DEDICATION

To my late parents, **CLEOPAS LESIBA MOSOGE** and **ROSIE MATLHAKU MOSOGE**, (may their souls rest in eternal peace), who gave me one mina and to whom I return five (Luke, 19:16).

To my wife, **Ruth Queenie**, and my children, **Matlhaku, Lesita** and **Khomotso**, to whom this work is an answer to many questions.

To all my brothers and sisters who tacitly knew that one day their brother would achieve this highest academic qualification.

Potchefstroomse Universiteit
vir Christelike Hoër Onderwys

TEACHER PARTICIPATION IN SCHOOL MANAGEMENT

M.J. Mosoge
B.A. (S.A.), B.Ed., M.Ed., U.E.D.

Thesis submitted in fulfilment of the requirements for the degree Doctor Educationis in Educational Management in the School of Education at the Potchefstroomse Universiteit vir Christelike Hoër Onderwys

Promoter: Prof. Dr. P.C. van der Westhuizen

Assistant promoter: Prof. Dr. H.J. Steyn

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  To Him I say: "Speak, Lord, for your servant is listening" (I Samuel, 3:8)

OPSOMMING

Die doel van die navorsing was om die wese, omvang en wyse van onderwyserdeelname in skoolbestuur te ondersoek. Die sleutelbegrip van deelname is gedefinieer in terme van standaardbegrippe in die literatuur. Dié begrip is verder ondersoek vanuit 'n verskeidenheid standpunte wat hoofsaaklik op beginsels wat demokratiese teorieë begrond, berus. Die kenmerke, omvang, vorm en gevolge van deelname, asook faktore wat dit beïnvloed, is ook belig.

'n Pragmatiese uitgangspunt is ingeneem om die tweede sleutelbegrip van skoolbestuur te verduidelik. Hierby is ook aangedui hoe bestuurstake, prosesse en strukture in die skool tot diens van onderwyserdeelname gebruik kon word.

Die empiriese ondersoek het gebruik gemaak van 'n vraelys geadministreer op 'n monster van 19 skoolhoofde en 209 onderwysers verbonde aan 40 sekondêre skole. Die ondersoekinstrument het gefokus op die eie opinies van respektiewelik skoolhoofde en onderwysers betreffende werklike en verlangde deelname van onderwysers, strukture en prosesse geïmplementeer om deelname te verhoog en gevolge van deelname vir die skool en sy lede.

Statistiese tegnieke is in die empiriese studie gebruik wat die meet van frekwensies, berekening van gemiddeldes, standaardafwykings en die t-toetse insluit. 'n Hoofbevinding van die ondersoek was dat 'n meningsverskil tussen skoolhoofde en onderwysers bestaan oor wat die omvang van onderwyserdeelname is en behoort te wees, maar dat albei saamstem dat onderwysers onthef word van deelname aan alle bestuursaktiwiteite, veral wat beplanningsaktiwiteite betref.

'n Model, gebaseer op 'n ontwikkelingsveranderingstrategie is voorgestel om riglyne daar te stel ter implementering van onderwyserdeelname. Die fundamentele aanbeveling was dat, in terme van deelname, skoolbestuur 'n proaktiewe, medewerkende spanwerk tussen skoolhoofde en onderwysers moet wees.

SUMMARY

The purpose of this research was to investigate the nature, extent and forms of teacher participation in school management. The key concept of participation was defined in terms of concepts commonly used in the literature and explored from a variety of standpoints based mainly on the tenets of democratic theory. Characteristics, extent, format and outcomes of participation were stipulated as were factors influencing participation. A pragmatic approach was adopted to explain the key concept of school management indicating management tasks, processes and structures employed to effect teacher participation.

The empirical research utilised a questionnaire administered on a sample of 19 principals and 209 teachers attached to 40 secondary schools. The research instrument focused on the respective opinions of principals and teachers concerning actual and desired participation of teachers, structures and processes employed to enhance teacher participation and effects of participation on the school and its members. Statistical techniques used in the empirical study included measures of frequency, computation of means and standard deviations and the application of t-tests.

A major finding emanating from the research was that while principals and teachers differed in their perceptions on what is and ought to be the extent of teacher participation both agreed that teachers were deprived of participation in all management activities especially with regard to planning activities.

A model, based on a developmental change strategy, was proposed to guide implementation of teacher participation. The bottom line recommendation was that, in terms of participation, school management should be a proactive, synergistic and empathic teamwork between principals and teachers.

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CHAPTER 1

ORIENTATION

1.1 INTRODUCTION

The spirit of democracy which has engulfed the RSA in recent years, is beginning to take root in schools through the introduction of new educational policies stipulating participation of stakeholders in school governance. The success of participative management techniques in the labour-management relations in the workplace, augurs well for the implementation of similar techniques in educational settings.

At school level, militant teacher unionism has forcefully brought home to principals that to manage a school does not only depend on their legal authority but also on their ability to elicit the enthusiastic support and loyalty of teachers by involving them in school management. This makes it imperative to search for the best way of creating and perfecting access by teachers to decision making structures in the school.

This chapter commences this search by providing an orientation to the present study. A statement of the problem is elucidated, aims of the research are stipulated, and the methods of achieving these aims are presented. To enhance understanding, a composition of the research chapters is provided.

1.2 STATEMENT OF THE PROBLEM

The literature points to the fact that the overall effective operation of the school is enhanced when principals develop collegial relationships and involve teachers in problem solving and decision making (Duttweiler, 1989:7). It is generally acknowledged in theory and practice that meaningful participation of subordinates in organisational decision making yields substantial benefits to the individual and the organisation. In this respect, participation is deemed to increase morale and productivity (Johnstone & Germinario, 1985:91; Chapman, 1988:57); elicit acceptance and commitment of members to decisions (Weiss, 1992:3); and more importantly, contribute to improved student achievement (Benson & Malone, 1987:244; Perry et al., 1994:605; Bernd, 1992:68).

Schools are considered to be participatory in nature because of the close co-operation of principals and teachers (Thomas & Egdemon, 1984:89). Conley et al. (1988:268) argue that "old forms" of participation already exist in schools while Paisey (1981:99) refutes assertions that one man - notably the principal - makes all decisions. What is required, therefore, is merely to increase teacher participation in order to make school policy and management more responsive to changing societal needs (Pashiardis, 1994:14).

Perceptions of teachers and principals differ concerning what is and what ought to be the level and extent of teacher participation in school management (Pashiardis, 1994:14). As a result of their comparatively high level of education, teachers are inclined to feel that they can make useful contributions to school management (Benson & Malone, 1987:244; Midgley & Wood, 1993:245). Teachers already carry out management tasks with respect to their classrooms (Conley et al., 1988:265) and thus, it makes sense that they should now express the desire to participate in school-wide managerial functions (Schneider, 1984:31).

Principals, as a rule, are reluctant to accept teacher participation. Apparently principals view participation as a further erosion of their proscribed authority resulting from controversies relating to the legitimacy of their positions (Mosoge, 1993:20). The fact that the principal is legally accountable and bears the ultimate responsibility for the efficient management of the school, makes him reluctant to relinquish some management functions to teachers, especially against the backdrop of some teachers who can hardly carry out their teaching duties efficiently (Bolin, 1989:84).

Principals who attempt to apply participation are often confounded by teacher apathy (Dryden, 1984:37). Some teachers resent making decisions which they consider to be the principal's job in the first place (Garcia, 1986:51). While many teachers are eager to participate in making decisions, very few are enthusiastic in carrying out actions emanating from those decisions. Apparently they do not want to perform additional duties without an increase in pay (Starratt, 1996:107). Some teachers are reluctant to accept the responsibility and accountability related to participation in managing the school. Unfortunately, the new educational policy, while emphasising teacher participation (DE, 1995, 1996), pays scant attention to the issue of accountability.

Generally, teachers do not want to participate in issues they regard as trivial or those that lie outside their expertise and jurisdiction (Bergman, 1993:48; Perry et al., 1994:605; Owens, 1991:280). Notwithstanding the occasional teacher's vociferous demands for participation, the desire for participation is not evenly distributed in a school and the assumption that the desire to participate will lead to actual and sustained participation is incorrect (Riley, 1984:36).

In spite of the problems associated with participation as illuminated above, it cannot be denied that participation is a sound management principle (Van der Westhuizen, 1995c:155-156). The involvement of subordinates in management decisions is not new either (Perry et al., 1994:605). The literature indicates that participative management techniques form an inherent part of the Japanese management model (see, for example, Aquila, 1983). Participative approaches are increasingly being adopted in Western countries, such as, the USA, England and Germany.

In the RSA, however, especially in the former education for Blacks, participation is either minimal or non-existent. This is possibly due to the inequalities of the past when a minority section of the population enjoyed the highest participation rates while the same was denied to the majority of the population (DE, 1995:18). Moreover, years of turmoil in the struggle against apartheid education resulted in conflict between principals and teachers.

It appears, then, that research on teacher participation should answer the following questions:

* What is the nature of participative management?
* What forms of participation exist for teachers in a school?
* To what extent and level should teachers participate in the management of the school?
* Who should be involved and in which issues?

1.3 AIMS OF THE RESEARCH

The research will be guided by the following aims:

- **Aim 1** : To investigate the nature of participative management.
- **Aim 2** : To examine the forms of participation which exist for teachers in a school.
- **Aim 3** : To determine empirically the nature, extent and forms of teacher participation in school management.
- **Aim 4** : To provide guidelines for implementation of teacher participation in the management of the school.

1.4 METHODS OF RESEARCH

In order to achieve the aims stated in par. 1.3 above, the following methods of research were employed:

1.4.1 Literature study

A literature study aimed at gathering information on the nature of participative management and at assisting in identifying and defining variables of teacher participation was conducted.

Both primary and secondary sources were consulted. A DIALOG- and NAVO-search were carried out using the following descriptors:

> participative management, participative decision making, teacher participation, management teams, teacher influence, empowerment, democratic management, school based management.

1.4.2 Empirical research

1.4.2.1 Instrumentation

Two instruments recently constructed in America by Russel et al. (1992) and Ferrara (1993) respectively were procured. These instruments served as useful reference

works for the construction of a two-part questionnaire suitable for the population under study and the conditions in the schools under investigation. The first part of the questionnaire probed into personal and school details as a basis for operationally defining the variables of participation.

The second part of the questionnaire aimed at determining the nature, forms and extent of teacher participation in school management. This was based on the classic theory of decision involvement by Alutto and Belasco (1972) which defines three conditions of involvement, viz., deprivation, equilibrium and saturation. These three conditions were determined in the management tasks planning, organising, leading and controlling.

Two questionnaires were developed: one for the teachers and the other for the principals. The two questionnaires were, however, identical, differing only in the leading question in Section 2 which was aimed at eliciting responses from the principals concerning teacher participation.

1.4.2.2 Population and sampling method

The population consisted of a sample of 300 teachers and 40 principals out of a target population of 1 012 teachers overall.

A stratified two-stage cluster sampling procedure was used whereby a random sample of schools were selected from each of the three education areas. Then, from each of the selected schools a further sample of teachers was selected and involved in the research with the principal of the selected school automatically included in the sample.

1.4.2.3 Statistical techniques

With the assistance of the Statistical Consultation Service of the PU for CHE, statistical measures of frequencies, central tendency (mean), variability (standard deviation) and both an ordinary and a paired t-test were used to analyse data.

1.5 COMPOSITION OF THE RESEARCH CHAPTERS

The research is divided into the following chapters:

Chapter 1: Orientation.

Chapter 2: The nature of participative management.

Chapter 3: Forms of teacher participation in the management of a school.

Chapter 4: Empirical research design.

Chapter 5: Presentation and interpretation of data.

Chapter 6: Guidelines for implementation of teacher participation.

Chapter 7: Summary, major findings and recommendations.

1.6 SUMMARY

In this chapter an orientation to the research was given. This involved a brief motivation underlying the research, a discussion of the research problem, stipulation of the aims of the research and an indication of the methods employed to achieve the research aims. The population and sampling techniques were also indicated, as was the composition of the research chapters.

In the ensuing chapter the nature of participative management is detailed