

Smith (1990) contends “the two most important principles for the protection of human subjects are informed consent and anonymity” (Smith 1990, p.260). As the researcher was able to identify other Catholic schools in Victoria from their studies, despite efforts to create anonymity, he questioned whether complete anonymity was achievable. Also at issue was whether any of the data required anonymity. The decision was for staff participants to be anonymous, but for members of the CEO-M and Provincial Council to be identified by their roles. Identification by role was necessary to explain the composition of the bodies concerned with the future of Cathedral College and to enable the reader to understand the interactions between the CEO and the Provincial Council. It was expected the two officials of the CEO and the Provincial Council, being experienced senior administrators, would self-censor their responses to avoid problems with confidentiality should they arise.
Lincoln rejects “privacy, confidentiality and anonymity regulations” (Lincoln 1990, p.279). Soltis (1990) stands otherwise because qualitative descriptive research places the researcher in face-to-face relationships with other human beings, generating “problems regarding such things as privacy, deception, and confidentiality” (Soltis 1990, p.251). Privacy and confidentiality are professional ethical values. The researcher shares Lincoln’s rejection of absolute privacy and confidentiality. Though the future of Cathedral College was the subject of confidential investigations and discussions, the outcome was a public matter. The ethical demand for the respect of persons is achieved by tempering the call for case study to be a thick and rich description. Where ‘thick and rich’ is at the expense of ‘respect of persons’, judgments have been made whether it is essential or mischievous, and, if essential, whether it can be expressed differently for the same outcome.

The ongoing relationship between the Provincial Council of the Christian Brothers and the Catholic Education Office

The very nature of Catholic Education guarantees that there will be difficulties encountered over the provision of schools. Local ownership, be it a parish, group of parishes or a religious order, means the action of one school can have a detrimental effect on another. Unilateral expansion, the opening of new schools and extending the catchments of existing schools have undermined the operations of schools. Negotiations between the major superiors of religious orders and the Catholic Education Office resulted in the 1971 report ‘The Future of a School System - A Plan for the Archdiocese of Melbourne’. An initiative of the Melbourne CEO, this was the first attempt to provide a comprehensive plan for Catholic schooling. Whilst these concerned the shortage of
Catholic schools, negotiations since 1980 have included both the extension of Catholic schools into new population districts and the rationalisation of schools in areas of decline. The Province Director of Education and the Provincial Bursar both expressed concern that the data presented be mindful of the ongoing working relationship that existed between the Melbourne CEO and the Provincial Council. While the concern of the researcher and the Cathedral College staff lay with Cathedral College, the Provincial Council and the Melbourne CEO were in negotiation over the effects of a new school upon a Christian Brothers owned college. Cathedral College represented the past and any revisiting of the past was not to be detrimental to the present.

4.5 GENERALIZABILITY

Contextualization and interpretation, rather than prediction, are central to qualitative research (Glesne and Peshkin 1992, p.7 and Eisner 1991, p.38). The reader of case studies “must examine whether an inferential bridge can be built between this case and other cases of interest to the reader” (Schulman 1988, p.11).

Stenhouse believes that case study provides a basis for generalization and cumulation. Retrospective generalizations are attempts to map the range of experience rather than to perceive within that range the operation of scientific laws (Stenhouse 1978, p.22). He wants to see established “an archive of case records which can serve as primary source material for descriptive-analytic studies in education” (Stenhouse 1978, p.36). The analytic study would draw together the data from case records to make retrospective generalizations across cases.
Other qualitative researchers have taken up the issue of the generalizability of qualitative results by reconceptualizing generalizability. The classical view of external validity is unhelpful (Schofield 1990, p.206). Becker argues that generalizability in the qualitative tradition is concerned, not with sameness but with “variations in conditions [which] create variations in results” (Becker 1990, p.240). Schofield’s study of the work of qualitative researchers writing on generalizability indicates an apparent emerging consensus focussing on “the ‘fit’ between the situation studied and others to which one might be interested in applying the conceptions and conclusions of that study” (Schofield 1990, p.226). Thick, rich descriptions then become crucial for without them judgments about ‘fit’ cannot be made.

Case studies provide vicarious experience. They access the reader to times and places they would otherwise have been denied (Donmoyer 1990, p.192). The first objective of this research is to take the staff affected by the amalgamation and closure of Cathedral College into the world of confidential deliberations into the future of the school. The second objective is to access the deliberators into the world of the staff, disturbed by the imposition of the decision and threatened in their employment security. The third objective is to make this case available to interested parties outside the situation in the event that there may be ‘fit’ between this case and another.
Chapter Five

DECIDING THE FUTURE OF CATHEDRAL COLLEGE

5.1 THE AGREEMENTS TO OPERATE CATHEDRAL COLLEGE

Four agreements to operate Cathedral College were co-signed by the Archbishop of Melbourne and the Provincial of the Christian Brothers. The initial agreement was signed in December, 1967, with subsequent agreements being signed in 1986, 1990 and 1993.

Under the terms of the December, 1967 Agreement (Appendix A5), it was clearly stated that Cathedral College was established under the direction of the Archbishop of Melbourne. It was to be conducted by the Christian Brothers in accordance with the terms agreed to and was subject to the usual directions of the Archbishop as issued through the Catholic Education Office. Ownership of the property remained with the Archdiocese. Each December, a budget for the following year was to be submitted to both parties by the Principal. Permission from the Archbishop alone was required “for other than normal expenses” (Appendix A5, p.2) and for alterations to the scale of fees.

In 1986, the contract was re-negotiated. Of immediate concern was the financial viability and indebtedness of the school. From this time until the end of 1994, one year prior to the amalgamation and closure, the Provincial of the Christian Brothers accepted full responsibility for the conducting of the school, “including the financial management” (Appendix A6, p.1). The ownership of the property remained with the Archbishop and it was still necessary for the annual budget to be approved by both parties. The Provincial appointed members to the College Board.
The 1986 Agreement regarding Cathedral College was renewed in 1990 for three years. It was modified in 1992 and renewed for a further three years. The modifications related to the withdrawal of the resident community of teaching brothers and not to the operation of the school. Following the decision to amalgamate Cathedral College with St Mary's Boys' Regional College, the Director of Catholic Education recommended to the Archbishop that the agreement between the Archbishop and Provincial should end. This was necessary to facilitate the establishment of a single Board for the new Regional College. The canonical administrator and employer became the Parish Priest of West Melbourne. At the request of the Archbishop, the Principal continued at Cathedral College until the closure of the school even though the Agreement had been terminated.

The significance of the Agreements

Essential elements of the agreements that remained unchanged between 1967 and 1994 were:

- Cathedral College was established under the direction of the Archbishop;
- Ownership of the property remained with the Archdiocese;
- The Christian Brothers operated Cathedral College for the Archbishop under the terms of the agreements between the Archbishop and the Provincial;
- Annual financial statements were to be presented to both the Archbishop (from 1986, the Director of Catholic Education as his nominee) and the Provincial; and
- The agreement was open to review. (Agreements 1967, 1986, 1990 and 1993)

The final agreement ended at the conclusion of the 1994 school year.
The original agreement specified,

These terms of agreement shall be open to review every three years or as often as either party wishes. Should either party wish to terminate the Agreement, three years' notice must be given in writing to the other party. (Appendix A.5, p.5)

Both parties were satisfied with the progress of the school as it was not until 1986, in the midst of a financial crisis, that a new agreement was struck. This, and those that followed it, were different in two key matters. Firstly, the Christian Brothers accepted full responsibility for the conducting of the school, including financial management, though it remained accountable to both order and diocesan authorities. Secondly, unlike the 1967 Agreement which had no date for termination and only a proposed arrangement for review, subsequent agreements were for three year periods “unless terminated earlier by either party giving the other party six month’s notice of such termination” (Agreements 1986, 1990 and 1993. See Appendix A.6). Previously, three years notice was required should either party wish to terminate. During the final year of any agreement a review would be undertaken and an a new agreement signed if the contracting parties agreed. The 1967 condition, “The Agreement cannot be changed or abrogated except with the consent of both contracting parties” (Appendix A.5, p.5) was replaced by the option of extension if both parties agreed (Agreements 1986, 1990 and 1993. See Appendix A.6).

**5.2 THE CATHEDRAL COLLEGE ONGOING PLANNING PROJECT, JULY TO SEPTEMBER, 1991**

The Cathedral College Ongoing Planning Project was an effort at whole school planning involving members of the representative College Board and nominees of the Provincial
Council and the Catholic Education Office (See Appendix A.3). It was commissioned by the Provincial in liaison with the Director of Catholic Education.

The aim of this project was to develop a comprehensive statement that clearly set out the current position of Cathedral College from the perspective of resources and needs and indicate possible directions specifically for the five years 1992-1996 and more generally for the years immediately following this period. (Cathedral College Ongoing Planning Committee 1991, p.2)

The committee functioned between July and September, 1991, with the investigation of enrolment patterns, present curriculum offerings and future needs, present resources (human, physical and organisational) and future needs, and finances as its terms of reference. The work of the committee was strictly confidential to the Committee, the Provincial Council, the Melbourne Catholic Education Office and the Cathedral College Board.

Though the Cathedral College Ongoing Planning Project was established at the request of the Cathedral College Board, the initiative came from the Provincial Council. The report it prepared was presented to the Provincial Council for discussion. It was then distributed to members of the College Board to give the Board "some guidelines and reference points for its own operation in the immediate future" (Interview with Provincial Bursar, 12/11/96). Other matters were taken up in discussions with the Director of Catholic Education. Cathedral College staff members, students and families remained uninformed of this investigation.

Cathedral College Ongoing Planning Project Committee Report

Two sections of the report were relevant to the future discussions and ultimate closure of Cathedral College. One section raised the lack of breadth in the curriculum, particularly in
the area of technology which was unavailable to students (Cathedral College Ongoing Planning Project Report 1991, Section 5.3.2). It was recommended that the school look to a co-operative sharing arrangement with another school, but this was never adopted.

Instead, an capital grant application to enable technology to be provided within the school was submitted to the Catholic Education authorities.

The second issue was student numbers with viability being considered as a minimum enrolment of 300 students (Cathedral College Ongoing Planning Committee 1991, Section 7). Enrolments had declined to two hundred and eighty students, but the percentage of non-Catholics had risen from six per cent, 1981-85, to approximately eleven per cent, 1987-91, four per cent higher than the diocesan recommended maximum. This represented a potential threat to the Catholicity of the school. Solutions were considered but the oversupply of Catholic Secondary Education within the inner-city was the key difficulty. The options of closure, expansion, amalgamation and co-operation with another school were investigated. About closure, the committee believed,

Were the College to close, families whose needs are currently being met would need to find an alternative. Theoretically, there should be a greater pool of students for St Joseph's, North Fitzroy, Trinity College, Brunswick, and, to a lesser extent, St Paul's, Altona. Each of these schools could accommodate a greater number of students. (Cathedral College Ongoing Planning Committee 1991, Section 6.1, Paragraph 3)

This shows that Cathedral College's catchment area was very well supplied, if not over-supplied, with places for male students. Extending Cathedral College's secondary enrolment from two to three streams was not recommended nor was the option of Cathedral College becoming independently co-educational. Amalgamation with a Catholic girl's secondary school was also rejected as it was considered more appropriate for the school to merge with one of the three equally small Years 7-10 boys schools.
However, amalgamation presented problems with governance, patrimony, equity, finances and identity (Cathedral College Ongoing Planning Committee 1991, Section 6).

In conclusion, the committee stated, "It is difficult to justify closure unless the College is demonstrably not viable" (Cathedral College Ongoing Planning Committee 1991, Section 6.1, Paragraph 7). This formed the basis of the recommendation to the Provincial Council. Consequently, the committee recommended to the Provincial Council "that Cathedral College continue to operate as at present and that the agreement between the Archbishop of Melbourne and the Provincial of the Christian Brothers be renewed for a period of five years" (Cathedral College Ongoing Planning Committee 1991, Recommendation 1).

5.3 THE INNER-CITY BOYS' SCHOOLS WORKING PARTY, APRIL 1992 TO JUNE 1993

The Inner City Catholic Boys' Schools Working Party was established by the Director of Catholic Education, Melbourne, "to consider the present situation in regard to enrolments and the best way to provide a breadth of curriculum in the Inner City Boys' Schools" (Letter from Director of Catholic Education to Principal of Cathedral College, 11/6/92). The decision to hold the consultation was hastened by the need to consider Capital Grant applications from Cathedral College, East Melbourne and St Joseph's College, North Melbourne, and followed discussions between the Director and Provincial that resulted from the Cathedral College Ongoing Planning Project. The Working Party functioned between July 1992 and June 1993. Its membership included the Bishop of the Region (Chairperson), the administrators of the schools and owners of the sites, or their
representatives, the Principals of the three schools, and, in a service role, members of the Catholic Education Office. (See Appendix A.4). Like the Cathedral College Project, the Working Party was concerned with the investigation of enrolment patterns, present curriculum offerings and future needs, present resources (human, physical and organisational) and future needs, and finances. Three confidential reports, March, May and June 1993, were prepared for the Director of Catholic Education.

The Inner-City Boys’ Schools Working Party Discussions and Report

Enrolments, curriculum provision, and buildings were the critical issues from the outset.

At the initial meeting of the Working Party, it was noted (Inner-city Boys’ Schools Working Party Minutes 2/7/92, pp.3 and 6),

It is not the basic curriculum provision but the expensive technology resources which is the question that needs to be addressed.

The area has had a declining percentage of Catholics over the last two census periods. It is expected that this will continue, so therefore the schools in the area are hit by declining transition rates, declining numbers of Catholics in the area, and an overall decline in students in the area.

Building plans did not exist at West Melbourne due to the physical constraints of the site but capital grant applications had been submitted for North and East Melbourne. As the amount of money available falls short of the value of applications, and because the Federal Government’s interest in the grant only expires after twenty years, the enrolment projection for any school making an application is of major importance. Rationalisation was raised early in discussions with comment being made that some form of restructuring amongst the present schools, an amalgamation perhaps, was required (Inner-city Boys’ Schools Working Party Minutes 28/7/92, Sections 5a and 6a).
Following an audit of each school's facilities, the Working Party assessed the needs of Cathedral College to include a technology facility and general refurbishment. The facilities report was highly critical of the North and East Melbourne schools (Inner-city Boys' Schools Working Party Minutes 6/10/92, Facilities Report 1). This led to the preparation of a facilities claim to enable improved curriculum provision. The question was again raised of one separate, specialist facility to service the schools or for each school to have its own.

At the first meeting for 1993, twelve of the fourteen committee members indicated their agreement to one school with "a 7-10 campus at West Melbourne and 11-12 at North Melbourne and the closure of Cathedral College" (Inner-city Boys' Schools Working Party Minutes 25/2/93, p.7). This was the recommendation of the 'Draft' March Report that was submitted to the Working Party for discussion. Though a consensus position had been achieved by March, the following three months saw a movement away from this as divisions emerged. May, 1993 was the date of the last Working Party meeting. Many questions were asked, clarifications sought and unresolved matters aired. "The meeting closed at 10.25 a.m. with no further meeting dates having been set." (Inner-city Boys' Schools Working Party Minutes 27/5/93, p.5) Despite there being no time frame by which the Working Party was to come to a recommendation, this was the last of the meetings.

The June Report to the Director of Catholic Education, still an Interim Report, outlined the difficulties that had prevented a recommendation being made. Included was the problem of governance as the three schools under investigation were owned by three different bodies (Inner-city Boys' Schools Working Party 6/1993, Paragraph 4.3.2).
Initially the Working Party reached some consensus that the resulting restructured school could be governed by one set of Canonical Administrators with one Board. However, later in the discussions, particularly when options 7 to 11 were proposed [retention of 7-10 and 11-12 schools as separate entities], there was less consensus regarding the issue.


... no one option has been recommended by the Working Party. As yet, a set of preferred options has not been identified either, even though two were investigated more thoroughly than the others. The Working Party does recommend that Options 7 to 11 be investigated more thoroughly before a decision is attempted.

The Working Party was established “to consider the present situation with regard to enrolments and the best way to provide a breadth of curriculum in the Inner City Boys' Schools.” Despite considerable discussion, no recommendation was made to the Director of Catholic Education. This outcome “reflected the difficulty that the committee experienced in being able to come to any firm, unanimous view of the way forward” (Interview with Provincial Bursar, a member of the Working Party, 12/11/96).

5.4 CONSULTATION AND DECISION MAKING FROM JULY 1993 TO SEPTEMBER 1994

Consideration of the Working Party Report

In September, 1994, at the first meeting of the Combined Boards of Cathedral College and St Mary's Boys' Regional School, the amalgamation was announced. The decision making process was outlined (Combined Board Minutes 5/9/94, p.1).
The Working Party met from June 1992 and presented a Report to the Director of Catholic Education in July 1993. The Report was then considered and options reviewed by a small working group . . . A recommendation for the amalgamation was made by the Director of Catholic Education and agreed to by the Archbishop.

The recommendation was made in September 1993. Restricted curriculum offerings, the need for Commonwealth funding for capital works, and the declining enrolment base were given as reasons for the decision. Cathedral College and St Mary's would be more viable as one three stream school than as two, two stream schools, and a capital grant application would be recommended on this basis. Following acceptance by the Archbishop, it "was advanced to the next stage - consultations with the Christian Brothers and the Canonical Administrator for the West Melbourne schools." From October 93 until June 94, the proposal was the strongly preferred position" of the CEO (Interview with Deputy-Director of Catholic Education, 1/11/96) but not an irreversible decision.

Discussions between the Catholic Education Office and the Provincial Council of the Christian Brothers

Despite having membership of the Inner-city Working Party, the Christian Brothers were not party to the discussions that determined the strongly preferred position. When the Principal, 1994-95, was invited to consider this appointment by the Provincial, the Provincial informed him that it may be for only two years, depending upon the outcome of investigations and discussions. This was late August, 1993, three months after the final Working Party meeting. The Principal designate was informed that, as far as the Provincial Council knew, no decision had been made to close Cathedral College, but that

9 As part of the restructuring, the Parish Primary school at West Melbourne closed, making additional facilities available for the new secondary college.
if the diocese did decide to close the school, the Christian Brothers would support the decision.

Consultation with the Christian Brothers commenced in February 1994, with the Provincial being notified of the proposed course of action. The meetings involved the Deputy-Director of Catholic Education and the Chairperson for Planning, who had been a CEO staff member since late November 1993, the Provincial Bursar, who had served on the Working Party, and the Province Director of Education. On occasions, additional members of the Provincial Council were present. Formal discussions continued until “slightly after the middle of June 1994” (Interview with Provincial Bursar 12/11/96).

Discussions concerned the future of Cathedral College and Catholic education for boys in the inner-city.

The decision to close Cathedral College was made by the Archbishop in June 1994, on advice from the CEO and following consultation with the Christian Brothers’ Provincial Council. It was made on the proviso that nothing of major significance arose subsequently (Interview with Deputy-Director of Catholic Education 1/11/96). This provision can be understood as a safe guard. Some regret was expressed by the Provincial Council which believed the consultations could have continued, but there was no challenge to the right of the Archbishop to make the decision (Interview with the Provincial Bursar 12/11/96).

I think, in terms of the contractual arrangements, it was clear to both parties to the contract that things were under review, and, therefore, in a collaborative way of operating, neither party was going to force the other party to sign up for any extended period of time. ... We didn't feel, as a Council at the time, that that was a problem. I suppose we just felt that the decision came to us a little quickly at the end, and that we, having been in dialogue for some time, felt that there might have been an opportunity for further dialogue.
The decision itself caused no surprise. (Interview with the Provincial Bursar 12/11/96)

To some extent, we [the Provincial Council] could afford not to make a decision because, doing that, the school would just continue. Whereas, having raised serious issues with the Catholic Education Office, they'd got to the point where they couldn’t afford, ultimately, not to make a decision.

The Cathedral College Ongoing Planning Project, established by the Provincial at the request of the Cathedral College Board, resulted in discussions between the Catholic Education Office and the Provincial Council about the future of the school. In light of the over-provision of small secondary colleges for boys in the inner-city, the submission of a capital grant application added importance to the resolution of this issue.

5.5 RETROSPECTIVE ACCOUNT OF THE PRINCIPAL

From August 1993 (Appointment) to September 1994 (Announcement)

Prior to his appointment, the Principal was informed that the school could close after two years and, should this be the case, the Christian Brothers would support the decision. The Principal designate sought assurance from the Provincial Council that no decision had been made. It was the belief of the Provincial Council that this was the case. The lack of a recommendation from the Inner-city Working Party, the view of the Provincial Council that Cathedral College was viable and providing worthwhile service, and the absence of any notification from the Archbishop that the Agreement to operate the school would not be renewed supported this belief.

Once the 1994 school year commenced, the Principal made appointments to introduce himself to the local Parish Priests and Parish Primary Principals. The enrolment of Year
7s for 1995 was the immediate issue. Simultaneously, but unknown to him, the consultation between the CEO and the Provincial Council began. In early March, the Province Director of Education advised the Principal of this and stated an outcome was expected by the end of April (Principal's Journal 26/3/94). In the Principal's mind, this contradicted the assurances sought and gained at the time of his appointment and created immediate difficulties for the enrolment of Year 7s. He considered it unethical to encourage parents to enrol their sons at Cathedral rather than elsewhere if they were later to be informed the school was to close.

Rumours of closure had been circulating amongst the staff, unbeknown to the Principal, and some were looking elsewhere for employment. The first resignation, a non-teaching position, occurred during Term One. In filling the vacancy, the Principal decided that applicants needed to be made aware that there were rumours circulating that the school was to close, but that no decision had been made about its future. Should rationalisation occur, there were two options: outright closure, in which case all members of staff become unemployed unless employed by other schools or elsewhere; or amalgamation, in which case there would be a reduction in employment as the school downsized. As Catholic schools employ locally, the ongoing employment of staff would present difficulties should the College close. The Principal viewed the welfare of staff to be a priority. This view was the result of previous experience.

On July 26, the Province Director of Education advised the Principal that the school was to close by amalgamation. The decision was communicated to the school community six weeks later. This concluded an uncertain six months for the Principal as decisions needing to be made were delayed with a view to what may or may not happen. The period was
marked by conflicting communications from the CEO and the Provincial Council about
the present state of negotiations and the future of the school. The Principal felt as though
he hadn't been kept informed by his superiors, a fact made clear in a terse letter he wrote
to the Provincial. This detailed the conflicting communications and demanded clear,
accurate information and involvement in the next stage of the process - the informing of
the staff, students and families.

From September 1994 (Announcement) to December 1995 (Closure by
Amalgamation)

The decision of the Provincial to support the diocesan decision acknowledged the right of
either party to terminate the Agreement and provided a united public face to the changes
to inner-city Catholic education for boys. Local resistance to the decision was not to be
encouraged. The Principal accepted that public support for the decision was one of his
duties alongside assisting staff, students and families at this time.

In a sharing of his experience of the closure of St Joseph's, South Melbourne in 1988, the
Principal called upon staff to renew their commitment to Cathedral College for its
remaining five terms. Without commitment, the school would die prematurely and
without redemptive qualities. The term concluded with a school funded dinner for all
staff. The purpose of this and subsequent smaller celebrations was to maintain, if not
increase, staff morale, commitment to Cathedral College and acceptance of the
amalgamation. This was especially important as it was known from the outset that there
would be a twenty-five per cent reduction in jobs following the amalgamation. Support
for staff was critical.
Practical assistance was provided to staff in their search for employment elsewhere. Catholic school Principals were targeted with individual letters requesting special consideration for staff seeking positions. The request was acknowledged by twenty percent of schools, less than expected. Staff were released for interviews and encouraged to accept appointments elsewhere even at short notice. The Principal kept the Principal of St Mary's, who was appointed Principal of Simonds Catholic College, informed of staff developments to lessen employment concerns at St Mary’s prior to the commencement of the formal redundancy process. By the time of the amalgamation, the staff of Cathedral College had been reduced by 9.6 voluntary departures, leaving only 1.6 redundancies, of which 0.6 was a forced redundancy.

Parents were assisted with their wishes for their sons. The fifty students who withdrew at the conclusion of 1994 were acknowledged and received memorabilia in the same manner as the students of 1995. The parents of students enrolled to commence Year 7 in 1995 were notified of the amalgamation when it was announced. Twenty-six of twenty-seven commenced at Cathedral and twenty continued on to Simonds. The Principal received only one complaint about enrolling students when the school was to be closed.

A Special Projects Committee was established to plan and co-ordinate functions to celebrate the passing of the college at the end of 1995.

Agency was demonstrated in seeking the best outcomes possible for all within the school community. Best outcomes were premised on the acceptance of the fact that there was to be an amalgamation and the requirement for increased commitment to the final year of Cathedral College.
5.6 RETROSPECTIVE ACCOUNT OF THE RESPONSES OF THE STAFF TO THE CLOSURE

The Announcement

The announcement of Cathedral College’s closure shocked but did not surprise the staff. The elimination of the two primary classes and the transfer of the choir to another college meant the loss of eighty students and the related teaching positions. This, plus the rationalisation of office and library staff, created employment anxiety. Concerns over the rationalisation of leadership positions was a further issue. Staff resented their lack of participation in the decision making process and the consequent imposition of the change.

Rumours that Cathedral College was to close were a fact of life from 1992 until the announcement was made. Only one staff member reported being unaware of rumours whilst, at the other extreme, one member reported rumours from the mid-1980s (Interview with staff member 5, 10/9/96).

I remember telling a friend of mine that I had got a job at Cathedral College and she said to me, ‘You don’t want to go there. That school is closing.’ Her husband worked in Catholic Education.

This could trace its origin to either the CEO Inner-city Primary School investigation of 1983-84 or the corresponding Secondary School investigation of 1984-85. The expectation that the school was to close became widely held. Another staff member (Interview with staff member 10, 17/9/96) recalled his first day at Cathedral.

I arrived at the school in ’93 so right from the very start there were, there was talk even then, when I walked into the place, that the place was closing. That every time there was a major announcement or a major staff meeting was to be held, the staff tended to suggest, ‘Well, we know what this is about. The place is going to close.'
The sources for the rumours were many and varied. There were sources external to the school, including sources linked to the St Patrick's Cathedral Choir, a key reason for the operation of Cathedral College. Staff 'in the know' were sources to those who weren't. The rumours had both an inevitability and a sense of disbelief about them.

The staff did not like the manner in which the announcement was made to them nor that it was made without any involvement from them. Recalling the day, one said (Interview with staff member 10, 17/9/96),

I remember we had come back from sport and I saw (pause) I saw a number of members of the Provincial Council of the Brothers coming into the school and also a few people from the CEO coming into the school and I knew then that the school was going to close. I knew that these people were coming to tell us that Cathedral was going to close.

Some staff commented upon the large number of officials from the Melbourne CEO and the Provincial Council who were present for the announcement to staff. There was one official for every two staff. People were apprehensive, referring to the officials as "funeral directors" (Interview with staff member 2, 9/9/96), and "cowboys in grey suits" (Interview with staff member 14, 2/10/96). The mood of the meeting was sombre. The anger at the non-participatory manner in which the decision was made was expressed by another staff member (Interview with staff member 6, 10/9/96).

Well, at the time I thought it was pretty cold blooded. They just came and it was said. [Before that] everything was just rumour. We were never asked anything, or told anything. I found out later that there were all these special committees that had been going on and we hadn't been told about any of this. Now, I realise that they might say something about it, and that if there was a threat to the school, people might just leave it and the school would be doomed anyway. But still I think I feel really disappointed and angry that the staff weren't told anything at all. Everything we did find out was second hand.
None of the sixteen interviewed, ten of whom transferred to the amalgamated school, agreed with the decision to close Cathedral College.

The interviews showed some staff members had no recollection of the reasons given for the closure - “I remember very little actually. I was just overwhelmed.” (Interview with staff member 15, 2/10/96) - whilst others recalled the reasons but disagreed with them.

Two staff even looked to a conspiracy (Interview with staff member 9, 17/9/96).

We were told that education was going to be modernised and that population projections showed that the population was going to go down. Quality education for inner-city Catholic boys, that was the rationale for closing down, but I am not convinced that they are convincing reasons. (Pause) The bottom line is that I think they [the Melbourne CEO] wanted the buildings. They were too strategically placed, close to the [St Patrick’s] Cathedral and in an extremely salubrious part of Melbourne. I think that was the primary consideration for closing Cathedral College.

These comments indicate the depth of feelings amongst the staff.

**From the Announcement to the Closure**

The concept of the merger as an amalgamation was rejected by staff as details emerged and decisions were made. Cathedral staff, particularly those who were unable to gain positions elsewhere, developed a crude score sheet for determining the winners and losers.

The decision to retain the West Melbourne site, Principal, Deputy Principal and Curriculum Co-ordinator saw the score run to 4-0 before the appointment of the Cathedral Librarian as the Simonds’ Librarian made it 4-1. Of enormous concern was the appointment of the St Mary’s Deputy Principal because it meant that no senior staff from Cathedral would be part of the management team at Simonds. It was “a real devastating blow, ... totally inequitable” (Interview with staff member 8, 17/9/96). The unwillingness
of the Principal to consider a temporary dual Deputy Principalship was the single greatest factor in cementing the sense that the restructure was a "take-over" (Interview with staff member 7, 16/9/96), not an amalgamation, and that St Mary's was the major beneficiary of the changes. This was the common view.

Further troubles arose from foolish comments being made and from misunderstandings. At a Union sponsored meeting for all staff, one St Mary's staff member stated the Principal of Cathedral College had been sent to close the school, in contradiction of what the Principal had said to the Cathedral staff (Interviews with staff members 10, 17/9/96, and 11, 17/9/96). For Cathedral staff, a major problem existed in relation to redundancies. Rumours had spread that redundancies would be drawn according to the proportions of students the two schools were contributing to the new entity. This would have yielded a two-thirds to one-third ratio. Whist this was to become the final outcome, due to the number of Cathedral staff choosing to go elsewhere, the suggestion caused great offence because it represented unequal treatment (Interview with staff member 15, 2/10/96). When it was officially clarified that the staffs were to be treated as one in filling positions at Simonds, it was reported that offence was felt by St Mary's staff who were threatened by changes they did not choose. Employment security was a critical issue for staff.

10 The concept of a takeover is not entirely supported by evidence. Though not the intent of this investigation, evidence was gathered that indicated St Mary's, particularly its staff, considered itself to be "the main losers in all of this" restructuring (Interview with Chairperson of Planning, Building and Capital Grants, 3/10/96). To the extent that the initiative for the merger did not come from St Mary's, the term "takeover" is not appropriate. The analogy of winners and losers is more appropriate. Then it can be said, 'In this matter of inner-city restructuring, which neither school community sought, St Mary's was clearly the winner and Cathedral the loser.'
Regrets and uncertainties did generate changes in staff commitment. For some it was in taking the earliest suitable opportunity to move elsewhere and commit themselves to a new venture of their own choice. Remaining staff exhibited increased commitment to Cathedral College and helped create a most successful year (Interview with staff member 15, 2/10/96).

I think the last twelve months, although very painful in a lot of ways, were probably the best twelve months that I had, in the sense that the College community grew much closer together and that was a very good experience.

Another described 1995 as "a brilliant year. If you can have a positive closure, it was a good closure" (Interview with staff member 14, 2/10/96).
Chapter Six

CONCLUSIONS

6.1 SUMMARY

The decision to close Cathedral College, by amalgamation with St Mary’s, West Melbourne, was made by the Archbishop on advice from the Catholic Education Office and after consultation with the owners and operators for each of the schools. It concluded years of official uncertainty, characterised by investigations into the needs of the school and inner-city Catholic education, and rumours of impending closure.

In 1991, at the request of the Cathedral College Board, the Provincial of the Christian Brothers had established the Cathedral College Ongoing Planning Project to investigate the future needs of the school. The outcomes were to guide the College Board in its work and to provide a basis for discussions between the Provincial and the Director of the Catholic Education Office. Subsequently the Director established a working party to report on the needs of inner-city Catholic secondary education for boys and propose a future direction. It comprised representatives of the owners and operators of three schools, their Principals, and members of the Catholic Education Office in a service capacity. This body was unable to reach a consensus. The Director assembled a group to review the work undertaken and, with him, make a recommendation for presentation to the Archbishop. The recommendation was for Cathedral College to close by amalgamation with St Mary’s on the West Melbourne site. This was the ‘strongly preferred position’ that was taken to the owners and operators of the schools and, following consultation, implemented. With the exception of the Principals, whose
function was to provide information to the Inner-city Working Party, no representatives of the schools participated in the decision making process.

Demographic changes and capital needs were central to the decision. The long term requirements of inner-city Catholic secondary education had been investigated ten years earlier but without impact on Cathedral College. The increasing need to upgrade learning areas and provide appropriate facilities for current curriculum needs required decisions to be made about the restructuring of inner-city Catholic secondary education for boys. The declining number of Catholic boys in the region and abundance of small boys' schools invited rationalisation. Investigations revealed the best solution was the amalgamation of Cathedral College with St Mary's to create a three stream college with a secure population base. This was the course of action adopted, and it was on this basis a capital grant was approved. Amalgamation provided a better outcome for staff than closure as the staff for the new college would be drawn from the existing two staffs.

Members of the Provincial Council held a different view to that held by the Catholic Education Office. They believed Cathedral College could have remained open for another limited period before being subjected to a further review. The school was financially sound, student numbers were stable and it was providing a service that parents wanted. The Provincial had made known that the decision of the Archbishop would be supported. Though the right of the Archbishop not to renew the 1993-95 Cathedral College Agreement was not disputed, some disappointment was felt when the discussions were terminated.
The Principal was placed in a difficult position due to the inadequacy of the information he received during the period August 1993 to September 1994. There were major discrepancies between official and unofficial information being received by him. The sources of information were the participants in the discussions between the CEO and Christian Brothers' Provincial Council. His lack of background knowledge of the Cathedral College Ongoing Planning Project and the Inner-city Boys' Schools Working Party and the progress of discussions between the Melbourne CEO and the Christian Brothers resulted in an inaccurate understanding of the situation of the school. He was aware that it was under review, but not that its closure was highly likely rather than possible or even probable.

Despite continuing rumours concerning the future of Cathedral College, the announcement that the school was to close surprised the staff. The continuing presence of the St Patrick's Cathedral Choir and the appointment of a new Principal were interpreted positively. The novice Principal's enthusiasm encouraged them. In contrast, the absence of participation in the decision making, the certainty that the new college could not accommodate all existing staff, and the sense that the decision was dumped on them, did not endear them to the changes that were taking place. Agency was demonstrated through heightened commitment to Cathedral College and the seeking of positions outside the amalgamated college.

6.2 FINDINGS

It is clear from this study that the restructuring occurred over three stages. The first stage established the need for change; the second implemented the change; and the third
cemented it. It would be wrong to believe that the restructuring was so neatly staged. The closure of Cathedral College cemented the restructuring even though the need for change had not been convincingly established in the view of the staff. Linear explanations have an attractiveness that is based on simplicity but not necessarily on fact.

The Provincial Council and the Catholic Education Office in Melbourne were involved in establishing the need for change. This occurred in a formalised manner between 1991 and September 1994. The Cathedral College Ongoing Planning Project led to the Inner-city Boys' Schools Working Party. Following this, the preferred restructuring model for inner-city Catholic secondary education for boys was developed by the CEO. This formed the basis of their consultation with the Provincial Council. Implementation of the change commenced with its announcement to the Provincial Council and later to the school community, the establishment of the Interim Board for the new school, and the first meetings of staff members from the merging schools. Over five school terms, the two entities planned for their re-opening as one.

For the staff of Cathedral College, establishing of the need for change was restricted to one staff meeting. The closure rumours, which had existed for some time, undermined the status quo but could not be considered to have been positive supports for change. Staff were not convinced of the need to restructure.

The restructuring had two components - the closure of Cathedral College, and the amalgamation with St Mary's, West Melbourne to create a new entity - and therefore two cementing processes. The former commenced with the announcement of the restructuring, continued with rituals marking the passing of Cathedral College and was
completed when the College's gate was locked for the final time. The latter commenced with the first meeting of the two school's boards and the joint staff gathering the following week. Cementing the restructure will only conclude when the new entity is secured in spirit and in fact.

Key reasons for change were the revitalization of the school's curriculum through the addition of technology facilities and the refurbishment of learning areas and the securing of a declining enrolment base. Against these were the imposition of the decision on the teaching and non-teaching staff at Cathedral College, the loss of their own structures (site, management and culture), decreased employment and the fact the improved facilities were promises rather than realities. Enthusiasm decreased as St Mary's staff were chosen for senior positions in the new schools and senior Cathedral College staff took positions elsewhere.

This finding appears to support Lewin's (1951) three phased change process. The goal, the amalgamation of two schools to create a single new entity, requires the unfreezing of the present or status quo, movement to the new or desired state, and the stabilising of that change intervention. The change is stabilised and complete when the driving and the restraining forces are brought back into balance. In this instance, the principal driving force was the desire of the Melbourne Catholic Education Office to rationalise and strengthen inner-city Catholic education for boys. The restraining forces were the Provincial Council's belief that Cathedral College was still viable and valued by its clientele, an attitude held even more strongly by the staff. Bearing of the costs of the change, without having participated in the decision making process, was central to staff resistance.
UNFREEZING THE STATUS QUO

**Desired State**
- Belief of Provincial Council that College should continue
- Belief of staff that the change was imposed and unwanted
- Uncertainties arising from reduced level of employment
- Uncertainties about the stated benefits of change

**Status Quo**

**Restrainting Forces**
- Belief of Provincial Council that College should continue
- Belief of staff that the change was imposed and unwanted
- Uncertainties arising from reduced level of employment
- Uncertainties about the stated benefits of change

**Driving Forces**
- Belief of the Melbourne Catholic Education Office that rationalisation was necessary in response to continuing enrolment decline in the inner-city and the need to provide updated facilities

**Simonds Catholic College**
- Closure of Cathedral College by amalgamation with St Mary's Boys' Regional College

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Successful change in organisations, argued Lewin, is achieved through his classic three step change process. The restraining and balancing forces will be brought into a new equilibrium, and the change be made successful, when commitment to the past has given way to commitment to the new.

**6.3 Recommendations**

**Recommendations relating to process**

The Inner-city Boys' School Working Party commenced its work without a date for that work to be completed. It ceased, unfinished, in May 1993 and a final Interim Report was
submitted to the Director of Catholic Education in July. The Provincial requested information about the next stage of the decision making process and sought to participate in it. From this point forward, different perceptions of the process were held by the CEO and the Provincial Council. The Provincial Council sought a joint agreement while the CEO-M was prepared to put a recommendation to the Archbishop that Cathedral College be closed. The fact that the CEO-M brought the discussions with the Provincial Council to a premature close, in the eyes of the Council, indicates differing understandings of the time frame for the making of the decision. It is recommended that clear time-lines for decision making are adopted when discussing issues as important as school rationalisations.

Communication problems existed between the Principal and the Provincial and members of the Provincial Council. These were the result of the inadequate backgrounding he received prior to his appointment and the differing communications he received thereafter. The Principal was left to seek his own information instead of being kept fully informed by one duly delegated person. Classical theorists profess the unity of command principle which holds that each member of an organisation should have only one higher authority to whom he or she is directly responsible. It is recommended that the unity of command principle be followed.

Recommendations for the implementation of change

The school’s commitment to self-sufficiency and the status quo generated a climate where problems were to be solved internally. This commitment to stability was behind the Provincial Council’s prompting the Cathedral College Ongoing Planning Project.
Administrators and their communities need to be actively encouraged to develop long range plans for their schools, even plans that may result in recommendations for rationalisation. It is the provision of quality education rather than the survival of a particular institution that is central to any decisions made. The development of links between schools at the local level, and the participation of the school communities in decision-making, provides preparation for amalgamation and can enhance commitment to the change. It is therefore recommended that schools commit themselves to educational best practice rather than self-preservation. In areas of decline, it is further recommended that they engage in co-operative ventures with their neighbouring schools.

The single meeting at which the amalgamation was announced represented the unfreezing process for staff. This was inadequate for attending to the restraining forces that were magnified by anxieties and misunderstandings. It stood in contrast to the four and one half years during which confidential investigations were undertaken by the authorities. The presence of senior personnel from the Melbourne Catholic Education Office at subsequent meetings with Cathedral College staff resulted from the inadequacy of the unfreezing process for staff. It is recommended the unfreezing process for staff be more extensive and that restraining forces be anticipated and addressed.

The Principal, as a new comer to the school, undertook responsibility for the unfreezing process. This was despite not being party to any of the discussions that resulted in the merger and, therefore, being little more informed than the staff. The recommendation is therefore made that the Principal, as a key figure in the success of change of this type, must be present, where possible, from the beginning to the conclusion of the change. This
is to facilitate the strengthening of the driving forces and the weakening of the restraining forces in an ongoing manner at the local level.

The benefits of local employment of staff are lost in situations of school contraction or closure. Redundancy and dislocation weaken staff commitment to change. Redeployment mechanisms are needed to ensure the well-being of all those affected by restructuring involving downsizing. It is recommended that Catholic education in Victoria continue to attend to this matter such that people's ongoing employment is guaranteed.

**Recommendations for further research**

The change forces acting upon Cathedral College and the process used in coming to the decision to amalgamate have been identified. Further research can be undertaken at two different levels.

At the macro level, research into past and future examples of school rationalisations in the Archdiocese of Melbourne will shed light on the involvement of the Catholic Education Office and whether the principle of subsidiarity is respected in relation to this issue. Since 1971, the Melbourne CEO has developed plans for the provision of Catholic schooling throughout the Archdiocese, including rationalisation where required. The process it has used and success it has had in implementing its plans indicate whether forces for collaboration or centralisation are at work. The process that resulted in the Archbishop's decision not to renew the Cathedral College Agreement cannot be cited as an example of centralisation because the Melbourne CEO was acting in its capacity as his educational adviser. Its role in the decision that St Mary's Boys' Regional College would also close...
and become the amalgamation partner for Cathedral College is the basis for a separate study. St Mary's did not operate under triennial agreements, unlike its merger partner.

Graham (1988) and Levine (1979) argue the benefits of amalgamation over take-over. Research into the progress of Simonds Catholic College would reveal the extent to which a new entity with a higher quality of education was created or whether a take-over with superficial changes resulted from the rationalisation. Such a study would focus upon the experiences of the staff and students who participated in the restructuring. This is a factor in determining the success of the undertaking.

6.4 CONCLUSION

Lowe Boyd (1983) rejects the rational planning model for school closings and mergers. The consultative, consensus building approach is ineffective and often counter-productive causing increased conflict. This contradicts the earlier wisdom on school closings which argued for community participation in the decision making. Sharpe takes the middle ground by stating that systems ought to retain the right to decide when to open or close a school, but with appropriate local consultation (Sharpe 1994, p.8). The consultation for the closure of Cathedral College was restricted to the owners and operators of the school. Difference of opinion was expressed by the two parties but there was no dispute about the right of either party to terminate the agreement to operate the school. Consultation did not include the school community. This eliminated conflict between system authorities and the school during the decision making stage.
Lewin's requirement for unfreezing before movement to the desired state (Figure 6.1) was restricted to one meeting. This was inadequate. The sense that the change was imposed and unwelcome generated resistance to the amalgamation, despite the need for commitment if the amalgamation was to be successful during the transition years. Unfreezing over a longer period of time, achieved through staff and parent participation in the development of a whole school plan, could have enabled the school community to reach the same decision that was reached by the authorities - that is, that the future of inner-city Catholic education for boys lay with amalgamation, not preservation of the status quo. Participation in the decision making would strengthen the driving and diminish the restraining forces. Commitment to the amalgamation would be enhanced.

Both Zerchykov (1983) and Graham (1988) believe that restructuring exercises can only be justified if there is an improvement in resources or tangible educational gains. It will take three to five years before an assessment can be made of those gains. The incentive for the restructuring was a larger and more secure enrolment base for the new amalgamated college than either school could individually provide, and the promise of future capital works for the broadening of the curriculum, particularly in the area of technology. Tangible educational gains need to outweigh the educational losses for commitment to be maintained. People seek alternatives where it is not.

Restructuring within Catholic education is a complex issue. The uncentralised nature of the system and the principles of subsidiarity and local autonomy make change difficult. Since 1971, the Catholic Education Office of Melbourne has taken an increasing role in the planned provision of Catholic education, including its rationalisation in areas of decline. This it has done in collaboration with its traditional partners, the religious orders.
Catholic education has moved from being an uncentralised non-system to an uncentralised system based on the principle of subsidiarity. This case study provides no evidence of increased central power as it was the owner of the school who, on advice from the CEO, made the decision that it be closed. It does show that the decision to close by merger was made by system authorities with no involvement from those affected by it.
APPENDIX A.1

ORGANISATIONAL STRUCTURE OF CATHOLIC SECONDARY EDUCATION IN THE ARCHDIOCESE OF MELBOURNE

Casey (1990) has analysed and described the structures of Catholic education operative in each state and territory. From his diagram of the Victorian structures, the secondary school component has been selected with modifications being made where required.

<table>
<thead>
<tr>
<th>VICTORIAN BISHOPS</th>
<th>MAJOR SUPERIORS OF RELIGIOUS ORDERS</th>
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<tbody>
<tr>
<td></td>
<td>CATHOLIC EDUCATION COMMISSION OF VICTORIA</td>
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<tr>
<td></td>
<td>CEO-VICTORIA</td>
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<td>CANONICAL ADMINISTRATOR</td>
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<td>BOARD</td>
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<td></td>
<td>PRINCIPAL</td>
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<td>STAFF</td>
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<tr>
<td>PARISH OWNED SCHOOLS</td>
<td>ORDER OWNED SCHOOLS</td>
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</tbody>
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(Source: Casey 1990, p. 42)
APPENDIX A.2

ORGANISATIONAL STRUCTURE OF CHRISTIAN BROTHERS EDUCATION IN THE PROVINCE

PROVINCIAL

<table>
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<th>PROVINCIAL COUNCIL</th>
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<tr>
<td>• Provincial</td>
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<tr>
<td>• Director of Education</td>
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<tr>
<td>• Director of Social Welfare</td>
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<tr>
<td>• Director of Formation</td>
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<tr>
<td>• Provincial Bursar</td>
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</tbody>
</table>

COLLEGE BOARD

Principal as Executive Officer

PRINCIPAL

STAFF

The appointments of Principal and College Board Members were made by the Provincial. In the case of Board Members this is on the advice of the Board (Parent and Staff positions) or the body being represented on the Board (See Appendix A.3).

The Provincial Bursar was nominated by the Provincial for appointment to the Inner-city Catholic Boys’ Schools Working Party. He was also the Provincial’s representative on the Cathedral College Board in 1992 and 1994.
APPENDIX A.3

MEMBERSHIP AND FUNCTION OF KEY BODIES
ASSOCIATED WITH CATHEDRAL COLLEGE

The ordering of these four bodies is chronological based on the times of their establishment.

CATHEDRAL COLLEGE BOARD

Appointed by the Provincial to "ensure that the students of the School are provided with an education from Years 5 to 10 within the context of the Catholic tradition, and designed to cater for the needs of the students is served" (Cathedral College Board Constitution, Paragraph 7.1), develop policy for Cathedral College and oversee the management of school finances. It functioned until April 1995 when it finalised remaining responsibilities relating to the 1994 school year. Its membership comprised:

- Nominee of the Provincial
- Nominee of the Director of Catholic Education
- The Business Manager of the Archdiocese or his nominee
- The Manager of the Schools Provident Fund or his nominee
- The Principal
- The Deputy Principal
- Nominees of the Staff
- Nominees of the Parents
- Nominee of Past Students

Following the announcement of the amalgamation, it was replaced by the Inner City Boys' Catholic Secondary Education Interim Board.

CATHEDRAL COLLEGE ONGOING PLANNING COMMITTEE

Established by the Provincial Council, in liaison with the Director of the Catholic Education Office (Melbourne), as a consequence of a request from the Cathedral College Board. "The aim of the project was to develop a comprehensive statement that clearly set out the current position of Cathedral College from the perspective of resources and needs and indicate possible directions specifically for the five years 1992-1996 and more generally for the years immediately following this period." (CCOPC Report, 1991:2) It functioned between July and September, 1991. Its membership comprised:

- 2 nominees of the Provincial Council, one acting as Chairperson.
- 2 nominees of the Director of Catholic Education.
- 2 nominees of the Cathedral College Board.
- 1 nominee of the Staff of Cathedral College.
- The Principal of Cathedral College.

The work of the committee was strictly confidential to the Provincial Council, the Catholic Education Office and the Cathedral College Board.
INNER CITY BOYS' SCHOOLS WORKING PARTY

Established by the Director of Catholic Education (Melbourne) "to consider the present situation in regard to enrolments and the best way to provide a breadth of curriculum in the Inner City Boys' Schools." (Letter from Director of Catholic Education to Principal of Cathedral College, 11/6/92) The decision to hold the consultation was hastened by the need to consider Capital Grant applications from Cathedral College, East Melbourne and St Joseph's College, North Melbourne. It functioned between July 1992 and June 1993. Its membership comprised:

- Bishop of the region (Chairperson).
- Nominee of the Archbishop as owner of Cathedral College.
- Nominee of the Archbishop as joint operator of Cathedral College.
- Nominee of the Provincial as joint operator of Cathedral College.
- Parish Priest of West Melbourne as canonical administrator of St Mary's.
- Nominee of Provincial as canonical administrator of St Joseph's. (The same person acted as nominee of the Provincial in both instances.)
- The Principals of the three colleges "in order to provide full information about an understanding of each of the schools." (Working Party Report:iii)

The committee was serviced by four members of the Catholic Education Office.

INNER CITY BOYS' CATHOLIC SECONDARY EDUCATION INTERIM BOARD

Established by the Director of Catholic Education in October 1994 to "take over responsibility for the two colleges [St Mary's and Cathedral] for the 1995 school year as well as preparing for the amalgamation of the colleges to take place at the beginning of 1996. The membership of the Interim Board comprised:

- Appointee of the Archbishop (Chairperson)
- Parish Priest of West Melbourne as Canonical Administrator
- Nominee of the Archbishop as Canonical Administrator for Cathedral College
- Nominee of the Provincial
- 2 Principals
- 4 Staff nominees, two from each college
- 4 Parent nominees, two from each college

The Interim Board functioned until March 1996 when it was replaced by the Simonds Catholic College Board. The Simonds Board follows the regional college model and comprises the Parish Priest, Principal, staff and parent representatives and an honorary financial adviser.
RELATIONSHIP BETWEEN THREE KEY BODIES ASSOCIATED WITH CATHEDRAL COLLEGE

The three key bodies are the Cathedral College Board (CC Board), the Cathedral College Ongoing Planning Committee (CCOPC) and the Inner-City Boys' Schools Working Party (ICBSWP).

Dialogue between the Provincial and the Director of the CEO

↑
Consideration of the CCOPC Report by the Provincial Council

↑
CCOPC Report

↑

CCOPC (1991)

2 nominees of Provincial Council
2 nominees of Director of CEO

CC BOARD

1st Nominee of staff
Old Boy nominee
Parent nominee

Nominee of Director of CEO
Nominee of Manager of SPF

Principal (1986-93)

Nominee of Provincial
Nominee of Archbishop

Principal (1994-95)

2nd Nominee of parents
2nd Nominee of staff

Pr Bishop for the Region

ICBSWP (1992-93)

↓
ICBSWP Report (no recommendation).
↓
Review of Report by expert panel.
↓
Recommendation to amalgamate put to the Archbishop for decision.
Following approval of the recommendation, discussions were held between the Provincial Council of the Christian Brothers and the CEO.
The decision was announced in September 1994.

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NOTES:

1. Membership of the Planning Committee and the Working Party was stable for the life of these bodies.

2. The Cathedral College Board had a changing membership. The term for the Provincial’s nominee was twelve months. Parents and staff were appointed for two years. A change of Principal occurred at the end of 1993. The remaining appointments were stable.

3. Four people were members both of the CCOPC and the CC Board. Three people were members both of the ICBSWP and the CC Board.

4. Only one person served on all three bodies. That person was Principal from 1986 until the end of 1993. Following the completion of his Principalship, he undertook overseas studies for twelve months.
APPENDIX A.4

CURRENT POLICIES AND DOCUMENTATION RELATING TO THE PROVISION OF CATHOLIC SECONDARY EDUCATION IN THE ARCHDIOCESE OF MELBOURNE.

During the life span of Cathedral College significant developments occurred in managing the provision of Catholic secondary education. Policy now requires that the Director of Catholic Education approves the addition of an extra stream to any secondary school. This represents a major step away from competitive practices towards central control.

'The Future of a School System - A Plan for the Archdiocese of Melbourne'

The document, *The Future of a School System - A Plan for the Archdiocese of Melbourne, October, 1971,* was the first attempt to provide a co-ordinated plan for Catholic education in Melbourne. It was the result of discussions between the CEO, Melbourne and the major superiors of orders involved in Catholic education. Though the CEO was the secretariat for the Melbourne Catholic Education Board (formed 1969), the report was initiated by the CEO (Catholic Education Office of Victoria 1985, p.71). This document followed the period of turmoil caused by external and internal threats to the continued existence of Catholic education in the Archdiocese of Melbourne.

'A Report on the Provision of Catholic Secondary Schooling for Students in the Archdiocese of Melbourne.'

The provision of Catholic secondary schooling was the subject of two reports prepared by the Catholic Education Office during 1991. One, "Catholic Secondary Schools Within the Archdiocese of Melbourne, 1991 Planning Report" was presented to the Archbishop and his assistant Bishops for discussion. (The other report was for internal use and dealt with enrolment practice for entry into the secondary schools.) In March 1992, both reports were presented to the Heads of Religious Congregations involved in Catholic Education in the Archdiocese. Further consultations were held at regional meetings involving Congregational Leaders, other Canonical Administrators (Parish Priests), Principals of Parish Primary and Catholic secondary schools and Catholic Education Office personnel. This process resulted in the document, *A Report on the Provision of Catholic Secondary Schooling for Students in the Archdiocese of Melbourne, December 1992,* which was presented to the Archbishop in December 1992. With reference to the March meeting between the CEO and the Congregational leaders, the report's covering letter stated:

The notes of this meeting indicate that there would be strong support, though not unanimous agreement, for:

(ii) consideration of the establishment of a master plan for secondary education in consultation with school authorities; and that

(iii) there be consultation of a proposal that for each secondary school within the Archdiocese, an upper limit be set on the total number of Year 7 enrolments with consideration for a wide variety of factors. (Catholic Education Office 1992, p.2)
Reflecting the uncentralised nature of Catholic education in Victoria and mindful of the principal of subsidiarity, the report described the consultation process and outcomes, listing eighty-two recommendations for action.

The issues of authority, rights and responsibilities in Catholic education and the relationship between the Archbishop and the religious orders regarding their autonomy and independence were addressed in the report’s appendices. This matter had arisen during consultations between the CEO and the Congregational leaders. The reply from the Associate Judicial Vicar was that Canon Law has given to the head bishop of the diocese authority and power to co-ordinate and rationalise the mission of his diocese, including Catholic education. Religious orders are subject to the authority of the bishop (Catholic Education Office 1992, Appendix A).

**CEO-Melbourne Policies 2.16 and 2.17**

Continuing this development, two policy documents were issued in 1994. The first, *Celebrating and Proclaiming Catholic Education*, sought "to provide a guide to school authorities and communities as we seek to celebrate and proclaim Catholic education to all members in the community." (CEO Melbourne 1994a, Policy 2.16, p.1). Reinforcing the movement from a competitive model of Catholic schooling, the document states as its guiding principle, "Catholic schools collaborate across the diocese to provide an education to the baptised having regard for the uniqueness of each school and the needs of the wider Archdiocesan community" (CEO Melbourne 1994a, Policy 2.16, p.1). Whilst this policy did not extinguish competitive practices and self-promotion without regard for the needs of other Catholic schools, the policy is a clear statement from the centre that the whole is greater than any of its parts.

The policy, *Guidelines for the Enrolment of Year 7 Students in Catholic Secondary Schools in the Archdiocese of Melbourne*, followed in November. It commences with a discussion of the aims of Catholic schooling and then outlines principles which should be used to guide the planning process. The present situation was discussed, with comment being made that the co-operative processes agreed to by the secondary principals have largely been working well. "However, in some areas the process has been disrupted by a few schools taking unilateral decisions which have, in turn, forced other schools to disregard parts of the process in enrolling Year 7 students. ... We must all co-operate in the best interests of all Catholic students in the Archdiocese." (CEO Melbourne 1994b, Policy 2.17, pp.2-3). Planned provision, and decision making that places the good of Catholic education ahead of the good of an individual school where these are in conflict, were put forward as necessary for the health of Catholic education. Ultimate responsibility for ensuring that the agreed enrolment process is adhered to by any school remained with the appropriate Major Superior for order owned schools and the Canonical Administrator for diocesan and regional schools. A group comprising representatives of the proprietors, principals and the CEO was established to implement the proposal. Key to the 'proposal' is section two:

(a) That, for 1996 and beyond, an upper limit be set on the total number of Year 7 enrolments that may be enrolled by a school. ...

For most schools, it is not anticipated the setting of a limit will be a difficulty. It will be a requirement that approval of the Director of Catholic Education is granted before an additional stream is added.
That, where there would appear to be a need for wide-scale rationalisation in an area, and where opening or closing or amalgamation of schools might be considered, a Working Party would be set up involving some members of the working group, representatives of the Proprietors of the schools involved and the Catholic Education Office to consider the matter in detail. (CEO Melbourne 1994b, Policy 2.17, p 4)

The setting of limits and the requirement for approval from the Director of Catholic Education represent very significant departures from previous practices and establish the CEO as a central arbiter in the provision of Catholic education. In November 1995, secondary Principals were provided by the CEO their enrolment ceilings for Year 7, 1997 and lists of the major and minor parishes from which those students would normally be drawn. Unilateral actions by individual schools have been replaced by a cooperative system with central management.
APPENDIX A.5
CATHEDRAL COLLEGE
AGREEMENT

GENERAL

This is an agreement between the Archbishop of Melbourne and the Provincial of the Christian Brothers (St. Patrick's Province) in the matter of Cathedral College, 278 Victoria Parade, East Melbourne.

Under the direction of His Grace, the Archbishop of Melbourne, a College is to be established at East Melbourne to provide post-primary education for boys; Cathedral Choir boys are also accommodated for the final two years of their primary education.

The terms of this agreement have been decided on by His Grace, the Archbishop of Melbourne, and the Provincial of the Christian Brothers (St. Patrick's Province). Any matter of interpretation or any request for alteration of the terms is to be referred to His Grace and the Provincial for decision.

The College shall be subject to the usual directions of the Archbishop of Melbourne as issued through the Catholic Education Office.

OWNERSHIP

The Ownership of the land and all buildings thereon shall be vested in "The Roman Catholic Trusts' Corporation" for the Archdiocese of Melbourne.

No part of the property assigned by the Archdiocese for use by the College shall be sold without prior consultation with the Provincial of the Christian Brothers.

SPIRITUAL MINISTRATION

Community - The Brothers shall have complete freedom for the observance of their Rules and Constitutions. The Most Blessed Sacrament shall be preserved in their domestic chapel and Holy Mass shall be celebrated therein at least once a week. The Brothers shall be afforded facilities for daily attendance at Mass and for the reception of the Sacraments of Penance and Eucharist.

School - Chaplains to the College shall be appointed by His Grace the Archbishop. Spiritual Retreats and Days of Recollection shall always be by mutual arrangement between the Diocesan Authorities and the Headmaster.

FINANCE

Capital Works - All capital works shall be the responsibility of the Archdiocese.
Maintenance - Maintenance of capital works (i.e. repairs and replacements), all rates and taxes on the property shall be the responsibility of the Archdiocese.

Community Stipend - The stipend payable to the community for each brother shall be $1,600 per annum. This includes a proportionate figure for Provincial Administration, Insurance, Hospital Benefits, Brothers' Study Courses, etc. Payment of the stipend shall be in four equal instalments. Payment of the stipend shall be in four equal instalments, each payment being made in advance at the commencement of the quarter. When total wage adjustments are made this stipend shall be increased by an amount equal to 90 per cent of the adjustment for the State of Victoria.

School, Government Grant and Fees - Income from these sources is to be banked in the School Account, and is to be used to cover such expenses as the following:-

a) The Brothers' stipend.
b) Salaries of lay staff, including visiting specialists in departments such as physical education, art, speech training, music.
c) Running costs of the school, including such items as teaching aids, library requirements, science equipment, physical education equipment, sports material and ground rental.
d) Capital repayments and interest.
e) Minor repairs to house and school.
f) Cleaning of school and care of grounds.
g) School postage, telephone and printing costs - (secretarial help when needed.)

Early in December each year the Principal shall submit to His Grace the Archbishop and the Provincial of the Christian Brothers a financial statement for the year. It should cover in detail items under heads (a), (b), (c), (d), (e), (f), and (g) above.

There will be an official Bank Account into which all moneys received as Government Grant and school fees shall be paid and from which expenses (a), (b), (c), (d), (e), (f) and (g) as above shall be paid. Cheques will be signed by any two of:-

the Superior - the Bursar - and the Chancellor of the Archdiocese;

with the proviso that approval of His Grace the Archbishop must be obtained for other than normal expenses. All appropriate books shall be audited annually by a qualified accountant.

A finance committee of competent laymen will be formed to keep the books of account, assist with clerical work and prepare periodic statements for submission to the Chancellor, the Principal, and the Parents' Committee.

TUCKSHOP

A Tuckshop shall function under the direction and control of the Principal; it should operate on the basis of voluntary service given by the Mothers' Committee. All receipts and payments connected with the Tuck Shop shall be treated in a special account operated on by the Principal and the Bursar conjointly. Profits may be used only for school requirements or, by agreement with His Grace the Archbishop, for amenities for the community. The Mothers' Committee should be allowed a voice in the disposal of portion of the Tuck Shop profits.

The Annual Financial Statement shall include an accounting of all Tuck Shop monies for the year.
STAFF

The Provincial of the Christian Brothers undertakes to provide a staff of five Brothers for the secondary classes. Additional Brothers will be provided when they are available. (In 1968 seven Brothers will be available for this staff, but the number will be reduced to five when the regional school at Broadmeadows opens in 1969.)

It shall be the duty of the Headmaster to employ such lay teachers as may be required from time to time. In order to retain the character of the school the number of full-time lay teachers employed in the secondary classes at any time should not exceed the number of Brothers in the Community.

Salaries for lay teachers shall be in accordance with the scale adopted by the Christian Brothers for Victoria, and conditions of employment shall be those normally accepted in the Schools of the Christian Brothers.

COURSES AND CURRICULUM

The College shall cater for Forms One to Four in 1968. At such time as numbers warrant it, Form V shall be added.

For Forms One, Two and Three the class limit shall be forty-five pupils in each division. In higher forms the limit shall be lower.

Students are assured of admission to North Melbourne Christian Brothers' College or "Parade" College, Bundoora for matriculation.

Matters pertaining to curriculum, internal administration and discipline shall be under the direction of the Headmaster.

Courses in Technical Drawing, Commerce Principles and Practice are to be provided in Forms One to Four, and Latin is to be taught in at least one division of each class. Music and musical appreciation (sacred and secular) shall be taught in Forms One to Four.

ENROLMENTS

Cathedral College is being established to cater for the needs of the Catholic Education and, in order to staff the foundation, smaller schools at Fitzroy, Carlton and Middle Park have been closed. It is understood, therefore, that pupils from these areas will be given preference.

Enrolments are the responsibility of the Headmaster.

Should a boy leave the school, his parish priest is to be notified immediately.

A boy may be suspended for serious reason pending an early interview between his parents and the Headmaster.

RECORDS
A complete record shall be kept of each boy's scholastic performance and conduct throughout his entire period at the College. This record is to be filed at the school and is to be available if required.

Secretarial assistance is to be provided for the College in accordance with the requirements of office work.

FEES

Fees are determined by His Grace, the Archbishop of Melbourne, and no alteration in the scale of fees is to be made without the approval of His Grace.

The Headmaster will be responsible for the collection of all fees.

WEEKEND SPORT

It is the right of parents to choose whether a boy will play sport at the weekend with the school or the parish.

PARENTS AND FRIENDS ASSOCIATION

A Parents and Friends Association shall function under the direction of the Headmaster for the social and educational interests of the College. It should not engage in fund-raising activities without the approval of His Grace, the Archbishop of Melbourne, and the Provincial of the Christian Brothers.

TRANSPORT

The Archdiocese will provide a vehicle for the use of the community. Maintenance and replacement shall be the responsibility of the Christian Brothers.

TENURE

Should either party wish to terminate the Agreement, three years' notice must be given in writing to the other party.

REVIEW

These terms of agreement shall be open to review every three years or as often as either party wishes.

The Agreement cannot be changed or abrogated except with the consent of both contracting parties.
APPENDIX A.6

AGREEMENT BETWEEN THE ARCHBISHOP OF MELBOURNE AND THE PROVINCIAL OF THE CHRISTIAN BROTHERS, ST PATRICK'S PROVINCE

Re: Cathedral College, East Melbourne

1. The Christian Brothers, at the invitation of the Archbishop of Melbourne, agree to accept full responsibility for the conducting of Cathedral College, East Melbourne according to the term specified in Clause 5.

2. The ownership of the land and all buildings thereon, used by this college, shall be vested in “The Roman Catholic Trusts' Corporation for the Archdiocese of Melbourne”. No part of the property assigned by the Archdiocese for use by the college shall be sold without prior consultation with the Provincial of the Christian Brothers.

3. The Archbishop of Melbourne guarantees:

3.1 that the community of Brothers associated with the school will be allowed full freedom for living their religious life according to the Constitution of their Congregation;

3.2 that the local Parish Priest, or another Priest designated by the Archbishop, will make the necessary arrangements for the reservation of the Blessed Eucharist in the Brothers’ House, for the periodic celebration of the Eucharist and for the Sacrament of Reconciliation as required;

3.3 that the Brothers will have full use of their community residence and that this community will be directly under the administration of a Superior;

3.4 that official visitation of the Community is reserved to the Superior General of the Christian Brothers and the Provincial of St Patrick’s Province.

4. The Provincial of St Patrick’s Province of the Christian Brothers agrees:

4.1 that the Brothers will provide a community, part of whose role will be to serve the school;

4.2 that the Brothers will accept full responsibility for the conducting of the school, including the financial management (see 5.2 below);

4.3 that the school will be conducted according to the directions and guidelines of the Archbishop in respect to the religious education of the students and the requirements of Canon Law (of Canon 796-806 inclusive).

5. Other Matters
5.1 No additional buildings and/or major structural modifications will be carried out during the period of this agreement without the permission of the Archbishop.

5.2 Finance
The annual school budget, after it has been established by the Board, will be submitted to the Provincial of the Christian Brothers and the Director of Catholic Education for their joint approval before final adoption. This budget should be submitted to both parties prior to the commencement of the school year (1st February). Deficit budgeting will not be approved and, if and when an approved budget deficit is carried forward a plan of recovery must be provided. Expenditure on normal maintenance requirements is not to exceed the amount approved in the Budget. The financial statements for each year will be provided to the Provincial and the Director by March of the following year.

5.3 Appointment of Staff
The Provincial will appoint the Principal, the Deputy Principal and the Christian Brothers on the staff. Other members of staff shall be appointed by the Principal. All appointments are made under conditions of service existing in Catholic schools in the Archdiocese. Where applicable, existing directives and guidelines, operating in the Archdiocese shall be followed. (This specifically refers to the C.E.C.V. “Policy Statement on Principals under Contract in Catholic Secondary Schools”, should a Principal other than a Christian Brother be appointed.

5.4 College Board
The Provincial has appointed a College Board and established a Constitution for same. This Constitution clearly specifies the responsibilities of the Board. The Board will include a nominee of the Director of Catholic Education, the Business Manager of the Archdiocese of Melbourne or his nominee, and the Manager of the Schools Provident Fund or his nominee.

5.5 The college will continue to offer primary education at Years 5-6 for Cathedral Choir boys as long as the agreement of 1967 regarding the Choir remains.

5.6 Termination and/or Review of Agreement
This Agreement will terminate at the end of the 1992 school year (31st January, 1993) unless terminated earlier by either party giving the other party six months’ notice of such termination. During 1992, provided the Agreement still holds, it will be reviewed and may be re-negotiated if the contracting parties so agree.

5.7 Support of the Community
The annual budget of the school will include provision of a stipend (or part) for each Brother teaching in the school on a full or part-time basis. These stipends shall be paid in monthly instalments to the community. An appropriate allowance shall be made to the Principal for professional purposes.
LETTER TO PARENTS AND GUARDIANS OF STUDENTS ANNOUNCING THE AMALGAMATION OF CATHEDRAL COLLEGE.

Dear Parent/Guardian,

I am writing on behalf of the Provincial Council of the Christian Brothers, St Patrick's Province, which is currently responsible for the administration of Cathedral College by agreement with the Archbishop of Melbourne.

For some time the Catholic Education Office has been concerned with the provision of Catholic secondary education for boys in the inner city area. In 1992, a Working Party was established by the Director of Catholic Education in the Archdiocese to consider the provision of Catholic education in the inner city area and to identify medium and long term planning that would be required to ensure a sound and comprehensive education for these boys.

This Working Party was chaired by Bishop Peter Connors in whose region Cathedral College is situated. The decision to establish the Working Party arose initially from Commonwealth Capital Grant applications and subsequently consideration of organisational options delivering the best possible and most comprehensive Catholic education for boys.

The Report of the Working Party, made to the Director last year, examined all aspects of the existing provision in the inner city and expectations for the future regarding comprehensive curriculum delivery, facility requirements and regional enrolment trends. Following careful consideration of the Report, a Committee, comprising the Chairman of the Working Party, Bishop Peter Connors, the Director of the Catholic Education Office, Fr Tom Doyle, and the Business Manager of the Archdiocese, Mr Ted Exell, recommended to the Archbishop that Cathedral College and St Mary's College be amalgamated on the St Mary's site from the start of the 1996 school year. The Archbishop has accepted the recommendation and he has notified us accordingly.

The reasons for this recommendation rest with the provision of quality education. The recent developments in education both locally and nationally mean that our schools are required and expected to provide a much broader curriculum at all levels in an expanded number of learning areas. The amalgamation of the two schools into a new entity, on a larger site with its greater potential to accommodate the upgrading of facilities needed to enhance learning programs, particularly through the establishing of a Technology Centre and the advantage of its location in linking into other neighbouring educational providers, has been assessed as the best way in which the future provision of Catholic education for your boys can be assured.

Provision for all students currently enrolled at both schools will be made in enhanced facilities on the present St Mary's site which will be expanded to encompass the present St Mary's Primary School. The Cathedral College site will close at the end of the 1995 school year. A Year 5 will not be enrolled at Cathedral for 1995 and at the new amalgamated school, there will be no primary provision. Parents of all students in both
schools are encouraged to leave their sons at the schools in 1995 and be part of the amalgamated school in 1996. In relation to the Cathedral Choir, I advise that ongoing discussions are taking place and I anticipate being able to advise those parents and boys affected of future arrangements as soon as possible.

The Catholic Education Office, the Provincial Council of the Christian Brothers, the Canonical Administrators of St Mary’s College, and the Boards of both schools seek your cooperation in ensuring that the implementation of the decision to amalgamate Cathedral and St Mary’s proceeds in a way that provides maximum support for those affected by the decision. All parties involved in making this decision are mindful of the inconvenience, concern and sadness such a decision will cause students, parents and staff and every step will be taken to minimise any disruption and dislocation and to ensure that the education of your sons will be enhanced in the new arrangements.

If a parent wishes to hear more details about the amalgamation, there will be an opportunity to do so at a meeting at the Diocesan Centre, Lansdowne Street, East Melbourne on Monday, September 12 at 7.30 p.m. Members of the Provincial Council and Mr Peter Annett, Deputy Director of the Catholic Education Office, will be present to answer any queries which parents may have about the amalgamation of the two Colleges.

The decision to amalgamate the schools and discontinue education on the Cathedral site has been difficult for all those parties concerned because Cathedral College has been the provider of good Catholic education for many boys over many years. However, to ensure that the provision of a sound and comprehensive Catholic secondary education for your boys in the inner city continues into the long term future, the amalgamation is necessary. The new amalgamated College will be able to provide the boys with an expanded range of innovative programs and educational opportunities. Establishing a new entity is the way in which Catholic education can best respond to society’s increasing educational demands and fulfil its mission to our Catholic community.

It is appreciated that this decision is one that will sadden you but it is a difficult and necessary one.

With every best wish,

Yours sincerely,

Provincial
APPENDIX A.8

CATHEDRAL COLLEGE

TIMELINE OF SIGNIFICANT EVENTS

1967 Archdiocese decides to establish Cathedral College. Christian Brothers invited by the Archbishop to conduct the school. First Agreement signed.

Feb. 1968 Cathedral College opens.

1986 Renewal of the Agreement between the Archbishop and the Provincial for three years. Christian Brothers “accept full responsibility for the conducting of Cathedral College”.

1989 The Agreement is renewed for three years.

July 1991 Cathedral College Ongoing Planning Project begins.


July 1992 Inner City Boys’ Schools Working Party commences investigation. The Agreement is renewed for three years.

June 1993 Inner City Boys’ Schools Working Party concludes investigation without making recommendations.

Aug. 1993 Appointment of new Principal.

April 1994 The Director of Christian Brothers’ Education advised the Principal that Cathedral College’s future was expected to be decided by the end of April.

June 1994 Officials of the CEO advise the Principal that Cathedral College to close.

July 1994 The Director of Christian Brothers’ Education advised the Principal that Cathedral College to close.

Sept. 1994 Notification to College Board that school to close. On the following days the staff, parents and students were notified that Cathedral College would merge with St Mary’s, West Melbourne to form a new college at West Melbourne.

Oct. 1994 First meeting of the Interim Board of the Inner City Catholic Boys’ School.

Dec. 1994 Agreement between the Archbishop and the Provincial to operate Cathedral College terminated.

Dec. 1995 Cathedral College closes. Twelve of twenty-six staff and eighty-five students transfer to Simonds Catholic College.
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