

CHAPTER 6

GUIDELINES FOR IMPLEMENTATION OF TEACHER PARTICIPATION

6.1 INTRODUCTION

This chapter focuses on the formulation of guidelines for the implementation of participation in schools. Since guidelines are not merely a laundry list of do's and don'ts about an action but specific advice based on the characteristics of the intended action, this chapter proposes a model to guide implementation of participation. The chapter, however, first provides a rationale and then a background for developing a model before presenting a step-wise description of the anticipated model of teacher participation in school management.

6.2 RATIONALE FOR DEVELOPING A MODEL

By definition participation in school management is a wide concept which does not only include the participation of school based stakeholders such as teachers, parents and students (cf. par. 2.1.8) but also the participation of a myriad of other stakeholders such as employer bodies, the organised parent body, labour unions, education officials and experts, and the industry (cf. par. 2.2.7.4). In the years of turmoil in the RSA, relationships between these stakeholders were distorted by a crisis of legitimacy (cf. DE, 1995:21). Restoration of relationships between these stakeholders and returning ownership of schools to communities becomes a priority in efforts to transform education in the new democratic order.

The strained relationships between school based stakeholders were particularly evident between principals and teachers because the schools became the centre of community conflicts (cf. Van der Westhuizen et al., 1991). The present research suggests that a disparity of opinions between teachers and principals concerning what the extent and level of participation ought to be, lies at the root of this conflict (cf. par. 2.3.4; 2.3.5; 5.7.2). Since the school is one of the major production units of an education system, conflicts between principals and teachers may have deleterious effects on school effectiveness. Implementation of participation appears to be one of the most important approaches in mediating this conflict.

Participation of teachers, more than that of other stakeholders, is significant for the success of school education. Teachers are directly in charge of educative teaching - the focal point of the whole school education system (cf. par. 2.2.7.4). Participation assumes greater significance if the commitment of teachers to carry out decisions is to be procured thereby leading to school effectiveness. In spite of the importance of teacher participation and their expressed desire to participate in school management (cf. par. 5.7.1), very little attention has been paid on providing a model to guide their participation.

Previous research also shows that teachers feel deprived of participation in managerial functions of the school (cf. Rice & Schneider, 1994; Conley, 1991). However, few commentators provide conceptual models for participation. The tendency among commentators is to recount their experiences with respect to implementation of participation, for example, Thomas and Edgemon (1984; McGinley (1992); Midgley and Wood (1993). Alternatively, commentators develop conceptual models which focus only on one aspect of management, for example,

- * delegating (Hoy & Sousa, 1984);
- * teacher evaluation (Bleckle, 1982);
- * decision making (Hoy & Tarter, 1993).

The latter trend is also evident in projects instituted in schools by the Gauteng Department of Education, for example, School Renovation Project and Filling-in of Promotion Posts (GDE, 1995a, b). While the implementation of these projects was a welcome departure from previous trends of non participation of teachers, and proved to be instructive in exposing the ill-preparedness of stakeholders in tackling a change in their traditional roles (cf. Pashiardis, 1994:16), the projects lacked in scope and sustainable effort to effect lasting change in the present attitudes towards participation in school management.

6.3 THEORETICAL BACKGROUND FOR DEVELOPING A PARTICIPATION MODEL

Conditions in predominantly Black schools, as portrayed in this research, bear a close resemblance to those which require the implementation of an organisational development change strategy. The following are illustrative of these conditions (cf. Owens, 1991:227):

- **Occurrence of a major paradigm shift:** Installation of a democratic dispensation, especially, democratic school governance proposed by the Ministry of Education and presently finding its way into national and provincial legislation (cf. par. 3.4.4).
- **Existence of a leadership crisis:** legitimacy of the principal's leadership and authority were eroded during the period of turmoil (cf. par. 2.1.7; 2.3.1).
- **Poor organisational effectiveness:** shown by poor academic results in public examinations (cf. par. 2.5.2).
- **High levels of conflict:** militant unionism among teachers, excessive bickering, apathy and power struggles between principals and teachers (cf. par. 2.1.7; 2.3.4; 3.3.4).

The basic assumption underlying organisational development strategies is that the components of an organisation form an interrelated and interdependent whole. In this view, the school is seen as a socio-technical system with definite relationships between its structures, tasks, technology and human resources. Moreover, the school does not exist in isolation but is part of a larger system in the education milieu. Thus, no changes can be effected on any part of the school without affecting other parts or subsystems.

Organisational development strategies have a common set of characteristics which may be condensed into four main points, viz., (cf. Owens, 1991:223-229; Basson et al., (1995:649-650):

- a clearly defined **goal**;

- focus on changing **organisational structure**;
- focus on changing **people** through a **staff development strategy** in which people **learn by doing**;
- a **planned strategy** with clearly defined implementation goals and time frames;
- involvement of a **change agent** and **top level administrators** as participants in implementing the change strategy.

This research shows that teacher participation in school management is neither a cosmetic change nor a quick-fix for ailing schools in Black townships, nor even a management ploy merely to obtain desired results from teachers, but a wide ranging, profound change in attitudes, values, norms and relationships of **school members** (cf. Chapter 2). It also implies fundamental changes in the **processes** and **structures** employed in executing the **management tasks** in the school (cf. Chapter 3).

In order to describe such a complex set of changes in school management adequately, the development of a model for teacher participation was deemed to be more useful than verbal descriptions alone. The major aim of this model, therefore, is to simplify implementation of teacher participation by providing a **planned, step-wise strategy of learning by doing** which will transform both the structures and the people in schools.

In the ensuing section the composition of the proposed model will be highlighted.

6.4 COMPOSITION OF THE PROPOSED PARTICIPATION MODEL

There is often confusion surrounding the meaning of the concept model. In some cases, the concept model is used synonymously with the concept theory although the two are conceptually different. In brief, it may be said that a theory is judged by its truthfulness in portraying reality while a model is judged by its usefulness in explaining reality (Mouton & Marais, 1990:142).

A model is a representation of an object, system or idea in a form which differs from the object itself (Mescon et al., 1991:499). The essential characteristic of a model is **structure** which focuses on broad features of reality thereby leaving out certain details to avoid clogging (Mouton & Marais, 1990:143). Consequently, a model attempts to portray complex aspects of reality and present interrelationships between variables in a simplified, understandable and mostly, in a visible form.

Mouton and Marais (1990:141) contend that most models used in the social sciences are often precursors of theory formulation. Such models have the following characteristics:

- * Models identify central problems or questions concerning phenomena that ought to be investigated.
- * Models isolate, limit, simplify and systematise the domain that is investigated.
- * Models provide new language games or universes of discourse within which the phenomena may be discussed.
- * Models provide explanations, sketches and the means for making predictions.

Many types of models are found in the literature: some are in the form of **diagrams**; others are in the form of **a short verbal formula**; whilst still others are in the form of **a mathematical expression** (Keeves, 1988:559-564). For purposes of this research, a **structural model** will be used because it reproduces an aspect of reality which already exists as a concept, proposal or text in the form of a structure (Landman, 1980:211). A structural model will, therefore, be used to reproduce the concept teacher participation as discussed in Chapters 2 and 3, and empirically investigated in Chapters 4 and 5. The model will be presented by means of **diagrams** accompanied by **verbal explanations**.

In developing the structural model, use will be made of the following steps which incorporate the characteristics of an organisational change strategy (cf. par 6.3):

Definition of goals:

The problems relating to the implementation of teacher participation in school management have been dealt with in par. 1.2. The model, therefore, aims at presenting an organisational change strategy to solve the problems of teacher participation.

Clarification of the involvement of change agents and top level administrators

A clarification of structures and people responsible for the initiation and enablement of teacher participation in school management is given in par. 6.5.2. and 6.5.3. The relevant structures include the national and provincial Ministries of Education and the Education District Directorate, as well as educational experts and consultants.

Identification of organisational structures, tasks and processes

The components of teacher participation and the interrelationships between them have been identified in Chapters 2 and 3. These components may be briefly stated again as follows:

- * **people** (mainly principals and teachers) with regard to changes in the following aspects:
 - ◆ their relationships (cf. par. 2.3.1; 2.3.2);
 - ◆ their values and norms (cf. par. 2.3.3);
 - ◆ their personal factors (cf. par. 2.4.1; 2.4.2);

- * **structures** within the school, viz.,
 - ◆ Governing Body (cf. par. 3.5.2.1);
 - ◆ School Management Team (cf. par. 3.5.2.2);

- ◆ Teachers' Forum (cf. par. 3.5.2.3);
 - ◆ Operational Teams (cf. par. 3.5.2.4);
 - ◆ PIDA (cf. par. 3.5.2.5);
- * **management tasks and processes** indicating how teacher participation will be realised in each task:
- ◆ planning (cf. par. 3.3.1);
 - ◆ organising (cf. par. 3.3.2);
 - ◆ leading (cf. par. 3.3.3);
 - ◆ controlling (cf. par. 3.3.4).

Development of the model

The anticipated model, developed in par. 6.6, aims at presenting a developmental strategy of change. This is a holistic, integrated and planned strategy aimed at changing the identified components of school management in line with a participatory approach.

In the ensuing section initiation and enablement of teacher participation will be presented.

6.5 ENABLEMENT AND INITIATION OF TEACHER PARTICIPATION BY THE MACRO AND MESO LEVELS

6.5.1 Orientation

As shown previously (cf. par. 2.2.7.4; 6.2), participation is the hallmark of a democratic order. It is thus a culture which encompasses the whole national education system and indeed, the whole community. Consequently, the organisational development change strategy required to effect such a profound change involves all levels of the education system.

The above imply that no changes can be effected at school level without corresponding changes at higher levels of the education system. The underlying assumption in developing the anticipated model is that teacher participation should be developed within the existing structures in the education system. The discussion of the model, therefore, rests on the RSA education system and particularly the Gauteng Department of Education as points of reference for illustrating the principles underlying implementation of participation.

As said in the previous paragraphs (cf. par. 2.3.6.1; 6.3), an organisational development change strategy not only requires the involvement of, but also enablement and initiation by top level administrators. In the case of the RSA education system, this duty falls within the purview of the following structures:

- * macro level: national and provincial Ministries of Education;
- * meso level: Education District Directorates.

In the following paragraphs then, the enablement and initiation of teacher participation by the macro and meso level tiers will be briefly discussed.

6.5.2 Macro level enablement and initiation of teacher participation

One of the major tasks of the macro level structures in the education system is the formulation of policy guidelines and the passing of legislation with regard to educational matters. Such policy guidelines and legislation should, inter alia, be designed to enable the meso and micro level structures to implement participation (cf. par. 3.4.1), to eliminate possible litigation that may be instituted against participating members and to guide participants in their work. To this end, policy guidelines and legislation with respect to teacher participation should clarify the following matters:

- * The composition of participation structures (cf. par. 3.5.2).
- * Duties and competencies of each stakeholder group clearly indicating the jurisdictional areas of each stakeholder group in order to eliminate conflicts

of turf especially between the line managers and the participating groups (cf. par. 2.3.5; 3.4.3; 3.4.5).

- * Procedures which prevent members from divulging confidential information about teachers, even long after the expiration of the membership of the participants (cf. par. 3.4.4).
- * Procedural framework for the election of members who should participate (cf. par. 3.4.4).

Both the national and provincial Ministries of Education need to display a consultative and participatory approach in policy formulation so as to demonstrate their commitment to participation. The lower levels will take a leaf from their books. Fortunately, in the RSA, the Ministries of Education have demonstrated a penchant for involving a variety of stakeholders in the preparation of educational legislation (cf. DE, 1995).

In the formation of structures which carry out educational duties, the national Ministry of Education should ensure that, inter alia, structures for the implementation of participation in educational matters are in place. In the RSA, for example, the national Ministry of Education has at its immediate disposal structures which will assist in the enablement of participation, viz.:

- * **Education Labour Relations Council (ELRC)** in which employer and employee organisations in education are represented (cf. par. 3.4.3).
- * **National Education and Training Forum (NETF)** in which various stakeholders are represented including parents, students, industry and a variety of non-governmental organisations (NGO's) (cf. par. 3.4.4).

In the provincial Ministry of Education in Gauteng, for example, the section that is well-placed to develop, initiate and sustain teacher participation is the **Management Support Services** (cf. GDE, 1995c). Since its task involves the professional development of educational managers, this section should provide the necessary training to District Directors and the Circuit Managers to equip them for the initiation of teacher participation at the micro level (cf. also par. 3.3.3.1). As indicated earlier, a staff development program is at the heart of the management

development strategy applied in this research (cf. par. 6.3), hence the necessity of training all personnel involved in participation.

6.5.3 Meso level initiation of teacher participation

The major responsibility of initiating and sustaining participation lies with the structures at the meso level because of their close and regular contact with the schools. The Gauteng District Directors, for example, have at their disposal two important structures which may be involved in initiating and sustaining participation at the micro level, viz., (cf. GDE, 1995c).

- **District Management Team** which consists of Circuit Managers.
- **District Education Council** which includes parents, students and community leaders.

The meso level structure charged with line management functions, for example, the District Management Team, should engage in the following activities in order to initiate and sustain participation (cf. McGinley, 1992:23; Bishop, 1987:46):

- Conduct general awareness sessions on participation among principals and teachers to prime members to the initiative of participation, and to reduce anxiety and the fear of change.
- Use well-conceived, properly designed staff development programmes where teachers and principals share information and ask questions concerning participation.
- Serve as process consultants to schools and give appropriate modelling and support during and after the initial learning episodes.
- Provide positive follow up, support and coaching needed to help principals and teachers to become effective with the new behaviours consistent with participation and then maintain new behaviours through periodic monitoring.

In this way the meso level structures will achieve congruence in the underlying expectations, values and norms of the principals and teachers with regard to how schools should be managed (cf. par. 2.3.3). These activities should also be carried out with respect to other stakeholders such as parents and students so as to develop a culture which will enhance participation of the school based stakeholders in what they believe is best for students (cf. McGinley, 1992).

Once the enablement and initiation activities by the macro and meso level structures are completed the focus can then shift to teacher participation at school level. Thus the next section deals with this aspect.

6.6 MODEL OF TEACHER PARTICIPATION IN SCHOOL MANAGEMENT

6.6.1 Overview

The micro level tier, i.e., the school, forms the crux of the model of teacher participation in school management. The implementation of teacher participation forms an integral part of the functioning of the school, the difference being that it represents a departure from the traditional way of managing a school.

Fig. 6.1 portrays an overview of the model for teacher participation in school management. The components of the model may be summarised as follows:

- **Management tasks:**

Fig. 6.1 shows management (including school management) as a sequential activity in the same way as it is often portrayed in the literature (cf. Daft, 1993; Donnelly et al., 1992; Van der Westhuizen, 1995a; Turney, 1992a), starting with planning, followed by organising, then leading and ending with controlling (cf. par. 3.2). The sequence, interrelationships and interwovenness of these tasks is not lost sight of and is, therefore, indicated by means of arrows and the dotted lines.

Participation structures:

In each management task, participation structures are indicated to show which structures are appropriate for the execution of that particular task. In this respect the following are indicated in Fig. 6.1:

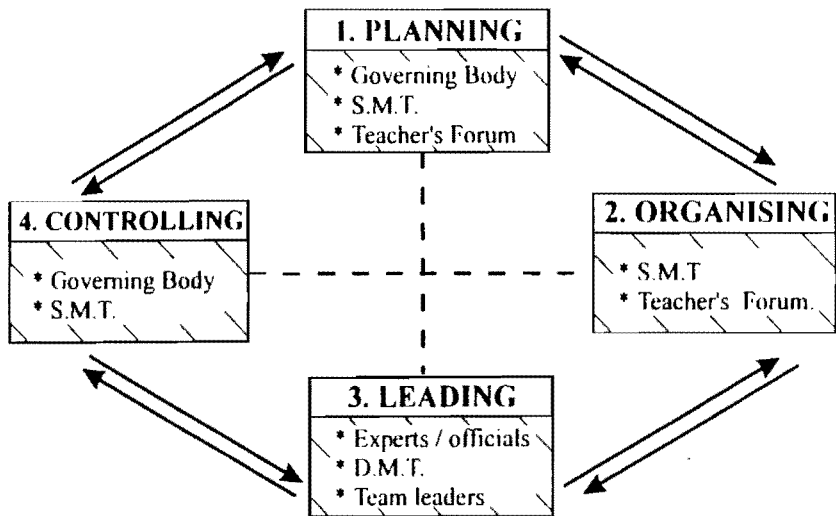
- ◆ **Governing Body:** It consists of the principal, Heads of Department, elected teachers and parents, and, in secondary schools, elected students. With respect to the major tasks, it executes **planning** and **controlling** (cf. par. 3.5.2.1).

- ◆ **School Management Team (SMT):** This structure is composed of the principal, HOD's, subject heads, standard guardians and elected teacher representatives.


The School Management Team (SMT) is the hub of management activity because it is responsible for the day-to-day running of the school under the leadership of the principal. It is, consequently, involved in **all the major tasks** performed in the school (cf. par. 3.5.2.2).

FIGURE 6.1

MODEL FOR TEACHER PARTICIPATION IN SCHOOL MANAGEMENT



S.M.T. = School Management Team.
D.M.T. = District Management Team.

 = Participation structures.

- ♦ **Teachers' Forum:** All teachers in the school belong to this body. It is usually led by the principal as leader in teaching matters and chief executive officer in the school, but chairpersons may differ according to duties and matters under consideration at a particular time. Its duty is to discuss and present proposals with regard to management issues to the Governing Body and SMT. It also receives feedback from other bodies in the form of reports presented by teacher representatives serving in such bodies. A major task of this body, however, lies in **organising** and **operational activities** (cf. par. 3.5.2.3).

- ♦ **District Management Team (DMT):** The DMT consists of the Circuit managers. It is responsible for the line function management activities and serves a **staff function** to the school. Thus, this body is mainly concerned with the **leading task** in the model.

Educational experts and consultants are engaged by this body to assist in the **leading task** (cf. par. 6.5.3).

- ♦ **Team leaders:** Team leaders refer to teachers who are given special responsibilities with regard to **duties** in the school. Their main responsibility, inter alia, lies in **leading** (cf. par. 3.5.1.3).

Naturally, more information could be included in the model. For example, more arrows could be drawn to show how every task and every structure affects all others. In each task specific duties could also be included. However, this would have clogged the model and obscured its essential characteristics. Consequently, more details will be indicated in the diagrams and verbal descriptions of submodels of each major management task showing how participation should occur in each management task.

Thus, the ensuing discussion will centre around the following:

- **Subtasks** of each major management task including **specific duties** that have to be performed.

- An exposition of **participation structures** related to the respective management tasks including specification of subtasks and duties which each structure performs with regard to the major management task.
- **Processes and strategies** which can be employed to realise the participation of each structure in the mentioned task.

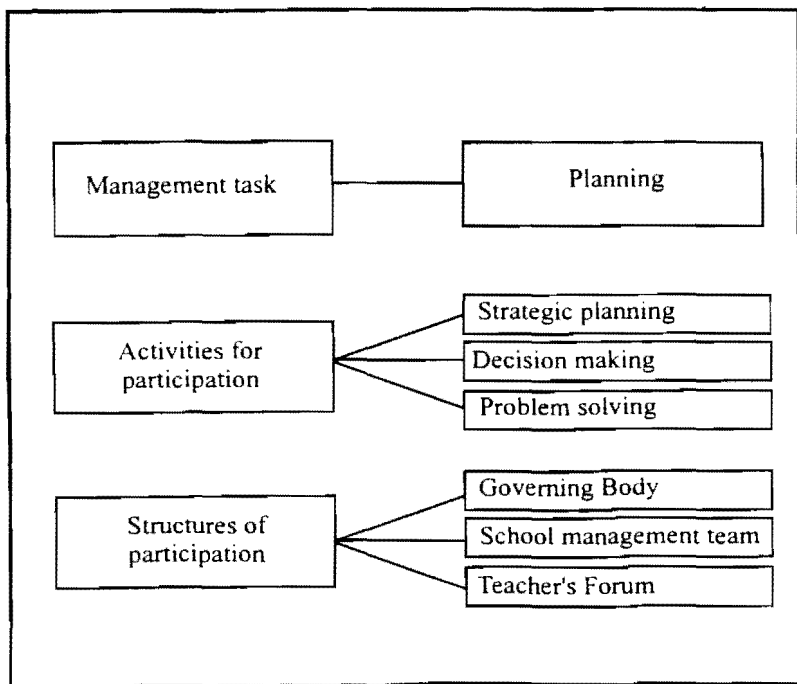
A discussion of the submodels of teacher participation follows.

6.6.2 Participation in the planning task

Participation in the planning task may be represented diagrammatically as follows (Fig. 6.2).

FIGURE 6.2

PARTICIPATION IN THE PLANNING TASK



The planning task is customarily performed at schools during the last term of the year preceding the year of implementation. The above diagram (Fig 6.2) shows that the structures which should be involved in the activities of planning, viz., **strategic planning, decision making and problem solving**, are the **Governing Body, the School Management Team and Teachers' Forum**. Each of these activities will now be discussed in detail showing the involvement of the named structures.

6.6.2.1 Strategic planning

Strategic planning forms an activity which marks the commencement of implementing teacher participation in a school. Since strategic planning is relatively new on the corporate scene (Miner et al., 1985:379) and because of the fact that principals often neglect planning in general, it is important for the District Management Team (DMT) to guide principals and other stakeholders in executing this activity so that participation can take off smoothly.

Strategic planning is especially suitable for schools which come out a period of turmoil and instability (cf. par. 6.3). Due to the fact that it involves planning covering a period of three or more years and usually covers a wide field in the organisation, it should be used as an opportunity to set goals for the development and rehabilitation of the school (cf. par. 3.3.3.1). Strategic planning involves every member of the school and thus acts as a springboard for the initiation of participation.

The concerned structures for participation in strategic planning according to Fig. 6.2 are as follows:

Governing Body:

All stakeholders in the school are represented in the Governing Body which is the highest decision making body in the school and forms a formal point of contact between the school and the community. For these reasons, the Governing Body is

in a position to deal with overarching planning activities and management (cf. par. 3.5.2.1). These activities include the following:

- visioning and the formulation of the school mission (cf. par. 3.3.1.1; 2.3.2; 5.4.1.1);
- setting school wide goals and objectives (cf. par. 3.3.1.2; 5.3.2; 5.3.4);
- policy making with regard to the formulation of a school policy (cf. par. 3.3.1.3; 5.3.2; 5.3.6);
- setting conduct rules for teachers and pupils;
- finalising a total plan and budget for the school (cf. par. 3.3.1.4; 5.3.2; 5.3.6).

In carrying out the above activities, the Governing Body should first engage in a SWOT analysis whereby members identify the strengths, weaknesses, opportunities and threats in order to arrive at a school mission, goals and objectives, policies and plans which can help the school to realign itself in a changing environment. Since a SWOT analysis is a comprehensive method of appraising the school, it would be advisable that a meeting should be held for each aspect of the SWOT analysis to give members a chance of thoroughly thinking out each aspect (cf. Covey, 1992:242).

A useful method of involving the members of the Governing Body in generating ideas on the SWOT analysis and in setting goals, objectives and formulating the mission and policies of the school is **brainstorming**. It generates a number of alternatives within a short space of time in comparison with other methods such as the Delphi technique, the Nominal Group Technique and the Gordon Technique. Due to differing educational levels of members in the Governing Body between teachers, parents and students, it becomes more useful to allow them to "think aloud" than to write their ideas down.

The discussion of each idea without reference to its originator makes the members feel comfortable and safe from direct criticism. The whole group is involved in evaluating ideas and choosing the most suitable one.

School Management Team

The School Management Team members serve on the Governing Body and jointly take decisions concerning planning activities with other Governing Body members. In addition, the School Management Team has the special duty of coordinating the activities of the Governing Body with the rest of the school's staff by forming a conduit for proposals from staff to the Governing Body and finalised matters from the Governing Body to the staff. With regard to planning, it concerns itself with the following activities:

- Disseminating and articulating the school mission among staff members once it has been agreed upon in the Governing Body.
- Collating the part plans of teachers for presentation to the Governing Body so that a total plan can be made.
- Setting goals and objectives for various operational teams within the school concerning teaching matters.
- Collating budgetary requests from the teachers' teams so as to enable the Governing Body to draw a comprehensive school budget.

Teachers' Forum

The **Teachers' Forum** takes part in discussing and presenting their proposals concerning the formulation of the school mission, school policy, and setting conduct rules for teachers and students.

The Teachers' Forum deals with the following matters concerning planning with regard to their specific operational teams:

- drawing a budget;
- setting objectives;
- drawing part plans;
- proposing changes in the school policy;

- formulating proposals concerning the school mission.

It should be noted that teachers in this research expressed the greatest deprivation in the activities mentioned above (cf. par. 5.3.2; 5.3.6; 5.7.1), hence their participation in these activities is very important in efforts to institute meaningful teacher participation.

Since the Teachers' Forum in some schools may be too large, the most useful method of encouraging teachers to participate is the **Nominal Group Technique (NGT)**. Because teachers write down their ideas, this method will prevent the most vocal teachers from dominating the discussion. It also presents the best way of arriving at a decision without undue waste of time because voting takes place. It is more difficult and time consuming to reach a consensus in large groups (cf. par. 2.4.8).

Another useful method is to divide the staff into smaller groups according to their operational teams for purposes of setting goals, drawing part plans and indicating budgetary requirements for their teams. A group leader, usually a HOD chosen from the SMT is assigned to a team. As indicated previously smaller groups enable members to participate effectively (cf. par. 2.4.8; 5.2.6).

6.6.2.2 Decision making

In executing the above activities with regard to strategic planning, school personnel should continually be engaged in decision making (cf. par. 2.1.2). The task of making decisions is the basic building block for success in the school and should, therefore, be based on the maxim of doing it right the first time.

The principal, more than other team leaders, should curb the temptation to use his/her influence (cf. par. 5.4.1.5) and his/her commanding position of authority (cf. par. 2.3.1) to coerce participating members in subtle ways to rubber stamp decisions he/she has already made. In time this will be seen by teachers as mock participation.

The principal, chairman of the Governing Body and other team leaders should carefully engage participants and ensure that each one of them participates effectively in decisions that are being made by bringing in particularly members who are introverted and taciturn.

The involvement of teachers in decision making does not only occur in planning but also in all other management tasks. Incidentally, however, this research points to the fact that teachers show the greatest deprivation in decisions relating to planning, viz., (cf. par. 5.7.1):

- drawing up the school budget;
- drawing up a year plan of school activities;
- effecting changes in the school policy;
- setting standards for teacher evaluation;
- setting conduct rules for teachers.

The above decision issues do not fall entirely within the teachers' jurisdiction although teachers have a stake in them. These decision issues fall within the category of stakeholder situations in which teachers should be occasionally involved (cf. par. 2.3.4). Thus, the limitation of teacher participation to making budgets for area-specific teams, drawing part plans, and making proposals with regard to school policy, standards for teacher evaluation and conduct rules for teachers, should be upheld.

Furthermore, the principal and team leaders should use a variety of methods to arrive at decisions. However, **consensus decision making**, which is fundamentally linked with participation and has proved popular in the schools under investigation, should receive top priority (cf. par. 2.2.6; 2.2.5.3; 5.4.1.2). By maximising participation in this fashion school effectiveness will be enhanced because:

- teachers become more accountable for decisions they helped to make (cf. par. 2.5.9; 5.4.1.4);
- teachers are more likely to implement decisions in which they took part (cf. par. 5.4.1.4);
- the quality of decisions improves (cf. par. 2.5.1; 5.5.1).

6.6.2.3 Problem solving

As noted earlier (cf. par. 3.3.1.6) problems abound especially in the schools involved in this investigation. It would be an unfortunate error if principals should try resolving these problems on their own. The nature of these problems call for a developmental strategy which involves all stakeholders.

Participation transforms the values, norms and relationships of school members thereby moulding them into problem finders and problem solvers instead of being part of the problem itself (cf. par. 3.3.1.6; 2.3.3).

The problem solving capacity of a school can be greatly enhanced by the use of quality circles (cf. par. 2.3.3; 3.3.1.6; 5.4.2.4).

Participation of teachers in quality circles can be effected in the following manner (cf. par. 5.4.2.4):

- Teachers serving in the quality circle should identify and select problems arising from their operational work.
- Circle members should involve other teachers in gathering information concerning the problem.
- Circle members, with the assistance of experts and consultants as well as teachers with special expertise, should generate solutions.
- If the solution of the problem lies outside their jurisdiction, circle members should refer the solutions they have generated to management for review

and approval. This stage may, however, be skipped if the solution lies within the competence of circle members.

- The implementation of the solutions lies entirely in the hands of circle members, i.e. they have final decision making powers.

Structures from which circle members may be drawn are as follows:

Governing Body: quality circle from this body deals with overall problems such as shortage of equipment, teachers and buildings, transport problems for pupils and problems relating to community-related school disruptions.

School Management Team: It deals with problems related to the day to day running of the school including shortage of teachers, admissions when the school is full, teaching problems and disciplinary problems involving teachers and pupils.

Teachers' Forum: It deals mainly but not exclusively with problems arising from the classroom and operational teams in which they serve.

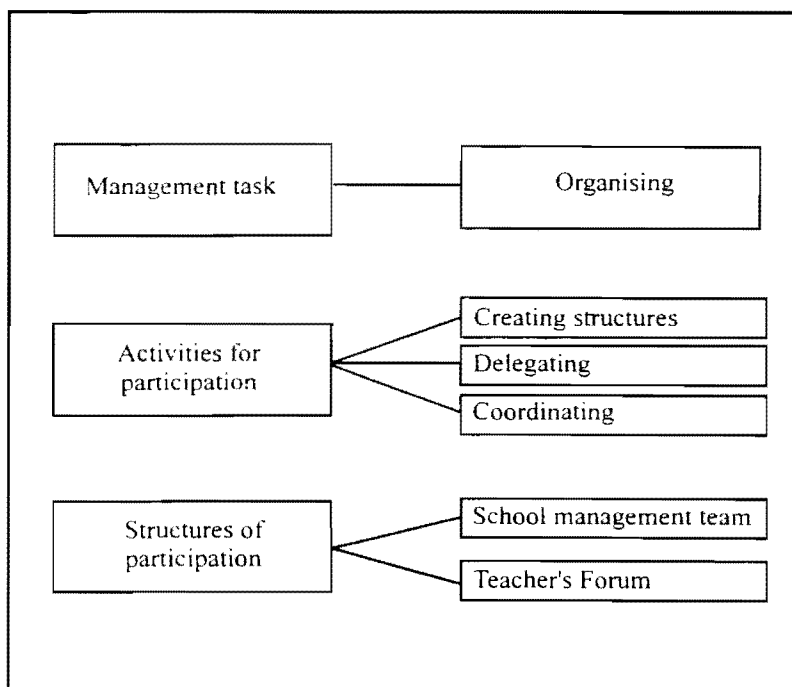
Quality circles are effective as problem solving structures with regard to teacher participation because of the following factors:

- Teachers, as operators, possess sufficient information which leads to quality decisions (cf. par. 5.4.1.6).
- Problems are identified early before they become rampant (cf. par. 3.3.1.6).
- Teachers set standards with regard to performance and evaluation thereby eliminating misunderstandings (cf. par. 3.3.1.2).
- Regular meetings of circle members assist in solving problems within a reasonable time (cf. par. 5.4.2.2).

6.6.3 Participation in the organising task

The organising task, like the planning task, precedes the actual performance of duties in the school. The activities and structures necessary for executing the organising task in participatory settings are illustrated in Fig. 6.3 below:

FIGURE 6.3

PARTICIPATION IN ORGANISING

A detailed discussion of the above aspects (Fig. 6.3) follows.

6.6.3.1 Creating structures

As said earlier (cf. par. 2.2.4; 2.3.1) school management is characterised by a hierarchical authority structure within which teachers function as professionals. The organisational structure of the school is determined by the Education Department hence participation should be developed within existing structures in the Education Department (cf. par. 6.5.1). Opportunities exist, however, for the principal to effect changes in this structure according to his management philosophy, i.e., participative management.

While structures such as the Governing Body and those tied to formal authority positions in the school, e.g., School Management Team, are determined by the Education Department, most schools have formed committees for the performance of specific duties. By creating a **matrix organisational structure** in the school various teams may be formed to perform specific duties. The participating structures in this case are as follows:

School Management Team

This body is responsible for the formation of structures in the school. The SMT, because it works with the teachers on a day to day basis and consists of professionally qualified members, should interview and recommend teachers for appointment in vacant posts in the school (cf. par. 3.3.2.1). The SMT members should also decide which structures are necessary for the performance of duties and choose teachers to serve in committees or teams, for example, (cf. par. 3.5.2.4):

- * standard guardians and senior teachers in the various academic departments;
- * curriculum development committee;
- * admissions committee;
- * sports and cultural activities.

Teachers' Forum

For purposes of participation in school management teachers should elect from their peers those who will serve on various management committees, teams and task forces formed within the Governing Body to deal with management matters, inter alia, (cf. par. 3.5.2.1):

- * Finance Committee
- * Buildings and Physical Facilities Committee
- * Transport Committee

In addition vacancies occur from time to time in the staff of the school. This is an opportunity to involve teachers in recruiting potential applicants (cf. par. 3.3.2.1) especially in view of the finding that teachers feel deprived in this activity (cf. par. 3.2; 5.6.1; 5.6.2). Teachers should also serve on the interviewing panels when a vacancy occurs in their department because, after all, the new recruit will work together with these teachers. In the Gauteng Department of Education, for example, teachers do not participate directly in appointments involving promotion posts but are represented by teacher union observers from a different school (cf. GDE, 1995b).

6.6.3.2 Delegating

The task of delegating is closely tied up with the creation of structures because no structures can be created without corresponding duties (cf. par. 2.1.4). Delegating of school management duties begins at a higher level than the school in that the Education Department delegates its powers to respective Districts and at school level to the Governing Body and the principal (cf. par. 2.3.1).

Participation involves the delegation of management duties to teachers with the accompanying authority and accountability for efficient execution of these duties. This implies that in participatory situations, teachers cannot summarily withdraw from participation structures and fail to execute the delegated management duties. Such actions may well be regarded as dereliction of duty and thus, misconduct (cf. also par. 3.4.4). However, the principal bears the ultimate responsibility for what takes place in the school including the failure of participation efforts.

The role of the participation structures and the methods of involving teachers may be described as follows:

School Management Team

The School Management Team should allocate subjects to teachers because of the reluctance of teachers to participate in this activity (cf. par. 3.3.2.2; 5.3.3; 5.3.7). In

doing this, members of the SMT should meet teachers on a one-to-one basis to allow teachers to understand the scope of their work and what is expected of them. However, other teachers should be apprised of the allocation so that each teacher becomes aware of the equitable distribution of teaching duties. This will resolve possible conflicts resulting from the culture equality.

Teachers' Forum

As indicated above, information about the allocation of subjects may be published to rest of the staff in the Teachers' Forum. Research by Ferrara and Repa (1993) and Perry et al. (1994) and as confirmed in this research (cf. par. 5.3.7), shows that actual and desired participation of teachers in delegating differs according to the duty which has to be performed. Thus, teachers should take final decisions concerning the following activities:

- * Assigning their peers to committees, task forces and teams through elections (cf. par. 3.3.2.2; 5.3.3; 5.3.7; 5.6.1).
- * Admitting and assigning students to class; this should be done by the Admissions Committee composed of teachers (cf. par. 3.5.1.1).
- * Drawing up a composite teaching time table of the school which duty should be done by the Time Table Committee composed of teachers (cf. par. 3.5.1.1).

Delegating is both a management task and a strategy for participation in that teachers may participate in allocating duties while at the same time they should perform the duties thus allocated. It is desirable that teachers should participate in delegating as this will ensure effective execution of duties (cf. par. 3.3.2.2).

6.6.3.3 Co-ordinating

Participation requires a high degree of co-ordination as a result of the involvement of more people in management (cf. par. 2.1.3; 2.3.2). Basically the principal and his management team are charged with the duty of overhead co-ordination of the many activities that take place daily in the school (cf. par. 3.3.2.3). Nevertheless, teachers should be involved in co-ordinating their work especially when sharing

the same subject, grade or standard and in the case of interdisciplinary team teaching (cf. par. 2.1.5; 5.3.7; 5.6.1).

Participation also uses representation far more than traditional management as a result of the impossibility of including everyone whenever a duty has to be performed (cf. par. 2.2.7.4; 2.3.6.3).

Structures indicated in Fig. 6.3 should participate in co-ordinating in the following ways:

School Management Team

The SMT, as already mentioned (cf. par. 6.6.2.1) forms a linking pin structure between the Governing Body and the Teachers' Forum. Additionally, the SMT coordinates the work of teachers who share the same subject, grade or standard. The SMT should also form interdisciplinary teams and initiate team teaching assignments.

Teachers' Forum

Members of the Teachers' Forum appointed as team leaders act as coordinators for teachers who share the same subject, grade or standard. Teachers representatives act as coordinators between the staff and the teams to which they have been elected. By serving on committees which deal with scheduling of activities, such as the Time Table Committee, teachers execute a coordinating function.

Both the SMT and team leaders from the Teachers' Forum can enhance coordinating by engaging in the following activities (cf. par. 3.3.2.3):

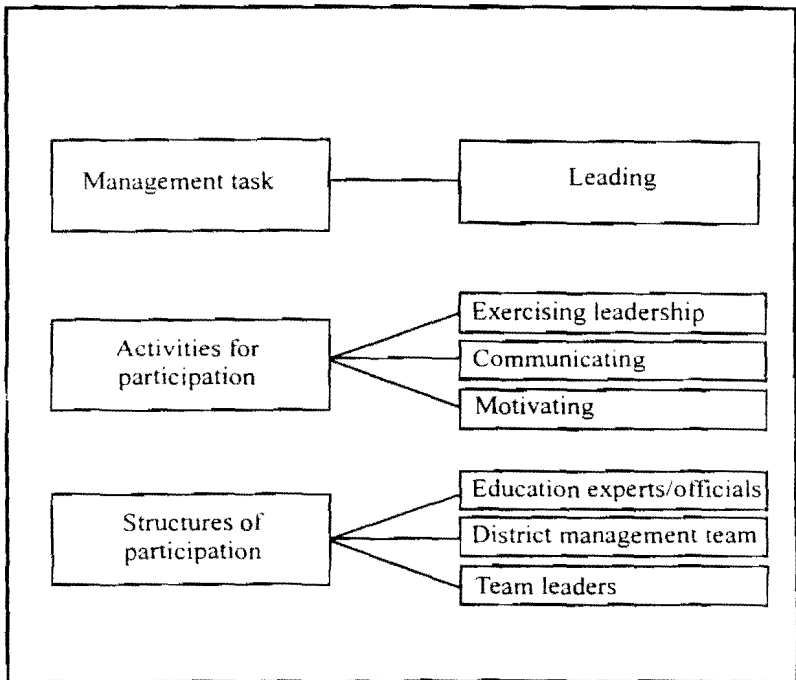
- * Holding consultations with staff and holding meetings on a regular basis (cf. also par. 5.4.2.2).

- Holding one-to-one conversations with staff members
- Giving regular feedback on progress or completion regarding projects done by other teams and by the team itself (cf. also par. 2.1.7)

6.6.4 Participation in the leading task

The management task of leading (guiding) represents the stage of actual execution of duties. Unlike planning and organising, leading is a "hands-on" type of activity. Thus the components of leading in participatory settings, as reflected in Fig. 6.4 below, indicate the involvement of a wider range of structures

FIGURE 6.4
PARTICIPATION IN LEADING (GUIDING)



A discussion of each activity of leading is in order.

6.6.4.1 Exercising leadership

As noted in previous discussions (cf. par. 2.3.2) the leadership role of the principal is acknowledged in participatory settings but then recognition is also given to the leadership of the District Management Team and team leaders within the school (Fig. 6.5). As mentioned earlier (cf. par. 6.3) teacher participation represents a major paradigm shift which involves changing the people in the school with respect to their attitudes, values, norms and relationships (cf. also par. 2.3.3). To achieve such a profound change, leaders in the school should undergo a change by modelling transformational leadership in addition to the usual transactional leadership. This means the leaders should become developers, consultants, and mentors instead of heroes and commanders. In decision making the leaders should clarify and exemplify values (cf. Covey, 1992:284-287).

Members of the structures involved in leading may participate as follows:

Team leaders within the school

The concept of "leadership density" which implies placing teachers in leadership positions in the school regardless of their relative position in the school's hierarchy, should receive attention. Strategies which place teachers in leadership positions should be instituted by the Education Department, viz., career ladders, teachers centre programmes and peer assistance (cf. par. 3.3.3.1). The principal at school level should also place teachers in positions of leadership by using **functional** and **matrix organisational structures**.

In addition the principal should give consideration to the rotation of chairpersons in the Teachers' Forum whereby a team leader giving a report or feedback chairs the meeting (cf. par. 3.5.2.3; 5.4.2.5).

District Management Team

The leading task also involves guiding. The success of participation depends on the implementation of a staff development strategy by the **District Management Team** and education experts and consultants either targeting principals alone or preferably the whole school personnel (cf. par. 6.5.3). During such workshops the method of doing by learning involving role playing activities should be adopted, course content should take actuality problems from the school itself and, as pointed out previously (cf. par. 3.3.3.1; 5.3.4; 5.3.8) teachers should suggest the topics to be covered in such inservice training courses.

The first session should, in any case, aim at developing skills for implementation of participation by focusing on the following topics:

- **Management skills:** Principals need these skills as a result of the tendency towards crisis management resulting from the period of turmoil (cf. par. 1.2; 2.1.7; 2.3.1). Teachers also need these skills to enable them to participate effectively especially in the light of a lack of understanding with regard to management actions as demonstrated in this research (cf. 2.4.2.2; 5.2.3, 5.3.10)
- **Building collaborative relationships:** This is necessitated by the turmoil alluded to previously (cf. par. 2.3.1).
- **Group problem solving** (cf. par. 3.3.1.6).
- **Consensus decision making** (cf. par. 3.3.1.5).

It is important that adequate release time be given to teachers to attend these courses (cf. par. 2.4.3; 2.4.4). If this is not possible, courses should be held during the holiday period or after school hours.

6.6.4.2 Communicating

Participation of teachers in communicating forms the cornerstone of an effective school because open communication builds trust, brings up hidden conflicts and improves relationships (cf. par. 3.3.3.3).

In this investigation it was found that teachers seldom participate in liaising with parents, civic and outside bodies, this duty being performed mostly by the principal even though teachers possess a wealth of information about students specifically and about the school generally (cf. par. 3.3.3.3; 5.3.4; 5.6.1). Thus, principals should ensure that teachers come into contact with these stakeholders as a matter of priority.

The following methods should be utilised to involve teachers in communicating (cf. 3.3.3.3):

- * Team leaders should be involved in articulating the views of teachers on school issues especially in the Governing Body and the SMT.
- * The contents of newsletters to parents should be formulated by the principal with the assistance of teachers.
- * Team leaders should publish a school magazine to which teachers contribute articles.
- * Teachers should hold parents' meetings involving parents whose children attend the teacher's subject
- * Teachers should also address general parents' meetings organised specially for this purpose.

6.6.4.3 Motivating

Although it is argued that motivation is largely intrinsic, consultants and experts as well as teachers may be called upon to motivate teachers and students in a school. One of the most important motivators is a mission or purpose which serves as a beckoning light in the people's endeavours (cf. par. 3.3.1.1).

The role of **educational experts** and consultants in giving motivational talks to teachers is invaluable as a way of motivating teachers. However, teachers should actively participate in this activity by selecting experts to motivate them, arrange symbolic ceremonies to motivate pupils, e.g., career guidance day and graduation

day, and give support to each other in times of happiness and in times of crises and bereavement.

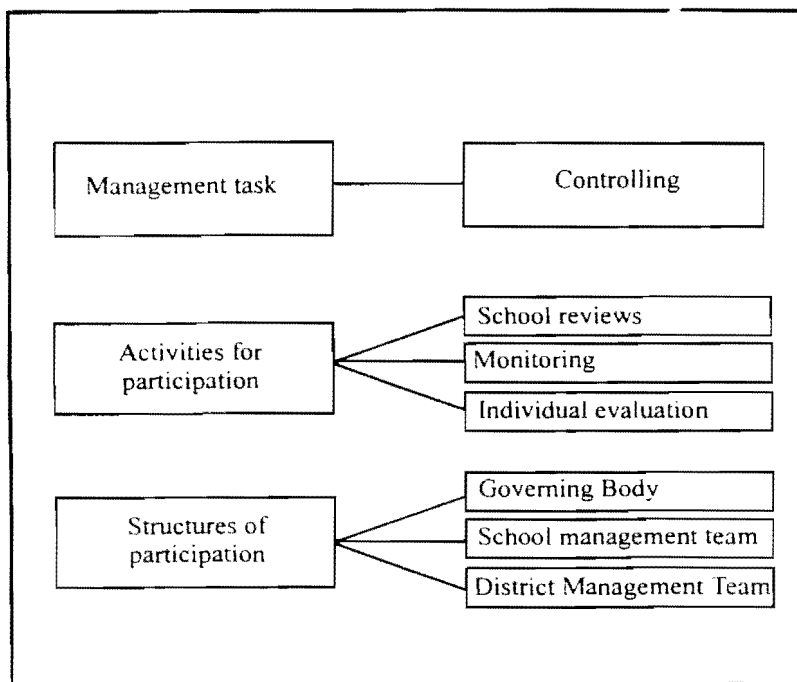
Since this research (cf. par. 5.6.1; 5.3.4) indicates that teachers adequately participate in this activity, the School Management Team and other team leaders in the school should maintain this level of participation.

6.6.5 Participation in the controlling task

Fig. 6.5 below illustrates the activities and structures which enable teachers to participate in the controlling task.

FIGURE 6.5

PARTICIPATION IN CONTROLLING



The components of participation illustrated above (Fig. 6.5) are discussed in detail in the ensuing paragraphs.

6.6.5.1 Monitoring

Monitoring forms concurrent control because it is carried out while work is in progress (cf. Certo, 1983:414). It ensures that corrective action is taken timeously. Due to the myriads of activities taking place simultaneously in the school, the principal must call in the assistance of teachers to monitor and supervise progress. Indications in the present research are that actual participation of teachers in the following monitoring activities is adequate:

- Monitoring and controlling unrest situations (cf. par. 3.3.4.2; 5.3.5).
- Ensuring that students obey school rules (cf. par. 3.3.4.4; 5.3.5; 5.3.9; 5.6.2).

The School Management Team is well-placed to carry out monitoring activities in the school and to involve teachers in this activity. Heads of Department should monitor teaching activities to ensure that teachers achieve weekly objectives in their classes. Teachers should supervise pupils in respect of movements from one classroom to the other thus ensuring that school rules are obeyed. Once a week the SMT should give praise and recognition where objectives have been met, negative feedback where objectives have not been achieved and institute corrective measures.

Members of the Governing Body have a task of keeping a watchful eye over the functioning of the school (cf. par. 3.2). Parents are in contact with their children attending the school and should, therefore, be alert to problems reported by their children. By giving regular feedback to teachers concerning such reports, they will be assisting teachers in their duty of monitoring.

6.6.5.2 Individual evaluations

Due to problems associated with controlling in general (cf. par. 3.3.4.6; 3.3.4) and particularly with teacher evaluations, individual evaluations should be carried out by the **School Management Team** in close cooperation with the **Circuit Manager**.

Teachers show a preference towards being evaluated by senior management in the school rather than by their peers (cf. par. 5.3.5, 5.3.9).

Notwithstanding problems associated with teacher evaluations, supervisor appraisals of teachers involve self-reporting procedures whereby a teacher gives feedback about his/her performance to the supervisor, for example, during the post-class visit meeting (cf. par. 3.3.4.1). Obviously, the task of the SMT begins long before evaluation time. Members of the SMT should focus the attention of teachers on the school mission and thus allow them to build their own private victories on it. In this way, teachers will be eager to report their successes.

6.6.5.3 School review

A school review is carried out by the Governing Body to gauge the performance of the whole school and by the School Management Team to evaluate the performance of teacher teams in the school.

The **Governing Body** should not only concentrate on academic results and financial matters as in traditional management but should also evaluate their own involvement in terms of achieving school-wide goals and objectives. A strategy which may be used is to involve members in filling in a **School Review Check-list**, developed by the members with the advice of the Circuit Manager and consultants. Provision should be made for members to comment on each goal which the Governing Body had set out to do. Members should give reasons why a particular goal was achieved or not achieved.

For purposes of facilitating the completion of the School Review Checklist, the review meeting should be preceded by the application of the Delphi Technique with the executive of the Governing Body and the Circuit Manager acting as a monitoring team (cf. par. 3.3.1.5). In this way, the school review will serve as a springboard for the next cycle of planning.

The same procedures described above, should be used by the **School Management Team** with respect to area-specific teacher teams. This will ensure that every member of the team participates in the school review. However, since the Delphi Technique may be time-consuming considering the great number of teacher teams in an average sized school, teacher teams should **write reports** specifying how the particular team achieved or failed to achieve its objectives and make recommendations for improvement should this be necessary (cf. par. 5.3.5; 5.7.1). Such teacher team reports should be published on the teachers' notice board. Other teachers should then submit their comments to the School Management in order to avert conflicts which may arise from negative criticisms.

The writing of a report is a one-person job (cf. Herrick, 1991:282). Although this appears undemocratic, a report can be drafted quicker by one person than many who will argue about wording, logic and content. However, other team members should be involved in assessing the report and effecting changes. It is much easier for a group to work on a concrete draft than to draft abstract work. The team leader should act as a facilitator when a report is being reviewed while the writer's role is to explain and defend the report. Written reports are permanent records which can be used again and again for further planning and development.

Participation of teachers in determining whether or not school goals are met should top the agenda of an implementation programme of participation (cf. par. 5.3.5; 5.7.1).

6.7 CONCLUSION

This chapter presented guidelines for implementation of teacher participation by way of a model. The realities of different schools makes it imperative for adaptation of these guidelines in terms of local concerns and priorities of school members. Notwithstanding this adaptation process the model should serve as a point of departure in the implementation of participation.

The model presented in this chapter was contextualised according to the components of participation as identified in the literature and empirical research. From the components thus identified the model was developed using the sequential steps of the management process as well as diagrams and verbal descriptions to enhance clarity.

Although the central aim of the model was participation at school level, the enablement and initiation process by higher echelons of the Education Department were also indicated. The participation of other stakeholders was similarly alluded to as a result of the interwovenness of the participation of these stakeholders and that of teachers.

In the next chapter the research is summarised, findings are given and recommendations are presented.