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Strategies for increasing community participation in school decision-making processes

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STRATEGIES FOR INCREASING COMMUNITY PARTICIPATION
IN SCHOOL DECISION-MAKING PROCESSES

BY

GRAEME LOCK B.Ed., Post-Grad. Dip. Ed. St..

A Thesis Submitted in Partial Fulfilment of the
Requirements for the Award of

Master of Education

at the School of Education, Western Australian
College of Advanced Education.

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Abstract

The aim of this study is to develop, by a deductive approach, a framework of strategies which would assist school administrative teams to form a school-based decision-making group. Specifically, the strategies are aimed at increasing the participation of non-school-based community members in school decision-making processes.

Three focusing themes - the need for an overall plan, the availability of adequate time and the provision of sufficient financial resources - are used as the structure for the literature review. Within these themes a number of strategies are identified which are relevant to the purpose of this study. Using a deductive approach, these strategies are assembled into a conceptual framework. The developed conceptual framework is suitable for most school situations in systems where much of the administrative functions of schools has been devolved to the school level. Some of the significant strategies in the conceptual framework were found to be the formation of an implementation team; organization of a timetable; the development, implementation and consideration of a community analysis; anticipation of difficulties; the establishment of an effective communication system; the development and implementation of specific

motivational strategies; and evaluation of the change process.

Although the conceptual framework is suitable for most schools, there may be some schools with certain characteristics where implementation of the outlined strategies would not be appropriate. In these cases modifications should be made to the conceptual framework of strategies. This study examines two situations where modifications could be required. In discussing the suggested modifications, the versatility of the conceptual framework is established as well as its validity and reliability.

Declaration

I certify that this thesis does not incorporate without acknowledgement any material previously submitted for a degree or diploma in any institution of higher education; and that to the best of my knowledge and belief it does not contain any material previously published or written by another person except where due reference is made in the text.

Graeme Lock



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CHAPTER I

INTRODUCTION

School-based decision-making seems to be a current innovative feature of the State education systems in Australia over the past decade. Whereas the school systems previously had been characterized by centralized bureaucracies since the foundation of the States, now a definite trend appears to have been established towards decentralizing much of the administrative functions of those systems to the administrative unit of the school. Such a trend has given rise to the emergence of school-based decision-making groups.

In Western Australia, recommendations outlined in the Beazley Report (1984) and the Better Schools in Western Australia: A Programme for Improvement (1987) document directed government schools to establish school-based decision-making groups. These groups were to include teachers, parents, other members of the community and, where appropriate, students. In addition, these groups were to assume a wide range of responsibilities including some policy-making and administrative functions which justifiably could be viewed to lie within school level decision-making capabilities and jurisdiction. However, such a

requirement for change posed considerable challenges and difficulties for the schools, especially administrators, teachers, parents and community members.

Schools which have traditionally operated on one administrative approach were required to review their entire mode of operation. Principals who had entered and followed a career path in which the principalship was established in a particular way, now found an entirely new form of administrative leadership to be necessary. The inevitability of the changes, and their reality, called for the immediate provision of professional development programs and a variety of support structures for school level administrators. One facet of change for which only limited support seemed to be available was in the matter of establishing school-based decision-making groups, where previously there had been no such groups. What were some of the preferred ways to implement school-based decision-making groups? What difficulties could be foreshadowed? What if the community or the school staff did not want a school-based decision-making group?

This study addresses the whole domain of implementing a school-based decision-making group. Specifically, the major focus is on non-school-based community

members. The nature of the study will be to deduce from the literature a conceptual framework of implementation processes (strategies) which school administrative teams could use as a plan to help them undergo the required change. Such a plan should prove invaluable to principals, teachers and parents as they proceed into new territory and take on responsibilities which previously had been held by other sectors in the bureaucratic organization.

BACKGROUND

The Report of the Committee of Inquiry into Education in Western Australia (The Beazley Report) (1984:268) recommended, "That all school communities (staff, parents, students and others) in government schools be offered a description of a range of alternative organizational procedures from which the school will develop means of obtaining a community contribution to school-based decision-making" (recommendation 154). Recommendations 155 to 158 in the Beazley Report (1984: 273-275) collectively suggest that to implement recommendation 154 pilot studies should be initiated to discover successful methods of community participation in school decision-making; suitable printed and audio-visual materials be prepared on the subject of community participation in school decision-making and for parents to better understand

the education system; and consultants should be made available to assist schools in overcoming barriers to community participation in school decision-making.

The movement towards community participation in school decision-making was given further momentum in the Better Schools in Western Australia: A Programme for Improvement (1987:11) document which stated that, "To ensure accountability to the local community, a more collaborative approach to school management needs to be developed. A formal decision-making group should be established in each school to represent the community and the staff, and allow appropriate participation by students".

Influences on the Western Australian government's policy to establish community participation in school decision-making have emanated from a number of sources which should be considered as part of the background to the current research. Essentially these influences can be categorised as political; socio-economic; philosophical/educational; and industrial and popular.

Political influences have occurred as governments and political parties, at both federal and state levels, have been increasingly favouring the concept of decentralization of government services. The government in Western Australia has been explicit in

this movement, both in general, as evidenced by the White Paper on "Managing Change in the Public Sector" (Government of Western Australia, 1986), and in relation to education through the Beazley Report (1984) and the Better Schools Programme (Ministry of Education, 1987). Other state governments in Australia have also encouraged wider participation in school decision-making. Documents published by the Minister of Education of Victoria (1983), the New South Wales Department of Education (1974), and the substance of "School Councils - A Summary of the Report of the Working Group on the Establishment of School Councils for State Schools in New South Wales" (n.d.) provide evidence of this encouragement. Similar evidence in relation to education exists at the federal level in documents published by the Curriculum Development Centre (1981), the Community Participation in Schooling Committee (n.d.), and the Commonwealth Schools Commission (1987).

Closely interrelated with the political factors are socio-economic influences favouring devolution of decision-making responsibilities. The basis of the socio-economic argument is the need to increase the impact of public sector spending in a time of economic restraint. The locus of accountability can be changed by shifting decisions about needs and use of resources to the local level. Documents cited within the

discussion of political influences all expressed the need to make public money go further. Reference is also made about the desire for individual school communities to initiate or participate in decisions about resource use in schools by the Commonwealth Schools Commission (1984 and 1987).

One of the initial inquiries into education in Australia which discussed community involvement in school decision-making in educational and philosophical terms was the Karmel Report (1973). In general terms this report indicated that community involvement in school decision-making would lessen the school's isolation, extend its educational influence, reinforce pupil motivation, and increase direct accountability to the community.

Several writers, notably Pettit (1980), Hughes (1981) and Brown et al. (1987) discussed these improvements in more specific terms. They referred to the development of 'ownership' of decisions and subsequent practices. This sharing in decision-making should ensure that students, teachers, parents, and other members of the community will commit themselves to the school, which will result in positive identification, decreased alienation, and the availability of a greater range of human resources. Pettit (1980), Hughes (1981) and Brown et al. (1987) further argued that wider participation in the decision-making

process is the most effective way of ensuring that decisions made will accurately reflect local and national objectives. Community members should therefore be provided with accurate and responsible knowledge of the decisions being made. In addition, these three writers proposed that devolution of decision-making responsibilities should also create an effective way of teaching the community about education, resulting in a community which is prepared to accept responsibility for their school.

Industrial and popular pressures for wider participation in decision-making processes are emanating from trade unions and the public in general. In relation to education this demand is being fuelled by media reports and the opinions of employer groups. The State School Teachers Union of Western Australia (1987) has expressed support for the devolution of the decision-making process in schools on the condition that decisions reached by the decision-making body cannot be vetoed by the principal. Popular pressures to widen participation in the school decision-making process are discussed by Pettit (1980) and Andrews (1987). Both writers referred to the emergence of a generation of young, well-educated and articulate parents who are greatly concerned about the quality and nature of education,

provided by what could be perceived as distant, unresponsive, isolated and arrogant schools.

The political, socio-economic, philosophical/educational and, industrial and popular influences have contributed to the trend on the establishment of school-based decision-making groups. The culmination of these pressures, over a period of time, have caused the government in Western Australia to initiate policy directives on this issue. Such directions have appeared in the Beazley Report (1984) and the Better Schools in Western Australia: A Programme for Improvement (1987) document. Collectively these documents have stipulated that government schools in Western Australia must form their own school-based decision-making groups.

NEED FOR THE STUDY

Problems identified by several observers in relation to the implementation of community participation in the decision-making process in Australian schools have highlighted the need for the development of a set of guidelines or strategies which may facilitate a smoother transition to this new decision-making process. Among the observers who have identified such difficulties were Chapman and Boyd (1985), who investigated the implementation of community

participation in the decision-making process in schools in Victoria. The findings of this study may provide solutions to some of the problems being encountered by schools in Victoria.

In Western Australia observers are pointing out that problems are already being encountered by school administrative teams as they attempt to implement the government directives on the establishment of school-based decision-making groups. Since 1985 numerous district level meetings for principals have been conducted on the changeover process, yet in 1989 principals continue to face problems. School administrative teams have indicated that the change process has been characterized by a lack of both clear guidelines and material resources. This study may contribute to overcoming the problems being faced by school administrative teams, in Western Australian schools, in their attempts to manage the change to a more decentralized form of administration.

Schools and school systems considering the formation of school-based decision-making groups may have been deterred by the problems being encountered in Victoria and Western Australia. The information discussed in this study may demonstrate that these problems are not insurmountable. To some extent this study may even contribute to any overall plan adopted by a school or

school system if a decision is made to form school-based decision-making groups.

Chapman (1987) in her assessment of the Victorian experience, and the Picot Report (1988) which recommended decentralizing school decision-making in New Zealand, both discussed the advisability of forming an implementation team to manage the change process. However, although general comments were made about such an implementation team, specific information was not forthcoming on issues such as the composition of the team and its function. This study will make recommendations on these issues.

The qualitative meta-analysis of the literature undertaken in this study revealed a comparative dearth of Australian research on school-based decision-making. The majority of publications on school-based decision-making emanated from North America. Additional information on school-based decision-making, from an Australian perspective, may be contributed by this study.

The need for this study can thus be summarized in terms of suggesting solutions to problems being encountered in schools as they attempt to form decision-making groups, providing a basis on which plans to decentralize school decision-making can be

formed, outlining specific information on the formation and function of implementation teams which could manage the decentralizing process, and contributing to the number of Australian publications on school-based decision-making.

PROBLEM QUESTIONS

Two problem questions will guide the direction of this study.

1. What is the nature of the process (strategies) of implementing a school-based decision-making group in relation to non-school-based community members?
2. How might these implementation processes be useful to those involved with decentralized administration?

Unlike most research studies this investigation has only a limited theoretical base upon which it can be focused. In the literature there seems to be a variety of related concepts and constructs, but no single existing theory. Therefore, as this study is essentially a theory-building exercise, existing theory is not being tested. To this extent the study will be relying on deductive logic as the major method

of research. Consequently, the research problems, as stated, will form the skeletal framework on which this study is based.

SIGNIFICANCE OF THE STUDY

The successful implementation of the proposed changes to school governance, as outlined in the Beazley Report (1984) and in Better Schools in Western Australia: A Programme for Improvement (1987) is critical if the functioning of schools is to remain unimpaired. To ensure successful implementation of the proposed changes school administrative teams should be provided with a set of processes or strategies which will help them overcome any difficulties they may encounter. This study will provide a set of strategies, derived from the available literature, which school administrative teams could use to motivate non-school-based community members to participate in school activities, the change process and the proposed decision-making body.

The strategies to increase community participation in school decision-making processes which are discussed in this study, should cover most school situations and contingencies. They should provide preferred formats which may be followed and ways of thinking about the

kinds of issues and difficulties which are likely to emerge. However, the strategies do not provide ready-made solutions to every problem which school administrative teams may encounter in undertaking the change toward the proposed new decision-making structure in Western Australian government schools.

DEFINITIONS OF KEY TERMS IN THE STUDY

Community

Community is a concept which needs to be considered in terms of psychological boundaries rather than physical boundaries. The concept of a community could therefore be deemed as including any person who has an interest in or an influence on the school. In Western Australia this would include the Ministry of Education.

Non-School-Based Community Members

As the specific thrust of this study is towards non-school-based personnel, such as parents and other community members not employed as teachers at the particular school, the definition of community needs to be more specific. Consequently, for the purpose of this study, the concept of non-school-based community members refers to those people who neither work at nor

attend the school in question, but who have an interest in or an influence on the particular school.

Participation

Participation refers to individuals or groups making a contribution to an activity or process. In relation to school decision-making, participation allows individuals or groups to be part of the decision-making process. In other words, these individuals or groups have the responsibility of making decisions along with the corollary of accountability for these decisions.

School Decision-Making Process

School decision-making process refers to the activities involved in making various decision at a school level. Examples of the types of decisions include setting the broad school policies, establishing a resource management plan and overseeing the expenditure of school funds. Throughout this study the use of the terms school decision-making process and school decision-making refer respectively to the processes which the school decision-making body proceed through in working toward a decision and the act of making the decision.

OUTLINE OF THE STUDY

Chapter II provides a review of the literature using a number of focusing themes as a framework. A qualitative meta-analysis of the literature is also undertaken in this chapter, which provides some useful information in relation to the references used in this study. Such information includes the types of documents, dates of publication, geographic area of origin, and an analysis by aspect of increasing community participation in school decision-making processes.

In Chapter III the ideas discussed in the literature are deduced into a conceptual framework of strategies suitable for most school situations. The proposed strategies are discussed in detail, thereby providing school administrative teams with a functional plan on how to instigate the formation of a school-based decision-making group.

Chapter IV considers school situations in which the strategies discussed in Chapter III may have to be modified. Such modifications may be due to characteristics peculiar to certain school situations. Two case studies form the basis of the discussion in this chapter.

The final chapter, Chapter V, provides a summary of the study, along with the conclusion. In addition, the limitations of the study are discussed and suggestions for further research are proposed.

SUMMARY

The purpose of this chapter was to introduce the major focus and nature of the study. The major focus was identified as the implementation of a school-based decision-making group, with emphasis on non-school-based community members. The nature of the study was to use a deductive approach to develop a conceptual framework of strategies by which a school-based decision-making group could be formed. Immediate influences on the movement towards the establishment of school-based decision-making groups were discussed with reference to the Beazley Report (1984) and the Better Schools in Western Australia: A Programme for Improvement (1987) document. Long-term influences on the formation of school-based decision-making groups were also discussed. Such influences were characterized in terms of political, socio-economic, philisophical/educational and, industrial and popular pressures.

The need for the study was outlined in relation to providing solutions to problems which some schools

have encountered in the implementation of school-based decision-making groups; providing a plan which schools could use to form school-based decision-making groups; discussing the formation and function of an implementation team to manage the change process; and contributing to the number of Australian publications on school-based decision-making.

Two problem questions were outlined which guided the direction of this study. An indication was made that these problems should not be regarded as research questions, but provided the skeletal framework of the study. A problem-question approach was used because this study is essentially a theory-building exercise, derived from a limited theoretical base.

The study was argued as being significant in terms of providing school administrative teams with a set of strategies which could motivate non-school-based community members to participate in school activities, the change process and the proposed decision-making body. A statement was made that although the strategies were suitable for most Western Australian school situations, they do not provide solutions to every problem which school administrative teams may encounter in the formation of school-based decision-making groups.

The key terms defined in this study included community, non-school-based community members, participation and school decision-making process. Finally, an outline of the entire study was described.

CHAPTER II

REVIEW OF THE LITERATURE

INTRODUCTION

An absence of theory on which to base this study has been revealed by the literature research process. Consequently this study has involved synthesizing a number of related rationale and theoretical constructs from throughout the literature on school-based decision-making groups and devolution of administrative responsibilities.

The review of the literature was undertaken within the context of three focusing themes. These focusing themes were derived from information which a number of researchers discussed on various aspects of schools and their communities. Prior to the review of the literature consideration should be given to the derivation of the focusing themes.

Among these researchers were Chapman and Boyd (1985), who uncovered the sources of problems being encountered in the implementation of school-based decision-making groups in Victorian schools. The sources of the problems included the provision of inadequate support; the imposition of an unfeasible

timetable under which the change should occur; a gross neglect of the need for retraining and in-service courses designed to foster the learning of the new attitudes and roles fundamental to the new style of management; inadequate transformation of sources of power and resources from the traditional bureaucracy; principals not being given sufficient detail pertaining to the advantages of devolution; and animosity caused by the government's perceived disrespect for principals. Further comment on the Victorian situation by Chapman (1987) reiterated the findings of Chapman and Boyd (1985), and added the failure by the State government to give attention to decentralization processes and logistical issues - due to the lack of an organizational implementation team - to the list of problems.

Byrne and Powell (1976), in their discussion on establishing a sound communication program as a strategy to strengthen school-community relations, highlighted the need for a commitment of time, resources and personnel if success was to be achieved. Gorton (1983) added further weight to this argument by stating that it takes time to increase community involvement and to improve other aspects of school/community relations. Casner-Lotto (1988) provided evidence of a school improvement program in Indiana which had worked because elements such as

training, money, support from the central administration and provision of information had been forthcoming.

The information discussed by Chapman and Boyd (1985),^{*} and Chapman (1987), not only vindicated the views of Byrne and Powell (1976), and Gorton (1983), but is supported by the research of Casner-Lotto (1988). Any discussion attempting to develop strategies by which decentralization of decision-making processes in schools can be implemented should take into account the information outlined by these researchers. From this information three focusing themes can be distilled. These focusing themes should be in evidence if the changeover to community involvement in school decision-making processes is to be successful, thus overcoming difficulties such as those outlined by Chapman and Boyd (1985), and Chapman (1987). In essence the focussing themes can be described as:

- (1) the need for an overall plan;
- (2) the availability of adequate time;
- (3) the provision of sufficient financial resources.

Although these themes, and the strategies identified in each, have been analysed separately, this division is purely arbitrary for study purposes. In reality the

themes, and their associated strategies, are interdependent upon each other.

The review of the literature commences by examining proposed strategies to increase community involvement in another human service organization, namely, the Health Systems Agency Scheme in the United States of America. This provided an interesting comparison to increasing community participation in the decision-making process in schools. The ideas outlined in the discussion on the health service scheme provided an ideal introduction to the review of the literature in relation to one of the focusing themes - the need for an overall plan. In turn, the review of the literature then examines the remaining focusing themes - the availability of adequate time and the provision of sufficient financial resources. The penultimate section of the chapter includes a qualitative meta-analysis of the literature. The chapter concludes by summarizing the revelations of the review of the literature and introduces the contents of Chapter III.

Strategies to Increase Community Involvement in the Health Systems Agency Scheme

Reference to associated human service organizations,

particularly community health schemes, provides a comparative perspective about community participation in a social service. In the United States, Sherry and Lipschultz (1984), have discussed the importance of consumer participation to realize Health Systems Agency goals, and in doing so, outlined a consumer education program to encourage participation. They emphasized that such a program must be designed and implemented in a manner which enhances the leadership and advocacy capabilities of the program participants; develops their identification with and accountability to their constituency groups; and promotes a network among individuals within and outside the Health Systems Agency who have common concerns and can develop cohesive positions and plans.

Using workshops as a basic educational tool, and keeping in mind the three aforementioned criteria, Sherry and Lipschultz (1984) proposed eleven strategies by which consumer participation can be increased. Essentially these strategies included focusing on a specific event which will invite active and/or passive participation from the target community groups; extending outreach efforts to the greatest number of individuals within the target group to increase the base of eventual activities; finding key leaders (formal and informal) within each target group who will actively support the program and promote

participation by their group; activating involvement of different constituency groups by appealing to their particular vested interest; identifying and relating to participants as representatives of their constituency rather than autonomous individuals; stressing the commonality of concerns among diverse groups to build solidarity and to emphasize the potential of collective action; underscoring inequities in the system to impact participants on an emotional level while concurrently directing participants to immediate outlets for action; involving participants in events which will provide them with tangible rewards and outcomes which are likely to be successful; implementing the organizing efforts, considering a form and style with which the community can identify; providing substantive information in a manner which is comprehensible, relevant and usable by the community advocate; and structuring each phase of the organizing effort activities which will meet the personal and social needs of those involved.

The consumer education program outlined by Sherry and Lipschultz (1984) contains a wealth of information that could be adapted within procedures designed to facilitate the implementation of community participation in the school decision-making process. As will be observed the review of the literature will

uncover ideas developed both in theory and from research which have a strong resemblance to those of Sherry and Lipschultz (1984). The fact that Sherry and Lipschultz (1984) outlined a complete education program provides an ideal introduction to the next section of the literature review - the need to establish an overall plan by which change to community participation in school decision-making processes can be undertaken.

THE NEED FOR AN OVERALL PLAN

As any review of the literature is likely to reveal, the need for planning, structuring and establishing a set of procedures to undertake change to community participation in school decision-making processes is convincing. The literature reveals various aspects pertinent to this study including developing community involvement in various school activities and functions, and undertaking change within schools.

Developing Community Involvement in School Activities and Functions

Several writers pay attention to involving the community and parents in various aspects of school activities. Estes (1974) outlined methods to marshall community leadership to gain support for public

schools. From his discussion a number of key elements can be identified. The character of the leadership was seen as being of significance, and elements listed within this context included integrity, commitment, political astuteness, stamina, and energy. Community leadership groups need to be identified and a working relationship should be established with them. Input from all leadership groups must be considered to gain and maintain their support. The school leadership should establish a regular relationship with groups which have power, visibility and organization, and a two-way exchange of information is necessary.

Bridge (1976) suggested some guidelines to encourage effective parent participation in school innovations. Efforts to ensure that parent participation would be effective involved identifying the clienteles into which parents cluster. In determining the degree to which parents could participate, the school leadership needs to clearly and publicly state the areas of parental involvement in relation to decision-making. The productivity of parent participation will be enhanced by clearly stating objectives. Communication was identified as being important, and a wide range of communication channels should be used to ensure maximum coverage among the school community. A time framework needs to be considered when implementing the strategies to encourage parent participation - it

takes more time to involve parents in constructive innovations rather than when parents perceive a threat to their own interests.

The establishment of a collaborative process in school decision-making was examined by Ryan (1976). The essence of Ryan's (1976) findings stated that establishing and building a partnership with members of the school community are tasks that need to be undertaken by the incumbent school administrator. Having developed this partnership, the school administrator must demonstrate leadership in discussion by actions such as introducing new ideas, clarifying issues and offering encouragement.

Strategic planning is an essential element to successfully implementing a collaborative process in decision-making. If this element is lacking, according to Ryan (1976), the chances of success diminish. Effective and wide-ranging communication procedures should be adopted, and every effort must be made to obtain feedback on the strategies being implemented. The aim of the exercise needs to be clearly established, thus providing the participants with a clear goal and ensuring the development of a common purpose. Successful implementation of the aim of the change will be further enhanced by the identification of actual and potential problems, and

preparing effective solutions to overcome them. Hence Ryan's (1976) findings on the establishment of a collaborative process in school decision-making seem to parallel the ideas presented by Sherry and Lipschultz (1984) in their outline of a consumer education program to encourage participation in the Health Systems Agency Scheme.

The provision of a series of guidelines by which principals can work with the community was undertaken by De Lellis (1979). He began with an examination of communication procedures and insisted that these need to be developed. Improvements, where necessary, should be implemented, and if past communication has been limited, then a gradual expansion should occur. Any improvements to communication procedures must ensure that information becomes disseminated to all segments of the community.

De Lellis (1979) commented that community groups, such as business and recreational organizations, should be personally approached by the principal to facilitate the development of an effective relationship. Undertaking this task thereby enables the principal to expand his circle of association and to establish new relationships. The purpose of school-community relationships should be identified and any defined goal must be attainable. In solving problems,

establishing procedures or assigning tasks the principal is urged not only to seek consensus, but to be "open" in any discussion.

Attracting previously uninvolved groups into the school decision-making process has been examined by Beacham and Hoadley (1979). They have suggested a number of techniques that school administrators can use to successfully undertake such a task. Information about the uninvolved groups needs to be obtained to acquire an accurate description of the existing situation. Expanding formal and informal contacts allows for realistic exchanges of information to take place, as well as providing the opportunity to establish mutual trust, respect and understanding. Specific techniques to maximize contacts include person-to-person techniques, mass-media techniques, and sending letters home. Beacham and Hoadley (1979) also discussed the desirability of building up a realistic school profile, containing both hard data and perceptive comments from a range of people with experience of the school. They claimed that such a profile would provide the school administrator with an accurate perception of the characteristics of the school community in general. In addition, this perception would allow the derivation of motivational techniques to maximize effective participation, and the identification of impeding factors, to which

strategies can be applied to minimise their impact. According to Beacham and Hoadley (1979), the plan for the entire process must allow time for the chosen approaches to be formulated and implemented, for a lack of adequate time could preclude the use of some strategies. Once motivated to participate, community members need to be trained, through in-service activities, in the development of both content and process skills to ensure effective participation.

In the United States, the issue of establishing mechanisms to link schools undergoing desegregation with their community primary groups was analysed by McNeely (1983). Using mass media was suggested as a means of gaining contact with the broadest number of people. The establishment of positive relationships with opinion leaders, thus ensuring the clarity of the intentions of messages, will further enhance the effectiveness of communication's procedures. The appointment of a detached expert, a professional person who has skills which may be generalized to diverse situations, will further enhance accuracy of information dissemination, particularly in face-to-face situations. Meaningful community discussion would be facilitated by making a room available at the school for such a purpose. The establishment of voluntary associations, directly involved in the school desegregation process, would

assist in the implementation of the operating program.

In Western Australia, Deschamp (1986) presented four alternative methods by which community-based decision-making groups in schools could be formed. The first alternative commenced with the principal contacting the field officer employed by the Ministry of Education. Subsequent steps include meetings between the field officer and the staff, and the field officer and the Parents' and Citizens' Association; approval is then given by the staff and the Parents' and Citizens' Association to form a steering committee which decides on membership, functions and procedures of the future decision-making group; a plan for these criteria is presented to staff and parents for approval; and representatives are then elected. The second alternative started with the concept of a council being initiated from the School Development Plan. Following this step discussion occurs between the principal and the field officer; the field officer meets with the staff; a public meeting is held to provide information for parents; a steering committee is formed to investigate the formation of a decision-making group; nominations are called for; and elections held.

The third alternative began with the principal contacting the field officer. After this has occurred

the field officer meets with the staff and an education committee is formed to investigate the desired change; a questionnaire is then sent to all parents; the results of the questionnaire are processed and a model is proposed at a Parents' and Citizens' Association meeting; a public meeting is held to disseminate the information and a newsletter is circulated to parents describing the model and calling for nominations; a description of the nominees and ballot papers are circulated; and parent representatives and staff representatives are elected. The fourth alternative began with an inquiry from the parents to the field officer. Subsequent to this the field officer holds separate meetings with the principal, the staff, and the Parents' and Citizens' Association; a steering committee is then formed; nominations from parents and staff are called for; and elections are held.

Community involvement in curriculum development was discussed in the document "In the National Interest" (1987) - a report produced to assess the environment in which secondary education operates, and to provide a rationale for, and to recommend, a Commonwealth specific purpose program to follow the Participation and Equity Program. The document outlined five key strategies at the school level by which community involvement in curriculum development could be

facilitated. First, whole-school planning processes, including parents and students, should be established. Second, consultants to support school planning and action need to be appointed. Third, an exchange of personnel between business/industry and schools should be undertaken. Fourth, information on successful structures must be shared, and fifth, community links, especially with other youth services, need to be developed.

The research on developing community involvement in various school activities and functions, viz, marshalling community leadership to gain support for public schools (Estes, 1974); encouraging effective parent participation in school innovations (Bridge, 1976); establishing a collaborative process in school decision-making (Ryan, 1976); providing guidelines by which principals can work with the community (De Lellis, 1979); attracting previously uninvolved groups into the school decision-making process (Beacham and Hoadley, 1979); linking schools undergoing desegregation with their community primary groups (McNeely, 1983); forming community based decision-making groups in schools (Deschamp, 1986); and involving the community in curriculum development (In the National Interest, 1987), has revealed a number of important criteria which should be considered within an overall plan. Essentially these

criteria include:

- 1) the importance of leadership skills;
- 2) the necessity of identifying and working with community groups;
- 3) the desirability of clearly indicating areas of parental responsibilities;
- 4) the obligation to clearly state aims and objectives and to ensure that they are attainable;
- 5) the necessity of developing efficient and effective two-way communication procedures;
- 6) the necessity of having sufficient time to involve community members in constructive developments;
- 7) the importance of identifying not only motivational factors, but also potential problems and developing effective solutions to overcome the problems;
- 8) the usefulness of liaising with, or employing, a consultant with the relevant expertise;

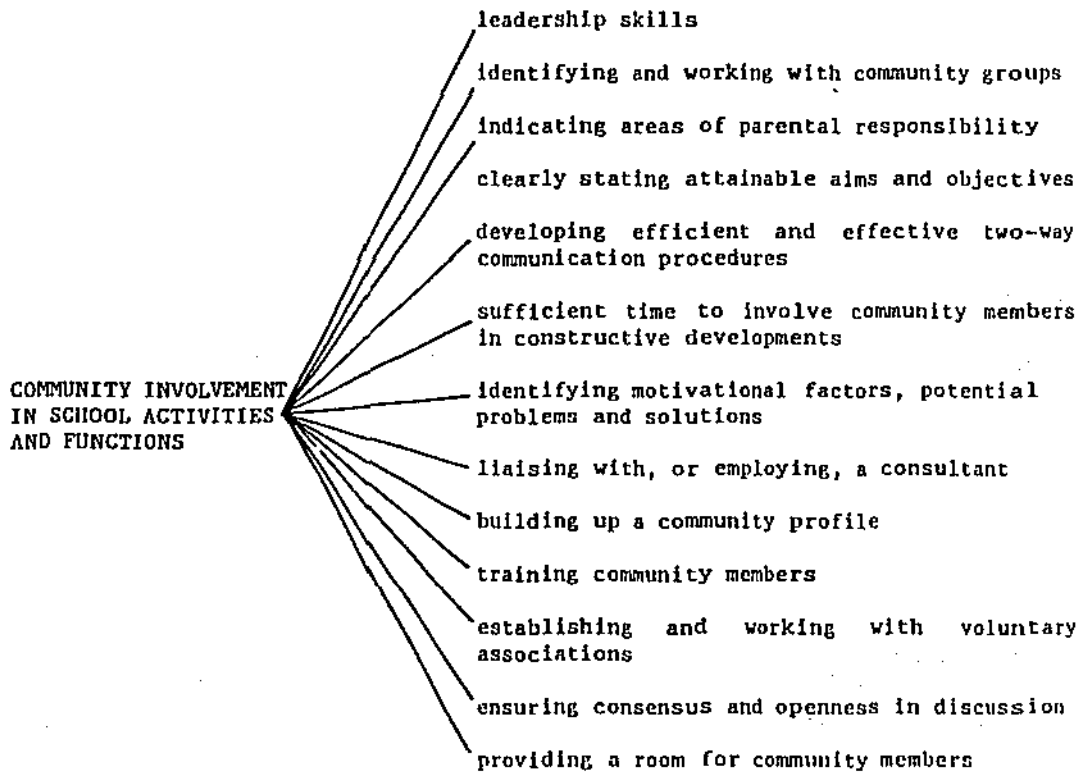
- 9) the desirability of building-up a profile of community groups;
- 10) the necessity of providing training for community members to ensure effective participation;
- 11) the usefulness of establishing and working with voluntary associations;
- 12) the importance of establishing consensus and openness in discussion;
- 13) the practicality of providing a room in the school for community members.

The above criteria, which have been summarized in Figure 2.1, provide foundational ideas from which the elements of an overall plan can be developed.

Undertaking Change Within Schools

In relation to undertaking change within schools, Trump and Geogiades (1978) have outlined four steps by which change can be implemented. These steps included the acceptance and understanding of goals; the use of

Figure 2.1: Criteria to be Considered as part of an Overall Plan to Develop Community Involvement in School Activities and Functions



positive motivation; a shared decision-making process; and establishing plans for evaluation.

Trump and Georgiades (1978) also discussed methods which can be utilized to undertake the desired change. Essentially these methods included provision within the overall plans for flexible timetables; anticipation of possible difficulties and opposition; clear expression of goals; understanding of potential rewards; availability of materials and appropriate physical resources; incorporation of evaluation into the change process; provision of meaningful rewards for the participants; and the provision of help, when requested, at all stages.

Establishing a process to undertake school self-renewal was a subject discussed by Bentzen (1974). Within this context she proposed a four-stage cyclical process - dialogue, decision-making, action and evaluation. Dialogue is characterized as involving interaction between the principal and teachers, and teachers and teachers. Dialogue is also seen as being continuing, pervasive, formal and informal, involving the entire staff, substantive and involving the staff in the processes of evaluation and inquiry. Decision-making is based on staff involvement in dialogue, consideration of alternatives, weighing the evidence, and making

selections from among the alternatives. Action allows decisions to be implemented and more dialogue to occur, the purpose of which is to evaluate the process, thus renewing the entire process.

Casner-Lotto (1988) provided a case-study of a successful school improvement process being undertaken in Indiana (U.S.A.). The process has involved decisions in a wide range of areas being made by teachers and administrators, working together with parents and students on school-based improvement programs. The participants identified the provision of training and money; on-going district support; and access to current information on which to base decisions as key elements to ensure success. The case study found that these elements were in evidence. The process was also characterized by the use of an external consultant and the provision of incentives to teachers.

These three aspects of proceeding with change in schools - steps and methods by which change can be implemented (Trump and Georgiades, 1978); undertaking school self-renewal (Bentzen, 1974); and undergoing school improvement (Casner - Lotto, 1988) - provide information which should be compared with, and considered alongside, the criteria aggregated from the research into developing community involvement in

various school activities and functions. In essence this information includes:

- 1) the importance of communication;
- 2) the necessity of providing sufficient money;
- 3) the necessity of clearly identifying goals;
- 4) the desirability of ensuring that potential rewards are not only understood, but that meaningful rewards for participants are provided;
- 5) the importance of providing training for participants;
- 6) the obligation to provide help, when requested;
- 7) the importance of providing system level support;
- 8) the importance of anticipating potential difficulties and sources of opposition;
- 9) the usefulness of access to an external consultant of opposition;
- 10) the desirability of developing flexible timetables;

- 11) the necessity for evaluation.

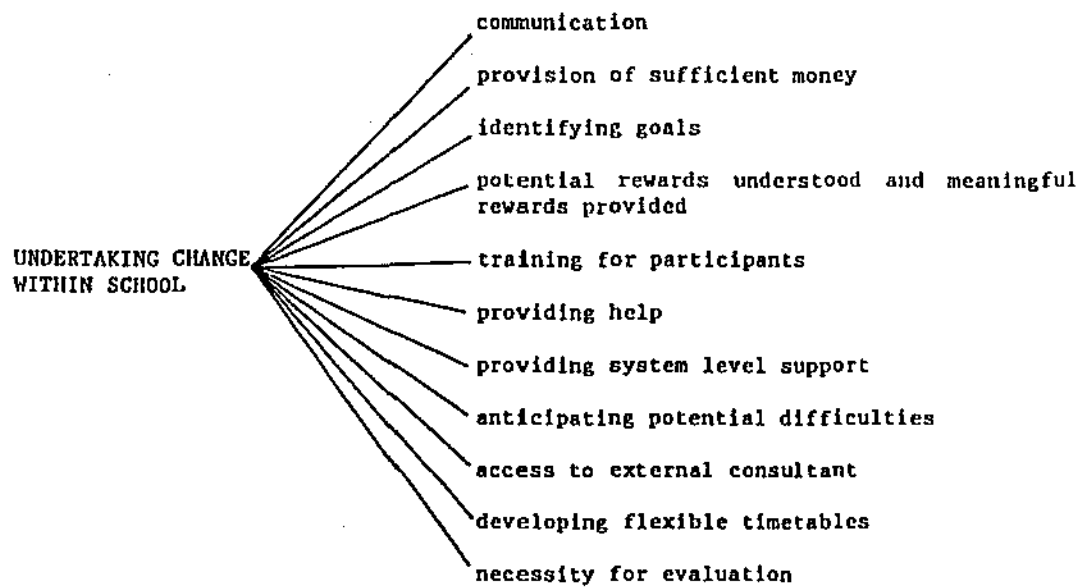
The combination of this information, which is summarized in Figure 2.2, with the criteria deduced from the research into developing community involvement in various school activities and functions, yields further ideas which need to be considered when developing an overall plan by which community participation in the school decision-making process can be increased.

One of the criteria developed from the discussion on research into developing community involvement in various school activities and functions, the necessity of having sufficient time to involve community members in constructive developments, is discussed in more detail in the next section. This section deals with the availability of adequate time, the provision of which is argued as being necessary if increased community involvement in school decision-making processes is to be successfully implemented.

THE AVAILABILITY OF ADEQUATE TIME

The availability of adequate time was previously identified as the second of the focusing themes which need to be taken into account if the changeover to community involvement in school decision-making

Figure 2.2: Criteria to be Considered as part of an Overall Plan to Undertake Change Within Schools



processes is to be successful. The arguments for the availability of adequate time were developed by applying the notion of time to a variety of strategies elaborated from the literature. Where the literature was less than explicit in discussing the need for adequate time to implement the various strategies, this section will attempt to elicit information from the literature. Such information will form the basis of arguments justifying the necessity of providing adequate time for undertaking the change process.

The strategies examined in relation to the availability of adequate time include the formation of an implementation team; the organization of a timetable; the development, implementation and consideration of a community analysis; anticipation of difficulties; the establishment of an effective communication system; the development and implementation of specific motivational strategies; and evaluation of the change process. Although the strategies are analysed separately - a task undertaken for convenience - their applicability are interdependent upon one another, and such interdependence would seem to be essential if success is to be achieved.

The Formation of an Implementation Team.

The formation of an implementation team to guide the changeover to community participation in school decision-making processes was an idea proposed by Chapman (1987:21) and in the Picot Report (1988:81). Both Chapman (1987) and the Picot Report (1988) suggested that the implementation team be used at the system level. Logically, the formation of such a team at the local or school level would facilitate the implementation of the desired change to decision-making processes in schools. Consequently the review of the literature will concentrate on the formation of such an implementation team at the local level.

The relationship between the formation of an implementation team to oversee the change towards community participation in school decision-making processes and the availability of adequate time has been examined in a number of respects. Included among these concerns were the contentiousness which can arise from deciding on the composition of the implementation team; the selection of members of the team; the appointment of a co-ordinator; the role of the co-ordinator; the determination of the role of the principal; and the need to clearly establish a goal.

The Composition of an Implementation Team. The formation of an implementation team, in itself, can be a time-consuming task in that it can develop into a contentious issue amongst the school community. The controversial aspect of the formation of an implementation team can have, as its source, the question of who should be a member. The exclusion of a representative from one or more groups is bound to cause wonderment about or even accusations of bias and ill-consideration to occur. For example, the exclusion of a staff representative would cause resentment amongst the school staff, while a majority representation of the staff on the implementation team could incur resentment from amongst the school community. Although the available literature is bereft of information on the membership structure of implementation teams, an idea of the diverse opinions which exist in relation to the membership of school councils demonstrates how contentious this issue can be.

The Scottish Parent Teacher Council (n.d.) recommends equal representation of teachers and parents, with the principal an ex-officio member. In New South Wales (School Councils, n.d.:2) it is recommended that no one group should have a majority within the five identified categories of group members - the principal (ex-officio), teachers, parents, ancillary staff and

community members. In Victoria (Ministerial Paper Number 4, 1983:9) maximum and minimum proportions have been set for parent, teacher, and wider community participation, and the principal is a voting member -for example, parental membership was set at no less than half a primary school council and one-third of a post-primary school council. The Ministry of Education (n.d.:13) has provided vague guidelines in relation to the composition of school-based decision-making groups in Western Australia. An appropriate membership structure was described as consisting of the principal; member(s) of the Parents' and Citizens' Council executive; representative(s) from the school staff; other parent(s); community representative(s); and, where appropriate, students. Desirable proportions of membership groups, however, are not mentioned.

Recommendations on the size of school-based decision-making groups were made by the Ministry of Education (n.d.:13), in Western Australia, and the Picot Report (1988) in New Zealand. The Ministry of Education commented that groups smaller than 5-7 members and larger than 10-12 members are not desirable on the grounds of domination in the former case, and decreasing opportunities for participation in the latter. The Picot Report proposed that the membership structure of the board of trustees (the equivalent of school councils) include five parents of

students at the relevant school, the principal, one staff member, one student member, other co-opted members and, peculiar to New Zealand, two members nominated by the proprietor in the case of integrated schools. While the above recommendations may be suitable for the particular educational systems discussed, other local or national educational systems may prefer alternative arrangements for the size of their school-based decision-making groups.

The diverseness in thinking about the composition of school councils demonstrated in the literature provides plenty of information on which to consider a decision on the membership structure of the implementation team, which will have the executive responsibilities in guiding the change process. The information also indicates the various tactics which have been taken in an attempt to avoid antagonism between "conflicting" community groups. Clearly a balanced membership structure of the implementation team needs to be in evidence. This task - examined in detail in Chapter III - will take time to implement, given its somewhat delicate nature.

Selection of Members of an Implementation Team. Members of the school community who are contemplating joining the implementation team need to be aware of the responsibilities which the position entails and such awareness may influence their attitude or ability to be part of the team. Willingness to devote time to the collection and analysis of data and to participate in the rigorous discussion that is required before a fully informed decision can be made are responsibilities which occur with membership of decision-making bodies related to schools, as outlined by Byrne and Powell (1976). Chapman (1987) added to these responsibilities in her discussion on increasing parental responsibilities which resulted from membership of school councils in Victoria. She included preparedness to be contacted at home, attendance at extraordinary meetings and being aware of previous experiences in relation to the council's goal as essential pre-requisites to attaining membership. It is logical that if these responsibilities are pertinent to membership of an operating school council, then they are also relevant to the implementation team which is established to set up a school council as the implementation team will participate in similar decision-making processes as a school council. Consequently the responsibilities entailed by membership of one will be the same as pertains to membership of the other.

The question of availability of time in relation to selecting members of the implementation team according to the responsibilities inherited with the position is answered, in part, by the necessity of publishing the requirements of the position. This publicity will take time to disseminate throughout the community and potential members will need time to ponder the significance of making a decision to become a member of the implementation team. The selection of the members of the implementation team, a process discussed in Chapter III, will also be a time-consuming undertaking.

The Appointment of a Co-ordinator. Appointing a person to the position of co-ordinator of the implementation team is a process which will require careful deliberation. The appointee will need to demonstrate certain skills and characteristics desirable to be a success in the chosen role. Consideration of the desirable skills and characteristics of the position indicates the degree of care required, and therefore the need for sufficient time, to reach an appropriate decision.

Estes (1974) and Ryan (1976) examined the skills and characteristics required by an effective educational leader. Estes (1974) suggested that integrity, commitment to the goal, ability to build an effective

working group with known procedures, being a skilled politician in the good sense of the word and having stamina and energy to work long hours were essential. Ryan (1976) devoted more attention to personnel management and discussed skills involved in building a partnership and establishing leadership in discussion. The former category included patience in hearing what a colleague feels in addition to what he is saying, willingness to begin 'where people are' and patience to find out where that is, being honest and lucid in expressing one's views and willingness to explore the issues raised. The latter category included asking pertinent questions to advance discussion, introducing new ideas, elaborating on ideas that others have suggested, summarizing what has been said or what needs to be said, visibly resisting or tempering members who attempt to 'pull rank', and encouraging and offering warmth to other members of the group. Consideration of these skills and characteristics indicates the depths which need to be explored before the appointment of a co-ordinator of the implementation team can be made. Making a decision on the appointment of a co-ordinator will therefore be a time consuming operation and is a process discussed in more detail in Chapter III. In a similar respect the relationship between the co-ordinator and the chairperson of the implementation team will receive attention in the next chapter.

The Role of the Co-ordinator. The skills and characteristics outlined by Estes, (1974) and Byrne and Powell (1976) which need to be displayed by educational leaders, in this case a co-ordinator of an implementation team, also need to be considered as part of the role of the team co-ordinator. Byrne and Powell (1976), in particular, have applied the desirable characteristics of an educational leader to specific roles which they have identified in terms of group organization and group development. Within the context of group organization, the task of the co-ordinator is to guide interaction through three levels of development - involvement, working and recommendation. In the involvement level, individual and group purposes are clarified. Simultaneously, and very importantly, a trusting relationship needs to be established. At the working level, the group considers alternatives to the specified problems which it must solve. The recommendation stage involves the preparation of conclusions ensuring that they have a factual foundation and the recommendation of the entire group. The latter comment is supported by De Lellis (1979) who argued about the need to seek consensus in reaching a decision since majority decisions can alienate the minority, whereas consensus provides identification and ownership for all group members. Within the realm of group development Byrne and Powell (1976) have stated that it is the leader's

responsibility to guide the group through the working level and to increase the motivation and capacity of members for effective interaction.

To apply the skills required to achieve the outcomes outlined by Byrne and Powell (1976), and De Lellis (1979), will not only necessitate considerable care and tact, but also time. Group unity, in application and purpose, cannot be achieved instantaneously due to the diverse nature of human personalities. The co-ordinator of the implementation team will be required to use all his/her variety of skills to mould the individual members of the group into a "team".

The co-ordinator of the implementation team will not only require sufficient time to develop a team spirit but also to undertake other responsibilities inherited with the position. These responsibilities can be categorized as involving administrative tasks and expanding personal contacts. Davis and Rimm (1985) have provided a concise list of administrative tasks which should be followed. Included in this list are organizing meetings, coping with clerical work and dealing with problems such as scheduling, budgeting and supplies. The need to expand personal contacts with relevant sections of the community was discussed by De Lellis (1979). Examples of these sections of the community, as cited by De Lellis (1979), included

church groups, civic associations, community leaders and school personnel. The two categories of the co-ordinator's responsibilities, completing administrative tasks and expanding personal contracts, will require time to undertake. In particular, meeting and establishing a close and positive relationship with community groups is an obligation in which the co-ordinator has to be successful if the goal of the implementation team is to be achieved. Close and positive relationships with community groups cannot be achieved overnight - such a development needs to be carefully nurtured before it can be brought to fruition.

The Role of the Principal. Consideration of the role of the principal in the change process reveals the necessity of providing sufficient time for the change strategies to be implemented. The principal's role in the change process can be examined in terms of developing a positive attitude towards the change and demonstrating this positive attitude in practical terms.

Trump and Georgiades (1978) insisted that the principal must be committed to the change and must be knowledgeable about what needs to be done. This will enable the principal to engender confidence among those affected by the change. The need to support

participatory management, if it is to be effective, is an argument forwarded by Kowalski and Bryson (1982) and they have outlined both subjective and objective evidence within college environments to support this claim. Jones (1977) discussed the role of the principal in terms of providing a communication channel with the staff and Pettit (1980) has established the importance of the principal as being the person acknowledged to be accountable for the school and, therefore, having a key role to play in the change process.

The literature has revealed that the roles of the principal are complex and demanding and that the development of a positive attitude towards the change is complicated by the necessity of working with the co-ordinator of the implementation team. This working relationship may cause many principals to perceive that they have lost control of their school and possibly result in feelings of anger, jealousy and suspicion being developed. It is, therefore, of the utmost importance that the relationship between the principal and the co-ordinator of the implementation team be honest, forthright and positive. As with developing relations with community groups, this is an evolving process and consequently will take time to develop. The combination of developing a positive attitude towards the change, acquiring knowledge about

what the change entails and completing the additional tasks which accompany the change process may require attending a retraining or in-service course. While the details of the content and operation of in-service courses is an area that requires further research, the importance of these courses in the context of the present research is that they will take time to develop and implement, and that principals will need to be released from their routine activities to attend the courses

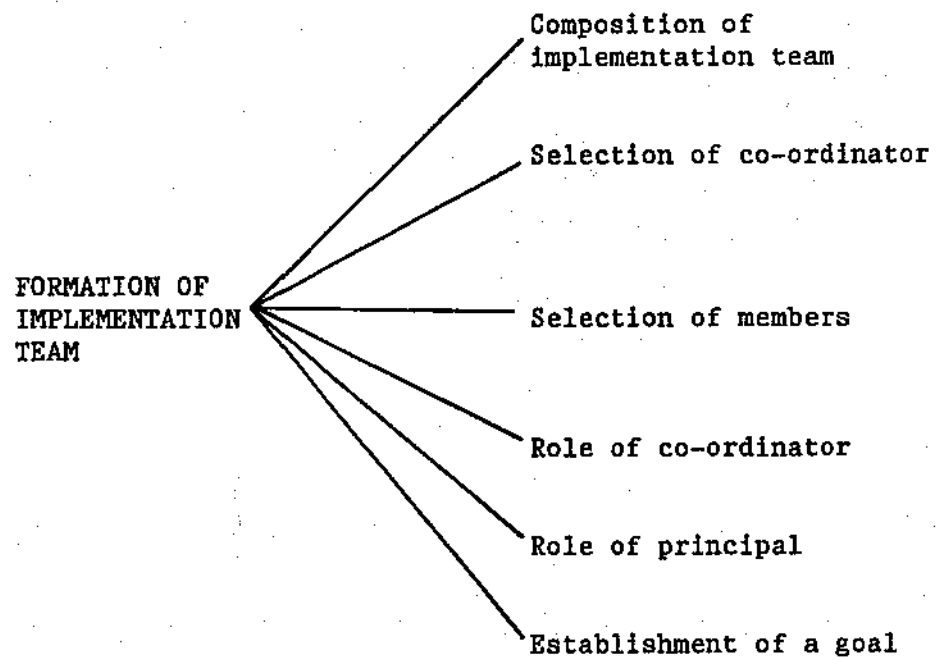
Establishment of a Goal. The establishment of a goal by the implementation team is an important step. McKenzie (1974), Byrne and Powell (1976), Bridge (1976), De Lellis (1979) and the Scottish Parent Teacher Council (n.d.) have all stated that the purpose or goal of the group must be delineated when the group is formed and that this purpose must be communicated clearly and publicly. De Lellis (1979) advanced the notion further when he insisted that the established goal must be attainable. The exposition of the goal in clear and concise terms is the first task that the implementation team must complete and therefore the teams' energy and time must be initially devoted to accomplishing this assignment.

The Need for Adequate Time to Form an Implementation Team

From the information discussed in the literature the need for adequate time in relation to the formation of

an implementation team has been justified on a number of grounds. The controversy which can arise from the composition of the implementation team requires careful consideration before a decision is reached. Consideration of the requirements and responsibilities which membership of the implementation team entails requires a period during which the criteria can be published and due consideration given by potential nominees. The selection of a chairman, with contemplation to the skills and characteristics desirable for the position, is a vitally important decision and one which requires considerable reflection. The effective discharge of the co-ordinator's responsibilities, particularly in relation to the establishment of a team spirit, is another example of the need for adequate time to be made available. The possibility of the principal attending in-service courses, to update knowledge of the change and/or to assist in developing a positive attitude towards the change, is a consideration when planning the use of available time and the derivation and refinement of the team's goal, together with its public dissemination, also have implications for time availability. Figure 2.3 provides a diagrammatic summary of the arguments developed in relation to the provision of adequate time to form an implementation team.

Figure 2.3: The Need for Adequate Time
to form an Implementation Team



The Organization of a Timetable.

Devising a timetable by which the goal can be achieved is one of the initial responsibilities of the implementation team. In undertaking this task the implementation team must strike a balance between allowing too little time and allocating too much time. Chapman and Boyd (1985), and Chapman (1987) have shown the difficulties which can arise if change is rushed.

Trump and Georgiades (1978) approached the question of devising a timetable in a twofold manner. First, they indicated the need for a flexible timetable to ensure that changes are made with various degrees of speed in terms of readiness, understanding and comprehensiveness. Second, timing is important and any initiated approach needs to be constructive. On the question of time itself, Bridge (1976) has indicated that it takes more time to involve parents in constructive innovations than when parents perceive a threat to their own interests. Gorton (1983) provided further credence to the comments of Bridge when he suggested that it takes time, among other things, to increase community involvement in schools and to improve other aspects of school - community relations.

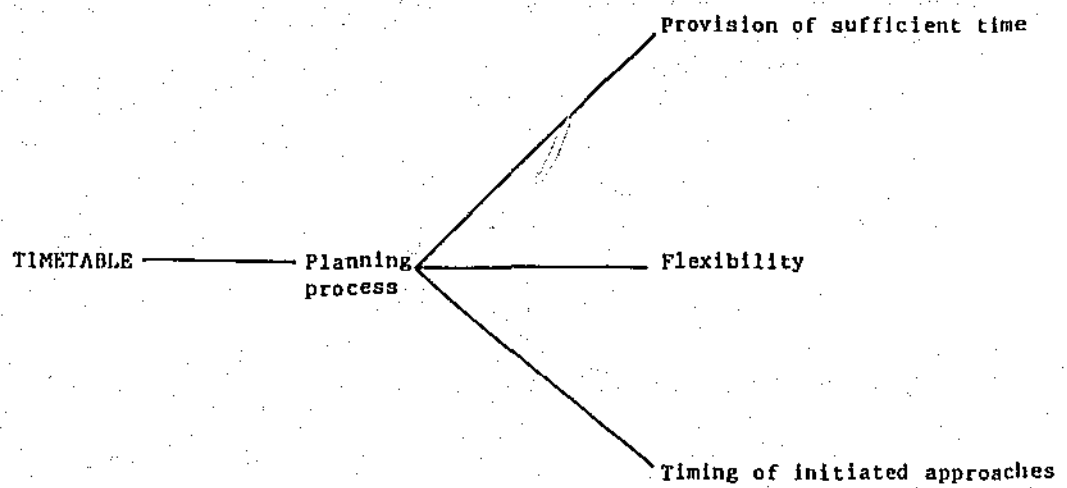
The literature has indicated that the timetable needs to be flexible in catering for the ability of the

target groups to be ready to understand and to comprehend the nature of the change. Sufficient time should be allowed to overcome any problems which may occur and the timing of any initiated approaches ought to be considered if maximum returns are to be gained. Devising a timetable is thus not a simple task. It is a process that requires cogitation which, in itself, is a time-consuming operation. In addition, estimating for, and providing, sufficient time to develop and implement the strategies by which the aim of the implementation team can be attained contributes to the argument for the necessity of allowing adequate time in which to undertake the change process. The arguments used to justify the provision of adequate time in which to establish a timetable are illustrated in Figure 2.4.

The Development, Implementation and Consideration of a Community Analysis

The literature which is concerned with the development, implementation, and consideration of a community analysis was reviewed in a number of themes. Initially the need to undertake a community analysis was ascertained; the type of information which should be obtained from a community analysis was discussed; methods by which a community analysis could be implemented were established; interpretation

Figure 2.4: The Need for Adequate Time to Organize a Timetable



and utilization of the information obtained from a community analysis was examined; and the need for the provision of adequate time in which to undertake a community analysis was justified.

The Need to Undertake a Community Analysis The need for a community analysis was described by Byrne and Powell (1976), Pettit (1980) and Gorton (1983). Byrne and Powell (1976), in expressing the thoughts of the other researchers, indicated that a community analysis should be undertaken in order to understand the educational philosophy of the community, its interpretation of administrator and teacher roles, and its receptivity to change and innovation.

The Type of Information Obtained from a Community Analysis Obtaining information about where parents are 'at' - their attitude, knowledge and skills - before involving them in school activities, is essential for planning according to Pettit (1980). Gorton (1983) also supported this contention in that a school will have an insufficient understanding of its community without a systematic plan to gain knowledge of the characteristics of its community.

Beacham and Hoadley (1979), in determining information which should be obtained, suggested that a community

analysis needs to contain both hard data and perceptive comments from a range of community members. More specific types of information were discussed by Gorton (1983). This information included socio-economic background, occupation, welfare beneficiaries, the number of working parents, identification of informal leaders, and the number of single parents as a basis. Gorton (1983) also stated that additional information should include identification of:

- 1) the different groups and organizations to which people belong;
- 2) the different places where people meet in the community such as homes, churches, supermarkets;
- 3) the ways in which people receive information about the school;
- 4) the educational aspirations and attitude of community members;
- 5) the general expectations and attitudes of community members, as these form the basis by which the community evaluates the performance of the school.

The literature has to this point, established the need for a community analysis and identified the information which should be gathered. The next step is the implementation of the community analysis, and the literature has provided some ideas on undertaking this task.

Implementing a Community Analysis. Walker (1985) suggested information can be obtained by adapting gallup-poll techniques, while Byrne and Powell (1976) provided a more detailed discussion of conducting a community analysis, and in doing so identified various steps which should be followed. They advised the need to determine the existence of community organizational structures as well as state and national organizations which have local divisions in the community. Within these organizations the individuals having decision-making roles should be identified, along with the formal structure of the organizations to which they belong. The school may then be able to make use of any experience and expertise which the identified individuals and organizations possess, in the compilation, implementation and interpretation of the community analysis. Although the suggestion which Byrne and Powell (1976) have made appears to be incongruous at this stage of the execution of a community analysis - prior to interpretation of

results, part of which would have identified formal and informal community groups and organizations - it is not inconceivable that prior knowledge exists in the implementation team of the relevant type of formal organizations. Pettit (1980) has discussed the use of tertiary institutions to assist in the compilation, implementation and interpretation of the community analysis and it would be unusual if at least one member of the implementation team was not aware of this possibility. Byrne and Powell (1976), also suggested the perusal of available statistics, records and documents as another method of obtaining information as part of a community analysis. A study of the media and press treatment of the school, another information gathering method identified by Byrne and Powell (1976), might involve personal contacts being made with media representatives in an effort to discuss any problems and issues.

Obtaining information on the norms and values of the community requires the development and distribution of a survey, an idea supported by Pettit (1980), Long (1985) and Deschamp (1986). Pettit (1980), while acknowledging the advantages of using a survey or questionnaire approach - purposeful and anonymous - also discusses the need for careful construction to avoid being deceptive, obscure or misleading. Assuming the use of a tested and reliable instrument,

statistically valid inferences can be drawn relative to community life.

Aside from the use of a survey developed and administered by the school, Pettit (1980) outlined other methods of obtaining information. Suggestions such as using an organization with expertise in obtaining the required information, for example a tertiary institution, have merit - though financial constraints will need to be considered. Another suggestion made by Pettit (1980) was that the community could be divided into catchment zones and a member of the implementation team approach families in the zone to set up a meeting for the purpose of obtaining information. However, time and the availability of finances, for covering items such as travelling expenses and meal allowances, may prohibit the use of this strategy.

Interpretation and Utilization of Information Obtained from a Community Analysis. The final step in undertaking a community analysis involves making use of the information which has been obtained. Byrne and Powell (1976) identified a number of uses that should be made of the data. First, the data should be the cornerstone of the school's communication program as action priorities for communications' methods and

the media and means for communicating with the community will have been revealed. Second, a panorama of official organizations and informal groups whose opinions might influence education should be uncovered. Third, information gaps between the school and the community will have been discovered, which will further influence the school's communication program.

The Need for Adequate Time to Undertake a Community Analysis.

The literature has revealed that the compilation, implementation and interpretation of a community analysis represents a considerable undertaking. Consideration of the type of information required, for example, socio - economic background, occupation, membership of formal and informal organizations, aspects of school communications, to name a few, indicates that the compilation of the community analysis requires conceptual application towards the format and composition of the community analysis. In the case of a survey questionnaire approach attention must be paid to the critical aspects of presenting such a document, and ensuring that the content will deliver the required information. Consequently not only will the physical effort required to construct a community analysis instrument, such as typing and

replication, take time, but the thinking process involved also needs to be considered in this respect. This becomes even more apparent if the implementation team is liaising with another organization in the compilation process.

Consideration of the information in the literature on the various methods of implementing a community analysis indicates that the entire procedure can be a time-consuming operation. Surveys or questionnaires have to be distributed, collected and sorted. Searches of statistical information, records and documents can be laborious tasks. Obtaining information by dividing the community into a number of catchment zones requires members of the implementation team to travel to and from their allocated zones and to listen to, and record any relevant information. Liaising with other organizations as part of the implementation process requires representatives of the implementation team to maintain close contact with the organization, a task that will, at some stage require time to be spent in travel and discussion. Each of the methods which can be used to collect the information required from a community analysis need an adequate amount of time to be made available if they are to be properly carried out. The case for adequate time to accomplish the implementation aspect of a community analysis is augmented by the argument that

as many methods as possible should be employed to ensure collection of a comprehensive array of information.

The final phase of the community analysis process, as outlined in the literature, is the consideration, interpretation and utilization of the obtained information. Consideration and interpretation of the results of the community analysis will require a series of meetings of the implementation team. In addition, meetings between the implementation team and representatives of an external organization, such as a tertiary institution, may be required if assistance has been sought from such a source. The need for meetings to consider and interpret the results of the community analysis require time, not only for the number of meetings held, but, for the interaction which will characterize their operation. The utilization of the information obtained from the community analysis will provide bases on which to develop appropriate strategies to achieve the goal of the implementation team. Consequently, this information becomes part of the arguments for the provision of adequate time which are developed within the remainder of this chapter. Thus, in total and separately, the constituent elements which comprise the entire community analysis operation contribute to the argument for adequate time to be made available if

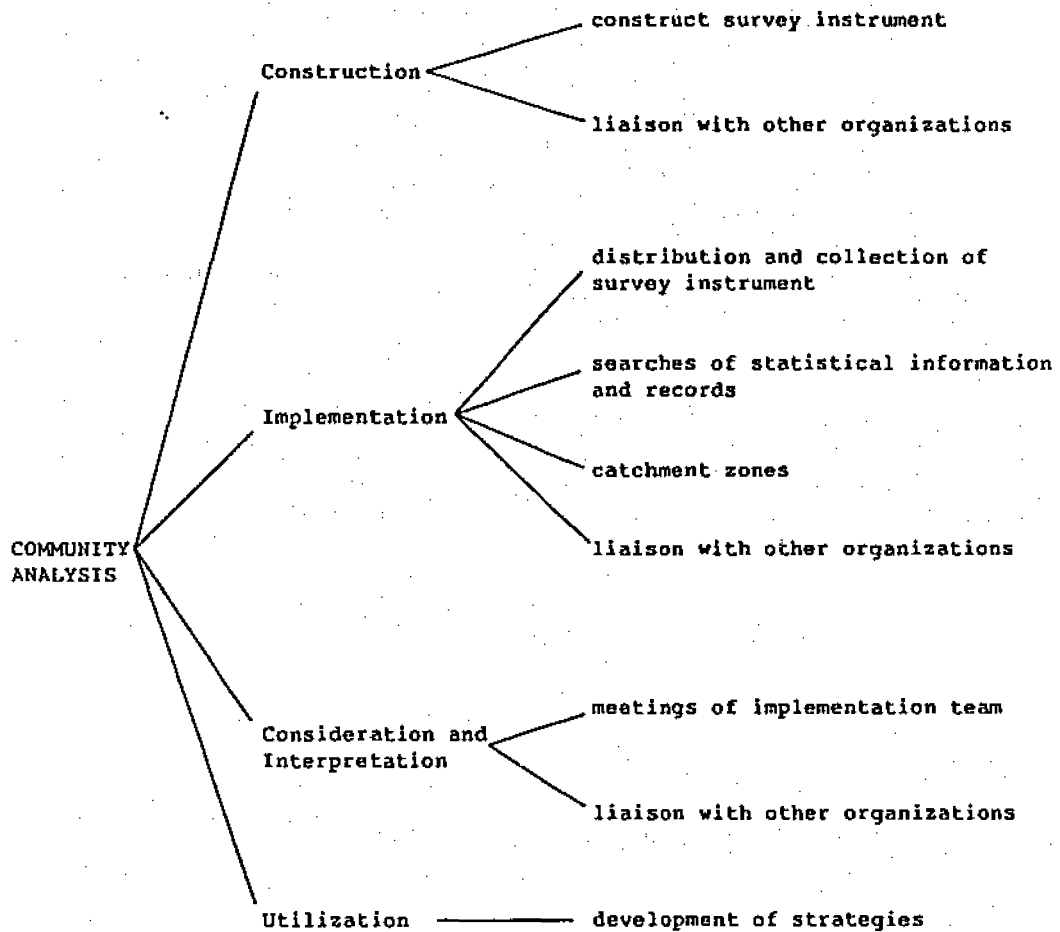
the change to community participation in school decision-making is to be successful. Figure 2.5 provides a summary of the arguments which justify the provision of adequate time in which to undertake a community analysis.

Anticipation of Difficulties

Information obtained from the community analysis will provide the implementation team with an idea of some of the difficulties which they will encounter in attempting to achieve the goal. While the identified difficulties will vary from school to school, the literature reveals some of the likely obstacles which can emerge. This section will examine the findings in the literature in this respect and conclude by demonstrating how the identification of difficulties to achieving the desired goal contributes to the need to provide an adequate amount of time for the change to community participation in school decision-making to be implemented.

One of the sources of difficulty which can emerge is the parents themselves. Beck and Goodridge (1978) have identified the relative unavailability of parents during school hours, as well as perceived futility of attempting to encourage their involvement given the dismal attendance history of most Parents' and

Figure 2.5: The Need for Adequate Time
to Undertake a Community Analysis



Citizens' Associations. Blakers (1980) discussed the fact that parents have a deep-seated awe and wariness of schools due to their experiences as students, as well as a lack of confidence in their adequacy to be able to make a positive contribution. Parent apathy is yet another problem outlined by Gorton (1983).

Various community characteristics can emerge as sources of problems. Blakers (1980) and Gorton (1983) outlined aspects such as changing community demographics, employment characteristics and the number of single parents. Blakers (1980) also indicated that the community perceives schools as being separate institutions from society and therefore cannot see the point of becoming involved. Criticisms of the school in general, and the planned change in particular, should be expected according to Byrne and Powell (1976). They also indicated the need to handle these criticisms with cautious diplomacy to avoid creating more problems.

Marburger (1976), Ryan (1976), Byrne and Powell (1976), and Pettit (1980) have all discussed the desirability of preventing one influential community group from dominating proceedings in school decision-making bodies. This concept can also be applied to the work of the implementation team with the consequent need to inhibit such a development.

The co-ordinator of the implementation team should therefore take immediate steps to counter any attempt by one group to dominate the policies of the change process.

Wheeler (1974) has identified goal ambiguity, the lack of an effective change agent, and the non-existence of any economic incentive as barriers to the change. Beck and Goodridge (1978) discussed personality clashes and the inability of experts to communicate their ideas to the community as sources of difficulty. Time and commitment need to be in abundance, according to Gorton (1983), if change is to be undertaken successfully. Gorton's comment on the need for adequate time is pertinent in that this element was identified as one of the focusing themes identified in the current research.

Ryan (1976) concentrated on attitudinal problems which can emerge. Bans on disagreement; expectations of instant collaboration; the development of "professionalism" versus "lay ignorance"; the expectation that community members come with common goals; the use of collaboration as a decision-making tool throughout the change; individual stubbornness and inflexibility; and the breakdown of the involvement of all concerned with the change are potential obstacles which need to be overcome.

The Need for Adequate Time to Overcome Difficulties

Devising solutions to the difficulties which the literature reveals can emerge, could be a time-consuming task, even more so if the counter-strategies to the problems extend beyond those developed within the establishment of effective communication procedures and the development of specific motivational strategies. These two aspects of the overall strategies can cover problems such as parent apathy, wariness of schools, community demographic characteristics and parental wariness of schools. However, the attitudinal problems identified by Ryan (1976) will not be countered within the above two aspects of the overall strategies. Attitudinal problems can be complex in themselves, but if personality clashes develop among members of the implementation team the situation may become untenable, making the derivation of solutions to the problems a very difficult task. Such a possibility adds further credence to the need for adequate time to be made available when forming the implementation team, as well as indicating that devising solutions to problems, either potential or actual, can be a long process.

For a tely, and as discussed previously, some of the identified problems have solutions within the development of other strategies by which the goal of

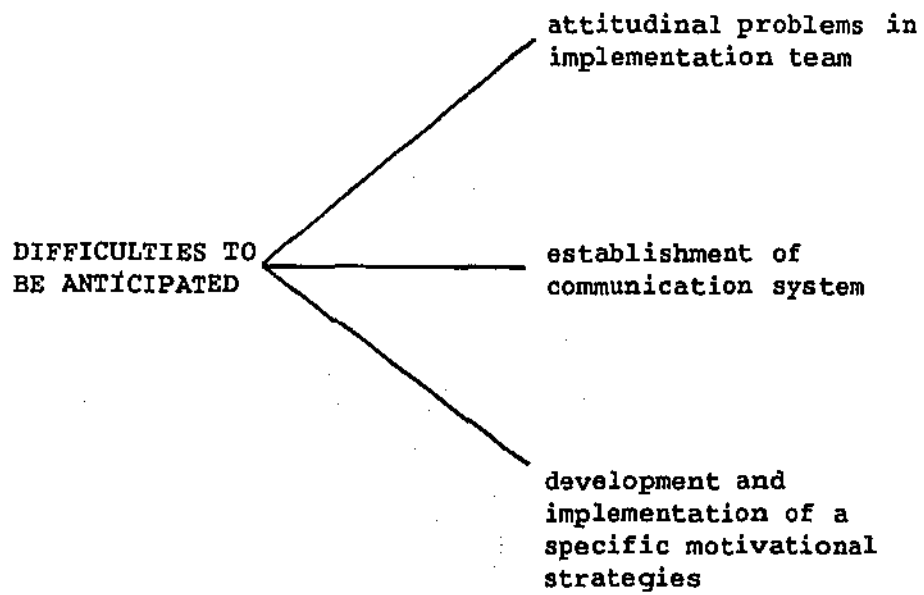
the implementation team can be achieved. Specific to these strategies are the establishment of effective communication procedures and the development and implementation of specific motivational strategies. It is to these aspects that the next two sections will be devoted. Figure 2.6 illustrates why adequate time is needed in which to overcome difficulties

The Establishment of an Effective Communication System

The establishment of an effective communication system was discussed in a number of respects within the literature. The need for communication channels to be effective was established; evaluation of current communication practices was discussed; the restructuring of communication practices, which included the identification of the characteristics of an effective communication system and the implementation of effective communication practices, was examined; and the relationship between establishing effective communication practices and the need for the provision of adequate time was vindicated.

The Need for Effective Communication Channels. The need to establish effective communication channels has been identified by Foley (1970), Doherty (1970), Goble (1972), Bedley (1977), Rogers (1978,) Goldaber (1980)

Figure 2.6: The Need for Adequate Time
to Overcome Difficulties



and Daresh (1986). They all stated that communication needs to be two-way between the school and the community, each providing information to the other and receiving feedback from each other. Therefore, the implementation team needs to establish effective communication channels.

Evaluation of Current Communication Practices.

Initially, the implementation team should evaluate the effectiveness of current communication practices.

Long (1985) has briefly discussed the two forms which communication practices generally take - written and oral.

Written communication usually involves disseminating and soliciting information via newsletters, news releases or questionnaires. Oral

communications involve speaking directly to community members at meetings, dinners or other public forums.

An evaluation of current communication procedures will probably uncover weaknesses. Gorton (1983) examined

three likely criticisms of communication practices.

First, dissemination procedures are not reliable in many instances - school newsletter not mailed directly home are frequently lost or destroyed by students.

Second, insufficient use is made of additional communication methods such as radio, television,

newspapers and regular parent and community visitations to the school. Third, the school has not

tried hard enough to ascertain the extent to which its messages are being received, understood and acted upon by parents and the community as intended by the school.

Restructuring of Communication Practices. The discovery of any or all of the above weaknesses necessitates action by the implementation team. In undertaking a re-structuring of the communication practices Byrne and Powell (1976) discussed the need for a planned effort and suggested criteria which the plan should demonstrate. Included among these were the definitions of responsibilities of the individuals involved; energetic implementation; objective evaluation and where necessary, change to the plan.

Characteristics of an Effective Communication System. To ensure that the issue of communications is thoroughly reviewed, the implementation team, before initiating any change, should establish the desired characteristics of an effective communication system. In conducting the review the implementation team should consider the work of Andrews (1987) who outlined the inclusion of a system of routine, purposive information acquisition and techniques for scanning the relevant environment in order to keep abreast of issues which may contribute to increasing

the distance between schools and their communities, as being essential to an effective communication network. In doing so, openness - the degree to which a school has linkages with its community - is the key component. Wheeler (1974) provided further support for the contention of an open communication network when he discussed the need to establish both formal and informal links between the school and its community.

While alluding to the need for openness in communication procedures, Ryan (1976) is specific in detailing the characteristics of an effective communication system. The use of mass media, school publications, involvement of the public and encouragement of direct contact with citizens by all other school personnel needs to occur to ensure effective communication. Ryan (1976) also stated that efforts should be made to obtain feedback by such means as analysing questions and complaints, monitoring circulating gossip or using public-opinion polls.

Gorton (1983) not only discussed the need for communication to be regular, but also identified the need to obtain feedback. He suggested that one method to improve communication effectiveness was to develop a better understanding of the communication needs of

the community. Byrne and Powell (1976) supported the need for feedback as a way of evaluating the effectiveness of communications between the school and its community. They also agreed with Ryan's (1976) idea of involvement and indicated that the support of innovative and creative ideas and practices will contribute to the establishment of good school community relations.

The essentials of an effective communications system, as discussed in the literature, can thus be described as being regular, and including relevant and purposive information. The communication network should be open, and establish formal and informal links between the school and its community. Simultaneously, issues which are likely to increase the distance between the school and its community need to be identified and avoided. Community involvement, the use of mass media and school publications, direct contact with school personnel, and supporting creative and innovative practices further enhance communication procedures. Feedback on methods and impact of communicated messages needs to be obtained, thus ensuring continuing evaluation of the methods being used. Consequently, evaluation should result in further refinement and improvement to the school-community communication network.

Implementation of Effective Communication Practices. The characteristics of an effective communication system having been established, the implementation team ought to determine specifically how to achieve these characteristics. The literature provides a thorough examination of the characteristics of an effective communication system, and from this source a wealth of information can be obtained on which to base the practical implementation of the suggested ideas.

De Lellis (1979) offered good advice if communication channels are to be effectively established - begin small, particularly if there has been relatively little communication between the school and the community in the past. He argued that public pronouncements tend to be viewed with scepticism, if not outright cynicism, therefore, measures to improve communication channels between the school and the community should be undertaken thoroughly, but not loudly.

Strategies to improve communication procedures overall have been examined by McNeely (1983), Gorton (1983), and Andrews (1987). Gorton (1983) suggested that a review of research on parents' preferences for how information about the school should be communicated to them be undertaken. One such piece of evidence

(Gallup 1979:37) revealed that seventy per cent of respondents preferred word-of-mouth and personal involvement as their best sources; thirty-seven per cent identified the local newspaper; sixteen per cent mentioned local television programming; and seven per cent identified school publications and newsletters as their best sources of information about the school. The implementation team should follow Gorton's (1983) recommendation and undertake a similar survey of the school community as part of its community analysis. The information obtained from the survey will indicate communication procedures preferred, and those procedures least preferred - and probably in need of improvement.

The establishment of positive linkages with the community is a necessity according to McNeely (1983), Gorton (1983), and Andrews (1987). To ensure this occurs the school needs to identify and secure positive contact with influential community members. While giving these community members different names - "opinion leaders" (McNeely 1983) and "key communicators" (Gorton 1983), both agree on the importance of such contacts, for they are identified as having an important role to play. This involves helping the school communicate important messages, providing solid support for these messages, and reducing the incidence of rumours.

Andrews (1987) adopted a somewhat different approach towards the establishment of human linkages with the school community. The concept of a "boundary spanner" is essential to his suggestion. A boundary spanner is an individual with "feet" in both the school system and the community infrastructure. To be a boundary spanner requires skill in compromise, resolution and flexibility, and the ability to operate in situations without formal authority where the use of expertise or friendship is the base of power. Andrews (1987) discussed other characteristics as including the possession of finely-honed verbal skills and the ability to represent norms of the school system to the community in a manner that does not offend or alienate power elites in the community.

An ideal situation would be a combination of the above - boundary spanners working in conjunction with the influential community members. A combination of the two would necessitate close internal consultation, but the rewards of having messages communicated clearly, and with support, to all sectors of the school community would be worth the extra effort involved in maintaining the internal consultation. The implementation team should pay close attention to this idea.

Having considered, and established, a human linkage

network the implementation team should also pay attention to information available in the literature about other ways of improving the existing communication channels. Oral and personal communication can be improved by the adoption of two methods according to Gorton (1983). First, taped telephone-messages can be used to give community members information about the school, for example homework, school activities and school services. Second, the use of a courteous, friendly and helpful approach in situations such as the way parent-teacher conferences are conducted, responses to telephone calls, and the general receptivity of the school office to visitors will generate beneficial outcomes in terms of community attitudes. Accompanying this improvement in community attitude should be a willingness to participate more in school activities.

Deschamp (1986) provided another method of improving personal and oral communication by suggesting that the telephone numbers of members of school decision-making groups, in this case members of the implementation team, be published and by advocating the use of school assemblies to make announcements.

Improvements to written communication received attention from Gorton (1983), Long (1985), Deschamp (1986) and the Community Participation in Schooling

Committee (n.d.). Gorton (1983) described two approaches which should be adopted - written information sent home should be in an attractive and readable form; and important printed information should be mailed. Long (1985) outlined a case for increasing the variety of written information by using the local newspaper and sending out special letters or documents for specific purposes. Deschamp (1986) agreed with the idea of utilizing newspapers and special letters, and added the suggestion that copies be placed in the school library and on school bulletin boards. The Community Participation in Schooling Committee (n.d.) also discussed the use of bulletin boards, and argued for the establishment of a school community newspaper, involving parents and community members in its production.

Obtaining feedback on communication has been identified as being important. Three methods were discussed by Gorton (1983). First, space for feedback comments, suggestions, or questions in the printed information disseminated by the school should be provided. Deschamp (1986) provided agreement with this idea by suggesting the use of tear-off slips on newsletters. Second, Gorton (1983) argued that parents and community members should be invited to the school in small groups for the purpose of meeting the principal and members of the management committee in

an informal atmosphere. From such meetings feedback can be solicited. Third, the community analysis could be used to obtain feedback on a more systematic basis.

Using available mass media as a way of improving communications has been postulated by Gorton (1983). Suggested activities in this area include the utilization of newspaper supplements to provide additional information about the school; appearances by the principal and/or members of the implementation team on radio 'talk-shows' and television shows; and the need to build-up an effective working relationship with the news media.

The importance of communication has been vindicated within the literature. In establishing effective communication channels the implementation team has a number of steps to follow. Initially the current communication procedures should be evaluated. Weaknesses uncovered by this evaluation needs to be dealt-with. In doing so the implementation team must determine what the characteristics of an effective communications system are. Having done this, the necessary improvements should be undertaken in a planned and thoughtful way.

The implementation team should begin small, yet in a

thorough manner. Determining the community's preferred method of receiving information about the school is a useful first step. Improvements to communication procedures can then be undertaken in a variety of areas - the establishment of human linkages, oral and personal communication, written communication, obtaining feedback, and the media. Specific suggestions for these areas were discussed in the literature and should form the basis for undertaking any improvements. However, comments made by Byrne and Powell (1976) should be considered as part of the process which contributes to the establishment of an effective communications program. They stipulated that the existence of the essential characteristics do not guarantee success - but they are the elements without which success can never be achieved.

The Need for Adequate Time to Establish an Effective Communication System

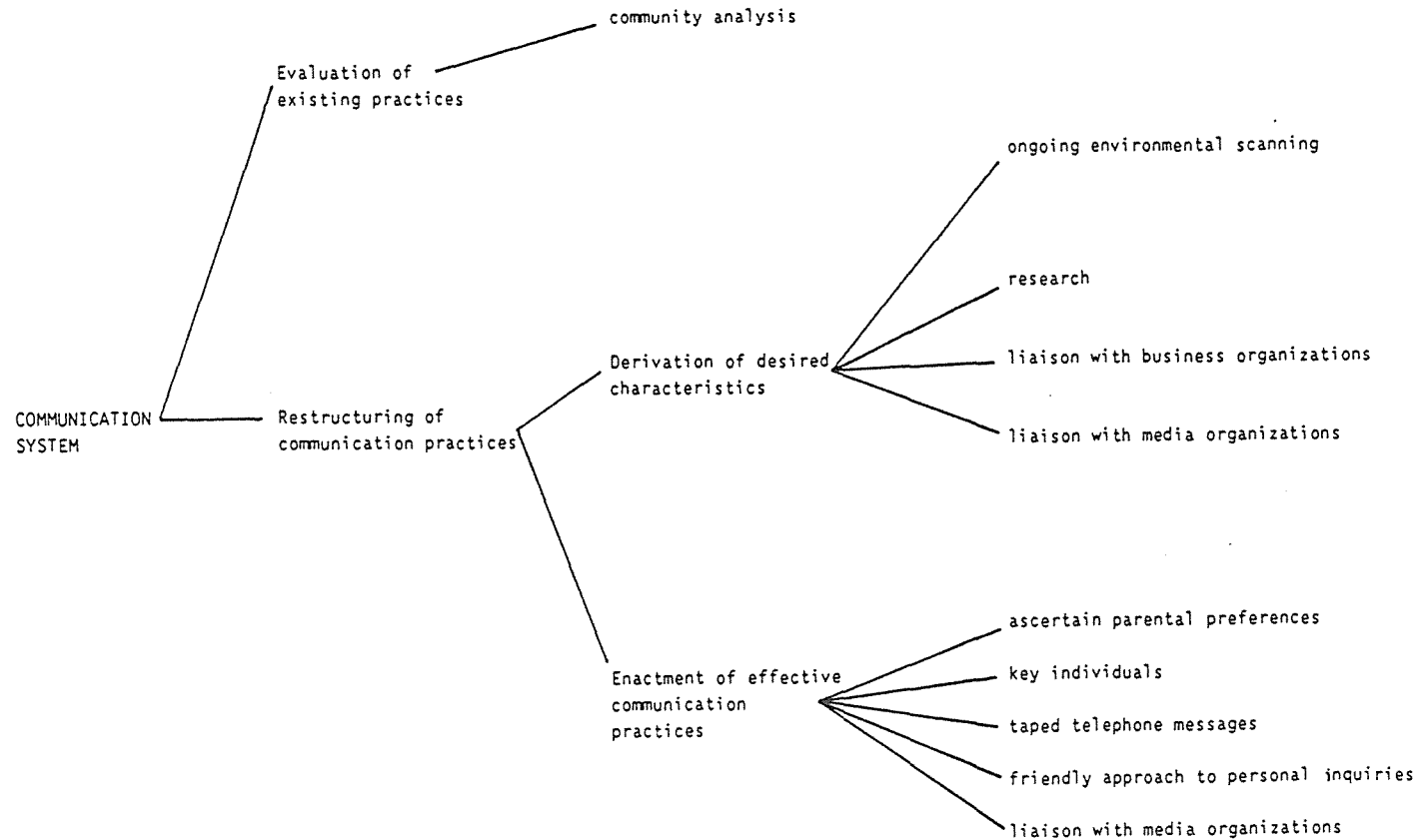
The literature has demonstrated that evaluating existing communication practices and restructuring communication channels are essential components to improving relations with the school community. In some respects, parts of these processes can be subsumed into the community analysis, thereby making efficient use of available time. However, not all

aspects of these two processes can be completed in this manner, as revealed in the summary of the arguments used to justify the need for adequate time in which to establish an effective communication system illustrated in Figure 2.7.

The evaluation of existing communication practices could be undertaken within the scope of the community analysis. If a survey or questionnaire is being used then a section of it could be devoted to the issue of communication effectiveness. Further information on community perceptions of school communication practices can be obtained from the personal contacts which occur as part of the implementation of the community analysis. Utilizing the community analysis to evaluate current communication practices enables efficient use to be made of the available time - if this is not done then the implementation team is faced with the task of developing, implementing and analysing a second survey instrument, which would not only contribute to the required amount of time but may cause a less than positive attitude to emerge among the recipients of the survey instrument.

From the information in the literature it would appear that restructuring the communication channels will require a suitable amount of time to be made

Figure 2.7: The Need for Adequate Time to
Establish an Effective Communication System



available. The initial part of the restructuring process involves the derivation of the desired characteristics of an effective communication system. The ideas of Andrews (1987) about information acquisition and ongoing environmental scanning contribute to the need for the availability of adequate time. Information acquisition about the characteristics of an effective communication system may involve research at a tertiary institution, communication with business organizations and attendance at meetings to discuss communication systems which exist elsewhere. Members of the implementation team will be involved in these tasks, which will contribute to their overall workloads. In a similar way, ongoing environmental scanning will involve parallel tasks but on a continuing basis, thereby contributing further to the workload of the members of the implementation team.

Ryan's (1976) comments on the use of the mass media, printing of school publications, involving the public and establishing direct contacts with the school community, as examples of desirable characteristics of an effective communication system, imply the necessity of considerable liaison activities with the relevant organizations and people. The liaison activities, comprising discussions and meetings, contribute to the argument for adequate time to be made available.

The second component of the restructuring of the communication system, as outlined in the literature, is concerned with enacting effective communication procedures. Essentially, three sub-components were uncovered by the literature. First, the comment was made that the restructuring process needed to be thorough (De Lellis 1979) which included the desirability of ascertaining parental preferences on how information about the school should be communicated (Ryan 1976, Byrne and Powell 1976, and Gorton 1983). Identification of the parental preferences can be discerned by including the appropriate items in the communication's section in the community analysis, thus contributing further to the efficient use of time.

The second sub-component of the restructuring process is the development of personal contacts, via key individuals, with the school community (Gorton 1983 McNeely 1983, and Andrews 1987). The importance of the key individuals to the communication channels is such that they need to be carefully approached to undertake the inherent responsibilities of the position, meaning their selection must be a careful process. The approach to the individuals, and their eventual selection as linkages in the communication system, cannot be rushed. Developing an appropriate relationship between the implementation team and the

key individuals will also take time. Once the key individuals commence their "duties", the close consultation which needs to occur if they are to be an effective force, obligates the use of a certain amount of time.

The third sub-component of the restructuring process is the improvement of existing communication channels. Gorton (1983) presented two ideas by which this could occur and both are time consuming. His first idea was the use of taped telephone messages - which will take time to produce. Gorton's (1983) second suggestion was the use of a friendly approach in situations such as dealing with requests and in parent-teacher conferences. To accomplish this desired effect may necessitate individuals attending relevant in-service courses, requiring time to be made available to allow attendance to occur. The idea of Deschamp (1986) to publish the telephone numbers of the members of the implementation team has implications of intrusion into their personal time.

Suggestions in the literature which would result in improvements to written communication and the use of the mass media to widen the communication network will require time to implement. Improving the standard of written communication from the school will necessitate attention being given to the presentation and contents

of the communication, ideas on which could be gained by seeking advice from local newspaper and magazine companies. Utilizing the mass media to widen the school communication network will require building up a relationship with the relevant organizations, frequent contact being maintained once a working relationship has been established and "appearances" on television and radio by delegated members of the implementation team.

The analysis of the component parts of the evaluation of existing communication practices and the restructuring of communication channels has shown that to carry-out these tasks effectively represents a considerable amount of work. In some cases the tasks involved in the process could be subsumed into the community analysis, thereby making efficient use of time and energy. However, not all the tasks involved in the processes can be dealt with in this manner. Consequently, the implementation team requires an allowance to be made for the necessary time to undertake the analysis and restructuring of communication practices.

The Development and Implementation of Specific Motivational Strategies

The development and implementation of specific

motivational strategies are aimed at encouraging community involvement in the change. Essentially, these strategies are aimed at previously uninvolved individuals and groups and this is one of the themes examined in the literature review. Subsequent themes discussed in this section include conducting the initial public meeting to consider the change to community participation in school decision-making; maintaining the initial enthusiasm which results from the activities of the implementation team and attendance at the first public meeting; and outlining the need for adequate time to be made available to develop and implement specific motivational strategies.

Strategies Aimed at Previously Uninvolved Individuals and Groups. The use and importance of personal contact was outlined in the previous section on communications; and it is also a critical strategy if previously uninvolved parents are to be attracted into closer involvement and participation in school affairs. The outcome of the strategies used to contact previously uninvolved groups and individuals should be the grouping of a substantial number of parents and community members willing and able to contribute their energies to the change process

Byrne and Powell (1976) have identified types of

parents who traditionally remain aloof from school life - the apathetic, the shy and the preoccupied. To attract the apathetic parents to the school it is necessary to meet them on their own terms by responding to their interests and needs. Through social functions and special interest classes, this type of parent will be encouraged to become more familiar with the school.

Shy and preoccupied parents are possibly the most difficult to deal with according to Byrne and Powell (1976). Shy parents avoid the school because of an anticipated feeling of discomfort, while preoccupied parents are more concerned with their own problems and circumstances. For these parents the school must be made to be a vital place and involvement must be rewarded. To do this three alternative steps can be taken. First, parents can be visited at home where they can be invited to the school. Transport assistance could also be provided in this instance. Beacham and Hoadley (1979) supported this idea, and also suggested visiting these parents in their places of work. The use of the telephone was another possibility discussed by Beacham and Hoadley (1979) as a method of backing up the home visit. The second step discussed by Byrne and Powell (1976) is an alternative which can be utilized if home visits are impossible. They suggested that the school community

be divided into zones of responsibility for members of the implementation team. Pettit (1980) outlined a similar method when obtaining information as part of the community analysis. Time could be used more efficiently by using the one visit for two purposes. A third method of contacting the shy and preoccupied parents, according to Byrne and Powell (1976), is to visit them at community centres, local shops and churches, thereby maintaining the idea of meeting them in their own environment.

In addition to contacting individual parents, strategies should be devised for organizing small group meetings. Flexibility in the timing of these meetings is an important component, and Byrne and Powell (1976) suggested the use of evenings, or even lunch time meetings. Gorton (1983) alluded to this concept when discussing methods to obtain feedback on communication, thus providing another opportunity to make efficient use of available time.

Blakers (1980) supported the need for flexibility in holding small group meetings, and extended this idea to the geographic sense by suggesting the use of neighbourhood meetings in private homes. Davis and Rimm (1985) argued for the use of Saturday morning meetings as one way of overcoming problems of meeting during the week.

Other methods which can be used to motivate community involvement have already been discussed as part of the literature which examined the communication system. Briefly, they included the use of mass-media techniques, such as, posters, news releases, advertisements, interviews, and sending letters home.

Conducting the Initial Public Meeting. Having established contact and enhanced motivation, the implementation team needs to devise ways to maintain these elements. To engender the concept that it is a school community effort, that is, a team effort, the implementation team should conduct a meeting to which all members of the school community are invited. Individual invitations should be mailed-out, and Ryan (1976) also suggested the need for a public announcement.

The atmosphere generated at this meeting will be crucial to the success of the venture, which has prompted Beacham and Hoadley (1979) to outline methods by which this can be achieved. They indicated the need to establish an atmosphere of trust and ease in which people feel confident enough to share what they have to offer. Essential to this are the physical surroundings, the provision of name tags to facilitate identification, the following of established meeting procedures, and the provision of a folder containing

the relevant information. Beacham and Hoadley (1979) also emphasized that meeting as a large group should be kept to a minimum amount of time, the preferable approach being the establishment of small groups as a more effective method for disseminating and obtaining information. In this respect members of the implementation team have an important role to play. Their task, during this and subsequent meetings, will be to move from group to group offering advice and providing assistance.

At the conclusion of the initial meeting, the parents and community members should have a precise idea about the goal of the change, the background work that has occurred, the proposed future activities, and the identity of the those who are managing the change.

Maintaining Enthusiasm. A successful meeting will have established motivation among those who attended to participate in the change, culminating in a desire to share in the decision-making processes of the school. The initial enthusiasm needs to be nurtured and maintained. Trump and Georgiades (1978), and Blakers (1980) suggested developing resource kits and other materials which will provide assistance and encouragement to those who wish to become involved in the change. McNeely's (1983) comment on providing a room in the school is a useful adjunct to these ideas.

Trump and Georgiades (1978) also suggested a psychological approach by developing a halo-effect - the aura of excitement that exists in meeting challenges in different ways. Planning ahead with tentative step-by-step approaches can help to keep the halo-effect alive, and thereby facilitate the maintenance of enthusiasm towards, and interest in, the change.

The literature has revealed that the development and implementation of specific motivational strategies needs to be a careful and well-thought-out process. Personal contact is an essential method to encourage participation of previously uninvolved groups and individuals. In addition to individual approaches, the arrangement of small-group meetings - either at school or in a location in the school community - will assist in encouraging involvement. The initial public meeting, necessary to engender the concept of a community effort, must be well-thought-out and appropriately conducted. Lastly, enthusiasm can be stimulated and maintained by the provision of relevant physical facilities and materials, as well as developing an effective psychological approach.

The Need for Adequate Time to Develop and Implement Specific Motivational Strategies

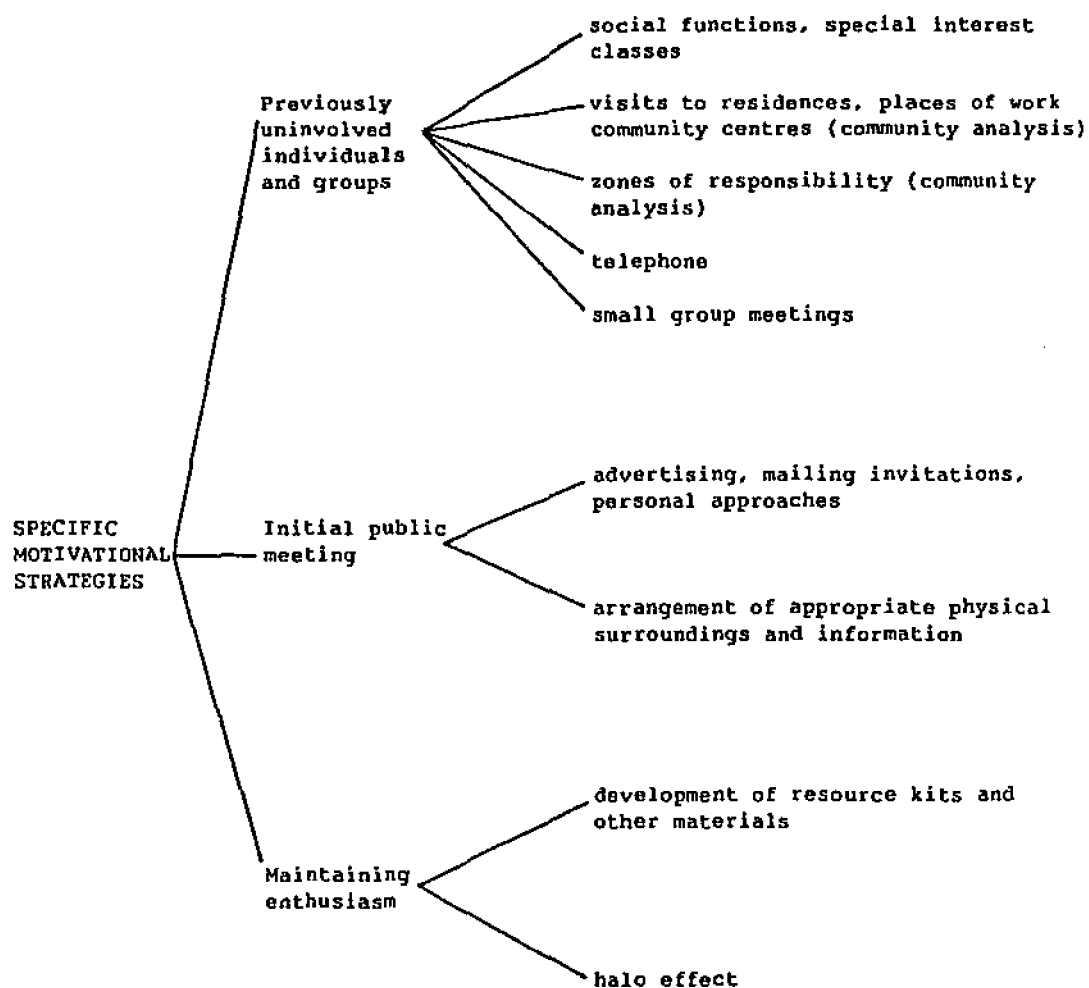
In the quest to achieve the desired goal the

development and implementation of specific motivational strategies, as outlined in the literature, are vital components of the overall approach adopted by the implementation team. Success in the strategies will ensure that a wide range of people will be motivated enough to consider membership of the new school decision-making body. Some of the outlined strategies can be implemented as part of the community analysis, but others will require adequate time to be made available. Figure 2.8 illustrates the arguments used to justify the provision of adequate time in which to develop and implement specific motivational strategies.

Strategies to contact previously uninvolved groups, such as the organization of social functions and special interest classes, will require time for preparation. The implementation team should also be represented at the social functions and it would be a useful tactic if one or two members of the team occasionally visited any special interest classes which had been organized. To carry-out these responsibilities may require members of the implementation team to be available at various times of the day, or various days of the week.

The suggestions of Byrne and Powell (1976), and Beacham and Hoadley (1979) in regard to visiting

Figure 2.8: The Need for Adequate Time to Develop and Implement Specific Motivational Strategies



community members at their residences, place of employment or various centres in the community could be included as part of the community analysis procedures. In a similar respect, Pettit's (1980) idea on dividing the community into zones of responsibility could be dealt with in the above manner. However, this may not always be effective. Consequently, members of the implementation team may be required to work during the evenings or on weekends to ensure that as many parents as possible can be contacted. The use of the telephone as a back-up to personal contact, as suggested by Beacham and Hoadley (1979), can become a time consuming operation.

The organization of small group meetings, an idea forwarded by Byrne and Powell (1976), to motivate community participation could also be accomplished under the auspices of the community analysis. If this is not possible in every situation then the implementation team will have to consider alternative times, such as evenings and Saturday mornings, which could lead to a lengthening of the time needed to carry-out the specific motivational strategies.

Motivating community participation by using mass-media techniques comprises part of the communication system process and therefore allows efficient use of time to be made in this respect. Use of the mass-media also

offers an alternative to advertising the initial public meeting. Other, more time-consuming, methods to advertise the meeting include the mailing of invitations and making personal approaches to individuals who the implementation team may specifically wish to invite.

The organizational aspects of the initial public meeting - arranging appropriate physical surroundings, providing name tags, and preparing information folders (as suggested by Beacham and Hoadley 1979) - will need careful attention by the implementation team. Thorough preparation for the initial public meeting will contribute to a successful outcome, thereby implying that hasty preparation may contribute to a lack of success.

Suggestions by Trump and Georgiades (1978), and Blakers (1980) on maintaining community enthusiasm for the change by the development of resource kits and other materials will require attention to be devoted in this direction if commercially produced materials are not available. The psychological approach to maintaining enthusiasm discussed by Trump and Georgiades (1978) - the halo effect - requires careful planning ahead and, consequently, the need for adequate time to be made available to accomplish this task.

Evaluation of the Change Process

The review of the literature in this section will examine neither the history nor the theory of evaluation in any detail. Rather, it will concentrate on the application of evaluation methods to the strategies adopted by the implementation team. Consequently the review is concise in nature, but more than adequate for the current research. The review commences with a discussion on the need for evaluation, in which a definition is outlined, before proceeding to examine three themes which the current research has revealed as being relevant - ongoing evaluation of the strategies; evaluation of the final outcomes; and demonstrating how the evaluation process contributes to the argument for the provision of adequate time.

Methods to Evaluate Strategies of the Implementation Team. Although the need for evaluation has been discussed by a plethora of educational researchers, the definition of evaluation adopted by Caldwell and Spinks (1986) not only indicates the nature of evaluation but also ascribes to its usefulness. Caldwell and Spinks (1986) adopted the traditional definition of evaluation within their research, and, in doing so, cited the work of Borich and Jemelka

(1982) who defined evaluation in the following terms".....the primary purpose of evaluation has been to provide decision-makers with information about the effectiveness of some program, product or procedure..... Despite differences in the conceptual frameworks used by practitioners there has been basic agreement about the decision-making role of evaluation" (Borich and Jemelka 1982:1). Caldwell and Spinks (1986) also argued that the information on which evaluation decisions can be based include both quantitative and qualitative types and that value judgements are at the centre of decisions.

Evaluation of any change can be both formative (on-going) and summative (based on final outcomes) but possibly the most controversial aspect of any evaluation procedure relates to who is responsible for collecting the information and making the evaluative decisions. Nicholls (1983) has argued the need for on-going evaluation in educational innovations and also discussed a number of alternatives by which evaluations can be undertaken. Her first alternative involved the use of an external consultant, a method which has the advantages which include the consultant's possession of skills and knowledge in evaluation, as well as impartiality and objectivity about the evaluation. However, the advantages could

be countered by problems which include acceptability of an outside person by those involved in the innovation and doubt as to whether the consultant is a specialist in the particular area to be evaluated. Nicholl's (1983) second alternative involved the use of teachers in the school, with specialist qualifications or expertise in evaluation. Such a solution increases the chances of the evaluator being accepted by those carrying out the change, while maintaining the advantages of skills, knowledge, impartiality and objectivity outlined above. Absence of knowledge about the particular area to be evaluated could still be a problem, while this arrangement also places considerable responsibility on one person with a consequent imposition of pressure. The third alternative postulated by Nicholls (1983) outlined the evaluation responsibilities being given to a group of teachers not involved in the innovation. Advantages of this alternative include impartiality and objectivity, but the disadvantages of lack of expertise in evaluation and the particular area to be evaluated and, in the case of the current research, acceptability by the implementation team (which comprises both teachers and non-teachers) may preclude its use.

The three alternatives discussed by Nicholls (1983) provide a useful background on which to base a decision in regard to allocating the responsibility

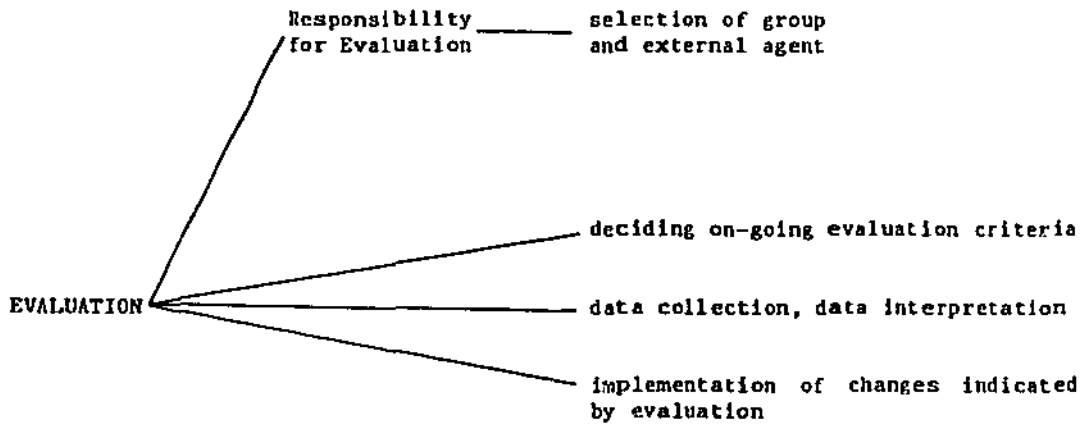
for undertaking evaluation. Nicholls (1983), herself, presented an arrangement which brings the advantages of all the alternatives and eliminates the disadvantages. She argued that the responsibility for evaluation should be shared between those who are involved in the innovation and those who are not. The arrangement would work best if the group were to include at least one expert in evaluation, whether a staff member or an external consultant. The solution provided by Nicholls (1983) appears to be sound and well-balanced, its effectiveness can only be judged upon practical implementation. As the literature search revealed an absence of information on the evaluation criteria relevant to the specific strategies needed to be utilized by the implementation team, this topic is discussed in Chapter III.

In evaluating the result of a change to the school decision-making process, Hughes (1981) discussed two criteria which should be apparent if the overall change has been successful. The evaluation criteria were identified as an improvement in the delivery of services and the development of a more flexible decision-making process. Hughes' (1981) criteria provide those undertaking the evaluation of the change process with an initial "yard-stick" for measurement.

The Need for Adequate Time to Evaluate the Strategies of the Implementation Team

From the evidence in the literature it is apparent that the completion of an evaluation process requires an adequate amount of time if a meaningful outcome is to be achieved. Time needs to be available to enable a decision to be reached on choosing those to whom the responsibility of the evaluation is to be given. If an external consultant is to be used as part of the evaluation process, and Nicholls (1983) has presented a persuasive argument in this respect, then some form of correspondence will be required. Reaching a decision about the on-going evaluation criteria specific to this particular change process will involve discussion, so that even before the evaluation process commences a considerable amount of time will be required. Arguably, the practical aspects of evaluation, involving collection of data (when applicable), observation, interviews, discussions and so on, are time-consuming operations and the interpretation of the acquired information will require substantial discussion. Implementation of changes, which the evaluation has identified as being necessary, is a process which contributes to the argument for the provision of adequate time. Figure 2.9 provides a diagrammatic summary of the above arguments.

Figure 2.9: The Need for Adequate Time to Evaluate the Change Process



Throughout the discussion which examined some of the strategies available to the implementation team and the development of arguments to substantiate the provision of adequate time to implement the strategies, allusions to the need for adequate financial support were apparent. Strategies which involved members of the implementation team in travel, correspondence, or research have a cost factor, while those which suggested the use of external consultants may prove to be expensive. It is towards developing arguments for the provision of sufficient financial resources that the next section of the literature review is devoted.

THE PROVISION OF SUFFICIENT FINANCIAL RESOURCES

The provision of sufficient financial resources was identified in Chapter I, as the third of the focusing themes which need to be taken into account if the changeover to community involvement in school decision-making is to be successful. The arguments for the provision of sufficient financial resources were developed by applying the notion of financial resources to a variety of strategies elaborated from the literature. Where the literature made inferences to costs associated with the implementation of strategies, attempts have been made to discuss these

costs in more explicit terms. As a result of the detailed examination of the strategies in the previous sections only brief descriptions of the aforementioned strategies will be made in this section.

The strategies examined in relation to the provision of sufficient financial resources include the formation of an implementation team; the development, implementation and consideration of a community analysis; the establishment of an effective communication system; the development and implementation of specific motivational strategies; and evaluation of the change process. Although the strategies are analysed separately - a task undertaken for convenience - their applicability are interdependent, and such interdependence would seem to be necessary if success is to be achieved.

The Formation of an Implementation Team

The argument for the provision of sufficient financial resources in relation to the formation of an implementation team will be developed from the information obtained from the literature review in various themes including responsibilities of team members; the appointment of a person to the position of co-ordinator of the implementation team; the role of the co-ordinator; and the role of the principal.

Chapman (1987) commented that among the responsibilities acquired as a result of belonging to a school council, and an argument was presented in the previous section in this chapter that such responsibilities would also be apparent with membership of the implementation team, was preparedness to be contacted at home. Acceptance of membership of the implementation team would seem to incur expenses such as telephone and travel costs.

The appointment of the co-ordinator of the implementation team can involve the use of financial resources in two respects. If the idea of McNeely (1983), and Davis and Rimm (1985) is followed then a professional, with the necessary expertise, will be appointed to the position. Arguably, to attract a professional consultant to the position will require an attractive remuneration package, consequently provision would have to be made for this when considering the overall finances of the change process. In the second respect other associated costs such as those resulting from advertising the position will be incurred. However, in some contexts where financial constraints could be an inhibiting factor it may be necessary to consider alternatives other than the appointment of a professional. Such alternatives will be discussed in Chapter IV.

Once the co-ordinator of the implementation team has been appointed, this person's role in relation to the responsibilities associated with the position will become apparent. The administrative tasks of the co-ordinator, as outlined by Davis and Rimm (1985), included organizing meetings, coping with clerical work and dealing with problems such as scheduling, budgeting and supplies. To effectively cope with administrative tasks it would seem to follow that the co-ordinator should be provided with office space, telephone, stationery and other necessities, and thought could be given to the employment of a secretary on a part-time or full-time basis. Costs incurred by the co-ordinator in carrying out his/her administrative tasks such as telephone calls and mail costs contribute to the overall budgetary requirements. De Lellis (1979) suggested that in addition to the administrative tasks, the co-ordinator needs to expand personal contacts with the relevant sections of the school community, such as church groups, civic associations, community leaders and school personnel. The cost implications of expanding personal contacts includes items such as travel and entertainment allowances, further contributing to the co-ordinator's budget.

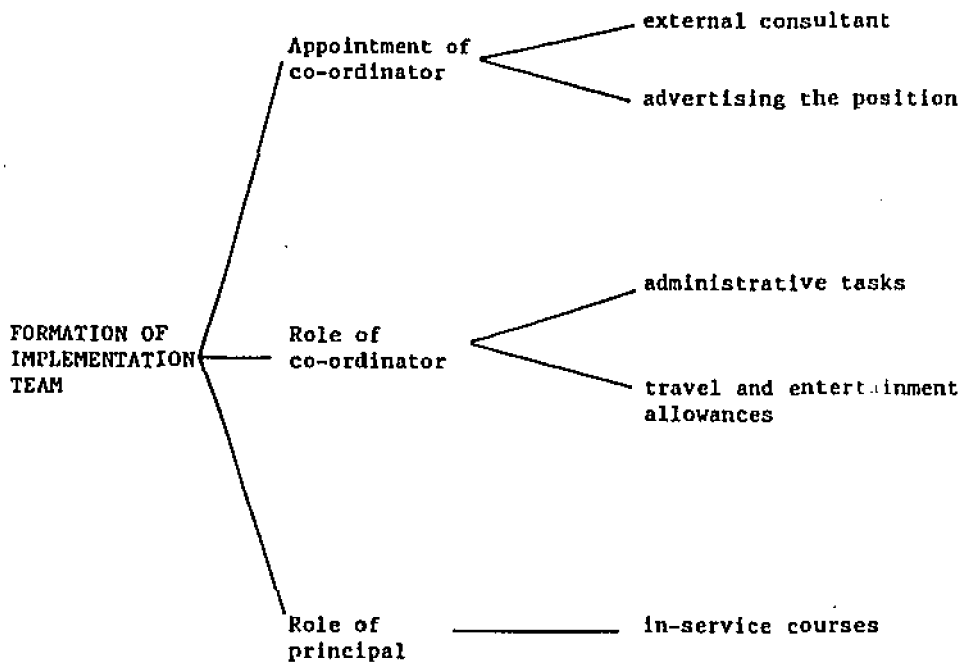
The importance of the principal in the change process has been acknowledged by Pettit (1980) in that the

principal is the person acknowledged as being accountable for the school. Trump and Georgiades (1978) elaborated on Pettit's (1980) claim by insisting that the principal must be committed to the change and must be knowledgeable about what needs to be done. Although not explicitly stated in the literature it can be argued that in addition to these extra responsibilities the principal must effectively maintain the discharge of his/her daily administrative tasks. It can be inferred that the successful accommodation of these requirements by the principal may necessitate attendance at retraining or in-service courses. Registration fees may be an integral part of course attendance and provision should be made for meal and travel costs incurred by the principal. Therefore, provision for costs substantiated as a result of the principal attending retraining or in-service courses must be made in the overall budget. Figure 2.10 provides a diagrammatic summary of the arguments which justify the provision of sufficient financial resources to form an implementation team.

The Development, Implementation and Consideration of a Community Analysis

The review of the literature has indicated a number of ways in which the development, implementation and consideration of a community analysis will result in the need for the provision of financial resources.

Figure 2.10: The Need for Sufficient Financial Resources to form an Implementation Team

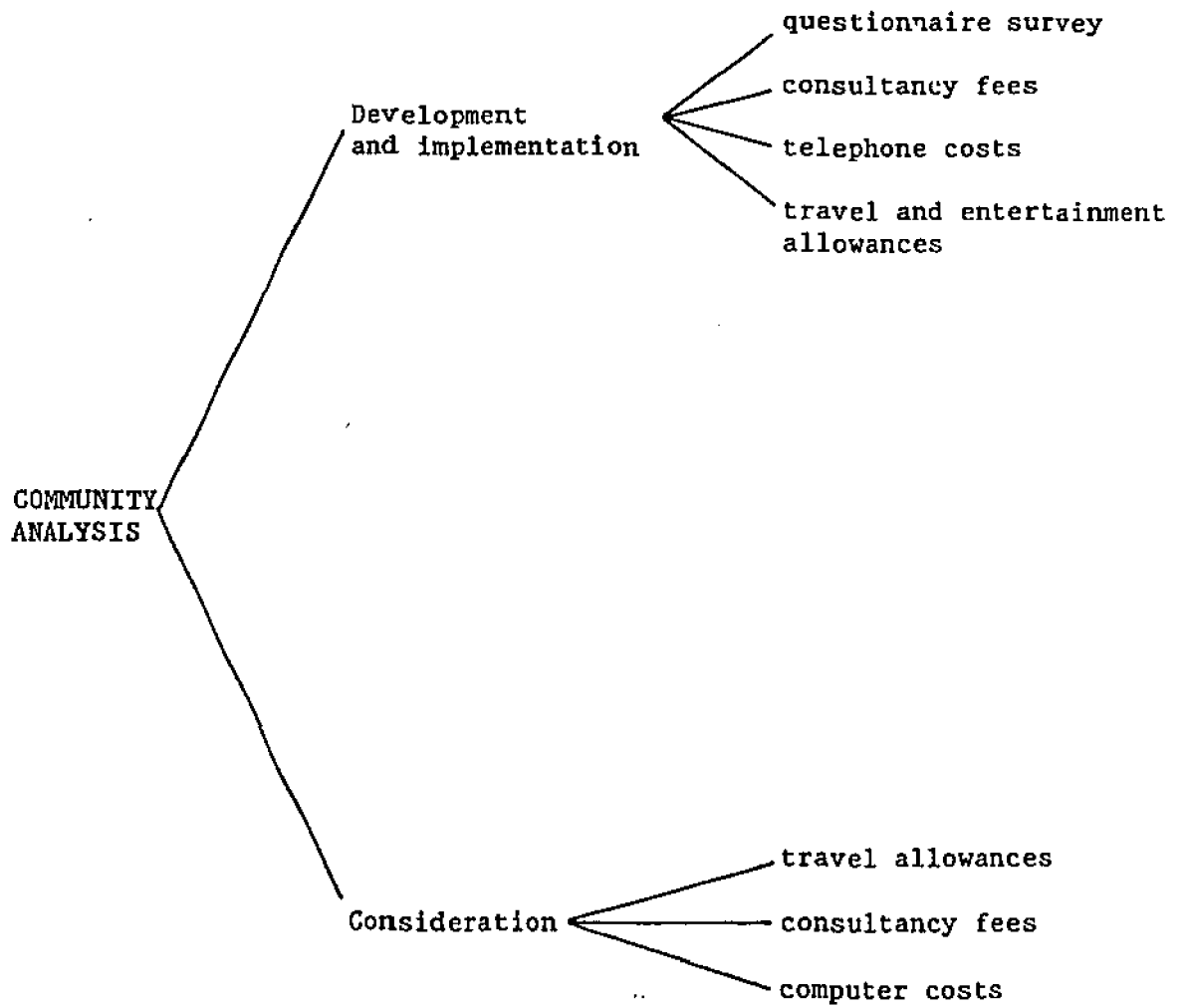


Essentially, the costs attributed to a community analysis will be examined in the development and implementation phase, followed by the consideration phase. The development and implementation of a community analysis will incur costs in a number of respects. The amount of information which a community analysis should collect, as suggested by Beacham and Hoadley (1979), and Gorton (1983), indicates that a lengthy process will be required. Beacham and Hoadley (1979) argued that both hard data and perceptive comments from community members should be collect, while Gorton (1983) outlined aspects such as socio-economic background, occupation, the number of working parents and the number of single parents. To incorporate the ideas of Beacham and Hoadley (1979), and Gorton (1983) into a survey instrument as suggested by Pettit (1980), Long (1985) and Deschamp (1986), will incur costs in printing, replication and distribution.

Further implementation costs could occur in the implementation of a community analysis if the information collection methods discussed by Byrne and Powell (1976), and Pettit (1980) are utilized. Byrne and Powell (1976) made three suggestions by which additional information could be obtained about the community. Briefly these included determining the existence of community organizations with expertise in

information gathering for the purpose of liaison activities, a suggestion also made by Pettit (1980); carrying-out a study of the press treatment of the school, possibly involving personal contact being made with media representatives; and researching available statistics, records and documents. Complying with the suggestions of Byrne and Powell (1976) could incur costs such as consultancy fees, telephone calls and travel and entertainment allowances. Pettit's (1980) idea in which the community is divided into catchment zones, and a member of the implementation team then approaches families in the zone to set up a meeting for the purpose of obtaining information, may also involve some form of rebate for travel costs. The final phase of a community analysis is the consideration, interpretation and utilization of the obtained information. Interpretation of the information may involve liaising with other organizations - an idea presented by Beacham and Hoadley (1976), and Pettit (1980) - which could involve costs in relation to travel, consultancy fees and the use of computer technology. The utilization of the obtained information is incorporated into the strategies developed by the implementation team to achieve their goal, such as communication and specific motivational strategies, and could consequently become part of the cost structure of the strategies. Figure 2.11 illustrates a summary of the arguments which

Figure 2.11: The Need for Sufficient Financial Resources
to Undertake a Community Analysis



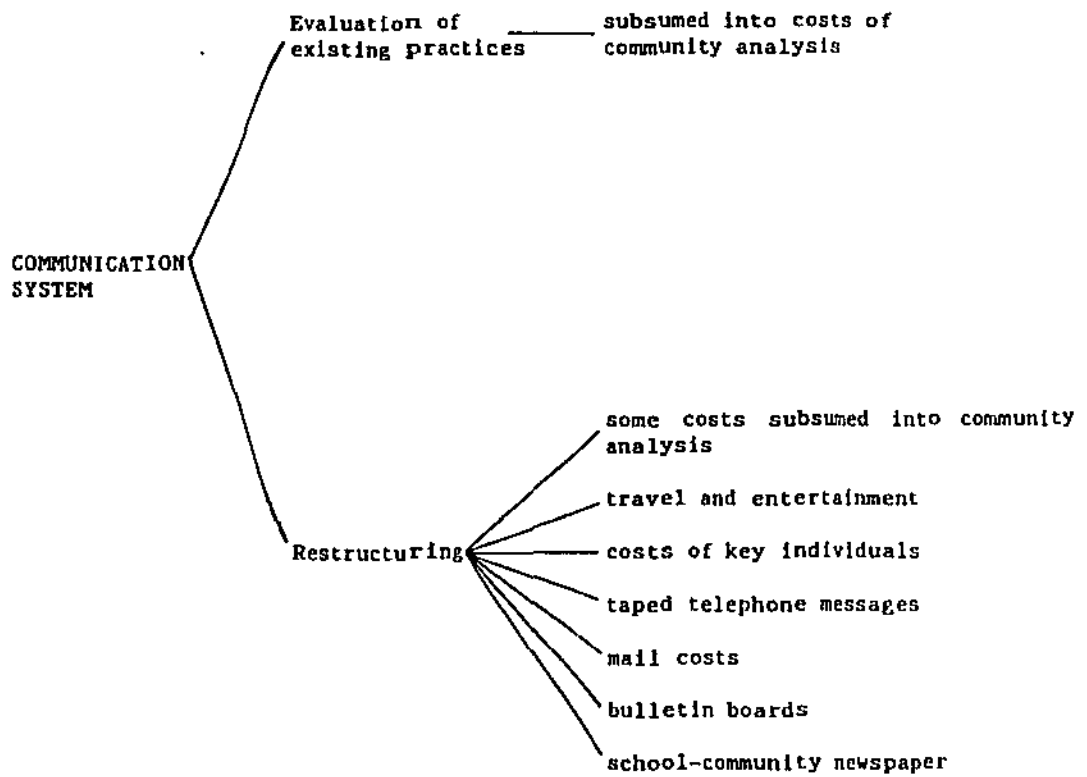
justify the provision of sufficient financial resources to undertake a community analysis.

The Establishment of an Effective Communication System

The establishment of an effective communication system involves evaluating existing communication practices and restructuring communication channels. The literature review will examine these two aspects in relation to cost implications and a summary of the arguments used in this respect is presented in Figure 2.12.

According to Long (1985) communication between the school and its community generally takes two forms - written and oral. It is to these two methods of communication that the implementation team must apply evaluation procedures and it can be argued that the cost of the evaluation could be subsumed into the cost of the community analysis. The use of a survey instrument to gather information about the community was suggested by Pettit (1980), Long (1985), and Deschamp (1986) and a section on school communication practices could be incorporated into the instrument. Similar cost savings can be made if information about the school's communication practices is obtained when members of the implementation team approach families

Figure 2.12: The Need for Sufficient Financial Resources
to Establish an Effective Communication System



in their particular catchment zone, as suggested by Pettit (1980). Consequently, the community analysis can be a cost-efficient procedure in that its information-gathering network can be multi-faceted.

The literature indicated that restructuring the school's communication channels with its community requires a number of almost simultaneous steps to be followed which include obtaining information on parents' preferences on how they prefer to receive information about the school; establishing positive links with the community through key individuals; using taped telephone messages at the school; adopting a friendly approach to school visitors; publishing the telephone numbers of the members of the implementation team; making improvements to written communications; and continually monitoring feedback.

Gorton (1983) indicated that a review of research be undertaken on parents' preferences on how information about the school should be communicated to them. Such a review can become part of the community analysis in both the survey instrument and as part of the information gathered from personal contact with community members. Again, the community analysis reveals its cost-efficient nature.

Establishing positive linkages with the community, via key individuals, is a necessity if communication practices are to be effective according to McNeely (1983), Gorton (1983), and Andrews (1987). Developing a positive relationship between the key individuals and the implementation team is a necessary adjunct of these practices and it can be deduced that costs in relation to travel and entertainment will be incurred. However, the comment can be made that the potential results of the work of the key individuals make any expenditure worthwhile.

Within the school itself Gorton (1983) suggested that communication with the community can be improved in two ways. First, taped telephone messages containing information about the school be used and second the use of a courteous, friendly approach to visitors to the school be adopted. Taped telephone messages will cost money in their production and utilization and the adoption of a friendly approach to school visitors may require attendance at in-service courses.

Widening the communication channels, particularly throughout the implementation of the change strategies, can be facilitated, according to Deschamp (1986), by publishing the telephone numbers of the members of the implementation team. If this idea is adopted then some form of recompense should be made

available to the members of the implementation team.

Improvements to written communication received attention from Pettit (1980), Gorton (1983), Long (1985), Deschamp (1986) and the Community Participation in Schooling Committee (n.d.). Collectively the ideas of these researchers included upgrading the quality of presentation, mailing important printed information, sending out special letters or documents, making use of school bulletin boards and establishing a school community newspaper - a suggestion also made by Byrne and Powell (1976), and Ryan (1976), who discussed the need to support innovative and creative innovations. Upgrading the quality of written material can have cost implications in the form of the use of better standard paper and changes to printing techniques. Mailing important printed information and sending out special letters or documents could result in increased postal charges. Making use of school bulletin boards will probably involve construction and installation costs. Establishing a school community newspaper will incur costs in relation to production and distribution of the final product, as well as contributing to electricity tariffs if the newspaper is produced on school premises.

The continual monitoring of community feedback on the school's communication practices as suggested in the literature, will provide further information on which the restructuring process can be based. Use of the community analysis in relation to the evaluation and restructuring of communication practices has already been discussed and the savings to costs indicated, but Gorton (1983) has suggested two other methods by which feedback can be obtained on a continuous basis. First, space for feedback comments, suggestions, or questions in the printed information disseminated about the school should be provided, a suggestion also supported by Deschamp (1986). Second, parents and community members should be invited to the school in small groups for the purpose of meeting the principal and members of the implementation team in an informal atmosphere. Feedback on the school's communication practices can be solicited at such meetings.

Obtaining feedback on communication practices from parents and community members is not necessarily a costly item. Providing space for feedback is virtually a cost-free exercise as, in most instances, written communication from the school rarely makes use of the entire paper space available. Meeting parents in small groups forms part of the information gathering process for the community analysis, therefore obtaining feedback on communication becomes

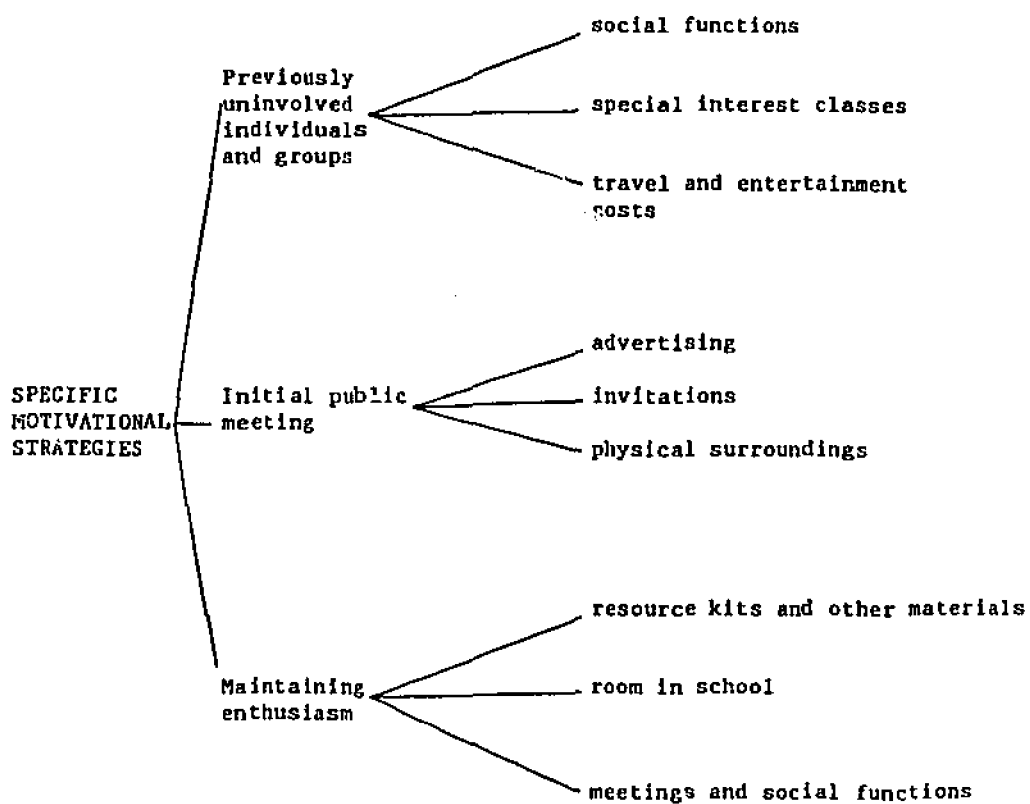
incorporated into the topics of discussion. Although the cost of obtaining continual feedback on the school's communication practices is apparently minimal, it still needs to be accounted for within the overall budget of the change process.

The Development and Implementation of Specific Motivational Strategies

The development and implementation of specific motivational strategies are aimed at encouraging community participation in the change process. The necessity for the provision of adequate funding in the development and implementation of specific motivational strategies will be discussed in relation to attracting previously uninvolved individuals and groups into the school; conducting the initial public meeting to outline the nature of the change; and maintaining enthusiasm towards the change which is engendered from previous contact with individuals, and at the initial public meeting. A summary of this discussion is illustrated in Figure 2.13.

Methods to attract previously uninvolved individuals and groups into the school were examined by Byrne and Powell (1976). They suggested initiating social functions and special interest classes to attract parents who have traditionally remained aloof from

Figure 2.13: The Need for Sufficient Financial Resources
to Develop and Implement Specific
Motivational Strategies



school life, as well as home visits followed by invitations to the school - with the possibility of transport assistance - to attract the shy and pre-occupied parents. Beacham and Hoadley (1979) also suggested visiting parents in their places of work to encourage participation in school life.

Initiating social functions could be a relatively costly strategy although it may be possible to reduce their costs by ensuring that previously uninvolved parents are invited to the informal meetings discussed as part of information gathering in the community analysis and obtaining information on communication practices. However, it is unlikely that all previously uninvolved parents would be able to respond if such gatherings were held during normal school hours. To overcome the inability of some parents to attend functions at school during normal school hours, Byrne and Powell (1976), and Davis and Rimm (1985) suggested the use of evenings and Saturday mornings, while Blakers (1980) extended the concept of flexibility to the geographic sense by discussing the use of neighbourhood meetings in private homes. Conducting meetings outside the school, in both a time and a geographic sense, immediately attracts the possibility of increased funding if recompense is provided for travel expenses and to costs incurred by the provision of sustenance for those attending the

meetings. The suggestion of Byrne and Powell (1976) to inaugurate special interest classes to attract previously uninvolved individuals and groups has cost implications in the form of wages, materials and electricity charges which result from the use of a room in the school. Whether the wages of the instructor of the classes are paid by the central education authority or the school itself could develop into an interesting argument. However, the provision of funds may have to be considered within the overall budget if special interest classes are conducted.

With contact established and motivation enhanced, the implementation team needs to devise ways to maintain these elements. One method is to conduct a public meeting to discuss the change process and Ryan (1976) had advocated the use of a general announcement to advertise the meeting. The use of a public announcement could incur costs in relation to advertising and posters and, if invitations are mailed out, postal charges will need to be considered. The meeting itself will also involve a cost structure, particularly if the ideas of Beacham and Hoadley (1979) are utilized. They indicated that to establish an atmosphere of trust and ease in which people feel confident enough to make a contribution, attention must be given to the physical surroundings, the

provision of name tags to facilitate identification, the following of established meeting procedures and the provision of a folder containing the relevant information about the change. The provision of a comfortable meeting place should not incur any costs as rooms such as the school library or a classroom block can be utilized. However, the distribution of name tags and information folders could incur costs in the form of materials used in their preparation. Consequently these items should be considered within the overall budget for the change process.

The enthusiasm which results from previous contact with individuals and the initial public meeting can be maintained by using a number of methods. Trump and Georgiades (1978), and Blakers (1980) suggested the development of resource kits and other materials which will provide assistance and encouragement to those who wish to become involved in the change. To adopt the ideas of Trump and Georgiades (1978), and Blakers (1980) may incur costs in relation to the manufacture or purchase of such materials. McNeely (1983) discussed the provision of a room in the school for parents and community members in which resource kits and materials could be maintained, and in which discussions could occur. Consequently, furnishing and maintaining such a room will contribute to the schools operating costs.

Trump and Georgiades (1978) have also suggested a psychological approach to the maintenance of enthusiasm by the development of a halo-effect - the aura of excitement which exists in meeting challenges in different ways. The use of meetings and small social functions could be one way of maintaining the halo-effect, with consequent cost implications in the form of refreshments.

Evaluation of the Change Process

Evaluation of the strategies adopted by the implementation team, and the effectiveness of the implementation itself, is a necessary operation to ensure that the goal of the change process is achieved. The relationship between the provision of sufficient funding and the evaluation process will be explored by reference to the research of Nicholls (1983) who discussed alternative methods by which evaluation of educational innovations could be undertaken.

Nicholls (1983) outlined three alternative evaluation methods before suggesting another alternative which combined the best aspects and eliminated the worst aspects of the three initial methods. Briefly, Nicholls (1983) three initial alternatives included

the use of an external evaluator; the use of a teacher in the school with specialist qualifications or expertise in evaluation; and giving the evaluation responsibilities to a group of teachers not involved in the innovation. The solution derived by Nicholls (1983) from the three alternatives involved sharing the responsibility of evaluation between those who are involved in the innovation and those who are not, while including at least one expert in evaluation in the group, whether a teacher or an external consultant. Logically, if an external consultant is involved then funding must be made available for any fees charged for the consultant's participation in the evaluation process.

A QUALITATIVE META-ANALYSIS OF THE LITERATURE

Descriptive literature reviews are limited in the amount of detail which can be included, particularly when the body of literature is relatively large. Glass (1976) suggested a solution to this problem in relation to experimental research by proposing the use of quantitative meta-analysis procedures. The application of similar principles to non-experimental research which contains a large body of literature based on qualitative data has received limited application. Two successful attempts were those of Deschamp (1983), who applied the principles to

research on teacher's instructional planning, and Hyde (1985), who applied the principles to research on the development of a structural model for the analysis of school-based decision-making. The procedures used in the present research were adopted from these sources, and are described in Appendix 1.

The aim of a qualitative meta-analysis was described by Deschamp (1983: Vol 2:7) as:

"To portray a body of research ...containing studies ranging from reports of individual case studies to large scale inquiries...in an open, systematic, and concise way, whereby the essence of the combined findings can be apprehended."

In addition to the synthesizing property of a qualitative meta-analysis, other characteristics of the literature are revealed. Such characteristics, as applied to the present research, included:

- (1) trends in research interest in the topic over time and geographic area;
- (2) balance between types of studies;

- (3) relationship between types of studies, aspect of increasing community participation in school decision-making, and geographic area;
- (4) findings of the studies;
- (5) determining categories into which the findings could be examined.

Other aspects of the literature, which the use of a qualitative meta-analysis allows to be discerned, include the identification of sections of the topic which have received little or no attention; tend to make the findings more specific; and suggest areas which require research. Due to the absence of statistical information in the research literature it was decided not to examine aspects of the topic such as research methodologies which had been used and the scale of studies reviewed.

The procedures used to undertake a qualitative meta-analysis of the literature reviewed in the present research are discussed in Appendix I. The results of the meta-analysis are displayed in tables contained in Appendices II, III and IV.

The Theoretical Literature

The analysis of the theoretical literature was based upon categorizations according to some of the variables used in the meta-analysis of the literature as explained in Appendix 1. The basis of the information for the meta-analysis was the system of card index references. In essence, the theoretical literature was categorized according to the type and year of publication, country of origin and major focus. The major focus was described in relation to various aspects of increasing community participation in school decision-making processes.

Within the literature search, documents were also obtained which yielded information on structuring a thesis. This was considered worthwhile for a number of reasons. First, the relative inexperience of the present researcher in undertaking such a task. Second, helpful hints were obtained not only on the overall structure of a thesis, but on the structure of chapters and presentation of information in a variety of forms. Third, the methodology involved in undertaking a qualitative meta-analysis of the literature needed to be examined.

Overall twenty-five items of theoretical literature were reviewed within the total literature search. Although this may appear to be a relatively small

amount, reference to Tables 2.3 and 2.4 in Appendix II reveals that many of the theoretical works discussed more than one aspect of increasing community participation in school decision-making processes. Thus, an apparent dearth of references within the theoretical literature is compensated by the extensive amount of information covered by that literature.

In respect of the type of document reviewed, Table 2.1 in Appendix II indicates that eighteen (72% of the total) were texts, one (4%) was a conference paper, and six (24%) were classified as government reports, unpublished papers, microfiche or mimeos. The absence of journal articles and research reports arguably is not unusual. These types of documents are generally concerned with research rather than theory.

An examination of the years of publication of the theoretical literature (Table 2.2 in Appendix II) reveals some identifiable trends. Only one document (4% of the total) with a publication date prior to 1973 was reviewed as part of the literature search. By contrast, in the mid- and late- 1970's nine (36%) of the theoretical documents were published, and fifteen (60%) of the documents had a publication date after 1980. The relatively large number of

publications since the mid-1970's probably reflects the increasing movement, throughout a wide range of education systems, towards some form of community participation in school decision-making processes in this period. It could be envisaged that if this movement continues then the number of theoretical publications on this topic may increase in the forthcoming years.

The theoretical texts reviewed as part of the literature search were published in relatively consistent numbers across the designated year groups (Table 2.1). This trend could be expected to continue as education systems grapple with the change towards the decentralization of the decision-making process in schools. Of some apparent significance is the number of government reports published since 1983. Reference to Table 2.2 in Appendix II indicates that these were all published in Australia or New Zealand. The topics covered by the government reports discussed system level education and concerned planned developments in the decentralization of the school decision-making process. The comparatively recent development of community participation in school decision-making processes in Australia and New Zealand possibly explains the lack of government reports from these countries prior to 1983. A lack of government reports from North America and the United Kingdom may reflect

the already localized nature of education in these two geographic areas.

Documents published in North America comprised 60% of the total theoretical literature (Table 2.2 in Appendix II). Publications from Australia and New Zealand contributed 32% to the total, while publications from the United Kingdom made up 8% of the total theoretical literature. Analysed by type of document and geographic area, fourteen of the texts (77.7% of the total texts) were published in North America (of which two were relevant to structuring a thesis), compared to two texts (11.1%) each from Australia or New Zealand, and the United Kingdom. Such figures probably reflect the greater experience in North America with community participation in school decision-making when compared to the other two geographic areas. If the trend towards decentralization of school decision-making processes experienced in North America is followed in Australia and New Zealand an increase in the number of texts published in these countries could be expected. The dominance of government reports emanating from Australia and New Zealand has been previously discussed.

Table 2.3 in Appendix II summarizes the frequency of the references located in the theoretical literature

categorised into the various aspects of increasing community participation in school decision-making processes. The analysis of this table will be undertaken in conjunction with the information indicated in Table 2.4 which lists the authors of the theoretical documents broken-down into the aspects previously discussed. From these two tables it can be ascertained that two of the texts covered six aspects, two discussed five aspects and one discussed four aspects, four covered two aspects, and eight discussed one aspect.

The sole conference paper referred to information relating to structuring a thesis. Of the documents classified as government reports or unpublished papers, one considered two aspects of increasing community participation in school decision-making, while the remaining five discussed one aspect.

Probably the greatest weakness exposed by the meta-analysis is the lack of theoretical research undertaken in Australia and New Zealand on increasing community participation in school decision-making processes. The significance of this apparent weakness becomes magnified when the findings of Chapman and Boyd (1985), and Chapman (1987) are recalled. An argument could be proposed that a greater amount of theoretical research into the issue of

decentralization of school decision-making may have helped to avoid some of the problems discussed by the above authors. Schools in New Zealand may face similar problems if the recommendations of the Picot Report (1988) are enacted.

The Research Literature

Sixty-two research documents were reviewed within the total literature search. In respect of the type of documents reviewed seven (11.3% of the total) were texts, thirty-two (51.6%) were classified as journal articles, six (9.6%) were research reports, three (4.8%) were conference papers, and fourteen (22.6%) were identified as government reports, microfiche, mimeos or unpublished papers. A large proportion of the research literature (98.4% of the total) has been published since 1970, and, of these, fifty documents (80.6% of the total) were published after 1977. Almost half of the research documents (48.3%) were published after 1983.

Most of the text books were published between 1974 and 1982, with the period from 1977 to 1979 comprising the majority of the texts (see Table 3.1 in Appendix III). Reference to Table 3.2 in Appendix III indicates that all of these texts were published in Australia or New Zealand. The dates of publication

are consistent with early developments towards community participation in school decision-making processes, particularly in the Australian Capital Territory. The absence of any research texts published in North America is an interesting feature. However, the large number of journal articles appears to "compensate" for this occurrence.

The trend in the number of journal articles published was relatively consistent over the designated year groups between 1970 and 1987. The period 1983-1985 was the exception to this trend with a comparatively large number of publications. This consistent trend could be expected to continue, and, with the movement towards decentralization of school decision-making processes gaining momentum throughout Australia, the number of journal articles published in this country should increase. A similar trend could be expected in New Zealand if the recommendations of the Picot Report (1988) are enacted.

Reference to Tables 3.1 and 3.2 in Appendix III indicates that five of the six research reports were published after 1983, and that all of the research reports have been published in Australia or New Zealand. Such a trend may be the result of the relatively recent movement towards decentralization of school governance in these two countries.

Three conference papers were reviewed as part of the literature search. Table 3.2 in Appendix III reveals that two of these were published in Australia, and one in North America. The conference paper published in North America had an Australian contribution (Chapman), and the Australian conference paper published in 1987 was an update of the 1985 North American publication.

Fourteen research documents were classified as being government reports, mimeos, microfiche or unpublished papers. All of these documents were published after 1977 (see Table 3.1), and Tables 3.2 and 3.4 in Appendix III reveal that all of the identified government reports were published in Australia or New Zealand. This trend is again consistent with the relatively recent movement towards community participation in school decision-making processes in these two countries. As this movement continues it could be expected that government reports on the community participation issue will continue to be published.

Table 3.3 in Appendix III describes the frequency of references as related to aspects of increasing community participation in school decision-making processes. The analysis of this table will be

undertaken in conjunction with the information displayed in Table 3.4, which lists the document authors broken down by the aspects previously outlined.

Four of the research documents (all unpublished papers) were referred to for information on structuring a thesis. Within the references categorized as texts, four discussed two aspects of increasing community participation in school decision-making, while three texts discussed one aspect. Four journal articles discussed three aspects of community participation, one journal article covered two aspects, and the remaining twenty-seven journal articles referred to one aspect. Of the three conference papers, one discussed three aspects of community participation, while the remaining two covered two aspects. Within the category containing government reports, microfiche, mimeos, and unpublished papers, one discussed three aspects of community participation, four covered two aspects, and eleven referred to one aspect.

The Research and the Theoretical Literature

Information relating to the total literature search is located in Appendix IV. An informative overview of the entire literature base can be obtained by combining the statistics on the research and

theoretical literature. Table 4.1 reveals that, overall, eighty-seven documents were reviewed. Twenty-five (28.7% of the total) were texts, thirty-two (36.8%) were journal articles, six (6.9%) were research reports, four (4.6%) were conference papers, and twenty (23%) were classified as government reports, mimeos, microfiche or unpublished papers.

Eighty-five (97.7% of the total) documents had a publication date after 1970, and since 1980 fifty-four (62.1%) documents have been published. Such figures confirm the trend, and reasons for this trend, previously identified about the predominance of relatively recent publications in the overall literature.

An examination of the literature broken-down by document type and geographic area of origin (Table 4.2 in Appendix IV) demonstrates the dominance of North American publications. Fourteen texts (56.7% of the total) emanated from North America, compared to nine texts (36%) and two texts (8%) from Australia or New Zealand and the United Kingdom respectively. The North American dominance is even more evident in journal articles where twenty-nine (90.6% of the total) were published in this area. Such dominance could be explained by the greater experience with community participation in school decision-making

processes in North America when compared to the other two geographic areas.

The relatively recent movement towards decentralization of school decision-making processes in Australia and New Zealand is evidenced by the number of research reports of recent origin published in these two countries. Despite the upsurge in Australian publications in the last few years, it could be argued that the paucity of research prior to these dates is a critical factor. Apparently researchers are ignoring the issue of increasing community participation in school decision-making processes, even though the number of government reports on this issue indicate substantial pressure in favour of decentralizing the decision-making process in schools. However, such criticism of researchers should be moderated for two reasons. First, there may be articles or texts currently awaiting publication. Second, financial restraints have caused a rationalization process within libraries which has reduced the availability of academic journals, with consequent implications for educational researchers.

The origin of conference papers is evenly divided between North America and Australia or New Zealand. Within the literature category containing government reports, mimeos, microfiche, and unpublished papers, eighteen (90% of the total) were published in Australia or New Zealand. Reference to Table 4.1 in

Appendix IV indicates that seventeen (85%) of this classification of documents have been published since 1980, further evidence of the movement which has been previously discussed.

In addition to emphasizing the dominance of North American publications, Table 4.2 in Appendix IV reveals the lack of documents published in the United Kingdom (4.5% of the total) which were relevant to the present research. A possible explanation for this occurrence is the already localized nature of education in the United Kingdom. However, a similar situation in North America has not prevented extensive documentation on community participation in school decision-making processes. Educational researchers and theorists in the United Kingdom would appear to have a relatively unexplored area to investigate.

Identifying the frequency of the overall literature broken down by aspect of increasing community participation in school decision-making processes may yield some information on the relative importance of each aspect. Fifty-six documents contained background information about the present research. Such a relatively large number of documents could be expected as a first step towards the identification of relevant

specific information.

If the importance of each aspect could be measured by the attention given in the literature then, the formation, composition and function of the implementation team; establishing an effective communication system; and developing and implementing specific motivational strategies appear as the most important. However, it is the contention of the present researcher that definite conclusions based on such statistics cannot be reached. Two arguments validate this statement. First, Table 4.3 in Appendix IV does not reveal the depth or "richness" of the information discussed in the various documents. Second, throughout Chapter III the interdependent nature of the strategies to increase community participation in school decision-making processes, rather than the importance of individual strategies, was emphasized.

SUMMARY

The purpose of this chapter was to review the literature which provided the research base for this study. The review was initially discursive in nature followed by the conducting of a qualitative meta-analysis of the literature. The discursive

review of the literature was undertaken within the context of the three focusing themes, the need for an overall plan, the availability of adequate time and the provision of sufficient financial resources, identified in Chapter I. Such themes should be in evidence if the change to community participation in decision-making is to be successful.

Initially, the discursive review examined proposed strategies to increase community participation in another human service organization, the Health Systems Agency Scheme in the United States of America. The information discussed provided an interesting comparison with attempts to increase community participation in schools.

The literature pertaining to the first focusing theme, the need for an overall plan, was reviewed in two aspects which were deemed to be pertinent to this study. These two aspects were developing community involvement in various school activities and functions, and undertaking change within schools. From the review of the literature, as directed towards the two aspects, a number of criteria which should be considered as part of an overall plan were determined.

The literature which discussed information on the second focusing theme, the availability of adequate

time, was reviewed within the context of a set of strategies which could be used to increase community participation in school decision-making processes. These strategies included the formation of an implementation team; organization of a timetable; the development, implementation and consideration of a community analysis; anticipation of difficulties; the establishment of an effective communication system; the development and implementation of specific motivational strategies; and evaluation of the change process. Where the literature was less than explicit in emphasizing the need for adequate time to successfully implement these strategies, attempts were made to elicit such information: From this elicited information a series of reasons on the need for adequate time to be made available for each of the strategies was deduced and presented in diagrammatic forms.

The literature which contained information relating to the third focusing theme, the provision of sufficient financial resources, was also reviewed within the context of a set of strategies which could be used to increase community participation in school decision-making processes. These strategies included the formation of an implementation team; the development, implementation and consideration of a community analysis; the establishment of an effective communication system; the development and

implementation of specific motivational strategies; and evaluation of the change process. In some instances the literature did not present explicit arguments on the need for the provision of sufficient financial resources to successfully implement these strategies. Where this occurred, attempts were made to elicit the required information from the literature. From this information a series of reasons on the need for sufficient financial resources to be made available for each strategy were deduced and presented in diagrammatic forms.

The qualitative meta-analysis provided further insights into the literature. The literature was analysed in two categories, theoretical and research, before a discussion of the total literature was attempted. The qualitative meta-analysis revealed trends in the type of document reviewed, date of publication, and geographic area of origin. An analysis of the literature by aspect of increasing community participation in school decision-making processes was also undertaken. Probably the most important issue to emerge from the qualitative meta-analysis was the lack of publications from Australia. Such a trend is surprising given the relatively recent move towards community participation in school decision-making processes in Australia, and the problems which some schools are encountering in undertaking this change.

CHAPTER III

IMPLEMENTATION OF STRATEGIES

INTRODUCTION

This chapter will examine the implementation of strategies available to school administrative teams which should enable the achievement of the goal of the change process - increasing community participation in school decision-making processes. In Chapter II the need for an overall plan was identified as one of the focusing themes. Within that plan a number of individual strategies were found which were designed to achieve the school's goal. Although each strategy is discussed on an individual basis, it has been previously argued that each is interdependent on the others if success is to be achieved. In presenting the strategies to be implemented it is assumed that the three focusing themes outlined in Chapter II - the need for an overall plan, the availability of adequate time and the provision of sufficient financial resources - are in existence.

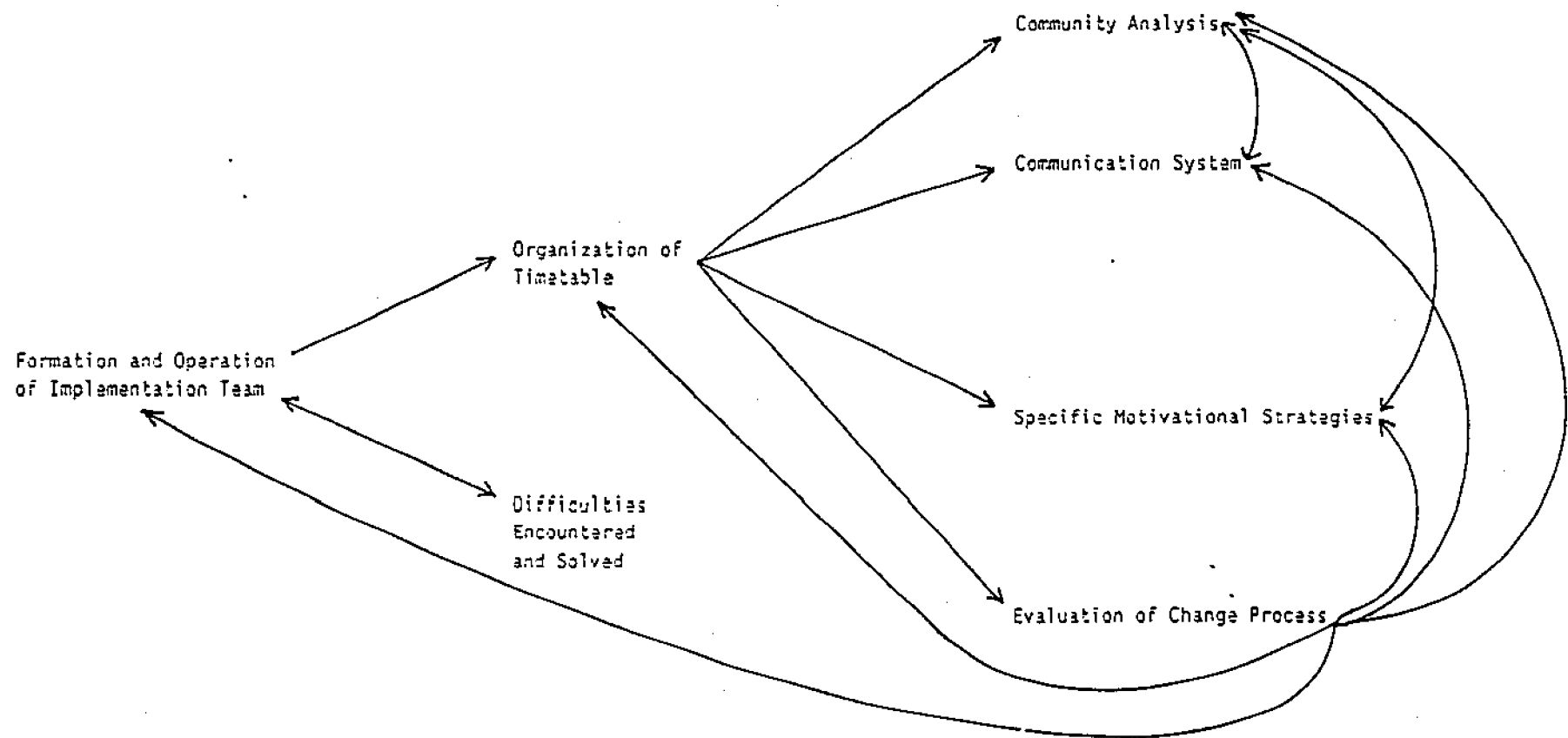
The evidence derived from the literature suggested that a logical move would be the formation of an implementation team to manage the change process. The implementation team, once formed and in operation,

should then develop strategies appropriate to achieving the identified goal. One of the initial strategies which the implementation team should consider is the organization of a timetable. Within this timetable allowance should be made for the development, implementation and consideration of a community analysis; anticipation of difficulties; the establishment of an effective communication system; the development and implementation of specific motivational strategies; and evaluation of the change process. Figure 3.1 provides a schematic overview of the strategies which should be used in the change process, as well as attempting to demonstrate the relationship and interdependence between the individual strategies. The contexts in which the suggested strategies are suitable include most government and independent school situations which have access to sufficient financial resources. The chapter concludes by summarizing the main points of the discussion and presenting a linear diagram of the suggested strategies.

THE FORMATION OF AN IMPLEMENTATION TEAM

The need for an implementation team to oversee the change to community participation in school decision-making processes at the system level has been discussed by Chapman (1987) and in the Picot Report

Figure 3.1: Overview of Strategies to Increase Community Participation in School Decision-Making Processes



(1988). The formation of an implementation team at the school level was a logical extension of the discussion presented in Chapter II. Consequently the formation of an implementation team seems to be the initial step which a school has to take in the move towards community participation in the school decision-making process. It is the implementation team which has the responsibility for the formulation and implementation of subsequent strategies by which the goal of the change process is to be achieved.

The formation of an implementation team involves a number of aspects which must be considered. Among the aspects to be examined are the composition of the implementation team; the appointment of a co-ordinator; the selection of members of the implementation team; the role of the co-ordinator; the role of the principal; and the establishment of a goal.

The Composition of the Implementation Team

The contentiousness which can arise from the composition of the implementation team was discussed in Chapter II. In brief, the issue is concerned with achieving a balanced representation of the various groups in the school community. Any perceived imbalance from one or more of the groups comprising

the school community, such as parents, teachers and business organizations, could lead to claims of bias and discrimination. Thus the importance of achieving a balanced membership composition becomes a key issue.

Guidelines for the membership structure of an implementation team were found in proposed membership structures of school councils. Suggested membership structures from Australian state level education authorities in New South Wales, Victoria, and Western Australia, and ideas originating overseas from New Zealand and Scotland, indicated a variety of proposals. Using the ideas presented in Australia and overseas, the composition of an implementation team at the local level can be established with the view to minimizing controversy. A membership structure of an implementation team could therefore include:

- (1) the principal - included in all the proposals previously outlined and an essential member of the team as this person is perceived as being the main avenue of school - community communication and the focal point of the school;

- (2) two members of the school staff - ensuring staff representation and preventing any animosity from this source;
- (3) two members of the school community - at least one of whom should be a parent of a student at the school and the other could possibly be a representative of local organizations, thereby ensuring equal representation with school staff (and overcoming potential conflict in this respect);
- (4) the co-ordinator of the implementation team - an external agent appointed to direct the implementation team in the quest to achieve its goal.

The implementation team should also be able to co-opt any individuals who have knowledge or skills which would prove useful in particular strategy implementation procedures, such as compilation of a survey questionnaire or forming a working relationship with representatives of the mass media.

Awareness of the suggested guidelines for the composition of the implementation team should be the responsibility of the school executive, the executive

of the school's Parents' and Citizens' Association and the co-ordinator of the team. The members of the two executive bodies should have the responsibility of choosing the co-ordinator of the implementation team and, together with the co-ordinator, selecting the other members of the team

The Appointment of a Co-ordinator

The appointment of the co-ordinator of the implementation team ought to be undertaken prior to the establishment of the implementation team due to the role which the co-ordinator should have in the membership selection process. Employing a professional consultant in the position of co-ordinator was an argument proposed in the literature, consequently applications for the position should be called for and an appropriate advertisement placed in the media.

The skills and characteristics required by an effective educational leader, in this case the co-ordinator of an implementation team, were examined in the literature. Essentially, the successful applicant for the position of the co-ordinator should be able to demonstrate skills in relation to personnel management, such as building a partnership and

providing leadership; commitment to the goal of the change; and to possess the necessary energy to efficiently discharge the duties of the position.

The appointment of the co-ordinator of the implementation team is arguably a crucial decision, for the co-ordinator will have a tremendous influence on the effectiveness of the implementation team, and its strategies. Consequently the process to appoint the co-ordinator should follow the formalities of any professional appointment, with the attendant consideration to detail.

Selection of Members of the Implementation Team

The selection of members of the implementation team should be the responsibility of the members of the two school executive bodies and the co-ordinator of the implementation team. The co-ordinator has an important role to play in the selection process for two reasons. First, the relevant expertise possessed by the co-ordinator will make this person's judgements on applicants' worth a valuable contribution. Second, as the co-ordinator will have to closely work with the chosen members, then this person ought to play a part in the selection process.

The selection panel should call for expressions of interest by placing appropriate notices in school newsletters and the media available to members of the school's community. Willingness and/or ability of individuals to become a member of the implementation team will be constrained by the responsibilities which such a position entails. The selection panel, in conducting the selection process, should make the responsibilities of the position clear to the prospective members. In doing so it should pay attention to the opinions of Byrne and Powell (1976), and Chapman (1987) who outlined responsibilities incurred as a result of membership of school decision-making bodies, and an implementation team belongs to this category by virtue of the nature of its task. Collectively the membership responsibilities, as discussed in the literature, included preparedness to be contacted at home; being aware of previous experience in relation to the goal of the implementation team; willingness to devote time to the collection and analysis of data; and being able to participate in rigorous discussion.

The ability to accede to the requirements which membership of the implementation team entails will limit the field of prospective candidates. However, there should still be a relatively significant number of community members who would be able to commit

themselves to the responsibilities of the position. Consequently, the selection panel should carefully consider the merits of each applicant and in making its final decisions remember to adhere to the principle of a balanced membership composition within the implementation team.

The Role of the Co-ordinator

With the establishment of an implementation team to guide the change process, the role of the co-ordinator becomes apparent. The co-ordinator's role involves a number of issues which were described in the literature as including administrative tasks; expanding personal contacts; and in the domain of group dynamics.

Administrative tasks which the co-ordinator needs to effectively deal with include organizing meetings, coping with clerical work and solving issues which involve scheduling, budgeting and supplies. Probably, the provision of office space, with the necessary equipment and access to secretarial assistance, are essential requirements if the duties of the co-ordinator are to be effectively discharged.

Expansion of personal contacts allows the co-ordinator to form a wide ranging perspective of the school's community. Sections of the school community which should be included in the expansion of personal contacts, as outlined in the literature, were church groups, civic associations, community leaders and school personnel. The co-ordinator's role in the implementation of the community analysis and specific motivational strategies will ensure some degree of expansion of personal contacts, but efforts should be made outside of these contexts.

The co-ordinator's role in relation to group dynamics is a somewhat complex issue by comparison with administrative tasks and the expansion of personal contacts. Essentially group dynamics, as discussed in the literature, can be examined in terms of group organisation and group development. Group organisation involves the building up of a "team spirit" by guiding the group through stages which include clarifying the tasks and establishing a trusting relationship; considering alternatives to identified problems; and preparing recommendations or conclusions based on gathered factual data. Group development involves guiding the group through the working level and facilitating motivation by displaying skills such as leadership in discussion, assisting with group procedures, managing conflict,

setting standards, and co-ordinating the group's efforts.

To successfully organize and develop the implementation team the co-ordinator should provide strong leadership, preferably by example. Within discussions the co-ordinator should actively elicit information from team members and indicate that such information is regarded as a valuable contribution. In an attempt to establish confidence and trust among the implementation team the co-ordinator should resist the temptation to continually monitor progress of strategy implementation in an obtrusive manner, but use a casual and informal approach towards team members. A method which could be adopted to overcome difficulties in strategy implementation is to conduct a pilot study, an approach particularly applicable to the community analysis. An evaluation of the pilot study will enable the co-ordinator to initiate discussion on overcoming any problems which were encountered.

Critical to the development of the implementation team as a working unit is the ability of the co-ordinator to resolve conflicts. The co-ordinator should emphasise the desirability of team members not allowing personality conflicts to inhibit the establishment of a working relationship. However, if

Team members are unable to resolve their differences the co-ordinator may suggest that those involved tender their resignations. The maintenance of motivation within the implementation team may necessitate the adoption of creative approaches by the co-ordinator. Ideas such as the provision of refreshments at the conclusion of meetings, inviting guest speakers to discussions, and organizing informal social gatherings could be considered as methods to maintain enthusiasm towards the change.

The co-ordinator should, in whichever activity the implementation team is involved, set the standard in aspects such as completing tasks, demonstrating initiative, encouraging others, and being honest. Under no circumstances should the co-ordinator allow any sense of frustration to become public, but rather maintain a sense of humour whenever unplanned delays or interruptions occur. Overall, the impact of the efforts of the co-ordinator should be the development of an effective team unit.

The successful fulfilment of the role which the position entails will require the expenditure of considerable time and energy on behalf of the co-ordinator. Consequently this person should adopt an approach which is consistent in relation to the amount of hours worked each day, rather than an ad hoc manner. The latter could result in a situation where

some days are extremely busy, while others merely require routine administrative tasks to be completed. A possible result of such an uneven approach could be that the co-ordinator becomes "burnt out" before the goal of the change process is achieved.

To ease some of the pressure on the co-ordinator it may be worthwhile for another member of the implementation team to assume the responsibilities of the chairperson of the group. Such a move could occur after the co-ordinator has developed the team into an effective working unit. Relinquishing the position of chairperson would enable the co-ordinator to concentrate on the other responsibilities which the position entails.

The Role of the Principal

The literature indicated that the principal, as well as being responsible for the smooth functioning of the school, should also be implicitly and explicitly committed to the change, and be knowledgeable about what needs to be done. The latter tasks may require considerable reading and research. In addition to these tasks, a discussion was presented in Chapter II that the principal should be a member of the implementation team, although not the co-ordinator.

Acceptance of the increased responsibilities in being a member of the implementation team and the necessity of publicly supporting the activities of the implementation team, while continuing to effectively administer to the day-to-day functioning of the school, will considerably challenge the administrative skills of the principal.

As a result of these additional tasks it may be necessary for the principal to attend in-service or training courses in an effort to learn better how to cope with the increased workload. Furthermore, it may be desirable for the principal to delegate some routine administrative tasks to the deputy principals in an attempt to ease the burden which the extra responsibilities may impose.

The relationship between the principal and the co-ordinator will need to be positive throughout the change process to ensure effective results. Maintaining a positive relationship with the co-ordinator may prove to be difficult for some principals, particularly if they perceive the co-ordinator as representing a threat to their authority. Nevertheless, the principal should attempt to overcome these fears because of the negative impact this could have on the change process. Perhaps

in the absence of the co-ordinator, the principal could have to respond to inquiries and questions about the change process. If a positive relationship has not been developed between the two individuals, the principal's responses to such inquiries may not be in the best interests towards achieving the goal of the change. Consequently, every effort should be made by the two individuals concerned to develop an open and honest relationship between each other.

The role of the principal in the change process can thus be described in a number of modes. First, the smooth functioning of the school should be maintained. Second, the principal ought to be committed to and knowledgeable about the change. Third, the principal will incur the responsibilities consistent with being a member of the implementation team. Fourth, the principal should develop a positive relationship with the co-ordinator to facilitate the achievement of the goal of the change process.

Establishment of a Goal

The purpose or goal of the implementation team should be clearly defined when the team is formed. In relation to the current research, the goal of the implementation team is to increase community

participation in the school decision-making process. The strategies adopted by the implementation team will be aimed at achieving this goal.

Summary

The formation of an implementation team involves more than gathering together a group of people to guide the change process. The composition of the implementation team should be balanced to ensure that accusations of bias can be dismissed. The selection of a co-ordinator of the implementation team ought to be a carefully conducted activity, as will the selection of members of the implementation team. Once the implementation team is formed the role of the co-ordinator becomes more defined as the team grapples with the task of achieving its goal. The role of the principal has been identified as complex and will challenge that person's administrative skills. Finally, the goal of the implementation team should be clearly defined and understood by its members. To facilitate the achievement of the goal of the change process, the implementation team should give consideration to the organization of a timetable by which its strategies could be implemented.

ORGANIZATION OF A TIMETABLE

After clearly establishing the goal of the change process, the implementation team should devise a timetable by which the goal is to be achieved. In doing so, the implementation team should consider the information in the literature which indicated that difficulties are likely to occur if change is rushed. Furthermore, the literature revealed that it takes time, among other elements, to increase community involvement in schools and to improve other aspects of school-community relations. Consequently, the implementation team should strike a balance between allowing too little time to implement the strategies and too much time, which could have a negative impact on the maintenance of enthusiasm towards the change. The timetable should also make provision for the incorporation of the ideas of Trump and Georgiades (1978) on flexibility and timing of initiated approaches.

In devising a timetable the implementation team has to consider a number of important issues. First, sufficient time should be allocated to develop and implement the desired strategies. Second, the timetable ought to be flexible enough to deal with difficulties which may arise, while catering for the ability of the target groups to be ready and

comprehend the nature of the change. Third, the timing of any initiated approaches needs to be considered if successful outcomes are to result.

In the absence of detailed information in the literature, Table 3.1 indicates a time-scale which could be appropriate to schools implementing the change.

The suggested timetable allows two months in which to appoint the co-ordinator and select members of the implementation team. Once the team is established, a number of tasks should be undertaken during the third month:

- (1) the goal should be clearly defined;
- (2) the timetable should be organized;
- (3) the methodology by which the community analysis is to be implemented should be developed;
- (4) the evaluation of existing communication practices should commence;
- (5) the evaluation team should be appointed.

TABLE 3.1: TIMETABLE OF STRATEGY IMPLEMENTATION

CONTINUUM OF STRATEGIES															
Strategy implem- entat- ion by month	Formation of an Implementation Team			Organiz- ation of a time- table	Community Analysis			Communication System			Specific Motivational Strategies			Evaluation	
	Selec- tion of co-ord- inator	Selec- tion of members	Estab- lish- ment of goal		Devel- opment	Imple- ment- ation	Interp- recation and util- ization	Evaluat- ion	Effec- tive charact- eristics	Implem- entat- ion	Unin- volved members	Init- ial- public meeting	Maint- aining enthu- siasm	Appoint- ment of evalua- tion team	Formative
1	x	x													
2	x	x													
3			x	x	x			x						x	
4						x		x							x
5						x	x	x							x
6						x	x	x	x		x				x
7						x	x	x	x	x	x				x
8								x		x	x				x
9								x		x	x	x			x
10								x		x			x		x
11								x		x			x		x
12								x		x			x		x

Month four should be characterized by the following activities:

- (1) implementation of the community analysis, including a survey questionnaire; determining the existence of organizations; researching available records; and studying media treatment of the school;
- (2) continuing to evaluate existing communication practices;
- (3) commencing formative evaluation procedures.

During month five the following activities are suggested:

- (1) continuing to implement the community analysis;
- (2) interpreting the results of the survey questionnaire;
- (3) continuing to evaluate existing communication practices;

- (4) continuing formative evaluation procedures.

Throughout the sixth month activities could include:

- (1) continuing to implement the community analysis (with the exception of the survey questionnaire);
- (2) continuing the interpretation and commencing utilization of the results of the community analysis;
- (3) continuing to evaluate existing communication practices;
- (4) determining the characteristics of an effective communication system;
- (5) commencing specific motivational strategies, particularly those aimed at uninvolved community members;
- (6) continuing formative evaluation procedures.

During month seven the timetable reveals that the following activities occur:

- (1) completing the community analysis;
- (2) completing interpretation while continuing utilization of the results of the community analysis;
- (3) continuing to evaluate existing communication practices;
- (4) continuing to identify the characteristics of an effective communication system;
- (5) commencing the implementation of a more effective communication system;
- (6) continuing specific motivational strategies;
- (7) continuing formative evaluation procedures.

Month eight could include the following activities:

- (1) continuing to evaluate existing communication practices;

- (2) continuing to implement an effective communication system;
- (3) continuing specific motivational strategies;
- (4) continuing formative evaluation procedures.

During month nine the following strategies should be considered:

- (1) continuing to evaluate communication practices;
- (2) continuing to implement an effective communication system;
- (3) continuing specific motivational strategies;
- (4) conducting the initial public meeting;
- (5) commencing strategies to maintain enthusiasm;
- (6) continuing formative evaluation procedures.

Months ten, eleven, and twelve should be characterized by activities such as:

- (1) continuing to evaluate communication practices;
- (2) continuing to implement an effective communication system;
- (3) continuing strategies to maintain enthusiasm;
- (4) continuing formative evaluation procedures.

In month twelve the new decision - making body of the school should be formed, a process which requires further research beyond this study. The timetable also made no recommendation for the timing of summative evaluation procedures. As discussed in the literature, summative evaluation is concerned with the effectiveness of the new decision-making body, a task which cannot be undertaken until the new system has been in operation.

Summary

The information in the literature which discussed the necessity of striking a balance between allowing too little, and too much, time in which to implement the strategies formed the guidelines in devising the suggested timetable. Maximum times were allocated for the various strategies, but it could eventuate that the suggested periods of time may not be needed. Twelve months was considered an appropriate period in which to complete the change process for a number of reasons:

- (1) stability of the school staff;
- (2) stability of the membership of the two executive bodies in the school- the principal, deputies and senior staff; and the Parents' and Citizens' Association;
- (3) one year should be acceptable to all those involved as it means the change process ought to be completed before commencing the long summer-holiday break.

THE DEVELOPMENT, IMPLEMENTATION AND CONSIDERATION OF A COMMUNITY ANALYSIS

The strategy of using a community analysis will be examined by discussing the development and implementation of such an analysis; and the consideration of the obtained information, including interpretation and utilization of the information. Without a community analysis the implementation team will have an insufficient understanding of the school community.

The Development and Implementation of a Community Analysis

In developing a community analysis the implementation team should consider the type of information about the community which it requires. The literature indicated that from a community analysis the implementation team should discover the educational philosophy of the community, its interpretation of administrator and teacher roles, its perception of school-community communication, and its receptivity to change and information. The collection of hard data and perceptive comments should also uncover information including socio-economic background, occupations of community members, the number of welfare

0000000aries, the number of working parents, identification of informal leaders, the number of single parents, informal meeting places in the community, and identification of local business and community organizations.

The type of information required should be applied to appropriate methodology for collection. There are a variety of methods available and the implementation team should give consideration to all of them. Within the ideas discussed in the literature a similarity exists between the adoption of gallup-poll techniques and the development and distribution of a survey. These two approaches have the advantages of being purposeful and anonymous but require careful construction to ensure validity of the obtained information. An example of a ready-to-use questionnaire is the Baseline Item Bank on community involvement and participation in decision making developed by the Research Branch of the Education Department of Western Australia (now the Ministry of Education). Consideration could be given to printing the survey questionnaire at the school, particularly if the processes involving printing form an integral part of one of the courses taught in the school.

Three other collection methods were discussed in the literature, all of which should be considered by the

implementation team. First, the existence of community organizations and local divisions of state and national organizations, can be determined. Such a move could have merit in that these organizations may have expertise in obtaining the type of information required by the implementation team. The implementation team could then liaise with such organizations in the implementation and consideration phases of the community analysis. Further benefits which may accrue as a result of discovering local organizations include sponsorship for activities such as quiz nights, fetes, and a school-community newspaper. Businesses such as printers and newspapers could also provide assistance in relation to a school community newspaper and the development of other written communication methods. Organizations such as Apex and tertiary institutions may have the expertise and be willing to facilitate the development of decision-making skills among community members who indicate a desire to serve on the proposed school decision-making body. Local sporting groups contacted through the community analysis could be persuaded to conduct activities, such as using children from the school to form teams in local competitions. Subsequent parental involvement in these teams could be developed into more active participation in the school.

The second information gathering method suggested in the literature, which the implementation team could utilize, involves researching available statistics, records and documents pertaining to the economic, political and educational trends in the community. Conducting a study of the media and press treatment of the school in an attempt to uncover problems and issues is a third possible information gathering method. Potential sponsorship, as previously discussed, may result from establishing contact with the media.

To reach as many people as possible in obtaining information the implementation team should pay attention to the suggestion of Pettit (1980) who argued that the community be divided into catchment zones. Members of the implementation team could then be allocated the responsibility of approaching families in the various zones to set up a meeting for the purpose of gathering information. Such a meeting need not be held at the school, but could be organized at a mutually convenient time and place within the catchment zone.

The importance of the community analysis in relation to making efficient use of time and money was discussed in Chapter II, so the allocation of

responsibilities to members of the implementation team should ensure that such efficiencies will be maximised. At the same time, the co-ordinator should make use of as many information gathering techniques as possible in an effort to obtain a broad information base. Thus, members of the implementation team may be involved in developing, distributing and collecting a survey; liaising with other organizations which have expertise in information gathering; researching available statistical and documentary records; travelling into allocated catchment zones to arrange meetings with community members; and liaising with media representatives to uncover any problems and issues. The importance of the community analysis cannot be overemphasized. The information obtained has implications for all the other strategies which the implementation team will develop. Consequently, the development and implementation of the community analysis requires careful planning and organization by the co-ordinator and members of the implementation team.

Interpretation and Utilization of Information Obtained from the Community Analysis

The information obtained from the community analysis should form the basis on which other strategies will be developed. Interpretation of the information

should therefore be a thorough operation and one which may involve liaison with other organizations such as tertiary institutions, as well as rigorous discussion within the implementation team itself. While the results of the interpretation phase may vary from school to school, the literature discussed three possible uses which could be made of the information obtained from the community analysis. First, shortfalls in communication practices may have been uncovered. Second, and partly as a consequence of the identified shortfalls in communication practices, the community analysis should be the cornerstone of the school's communication program. The community analysis should have revealed priorities for methods of communication; and the media and means for communicating with the community. Third, official organizations and informal community groups with influential opinions on education could have been identified. The implementation team should attempt to establish a positive rapport with such organizations.

A further effect of the community analysis could be the establishment of an improved relationship between the school and its community. Personal contacts made during the implementation of the community analysis should demonstrate to community members that the school is concerned with people, and is not merely a "faceless" institution. The community should become

aware that the school welcomes visitors, and should not be placed in the same perceived category as are some bureaucratic organizations.

With the school, as an organization, being considered more positively, the community image of staff and students at the school should also be improved. Community members may become aware that teachers do work more than six and a half, or seven hours a day; and that perceived mis-behaviour of young people in the local area is not entirely attributable to students who attend the school. Overall, the attitude that the school is an integral part of the community, and that it has an active role to play in it, may begin to be developed. Members of the community should become aware that they can have an influence on the school, and that consequently the image of the school will be a reflection of their own attitudes and efforts.

Summary

The development, implementation and consideration of a community analysis is arguably one of the most important strategies available to the implementation team. Its importance relates to the variety of information which can be obtained, and the

interpretation and utilization of this information in respect to the development of other strategies. An argument was presented in which the community analysis, as a strategy, could be efficient in terms of both finance and time. Consequently, all phases of its operation should be carefully planned and implemented. Members of the implementation team should therefore be particularly pedantic in discharging their allocated responsibilities within the entire community analysis process.

ANTICIPATION OF DIFFICULTIES

Difficulties which the implementation team could encounter in attempting to attain the goal of the change process can have their sources both within the school community and the implementation team itself. Many of the difficulties associated with the school community will have been identified by the interpretation of the community analysis and can be solved within the scope of the communication system and specific motivational strategies. Problems which occur within the implementation team are the responsibility of the co-ordinator, with consequent implications for that person's role.

Characteristics of the school community which can emerge as difficulties for the implementation team

were outlined in the literature. Essentially the problems can be described as including the relative unavailability of parents during school hours; the perceived futility of attempting to encourage parent involvement, given the dismal attendance records of most Parents' and Citizens' Associations; the deep-seated awe of schools experienced by many parents; lack of confidence among parents about their ability to make a positive contribution; changing community demographics; parental perceptions that schools are separate institutions from society; and criticisms which will emerge about the change process.

Overcoming the problems associated with the characteristics of the school community are among the main thrusts of the development of an effective communication system and specific motivational strategies. Consequently, the relevant information concerning attempts to solve problems which can emerge from the characteristics of the school community are discussed in the appropriate sections of this chapter.

All the evidence from the literature would suggest that difficulties which can emerge within the implementation team could, if unchecked, have a devastating impact on the change process. One of the difficulties discussed in the literature was the danger of allowing an influential group to dominate

proceedings. If the implementation team selection panel heed the recommendations on membership composition, the likelihood of this problem developing is diminished. However, pressure from various community groups on members of the implementation team could still occur. In the event of such pressure becoming evident, the co-ordinator has the responsibility of negating any undue influence and preventing its reoccurrence. This may entail a discussion with the team member concerned, a spokesperson of the group, or both. The result of this discussion should leave no doubt that the co-ordinator is unwilling to allow the functioning of the implementation team to be influenced by an external group.

Other sources of difficulty which can emerge within the implementation team, as outlined in the literature, included personality clashes, communication misunderstandings between the team and the community, and attitudinal problems of team members. Suggestions to solve the problem of personality clashes have been previously discussed. Communication misunderstandings may occur, particularly during the initial stages of the change process, as the implementation team attempts to ascertain the appropriate level of vocabulary and style of presentation to use in communicating with the

community. The co-ordinator may need to take an active role to ensure that communications emanating from the team are acceptable in terms of using appropriate vocabulary, clarity and conciseness. This could require the co-ordinator having to approve all written communications, and to discuss with team members, prior to making personal contacts, approaches which should be taken. In attempting to overcome communication difficulties, the co-ordinator should use problems which have occurred to illustrate the basic tenets of communicating effectively with the community. Information in respect to effective communication may also be gained when the implementation team ascertains the characteristics of an effective communication system. Such information should be uncovered as part of the process to restructure the school's communication system.

Attitudinal problems among members of the implementation team could be caused by the large workload, the amount of time which should be committed, or loss of interest in the task. If the emergence of an attitude problem is evident then the co-ordinator should immediately consult with the relevant team-member. If the problem relates to the workload or time commitment, the co-ordinator could either modify the team-member's responsibilities or co-opt another person to assist. The ultimate

possible solution, and one which may also be necessary if the team member has lost interest in the task, is to suggest resignation from the implementation team.

Another difficulty discussed in the literature was the lack of an economic incentive to undertake the change. This could be overcome by the implementation team issuing statements which clearly indicate the advantages associated with the change, such as the potential cost-effectiveness which should result from the new and more efficient administrative process.

Summary

Potential difficulties which the implementation team could encounter were identified as emanating from the community, within the implementation team, and due to a lack of economic incentive to change. Difficulties emanating from the community should be countered by the development of an effective communication system and specific motivational strategies. Problems which could emerge from within the implementation team require the active involvement of the team co-ordinator. The perceived lack of an economic incentive to change could be overcome by indicating the cost effectiveness of the proposed administrative process.

THE ESTABLISHMENT OF AN EFFECTIVE COMMUNICATION SYSTEM

Two broad phases encompass the establishment of an effective communication system. Phase one involves the evaluation of existing communication practices , while phase two incorporates the re-structuring of communication practices, which include the identification of the characteristics of an effective communication system, followed by the implementation of effective communication practices.

The literature identified communication as generally being either written or oral, and it is towards these forms that the evaluation of existing communication practices should be directed. The evaluation process could be undertaken within the context of the community analysis. In the case of a survey questionnaire being used, a section could be devoted to communication. Where personal approaches are made in the community analysis, either in visits to catchment zones or in small group meetings at the school, comments about the effectiveness of the school's existing communication system can be elicited.

The results of the evaluation will undoubtedly discover weaknesses in existing communication practices, which the literature identified as possibly

including unreliable dissemination procedures, insufficient use being made of alternative communication channels, and lack of feedback on communication effectiveness. In addition to the weaknesses discussed in the literature, other criticisms of the existing communication practices may include the use of inappropriate vocabulary, a lack of clarity and conciseness in written and oral communications, insufficient notice being given for events or meetings, inattentiveness to personal inquiries, the unavailability of staff members on visits during school hours, and an inadequate number of parent-teacher evenings. The criticisms and weaknesses which the evaluation process has uncovered should receive attention within the restructuring phase of communication practices.

The restructuring of communication practices incorporates two sub-components - the identification of the characteristics of an effective communication system, and the implementation of these characteristics. The literature identified several characteristics of an effective communication system including openness, which can be described in terms of the degree to which a school has linkages with its community; using a wide range of communication channels; obtaining feedback; involving the public in communication practices; and encouraging direct

contact between the school and its community. Further ideas on communication effectiveness could be obtained by research at tertiary institutions, liaising with media companies, and meeting with representatives of other schools and organizations which have developed effective communication practices.

The second sub-component of the restructuring phase involves the implementation of the characteristics of an effective communication system. In undertaking this task the implementation team should recall the advice of De Lellis (1979), who suggested that any restructuring efforts should begin small and quietly. By following De Lellis' advice the implementation team may prevent the school community from becoming cynical or sceptical about the new communication practices.

In developing the characteristic of openness in the school's communication system the implementation team should establish positive linkages with the community through key individuals. The literature discussed two possible methods of using key individuals in this respect. The first alternative was to use influential community members, who were identified as "opinion leaders" or "key communicators". The second alternative was to use "boundary spanners", that is, individuals with "feet" in both the school system and

the community infrastructure. Discussion in Chapter II indicated that a combination of the two alternatives outlined in the literature would be an ideal method by which openness could be developed.

The application of the concept of "boundary spanners" working in conjunction with influential community members should establish an information acquisition and dissemination network involving a number of key individuals. The effect of such a network should guarantee the clarity of communicated messages and the acquisition of accurate feedback. Individuals who could be approached to assist in this manner may include officials of local organizations such as Apex, Lions Clubs, and sports' clubs; local and state government representatives; the local media; and members of the school's Parents' and Citizens' Association. The concept of a "boundary spanner" could be applied to members of the Parents' and Citizens' Association, and it may be worthwhile for the school principal to adopt a higher profile in the community in an attempt to perform a similar role.

Aside from using "boundary spanners" and key individuals, the implementation team should be aware of other available methods to obtain feedback. In this respect analysing questions and complaints, using public opinion polls, providing tear-off slips on

newsletters, inviting small groups to the school on an informal basis, and using the community analysis were discussed in the literature.

One of the results of the feedback should be the identification of the ways in which the community prefers to receive information about the school. The literature revealed the result of one survey (Gallup 1979) which indicated a high degree of preference for personal contact. The implementation team should pay attention to community preferences on receiving information and incorporate them into the restructured communication system.

The use of taped telephone messages, displaying a courteous and friendly approach towards school visitors, and publishing the telephone numbers of implementation team members were discussed in the literature as methods to improve oral and personal communication. The taped telephone messages could be produced by students as part of their media study program and, in doing so, would widen school involvement in the change process. Ensuring that a courteous and friendly approach is adopted towards school visitors may necessitate staff at the school attending an in-service course. The in-service course could be the entire agenda of a staff meeting, and be conducted by the staff themselves. Such a move would

further widen total school involvement in the change process.

The implementation team should consider other alternatives to improving oral and personal communication. It could suggest that the number of parent-teacher evenings be increased. Copies of teacher's timetables could be kept by the school receptionist so that it becomes possible for parents to make contact with teachers during normal school hours.

A variety of methods to improve the standard of written communication have been suggested in the literature. Written information sent home should be attractive and readable, with important printed information, such as special letters, to be mailed. Improving the standard of written information presents another opportunity to encourage school involvement. The art, media and computing departments could become involved in the presentation of various aspects of written information, while the possession of an off-set printer, or similar machine, would allow the material to be produced by students enrolled in relevant courses at the school. Seeking information from media companies could also be considered as part of the process to improve the standard of written communication.

In conjunction with improving the presentation of written communication, the implementation team should also direct the school's attention to the content of the communication. Conciseness, clarity, and the use of appropriate vocabulary ought to be considered, while ensuring that adequate advanced notice is given of proposed events or meetings. Attention to these matters can be undertaken by staff and students at the school as part of the teaching and learning programs.

The literature suggested the use of the local media as an opportunity to disseminate information about the school in alternative forms. This may involve writing a regular column in local community newspapers, ensuring that the achievements of the school receive adequate exposure, the occasional feature in the state newspaper, and appearances on television and radio by the principal or delegated staff members.

On the school premises, the literature suggested that improvements to communication could occur by utilizing bulletin boards, inviting parents to school assemblies, and establishing a school-community newspaper involving parents and community members in its production. The bulletin boards could be constructed, installed and maintained by students as part of their manual arts program. School assemblies could be conducted by students, and parents or

community members invited to address the school on topics of interest. The inception of a school community newspaper may involve media, art and computing students in its presentation, and other students in its production. One of the overall results of adopting these suggestions should be greater school and community involvement in the change process.

Summary

The establishment of an effective communication system follows a clearly delineated path. The implementation team should initially evaluate the school's existing communication practices and note any weaknesses. Restructuring communication practices involves the identification of the characteristics of an effective communication system, before enacting the desired characteristics. The result of the process should be an effective and efficient communication system which disseminates information to, and receives feedback from, all sectors of the community. The implementation team should attempt to involve staff and students at the school, and community members, in as many possible aspects of the process to change communication practices. Throughout this process the implementation team should also remember the advice given by Byrne

and Powell (1978) who insisted that, while the existence of the characteristics of an effective communication system do not guarantee success, they are the elements without which success can never be obtained.

THE DEVELOPMENT AND IMPLEMENTATION OF SPECIFIC MOTIVATIONAL STRATEGIES

The development and implementation of specific motivational strategies have three broad aims which include involving previously uninvolved individuals and groups, conducting a public meeting, and maintaining enthusiasm. The effect of the specific motivational strategies should be the grouping of a number of individuals willing to serve on the decision-making body which will be created as a result of the change to community participation in school decision-making.

The literature identified a variety of strategies by which previously uninvolved individuals and groups could be attracted to the school. The crux of these strategies was the importance of personal contact, a fact which the implementation team should consider. Previously uninvolved parents could be approached at their homes, places of work or community centres.

Alternatively, telephone calls or initiating small group meetings in the local area could be used. During these approaches parents could be invited, with the offer of transport assistance, to visit the school. One of the effects of contacting previously uninvolved parents should be to give them enough confidence and interest to become more involved in the school. Meeting in their own environment should be the first step towards developing this confidence and interest, thereby overcoming feelings of trepidation experienced by some parents.

To facilitate the development of a group of individuals willing to participate in the proposed decision-making process, the implementation team may consider producing a video. Such a video, which could be viewed at meetings with parents, should contain portrayals of school life. Comments from the principal and the co-ordinator of the team, as well as members of the Parents' and Citizens' Association, should promote a message on the need for community participation to further the development of the school. Involving staff and students in the production of the video could be another example of wider school participation in the change process.

The formation of a voluntary parent group to assist in the process to contact a broad range of community

members is a strategy which ought to be considered by the implementation team. The voluntary group could supplement the work of the implementation team in the realm of personal contacts. Being parents may also contribute to breaking down barriers to participation. The inclusion of voluntary parent groups promotes community "ownership" in the change process. Contacting previously uninvolved individuals, by either members of the implementation team or parent volunteers, could possibly be partly accomplished within the community analysis. Where this is not appropriate, alternative arrangements may have to be considered.

Further attempts at encouraging involvement in the school, as discussed in the literature, could be made by organizing social functions or special interest classes. Social functions, which could be either informal lunches at the school with the principal or organized by parents in the local community, should be attended by at least one member of the implementation team. Special interest classes may prove a useful adjunct to the specific motivational strategies previously discussed, and it could prove beneficial if members of the implementation team were to occasionally visit the classes as a public relations and information gathering exercise.

Apart from individual strategies, the implementation team could also use mass media techniques to attract previously uninvolved community members. The use of the mass media has been previously discussed, and its use in relation to specific motivational strategies demonstrates the multi-faceted role of the media in the change process.

Having established contact with members of the school community, the implementation team should attempt to reinforce motivation to participate in the change. The literature suggested that an effective method of accomplishing this was to conduct a public meeting. All members of the school community should be invited to the meeting. In an attempt to ensure optimum attendance, the implementation team could adopt Ryan's (1976) idea about sending invitations through the mail and advertising the meeting in the media. Thought could also be given to making personal approaches in individuals, such as the local mayor, prominent business figures and local politicians, who the implementation team desire to be present at the meeting.

The impact of the initial public meeting could be crucial to the success of the change process. Consequently, every effort should be made to ensure a positive outcome. The implementation team

should therefore consider the following suggestions as outlined in the literature. Establishing an atmosphere of trust and ease, in which people feel confident enough to share their thoughts, can be facilitated by ensuring the provision of appropriate physical surroundings. The availability of name tags and provision of an information folder should further contribute to constructive dialogue.

Within the format of the meeting the literature suggested that large group discussions should be kept to a minimum, the preferable method being the creation of small groups to consider the agenda. In deciding the order of agenda items the implementation team may adopt the notions of Jay (1984), who outlined criteria which should be remembered when conducting a committee meeting of up to twelve members. The more relevant of these criteria, in relation to the current issue, include:

- (1) items requiring mental energy should be placed high on the agenda list;
- (2) the meeting should start with items which will unite the participants in a common front;

- (3) the meeting should not dwell too long on trivial but urgent items, to the exclusion of subjects of fundamental importance whose significance is long term rather than immediate;
- (4) few business meetings achieve anything of value after two hours, and an hour and a half is enough time to allocate for most purposes;
- (5) state the finishing time of the meeting on the agenda as well as the starting time;
- (6) if papers are produced at the meeting for discussion, they should be brief and simple, since everyone has to read them;
- (7) all items should be thought of and thought about in advance if they are to be usefully discussed;
- (8) the chairperson, in going through the agenda items in advance, can usefully insert his/her own brief notes of points he/she wants to be sure are not omitted from the discussion.

In addition to the suggestions outlined in the literature there are other ideas which the implementation team may consider. Student councillors could be in attendance to indicate car parking areas and to escort the participants to the meeting place. Prior to, and at the conclusion of the meeting, liquid refreshments and light snacks could be made available. These informal gatherings may provide opportunities to disseminate and obtain information. The responsibility of providing the refreshments may be given to the home economics department, if such a department exists at the school. Involving staff and students in these two instances provides another opportunity to increase school involvement in the change process.

In deciding on the venue for the meeting the implementation team should ensure that there will be adequate light and ventilation, the provision of comfortable chairs, and sufficient room to allow the occurrence of small group discussions. If deemed necessary, a sound system may have to be installed, a task in which students could be involved. Possible meeting venues available at a school include the library, lecture theatre, and gym. Small group discussions could occur in nearby classrooms. Name tags and information folders could be compiled by students working in conjunction with the implementation team.

The chairperson of the meeting should be familiar with all aspects of the change process, which appears to suggest that the best candidate for the position is the co-ordinator of the implementation team. In organizing a small group format as the basis of the meeting, thought could be given to the use of a problem-solving approach by posing a series of questions for each group to discuss. While small group discussions are occurring, members of the implementation team should circulate among the groups, offering advice and gathering information. Before concluding the meeting, the chairperson could distribute a brief evaluation questionnaire in an attempt to obtain participants' thoughts on the effectiveness of the meeting.

Attempts should be made to enhance the motivation established at the initial public meeting and from personal contacts made during the implementation of the community analysis and strategies to involve previously uninvolved individuals. Attention to the ideas discussed in the literature will provide the implementation team with some methods by which enthusiasm can be maintained. Material incentives, including the provision of a room in the school in which community members can gather and in which resource kits and other materials are available, could be considered. Psychologically, enthusiasm could be

maintained by the development of a halo effect - the aura of excitement which exists in meeting challenges in different ways.

The implementation team may also consider alternatives other than those suggested in the literature. Parents and community members could be invited to participate in school activities, such as acting as resource or library aides, or where members have particular skills, assist in some of the more practical subject areas. Activities such as parent-children carnivals, quiz nights, and school fetes could be designed specifically to encourage and maintain parental involvement in the school. The concept of a school community newspaper has been previously discussed. Special interest classes, which have been identified as a strategy to involve parents, could also be used to maintain enthusiasm. An alternative application of these classes could be for the development of skills which will enable community members to effectively participate in the proposed decision-making process. Marsh (1988) has identified these skills as encompassing:

- (1) knowledge of the educational system;
- (2) developing positive attitudes towards participation;

- (3) developing specific skills including interpersonal, communication, and organizational skills, as well as the ability to organize and chair meetings.

The idea of approaching local sports' clubs to form school based teams has been previously discussed. This concept could be used in an attempt to maintain parental motivation to participate more in both school activities and the change process. The formation of voluntary parent groups, previously discussed as a strategy to enhance participation, could also be used to maintain enthusiasm through the organization of social functions and other similar activities. Conducting additional public meetings, in which progress reports could be made, suggestions elicited and tasks set for those participating in the change, could be considered as another strategy by the implementation team.

Summary

Throughout the attempts to initiate and maintain enthusiasm among members of the school community to participate in the change process, the implementation team should be prepared for a loss of interest among some individuals. However, such occurrences may be

balanced by other members of the school community showing a willingness to participate at later stages of the change process. The development and implementation of specific motivational strategies, while aimed at generating and maintaining a positive attitude towards the change process, also provides opportunities to increase wider school involvement in the project.

Some of the specific motivational strategies could be undertaken as part of the community analysis and the establishment of an effective communication system. Conducting the initial public meeting and maintaining enthusiasm towards the change generally involves consideration being given to physical and psychological aspects. Overall the successful outcome of the specific motivational strategies may depend upon the implementation team developing careful planning procedures.

EVALUATION OF THE CHANGE PROCESS

In discussing the evaluation of the change process, the purpose of evaluation, allocation of responsibility for evaluation, and determination of formative and summative evaluative criteria emerge as three broad issues which should be considered. A working

definition of evaluation, which incorporated its purpose, was outlined in the literature. Comment was also made on the desirability of obtaining both qualitative and quantitative data, as well as using value judgements, in making an evaluative decision.

Within the evaluation process, one of the most controversial issues relates to the allocation of responsibility for undertaking the evaluation. In an attempt to overcome any controversy, the implementation team may consider it wise to adopt Nicholl's (1983) suggestion that the responsibility for evaluation should be shared between those involved in the change, and those who are not involved. Critical to the formation of an evaluation group, according to Nicholl's (1983), is the presence of at least one expert in evaluation, regardless of whether or not this expert is a member of the teaching staff.

The selection of an evaluation group could be determined by discussions between the implementation team, the executives of the school administration and the Parents' and Citizens' Association. The evaluation expert appointed to the group could be either a member of the school staff or an external consultant. If a staff member is appointed, consideration should be given to the provision of relief from some teaching duties. In the latter

instance an expert could be employed from either educational consultancy agencies or tertiary institutions.

The determination of formative evaluation criteria should reflect the effectiveness of the strategies adopted by the implementation team, as well as the operation of the team itself. In the absence of relevant information in the literature; suggested criteria by which the effectiveness of the operation of the implementation team could be judged include:

- (1) the effectiveness of the co-ordinator as ascertained by the discharge of administrative duties, expansion of personal contacts with the community, and the development of the implementation team as an effective working unit;
- (2) the effectiveness of members of the implementation team as ascertained by their approach to individual tasks and responsibilities.

Evaluation of the effectiveness of the timetable could involve the use of the following criteria for comparative purposes:

- (1) allocation of appropriate time for the completion of identified strategies;
- (2) the degree to which unforeseen events can be accommodated;
- (3) the degree of flexibility which enables changes to be implemented.

The effectiveness of the methods used to obtain information about the community could be evaluated by an analysis of the quality and quantity of the information obtained. This may include:

- (1) statistical procedures being applied to the questionnaire survey;
- (2) making value judgements on the quality of information obtained by methods such as interviews and discussions.

Difficulties which could occur have been previously identified as originating from the community and within the implementation team itself. In the former case, such difficulties could be solved by the establishment of an effective communication system, and the development and implementation of specific motivational strategies. Consequently, the evaluation of these two particular strategies will yield

information on their effectiveness in solving any emergent difficulties. Observing the degree to which the implementation team develops as an effective unit could be considered as an evaluative criteria in the latter case.

Evaluation of the communication system could be undertaken by the continual monitoring of feedback obtained from the community. The effectiveness of the specific motivational strategies could be ascertained by:

- (1) the number of previously uninvolved community members who are observed more frequently at the school or who attend the initial public meeting, and from value judgements made by members of the implementation team;
- (2) written and oral comments made by the members of the school community who attended the initial public meeting;
- (3) the net rate of gain, or loss, of community members willing to participate in the change process.

The summative evaluation criteria of the change to

community participation in school decision-making have been described in the literature as an improvement in the delivery of services and the development of a more flexible decision-making process. A judgement, based on these criteria, would probably not be possible until the new decision-making body had been in operation for a period of time.

Summary

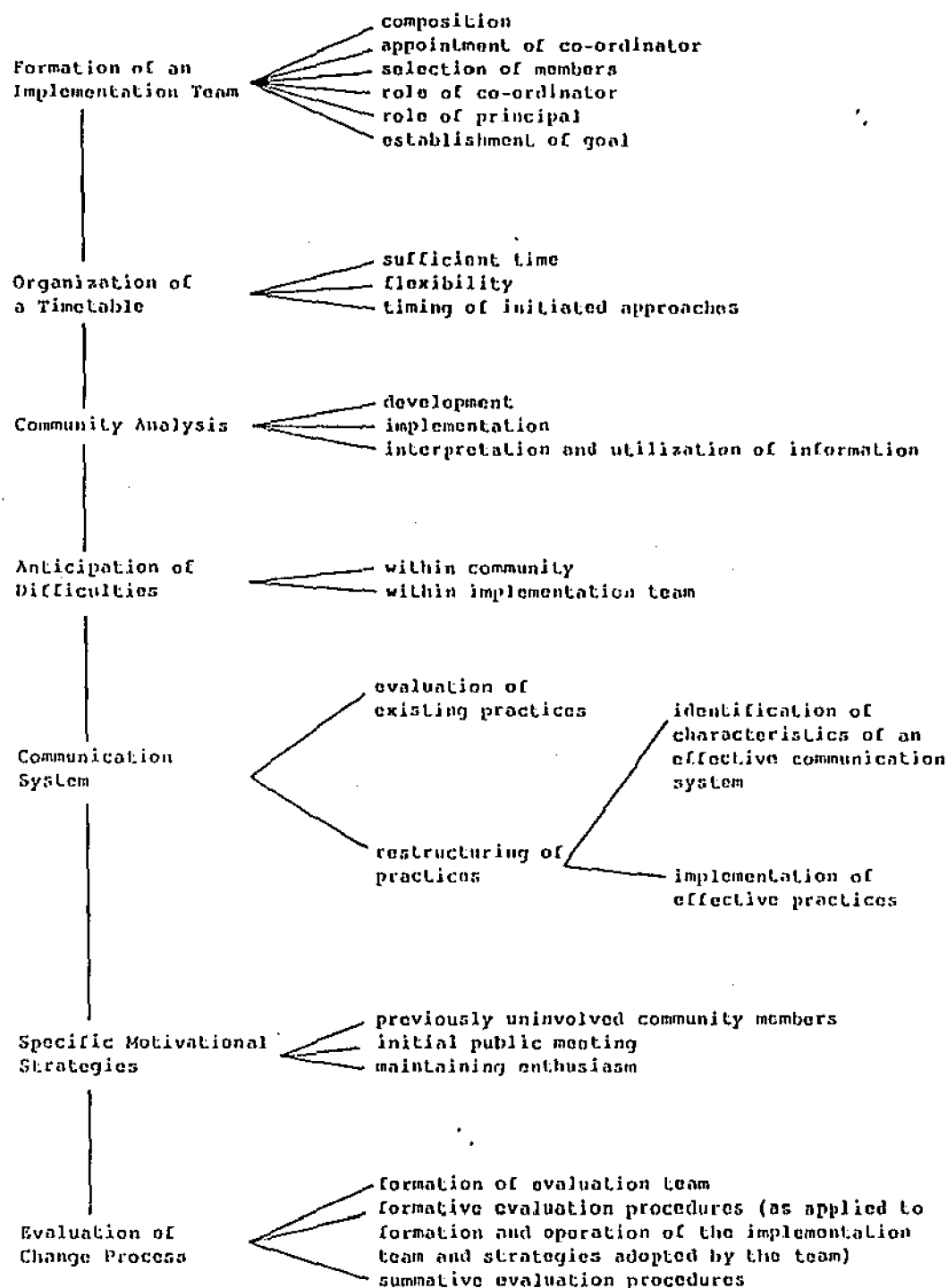
Evaluation of the change process should be undertaken with an awareness of the purpose of evaluation. The group given the responsibility for undertaking the evaluation should be comprised of individuals involved and not involved in the change process, and contain at least one expert in evaluation. The process of evaluation should be both formative and summative in nature, although summative evaluation judgements may not be possible until the new decision-making structure has been in operation for a period of time.

SUMMARY

The purpose of this chapter was to present a set of strategies which school administrative teams could use to increase community participation in school decision-making processes. The strategies were deduced from evidence derived from the literature. In presenting the strategies the assumption was made that the three focusing themes outlined in Chapter III would be in evidence. Essentially, the set of suggested strategies included the formation of an implementation team; the organization of a timetable; the development, implementation and consideration of a community analysis; anticipation of difficulties; the establishment of an effective communication system; the development and implementation of specific motivational strategies; and evaluation of the change process. The strategies developed in this chapter were considered appropriate for most government and independent school situations. A schematic diagram which showed the relationship between, and interdependent nature of, the strategies was presented at the beginning of the chapter. A linear diagram of the conceptual framework of strategies is revealed in figure 3.2.

The formation of an implementation team was discussed in relation to the composition of the team, appointment of a co-ordinator, selection of team

Figure 3.2: Conceptual Framework of Strategies to Increase
Community Participation in School
Decision-Making Processes



members, the role of the co-ordinator, the role of the principal and the establishment of a goal. Normally an implementation team which comprises six members, the principal, two members of the school staff, two members of the school community, and the co-ordinator, should be sufficient to undertake the task. The importance of maintaining a balance of representative community groups in the implementation team was also emphasized as part of the discussion on the composition of the implementation team. An argument was outlined in which the responsibility for the appointment of the co-ordinator should be given to the members of the school's two executive bodies, namely the school administration and the Parent's and Citizen's Association. The members of these two bodies, together with the co-ordinator, would then be responsible for selecting other members of the implementation team.

The appointment of a professional consultant to the position of co-ordinator was suggested, and the skills and characteristics required by the successful appointee were outlined. In choosing the other team members, potential nominees for the positions should be made aware of the responsibilities inherent in such positions. Although the ability to accede to the requirements of membership of the implementation team may prevent some individuals from applying, it was postulated that a significant number of community

members would still be able to apply.

The role of the co-ordinator was discussed in terms of administrative tasks, expanding personal contacts, and group dynamics. Suggestions were outlined on how these roles could be successfully fulfilled, and the possibility of another team-member assuming the responsibilities of chairperson at the regular team meetings was mooted. The role of the principal was discussed in relation to maintaining the smooth functioning of the school, being committed to and knowledgeable about the change, as well as being a member of the implementation team. Ideas by which the principal could fulfil these roles were proposed, and the importance of establishing a positive relationship with the co-ordinator was emphasized.

With the formation of the implementation team completed it was suggested that the goal of the change process should be clearly delineated. In the case of this study, the goal of the implementation team was stated as increasing community participation in school decision-making processes.

In organizing a timetable of strategy implementation a suggestion was made that the implementation team should consider a number of criteria. These included allowing sufficient time for strategy development and

implementation, flexibility, and timing of initiated approaches. A timetable appropriate to schools implementing the change to increasing community participation in decision-making processes was then outlined.

The use of a community analysis was discussed in terms of development, implementation and consideration (interpretation and utilization) of the obtained information. The purpose of a community analysis was discussed as being necessary to obtain a variety of information about the school community. Suggested methods to collect the information included a survey-questionnaire, working with organizations in the community, researching available statistics, conducting a study of media treatment of the school, and personal contact. Interpretation of the acquired information should be a thorough process and may involve liaison with organizations such as tertiary institutions. The utilization of the obtained information was discussed in relation to its influence on communication practices and the identification of organizations in the community which have influential opinions on education. The suggestion was also forwarded that another effect of the community analysis could be an improvement in the relationship between the school and its community.

Sources of difficulties which the implementation team could encounter were identified as being nested within the school community and within the implementation team. Overcoming difficulties within the implementation team was seen to be the responsibility of the co-ordinator. The difficulties associated with the community should be overcome by the establishment of an effective communication system, and the development and implementation of specific motivational strategies.

The establishment of an effective communication system was discussed in two broad phases, evaluation of existing practices and restructuring of communication practices. An argument was proposed that evaluation of existing practices could be undertaken within the context of a community analysis. Possible criticisms and weaknesses of existing practices were then outlined.

Restructuring of communication practices was discussed in two sub-components, the identification of characteristics of an effective communication system, and the implementation of these characteristics. The characteristics of an effective communication system could be obtained from appropriate literature, research at tertiary institutions, liaising with media representatives, and examining other organizations which had developed an effective

communication system. To implement the effective characteristics the implementation team should begin quietly to avoid cynicism. A further important element was identified as "openness", and that to instigate this concept positive linkages with the community, via key individuals should be established. The importance of feedback in the restructuring process was also discussed. Practical ideas on improving aspects of oral and written communications were outlined and it was proposed that the involvement of community members and school personnel (teachers and students) in the restructuring process was important.

The development and implementation of specific motivational strategies were discussed in relation to three broad aims. These were involving previously uninvolved individuals and groups, conducting a public meeting, and maintaining enthusiasm towards the change. A variety of strategies to attract previously uninvolved individuals and groups to the school were outlined, with the importance of personal contact being emphasized. The use of an audio-visual presentation and a voluntary parent group was also discussed. The incorporation of these ideas contributed to the widening involvement of various individuals in the change process.

An emphasis on the provision of appropriate physical surroundings when conducting the initial public meeting was discussed. Ideas were then outlined by which this could be achieved. Attention was also given to ensuring that an appropriate meeting structure was followed. Maintaining enthusiasm towards the change, following the initial public meeting, was discussed in material and psychological terms. Ideas specific to each of these two aspects were then suggested. The importance of carefully planning and implementing the specific motivational strategies was deemed to be important if such strategies were to be successful.

The discussion on the evaluation of the change process centred on formative evaluation procedures and the formation of an evaluation group. The formation of such a group was suggested as being the subject of discussions between the implementation team and members of the two school executive bodies (the school administration and the Parents' and Citizens' Association). The necessity of having an evaluation expert as a member of the evaluation group was also suggested. Formative evaluation criteria were outlined in relation to the effectiveness of the implementation team, the timetable, the community analysis, the communication system and specific motivational strategies. Within the discussion on evaluation a comment was made that a summative evaluation judgement would not be possible until after the new

decision-making body had been in operation for a period of time. Although the strategies were discussed individually this was done for convenience. As indicated in the discussion the strategies were interdependent in nature, and such interdependence was deemed to be necessary for the successful implementation of the strategies.

CHAPTER IV

VERSATILITY OF THE CONCEPTUAL FRAMEWORK OF STRATEGIES

INTRODUCTION

The purpose of this chapter is threefold. First, there is a need to highlight the applicability of the conceptual framework of strategies discussed in Chapter III. A second purpose is to indicate where and how modifications should be made to the conceptual framework as it relates to particular school situations. Third, there is a need to elicit further insight into the validity and reliability of the developed conceptual framework.

The conceptual framework of strategies discussed in Chapter III should be operable for the great majority of school situations, such as, urban high schools, high schools located in large rural centres (for example, Albany, Geraldton and Bunbury), and most urban primary schools. However, by their very nature all schools are different, each with their own particular characteristics. In situations where the school's characteristics are significantly different to the majority of schools, the conceptual framework of strategies can be readily modified. Two examples of

such variations are the small urban primary school situation and the isolated rural high school situation. Outlining how the conceptual framework can be modified in these two school situations demonstrates the versatility of this framework. This chapter focuses on the application of the conceptual framework to those two school situations.

In each of the two school situations the relevant school will be described in terms of administrative structure, staff numbers, staff experience, staff turnover, student numbers, geographic location, size of the school community, and any other relevant characteristics. Following the description of the two school situations the versatility of the strategies discussed in Chapter III will be examined. These strategies include the formation of an implementation team; the organization of a timetable; the development, implementation and consideration of a community analysis; anticipation of difficulties; establishment of an effective communication system; the development and implementation of specific motivational strategies; and evaluation of the change process. Table 4.1 represents a summary of how the strategies might appear as they apply to each of the two school settings.

TABLE 4.1: SUMMARY OF MODIFICATIONS TO STRATEGIES

STRATEGY	URBAN PRIMARY SCHOOL	RURAL HIGH SCHOOL
Formation of the Implementation Team		
(a) Composition and size	Possibility of smaller sized implementation team. Proportion of representative groups to be maintained.	
(b) Appointment of co-ordinator	Selected from: post graduate students; teachers on extended leave; retired teachers; members of school staff; retired businessmen; community members; parents; school principal.	Selected from: parents; community members; school principal.
(c) Selection of members	Follow suggested procedures.	Follow suggested procedures. Representative from local industry should be included.
(d) Role of co-ordinator	As suggested in Chapter III.	
(e) Role of principal	As suggested in Chapter III, except the school principal may also assume the role of co-ordinator.	

TABLE 4.1: SUMMARY OF MODIFICATIONS TO STRATEGIES (cont'd)

STRATEGY	URBAN PRIMARY SCHOOL	RURAL HIGH SCHOOL
Organization of a Timetable	As suggested in Chapter III	
Development and Implementation of a Community Analysis	<p>Aims and methods of data collection as suggested in Chapter III. Could enlist assistance from members of Parents' and Citizens' Association. Replication of questionnaire may require assistance from nearby high school, regional education centre or local businesses.</p> <p>Interpretation of information to follow suggested procedures. Tertiary institutions close enough to provide assistance.</p>	<p>Aims and methods of data collection as suggested in Chapter III. Could enlist assistance from members of Parents' and Citizens' Association. Replication of questionnaire may require assistance from local industry or local newspaper.</p> <p>Interpretation of information to follow suggested procedures. Isolation may prevent assistance from tertiary institutions except during school vacations. Possible computer assistance from local industry.</p>
Anticipation of Difficulties	As suggested in Chapter III	
Establishment of an Effective Communication System	<p>As suggested in Chapter III but some features of restructuring may need to be modified due to: inability to produce taped telephone messages; absence of media department; lack of computing skills; lack of facilities to produce school-community newspaper; inability to involve students in construction and installation of bulletin boards;</p>	<p>As suggested in Chapter III although isolation may increase the importance of local media.</p>

TABLE 4.1: SUMMARY OF MODIFICATIONS TO STRATEGIES (cont'd)

STRATEGY	URBAN PRIMARY SCHOOL	RURAL HIGH SCHOOL
	possible reliance on community "contacts" for some resources	
Development and Implementation of Specific Motivational Strategies	As suggested in Chapter III except may lack facilities to produce a video and a school community newspaper; may have to rely on community "contacts" for some resources.	As suggested in Chapter III although isolation may be an influencing factor, for example: reliance on local assistance if unable to produce video with own facilities; mass media may be limited to newspaper and radio; importance of local dignitaries; importance of role of sports' clubs.
Evaluation of Change Process	Formation of evaluation group and evaluative criteria as suggested in Chapter III except evaluation expert may have to be chosen from member of staff, retired teachers, teachers on extended leave or post-graduate student.	Formation of evaluation group and evaluative criteria as suggested in Chapter III except possible problem in finding an evaluation expert. Possibility of self-evaluation.

Small Urban Primary School

The small urban primary school, located in a central metropolitan area, which is discussed in this chapter is administered only by the principal. The size of the school population would not, according to the relevant education authority, warrant the appointment of any deputy-principals. Approximately twelve teachers, including the principal, comprise the total school staff. Most of the staff are experienced teachers, with more than five years experience, and staff turnover is low.

Less than three hundred students attend the school, with minimal year by year change to the student population. Due to the deregulation of school boundaries the school community is relatively widespread. As a result of its location the school is in relatively close proximity to a high school and to a wide range of other educational centres.

Isolated Rural High School

The rural high school, which is discussed in this chapter, would be located in a geographically isolated area. Such a school is administered by a principal and two deputy-principals. Approximately twenty-one teachers, including the three administrative staff,

comprise the total school staff. The administration of subject departments is the responsibility of senior masters or senior mistresses. Most of the staff are inexperienced, with less than five years teaching experience. There is a high staff turnover, the typical length of time at the school being two years, and as many as half the staff leave in any one year. Two primary schools, staffed by inexperienced teachers, are located in close proximity to the high school.

The school caters for students from Years 8 to 12, but is characterized by a low student retention rate in Years 11 and 12. The total school population is approximately two hundred and fifty, while the population of the local area is between three and four thousand. One industry dominates the local economy and provides most of the employment opportunities in the area. Because of geographic isolation, the high school has very limited access to education resources other than those available in the local area.

MODIFICATIONS TO THE STRATEGIES

Introduction

The initial reaction in each school, to the task of widening the school's decision-making structure, would probably be a series of discussions between the

principal and the staff, the principal and the Parents' and Citizens' Association, among the staff, and among members of the Parent's and Citizens' Association. The aim of these discussions could be to delineate clearly the goal of the desired change, namely the widening of the school's decision-making structure to include members of the community, and to suggest methods by which the goal could be achieved. A decision could be reached in which the school decides to adopt the strategies outlined in Chapter III. However, such a decision may require modifications to the suggested strategies because of the peculiarities of the school.

The Formation of an Implementation Team

The formation of an implementation team to manage the change process incorporates a number of issues including the composition and size of the team; the appointment of a co-ordinator; selection of team members; the role of the co-ordinator; and the role of the principal.

Although the relatively smaller-sized school community of the type of urban primary-school under discussion may appear to obviate the necessity of having an implementation team of the suggested size, equal proportions of representative groups should be maintained. In general, this could mean obtaining a

balance between membership representation of the school staff and the school community. If the co-ordinator of the implementation team is a member of either group, appropriate adjustments to the composition of the team may have to be considered. Notwithstanding the composition issue, the implementation team should be able to co-opt individuals when such a move is considered appropriate.

The relatively smaller-sized community of the isolated rural high school may also appeal as a reason for reducing the size of the implementation team. However, staff numbers would permit the recommended number of teacher representatives on the implementation team. Consequently the number of community members on the team should be kept to a similar proportion. The dominance of one industry in the area may make it prudent, and advantageous, to invite a representative from this industry to become a member of the implementation team. The advantages which could result from such representation relate to the provision of resources and use of facilities not possessed by the school. The industry may also benefit from the positive public relations which result because of its participation in the change. Suggested proportions of the implementation team of the isolated rural high school should be maintained, as should the ability to co-opt individuals to the team.

The selection of the co-ordinator of the implementation team for both schools should be the responsibility of the school principal or the school administrative team and the executive of the Parents' and Citizens' Association. Financial constraints, within a small urban primary school, may prohibit the employment of a professional consultant. Nevertheless the position of co-ordinator should still be advertised. Applications could be received from a number of sources including post-graduate students, teachers on extended leave, retired teachers, members of the school staff, retired businessmen, interested community members, and parents of children at the school. Consideration could also be given to the appointment of the school principal to the position of co-ordinator of the implementation team. As previously discussed the final decision on the appointment of the co-ordinator may have implications for the composition of the implementation team if a balance between representative community groups is to be maintained.

The appointment of the principal of the primary school to the position of co-ordinator may necessitate provision having to be made for some administrative relief. This could involve the appointment of a member of the teaching staff to the temporary position of deputy-principal, and the appointment of a part-time teacher to teach that person's class. In a similar

respect the appointment of a member of the teaching staff to the position of co-ordinator would require a replacement teacher. Approval for the appointment of an additional teacher, in either of these cases, would be required from the relevant education authority.

The isolation of the rural high school, combined with financial restraints, will probably preclude the appointment of a professional consultant to the position of co-ordinator of the implementation team. A number of factors may also narrow the availability of individuals possessing suitable skills to serve in the position of co-ordinator. Among these factors are the inexperience of the school staff and the employment characteristics of the community. Those individuals who possess the necessary skills required by a co-ordinator would probably be employed in an executive capacity in either the local industry or the governing body of the area. The demands of these occupations may prevent the relevant individuals from being able to accept the position of co-ordinator of the implementation team. The isolation of the area would probably not appeal to most people as a place for retirement. This would preclude the availability of retired teachers or retired businessmen as possible appointees to the position of co-ordinator. However, despite these factors, the position of co-ordinator of the implementation team should be advertised to enable

as wide a range of applicants as possible to be considered. If the situation occurs that no suitable application for the position of co-ordinator is received, it may be necessary for the principal to be appointed. Such a move would be consistent with the findings of Chadbourne et.al. (1987) who discovered that, in rural areas, the principal is perceived by the community as being responsible for everything which occurs in the school. Appointing the principal to the position of co-ordinator would, in the eyes of the community, ensure a continuation of this responsibility. In the likelihood of the principal assuming the position of co-ordinator, an appropriate adjustment should be made to the number of community members on the implementation team. This adjustment should be aimed at maintaining equal proportions of community groups being represented on the implementation team.

The appointment of the principal of the rural high school to the position of co-ordinator may result in the deputy-principals having to assume a greater administrative workload. Such a move is made even more desirable due to the additional responsibilities which are acquired by the principal in the role of co-ordinator. If the deputy-principals had some teaching commitments, consideration should be given to employing a part-time teacher on a relief basis. As in

the case of the small urban primary school approval for the appointment of a part-time teacher would have to be obtained from the relevant education authority.

After the appointment of the co-ordinator of the implementation team has been finalised, the process to select members of the team should commence. For both the school situations with which this chapter is concerned such a process should follow the ideas outlined in Chapter III. The selection of members, as discussed in Chapter III, should be the responsibility of the co-ordinator, the school administration and the executive of the Parents' and Citizens' Association, and should follow the procedures of any formal appointment.

The role of the co-ordinator was clearly outlined in Chapter III in terms of administrative responsibilities, expanding personal contacts, and in the realm of group dynamics. A proposal was also outlined that attention should be given to the provision of office space, secretarial assistance, and access to a telephone. In the event of the principal being appointed to the position of co-ordinator the provision of extra secretarial assistance may be necessary due to the increased workload acquired by that person. As discussed in Chapter III, the possibility exists of easing some of the pressure on the co-ordinator by appointing another member of the

implementation team to the position of chairperson at the regular team meetings.

The role of the principal in the change process has been identified as including the maintenance of school administration procedures, and being committed to and knowledgeable about the change. In Chapter III a suggestion was made that to effectively satisfy these requirements the principal may consider attending relevant in-service courses and delegating some of the administrative responsibilities to the deputy-principals. In addition, the establishment of a positive relationship with the co-ordinator of the implementation team was viewed to be essential to the attainment of the goal of the change process.

In the case of the small urban primary school the principal may have been appointed co-ordinator of the implementation team. This situation would almost necessitate the appointment of a person to provide some administrative relief. Even if the principal is not appointed to the position of co-ordinator, the additional tasks confronting this person, combined with the absence of any deputy-principals in the school, presents a substantial argument for the appointment of a temporary deputy-principal.

The role of the principal of an isolated rural high school is likely to become that of the co-ordinator of the implementation team. The principal is thus presented with a situation in which dual roles have been acquired. Such an occurrence, as previously discussed, almost necessitates the school's deputy-principals assuming a greater share of the administrative responsibilities.

Organization of a Timetable

Although the size of each of the school's communities may be smaller than the communities of the type of schools for which the strategies discussed in Chapter III were developed, the possibility of a smaller-sized implementation team would maintain a similar relativity in respect to the workload. Therefore, the suggested timetable, over a twelve month period, with due consideration being given to flexibility and timing of initiated approaches, should be followed.

The Development, Implementation and Consideration of a Community Analysis

The aims of a community analysis, as discussed in Chapter III, were to gather information about characteristics of the community. Such community characteristics include its educational philosophy; its

interpretation of administrator and teacher roles; its perception of school-community communication; its receptivity to change; socio-economic background; occupations of community members; the number of welfare beneficiaries; the number of working parents; and the identification of local business and community organizations. These aims are relevant to a community analysis conducted in any school and are applicable to both the school situations in these case studies.

Suggestions on methods to collect the required information included the distribution of a questionnaire, researching available statistics, conducting a study of the press, and dividing the community into zones of responsibility to enable members of the implementation team to gather information on a personal basis. The implementation teams, of the school situations under discussion, may also request assistance from members of the Parents' and Citizens' Association in the organization of informal meetings either in a community setting or at the school.

As discussed in Chapter III, organizations in the community may be able to assist in some aspects of the implementation of a community analysis. In the case of a small urban primary school a lack of suitable facilities may necessitate assistance being sought in

the replication of a questionnaire. Possible sources of aid could be a nearby high school, the regional education centre, and local businesses. If suitable printing facilities are not available at the rural high school, its isolation may prevent assistance being requested from regional education centres. The small size of the primary schools in the area would suggest that these schools are also lacking in suitable facilities. A possible solution to this problem is that the regional industry may have the necessary resources to assist in the replication of a questionnaire. If a local newspaper is produced in the immediate area, assistance may be sought from this source.

Interpretation of the information obtained by the community analysis should follow the procedures suggested in Chapter III. The small urban primary school could be in close proximity to tertiary institutions. This may enable assistance to be requested from these organizations in the analysis of the obtained information. If a suitable approach is made to tertiary institutions, such assistance could be provided free of cost.

Isolation of the rural high school may prevent close contact with tertiary institutions in relation to interpretation of the data obtained from the community

analysis. If computer assistance is required for data interpretation two possible solutions to overcome the problem of isolation could be to approach the local industry or to liaise with a tertiary institution during a school vacation. In a similar respect, discussions with tertiary institution staff on the data obtained may have to occur during a school vacation.

Anticipation of Difficulties

Previous discussions have determined that the difficulties which could emerge during the change process may emanate from the community and within the implementation team. Any difficulties associated with the community should be solved by the establishment of an effective communication system and the development and implementation of specific motivational strategies. Problems which may occur within the implementation team should be the responsibility of the co-ordinator of the team. These ideas, outlined in more detail in Chapter III, should apply in the case of both a small urban primary school and an isolated rural high school.

The Establishment of an Effective Communication System

Chapter III discussed the establishment of an effective communication system as comprising two broad phases, the evaluation of existing practices, and the restructuring of communication practices. To accomplish the second phase the characteristics of an effective communication system would be identified, followed by the implementation of these characteristics.

The general thrust of the methods to establish an effective communication system is applicable to both the small urban primary and rural high school. However, the characteristics of the urban primary school may prohibit certain suggested features of the restructuring phase from being utilized. For example, the school may not have the facilities to produce taped telephone messages. To overcome this problem liaison with an organization such as a nearby high school or tertiary institution, which is able to provide the required facilities at little or no cost, may be necessary.

The presence of a media department in a small urban primary school is unlikely. Consequently, previous suggestions about the involvement of such a department in the production of oral and written communication is inapplicable. A member of the teaching staff may have

skills or an interest in media, which would compensate for the lack of a media department. If there are no members of the teaching staff with the required interest or skills, the implementation team may have to rely on "contacts" in the community to obtain advice on improving and producing aspects of oral and written communications.

Computing skills in primary school students may not have been developed to the extent where use could be made of these skills in the production of written communications. A staff member may have the requisite skills, but not have the time to participate in the production process. In an attempt to overcome this difficulty it may be possible to persuade the nearby high school to allow its students to contribute their skills, while ensuring that appropriate accreditation is received for their contribution. Otherwise "contacts" in the local community may have to be utilised.

Although the small urban primary school may possess the facilities to print one or two-page newsletters, it is unlikely to have the capability of producing a regular school-community newspaper. Approaches could be made to the nearby high school, regional education centre or local businesses for assistance in this respect. If such assistance is unavailable, the production of a

school-community newsletter may provide a compromise solution.

Student involvement in the production and installation of bulletin boards may be inappropriate, in a small urban primary school, due to the lack of appropriate skills among the students. In this situation the best alternative may be to persuade parents to contribute their skills to the provision of these boards.

Despite these apparent deficits in the facilities and resources available in a small urban primary school, the suggested alternatives should ensure that an effective communication system will be established. Every effort should be made to involve staff, students and community members in the restructuring of communication practices.

The resources available at an isolated rural high school should allow the suggestions, outlined in Chapter III, on the restructuring of communication practices to be implemented. In addition the implementation team should consider the role of the local media in its efforts to improve the school's communication system. The isolation of the school, although impairing access to television exposure, probably makes the use of the available local media (newspaper and radio) more important than in the case

of a school located in a large metropolitan area.

The Development and Implementation of Specific Motivational Strategies

The development and implementation of specific motivational strategies are aimed at involving previously uninvolved individuals and groups in school life, conducting a public meeting to publicize the change process, and maintaining enthusiasm towards the change. With two exceptions, the suggestions outlined in Chapter III about the specific motivational strategies are applicable to a small urban primary school.

First, the school may have neither the facilities nor the expertise to produce a video about the school and the change process. In this case assistance could be sought from the regional education centre. Another alternative may be to approach a local tertiary institution with the proposal that media students produce the video as part of their course. A third alternative could be the use of any "contacts" in the media industry. However, if none of these ideas are applicable then the implementation team may have to forego the use of a video as a motivational strategy.

Second, and as previously discussed, the production of

a school-community newspaper (as a method of maintaining enthusiasm towards the change) may be prevented by the lack of appropriate facilities. Attracting sponsorship may allow a newspaper to be produced, or facilities at other educational institutions, such as high schools, could be utilized. However, a compromise in the form of a newsletter may eventuate as the only practical alternative.

The suggestions outlined in Chapter III are applicable for an isolated rural high school, but the implementation team should consider the implications of the school's isolation. If the school does not have the facilities to produce a video about the change process the team's only alternative is to seek local assistance. In the case of the local economy being dominated by one industry, it would appear that this industry may have an important role to play in the production of a video. If the primary schools in the immediate locale are also undergoing a similar change process, it could be possible to produce one video for all the schools. As in the case of the small urban primary school, if the assistance is not forthcoming in the production of a video, such a motivational strategy may not be able to be used by the implementation team.

The use of the mass media in the implementation of specific motivational strategies may be limited to the

local newspaper and radio station. Maximum use should therefore be made of the available facilities, and the production of a school-community newspaper may assume a more important role than it would in a metropolitan school. To make maximum use of time, energy and finances it may be desirable to liaise with the area's primary schools in the production of a school-community newspaper.

The isolation of the school may mean that the involvement of local dignitaries in the change process is of greater importance than at a metropolitan school. Every effort should be made to ensure that the local dignitaries are invited to the initial public meeting and other events organized to publicize and maintain support for the change.

Isolation may also contribute to the importance of the role of local sports' clubs in the change process. The importance of sporting activities as one of the few sources of recreation available to local residents, presents the implementation team with an excellent opportunity to widen its publicity campaign.

Evaluation of the Change Process

The essence of the discussion in Chapter III about evaluating the change process included the formation of

an evaluation group and suggestions regarding evaluative criteria. The evaluative criteria, and methods of measurement, are appropriate for both a small urban primary and isolated rural high school. However, the formation of an evaluation group for the small urban primary school may require some modification. The suggestion of employing an external agent on the evaluation group could be prohibited by lack of funds. The solution to this problem is to find a person, possessing the necessary expertise to fulfil the required role, who is prepared to volunteer for the position. Such a person could be a member of the teaching staff, a retired teacher, a teacher on extended leave or a post-graduate student. If a member of the school staff is appointed as the expert in evaluation, consideration should be given to the provision of relief from some teaching duties.

In the case of an isolated rural high school, finding an "expert" for the evaluation group could be a problem. The inexperience of the teaching staff at the school may prohibit the appointment of a staff member as the evaluation expert. The use of a person from the regional education centre would probably be unsatisfactory due to the desirability for continual monitoring of progress. Locating an external agent possessing the required evaluation skills would be made improbable due to the isolation of the school.

The search for an evaluation expert could thus be difficult. A possible solution is to approach one of the principals of the area's primary schools to act as this evaluation expert. However, this may be complicated by the fact that the primary schools could be undergoing a similar change, with the principals acting in the role of co-ordinator of their school's implementation team. Consequently, the implementation team of the rural high school may have to rely on a process of self-evaluation.

SUMMARY

This chapter has highlighted the applicability of the conceptual framework of strategies developed in Chapter III. The discussion indicated where, and how, modifications should be made to the conceptual framework as it relates to particular school situations. The suggested modifications demonstrated not only the versatility, but also the validity and reliability, of the conceptual framework of strategies.

From the discussion on the modifications to the strategies a number of issues emerged. The implementation teams of both school situations face the likelihood of financial constraints. To overcome such constraints the implementation team may have to

demonstrate creative enterprise, have a sound knowledge of resources in the local area, and realise the importance of goodwill in obtaining resources from outside the school. Examples where creative enterprise, sound knowledge of resource availability or goodwill are important include the appointment of the co-ordinator; the development, implementation and consideration of a community analysis; establishment of an effective communication system; the development and implementation of specific motivational strategies; and evaluation of the change process.

The implementation team of a small urban primary-school, in attempting to overcome financial constraints, may also face the problem of obtaining resources from outside the school. Examples of where such resources could be obtained include the nearby high school, the regional educational centre, tertiary institutions and "contacts" in the community. As previously discussed, successful approaches to obtain assistance from these sources are almost entirely dependent upon goodwill, if substantial costs are to be avoided.

Financial constraints in an isolated rural high-school are further complicated by the isolation of the school. This additional factor is noticeable in the appointment of a co-ordinator; the development,

implementation and consideration of a community analysis; and the importance of local media in the establishment of an effective communication system. In relation to the development and implementation of specific motivational strategies, isolation of the school may contribute to the reliance on local assistance if a strategy such as the production of a video is to be utilized. Other aspects of specific motivational strategies which could be influenced by isolation include the limitation of the use of mass media to the local newspaper and radio, the importance of involving local dignitaries in the change process, and the role of local sports' clubs in maintaining interest in the task of the implementation team. Isolation may also require modifications to the suggested evaluation process by contributing to the possible preclusion of the appointment of an evaluation expert, thereby causing the implementation team to rely on a process of self-evaluation.

CHAPTER V

SUMMARY, IMPLICATIONS AND RECOMMENDATIONS FOR FURTHER RESEARCH

INTRODUCTION

The purposes of this chapter are to present a summary of the study, examine the implications of the study in relation to the two problem questions identified in Chapter I, and to make recommendations for further research.

SUMMARY

The aim of this study was to develop, by a deductive approach, a conceptual framework of strategies which school administrative teams could use to implement school-based decision-making groups. In particular, the strategies were designed to increase the participation of non-school-based community members in school decision-making processes.

The review of the literature was structured around three focusing themes - the need for an overall plan, the availability of adequate time and the provision of sufficient financial resources. In addition to the review of the literature based on the three focusing

themes, a qualitative meta-analysis was undertaken to determine other characteristics of the literature. Such characteristics included whether the literature had a theoretical or research basis; the date and geographical area of publication; the style of presentation (text, journal article, unpublished thesis, conference paper); and a break-down by aspect of increasing community participation in school decision-making processes.

Within the themes used to structure the literature review a number of strategies relevant to the purpose of this study were revealed. These strategies concerned aspects related to the formation of a school-based decision-making group and in the field of school-community relations. Using a deductive approach the separate strategies were assembled into a conceptual framework. The conceptual framework would seem to enable school administrative teams to increase community participation in school decision-making processes. The devised strategies should prove suitable for most school situations in those systems where added responsibilities for school administration have been devolved to the school level.

Despite the applicability of the conceptual framework of strategies to most school situations, there could be school situations where modifications may be

necessary. Two school situations - a small urban primary-school and an isolated rural high-school - were considered in this respect. The suggested modifications not only highlighted the versatility of the conceptual framework of strategies, but also its validity and reliability.

IMPLICATIONS

In discussing the implications of this study reference will be made to the two problem questions which provided the skeletal framework of the study. These two problem questions were:

- 1) What is the nature of the process (strategies) of implementing a school-based decision-making group in relation to non-school-based community members?
- 2) How might these implementation processes be useful to those involved with decentralized administration?

A discussion of the implications of this study in relation to the first problem question should refer to the ability of the conceptual framework of strategies to overcome problems which schools have encountered in the formation of school-based decision-making groups. To undertake this task reference is made to the

problems encountered by Victorian schools as outlined by Chapman and Boyd (1985), and Chapman (1987).

The problems uncovered by Chapman and Boyd (1985), and Chapman (1987) included the provision of inadequate support; the imposition of an non-feasible timetable under which the change should occur; a neglect of the need for retraining and in-service courses designed to foster the learning of new attitudes and roles fundamental to the new style of management; inadequate transformation of sources of power and resources from the traditional bureaucracy; principals not being given sufficient detail pertaining to the advantages of devolution; animosity caused by the government's perceived disrespect for principals; and the failure of the Victorian State government to give attention to decentralization processes and logistical issues due to the lack of an organizational implementation team.

Two of these problems are outside the realm of the conceptual framework of strategies. The inadequate transformation of sources of power and resources from the traditional bureaucracy, and the government's perceived disrespect for principals are issues which should be dealt with at the system level. However, the latter problem may be overcome by the generation of a "team spirit" at the school level by the

implementation of the conceptual framework of strategies.

The problem of lack of financial support has been considered within the conceptual framework. One of the focusing themes on which the set of strategies was developed included the provision of sufficient financial resources. These financial resources would be used to cover the costs necessary for non-school-based persons to become involved in the school-based decision-making group. Costs of a general administrative nature such as stationery, entertainment, advertising, promotion, and even some secretarial assistance are likely to be non-contentious and readily agreed upon by the initiators of the change. However, the framework of strategies also requires a commitment on the part of the initiators to undertake substantial financial expenditures. High profile advertising campaigns and the appointment of a professional consultant as co-ordinator of the implementation team represents, for many schools, a venture into new domains of allocating limited financial resources. Such high-level expenditure will probably generate dilemma situations which will need to be resolved. On the one hand, such resources might be used for upgrading teaching resources and learning materials, or the provision of teacher relief. On the other hand, from

the long-term goal viewpoint, the advantages of having large-scale community involvement, support and input into the affairs of the school could be argued with equal vehemence.

One can envisage the debate which would ensure on this basic issue. The provision of sufficient financial resources from the Ministry of Education would seem to constitute a costly option. Realistically, the notion of the Ministry of Education covering the entire costs of professional consultants for all schools would seem to be non-feasible. Just as realistically the notion of each school assigning one salaried position for a professional co-ordinator would be untenable. Logically a commitment will need to be made by both parties.

For the Ministry of Education to achieve its blueprint for effective, well-represented school-based decision-making groups, a reasonable contribution toward the costs of a professional co-ordinator should be made. In this way the Ministry of Education would not only be appeasing the concern expressed by Chapman and Boyd (1985), and Chapman (1987) about one of the major breakdown points in the Victorian situation, but also heeding the research of Casner-Lotto (1988) who indicated that the provision

of money contributed to the success of a school improvement program in Indiana. Likewise, if the school administrative team undertook some belt-tightening or re-allocation of duties, some staff-time cost should be transferable toward the professional co-ordinator position. Understandably, each school will need to rationalize the kind of proportionate staff-member cost against the size of the school, the available teaching expertise of the staff, and the scale of the task confronting the school with regard to the readiness of the community to become involved. All this will need to occur against a background of awareness and appreciation of the worth in having a vital, dynamic, ongoing non-school-based community participation in the school-based decision-making group.

As was discussed in Chapter IV some school situations are such that the appointment of a professional co-ordinator is simply non-affordable. Obviously each school will have to assess its capacity to expend along the part-time to full-time continuum. However, as this study has deduced, schools and the Ministry of Education will have to accept that money is necessary to implement the school-based decision-making component of the Better Schools in Western Australia: A Programme for Improvement (1987) document. All the evidence from systems elsewhere which have undertaken

this change, indicates forcefully that school-based decision-making groups characterized as being superficial, non-productive and weakly-manned tend to result from little or no input of financial support. To ensure that school-based decision-making groups are both viable and effective, sufficient financial resources will have to be provided.

The timetable proposed to implement the conceptual framework of strategies was designed to allow an appropriate amount of time to ensure successful implementation. The twelve-month period was argued to be appropriate in terms of stability of school staff, stability of membership of the two executive bodies in the school, and completion of the task prior to the long summer holiday-break. In addition, the twelve-month period would seem to be compatible with the timetable of implementation suggested in "A Document for Discussion. School Development Plans - School- Based Decision-Making Groups" (Ministry of Education, n.d.), which allocated to schools a period slightly exceeding twelve months in which to establish school-based decision-making groups.

Sufficient time was allocated in the suggested timetable to enable the strategies to be effectively implemented. For example, the development, implementation and consideration of a community

analysis was allowed a period of five months. The timetable also ensured that the interdependence of the strategies was maintained. In this instance the development of specific motivational strategies was not timetabled to commence until the information obtained from the community analysis was considered. To have timetabled these two strategies simultaneously would have been a worthless activity since the development of specific motivational strategies is dependent upon information obtained from the community analysis. Adopting the proposed timetable will overcome the time problem as identified in Victoria, be compatible with the directives of the Ministry of Education in Western Australia, allow sufficient time for the effective implementation of each of the strategies, and ensure that the interdependent nature of the strategies is maintained.

The two problems of neglect of retraining and in-service courses, and the failure to inform principals of the advantages of the change, are taken into account within the conceptual framework of strategies through the section which discussed the role of the principal. This discussion outlined the desirability of principals attending in-service courses which would assist them in their role in the change process.

The organization and operation of the in-service courses will require some fiscal expenditure. The responsibility of providing the necessary funds will lie with the initiator of the change. As previously discussed in this chapter, the initiator of the change must be prepared to allocate funds to ensure that the change process is smoothly implemented. Any in-service course should make use of economies-of-scale by being conducted for a number of principals in the same district. In this way information will be disseminated to a relatively large number of principals, thereby making efficient use of both money and time.

The attendance of principals at in-service courses may prove disruptive to the daily functioning of schools. To minimize any disruption the deputy principals or other senior staff will have to temporarily increase their workloads. To further minimize any disruption some in-service courses could be scheduled after school, at week-ends or during school vacations. However, a compromise should be reached in that some in-service courses could be held during school time, while others could occur during out-of-school hours. If all in-service courses were conducted during out-of-school hours some principals may become jaded if they do not enjoy a sufficient amount of leisure time. Alternatively, to schedule all in-service

courses during school hours may prove to be too disruptive to the functioning of schools. Obtaining a balance between the two presents an acceptable compromise - the initiator of the change is funding the in-service courses and the principals are using some of their own time to familiarise themselves with the change process.

The problem of a lack of an implementation team to manage the change process has been overcome, at least at the school level, by the formation of such a team. The composition of the implementation team was designed to overcome any claims of prejudice by ensuring that no community group will be able to dominate the change process. The thoroughness of the membership selection process ensures that only those who express an interest, and are aware of the requirements, become members of the team. Employing a professional consultant to manage the team contributes to the successful implementation of the change because of the skills such an individual would possess. In school situations which prevent a professional consultant from being employed, Chapter IV outlined other alternatives which included, among others, the school principal, a post-graduate student, and a retired businessman. The roles of the co-ordinator and the principal were carefully defined. The co-ordinator's role included

administrative tasks, expanding personal contacts, and in the area of group dynamics. The principal's role was described as maintaining the smooth functioning of the school, being implicitly and explicitly committed to the change, and being knowledgeable about what needs to be done. Above all, the relationship between the co-ordinator and the principal should be empathic and positive. Essentially, the suggestions discussed in relation to the formation of an implementation team were designed to ensure that the team would be effective in undertaking its designated tasks.

In addition to considering how the conceptual framework of strategies could overcome difficulties which researchers have uncovered as schools deal with the issue of decentralized decision-making, the interdependent nature of the strategies should be stressed. Throughout the discussion on the conceptual framework such interdependence was emphasized, as revealed diagrammatically by Figure 3.1 in Chapter III. Essentially, to be effective, the strategies within the conceptual framework should not be implemented in isolation, and their implementation should be carefully scheduled. For example, developing an effective communication system requires information on the methods of communication most preferred by the community. Such information will only become available from the community analysis.

Consequently, the development of an effective communication system has been timetabled after the information obtained from the community analysis has been considered.

In relation to the second problem question, "How might these implementation processes be useful to those involved with decentralized administration?", the implications of this study are twofold. First, the conceptual framework of strategies provides a check-list for schools which have already formed a school-based decision-making group. Such a check-list could be used to determine the origins of any problems which schools have encountered. For example, school-community communications may not be effective. The conceptual framework indicates possible causes of such ineffectiveness, and suggests solutions to the problems. Among the solutions suggested to overcome problems with written communications were to ensure that such communications were easy to understand, attractively presented and used appropriate vocabulary. In addition, the conceptual framework provided suggestions on how oral communication practices could be improved. These suggestions included the adoption of a courteous, friendly approach toward school visitors and the use of taped telephone messages. Furthermore, the conceptual framework indicated that openness in the communication

system could be developed by the establishment of positive linkages with the community through key individuals.

Second, schools which have yet to form a school-based decision-making group can use the conceptual framework in their planning processes. School administrative teams (the principal and senior staff) can refer to the conceptual framework as a starting point. In some cases school administrative teams may not have considered the formation of an implementation team or the use of a community analysis as part of the change process. The conceptual framework indicates, in some detail, how these and the other strategies, should be developed and utilized in the process to establish school-based decision-making groups.

In the absence of prevailing theory on the formation of school-based decision-making groups, the two problem questions which provided the skeletal framework for this study, required the development of new theory. Consequently, this study has used a deductive approach to evolve such theory. The basis of the developed theory was the information which researchers have discussed on various aspects of schools and their communities. Included among these aspects were school-community relations; undertaking change in schools; problems encountered by schools in

the implementation of school-based decision-making groups; school-community communication; and developing community involvement in various school activities and functions. In addition, information was obtained on developing community involvement in another human service organization, namely the Health Systems Agency Scheme in the United States of America. While the information obtained examined individual aspects which could be related to the formation of a school-based decision-making group, no overall plan was discerned. This study therefore developed, from this information, an overall set of strategies which would be used to form a school-based decision-making group. The developed strategies concentrated on non-school-based community members.

Essentially, this study has been a theory building exercise. The developed conceptual framework of strategies does appear to be functional and workable. From a logical analysis the framework would appear to be worth testing. However, this study has not advanced into the practical implementation stage of the conceptual framework.

RECOMMENDATIONS FOR FURTHER RESEARCH

The previous section concluded with the comment that the conceptual framework of strategies has not been advanced into the practical implementation stage. Therefore, the practical implementation of the conceptual framework is an area in which further research should be pursued.

While the current study had deduced a conceptual framework of strategies to increase the participation of non-school-based community members in school decision-making processes, a similar approach could be used to develop conceptual frameworks for increasing the participation of teachers and students in school decision-making processes.

A third area for further research is developing the content of in-service courses which will assist school administrative teams, and principals, in particular, to establish school-based decision-making groups.

The development of skills and knowledge awareness courses for individuals who wish to serve on a school-based decision-making group is another area in which further research could be required.

Another area which could require further research is the development of evaluative criteria, and the allocation of responsibility for evaluation, for the effectiveness of a school-based decision-making group.

Finally, schools and their communities should be provided with guidelines on the actual formation process of a school-based decision-making group. Such guidelines could be established through the pursuit of further research.

APPENDIX ONE

QUALITATIVE META-ANALYSIS

Appendix one contains details of the procedures adopted for the qualitative meta-analysis of the literature which relates to community participation in school decision-making processes. This type of analysis was undertaken because it can be argued that a discursive review is, on its own, a restricted way of presenting a variety of literature with different emphases, findings, foci, and research methodologies. Procedures for undertaking a quantitative meta-analysis are well documented (for example: Glass 1976; Glass et al., 1981). However, few systematic procedures, with a similar organizational power, have been devised for the accumulation and integration of the findings of a body of research which is non-experimental. The procedures adopted in the present research were based upon techniques, devised by Deschamp (1983) and Hyde (1985), for the aggregation of information about non-experimental research studies and their findings in a way which permits re-analysis of the data.

The literature meta-analysis attempts to overcome the high level of subjectivity, notwithstanding any

attempt at categorization, which appears to be the main disadvantage with discursive literature reviews. Although these reviews provide the reader with a substantial amount of information about each study, they are low on synthesizing power. The element of synthesizing power is considered important to case study reports, which attempt to provide a detailed description of the phenomena at the focus of the inquiry. However, when a body of literature is relatively large, and contains a variety of report modes, a comprehensive discursive review becomes difficult. In the present research an appropriate compromise was reached in that a discursive and illustrative review of some of the literature was combined with a more detailed analysis of the total body of literature reviewed during the research process.

Glass et al. (1981) proposed techniques to undertaking a quantitative meta-analysis which involved a number of literature analysis techniques. One of these, directly relevant in qualitative meta-analysis, was the use of a coding schedule which had categories appropriate to a range of information about each study. The purpose of the coding exercise was to provide a method by which components of a study could be analyzed according to pre-determined factors. The coding schedule included such factors as:

- (1) year and style of publication;
- (2) number, age and sex of subjects;
- (3) treatment characteristics;
- (4) design of the study;
- (5) outcomes/findings;
- (6) sample selection;
- (7) effect sizes.

(For example Glass, 1976; McGaw, 1980; and Glass et al., 1981).

In the present research, and based upon the schema developed by Deschamp (1983) and Hyde (1985), it was decided initially to base the coding schedule on the following variables:

- (1) year and style of publication;
- (2) geographic area of origin;
- (3) type of study (e.g. case study, survey);
- (4) sources of data;
- (5) focus of the study;
- (6) findings of the study.

A number of comparisons are made possible by these factors. In the case of research studies being compared across time and geographic area of origin, an illustration of the amount of research undertaken in a particular area over time, at specific points during

that period, and the location(s) of that research are revealed. The comparison of these factors with other individual factors, or combination of factors, will provide further in-sights into the research area which then can guide the interpretation of the summative data. Additionally, such an approach can reveal areas which have been overlooked by researchers, and suggest the investigation of areas where contradictions have appeared in the findings.

Despite the advantages which a quantitative meta-analysis would provide to a review of the literature it was discovered that, due to the nature of the present research and the literature reviewed, the initial coding schedule was deemed inappropriate to undertake such a procedure. Consequently, a decision was reached not to proceed with a quantitative meta-analysis, but to concentrate on a relatively exhaustive qualitative meta-analysis of the literature.

The qualitative meta-analysis initiated in the present research included a number of steps:

- (1) delineating the area of research to be synthesized;
- (2) identifying the research available;
- (3) obtaining copies of the research identified;
- (4) reading and summarizing the research;

- (5) developing a coding schedule;
- (6) defining the criteria to be used in coding;
- (7) coding the studies;
- (8) designing tables to illustrate the data;
- (9) tabulating the coded data;
- (10) analyzing the tables;
- (11) providing a written description of the results of the analysis.

The advantage of this approach is that it allowed the analysis of the wide range of research contained within the general area of community participation in school decision-making, and goes beyond simply grouping the findings.

Delineation of the Area of Research to be Synthesized

The concepts of "school community" and "participation" were discussed and defined in Chapter I. Essentially the definition of community was examined in terms of a school's community and defined in psychological rather than geographic terms. The definition was then further refined, to reflect the thrust of the present research, as non-school-based personnel who have an interest in, or influence on, a school. Participation was defined as individuals or groups being part of the decision-making process, and having the responsibility

of making decisions, together with accountability for those decisions.

Identifying the Available Research

The relevant research was undertaken from four sources. First, general sources such as: ERIC Documents; ERIC Current Index to Journals; and current journal indexes; were consulted. Second, a computer search of the literature was undertaken using the DIALOG Information Retrieval Service. The broad descriptors used to identify data sources included decision-making, participative decision-making, school community relationship, school involvement, parent school relationship, parent teacher co-operation, and school based management. Third, references were obtained from bibliographies of research articles and texts. Fourth, references were used which had been identified in the Post-Graduate Diploma in Educational Studies course, at the Western Australian College of Advanced Education.

Obtaining Copies of the Research to be Synthesized

The majority of the research literature were reported in journal articles. These articles were either read and summarized at the libraries of the various tertiary institutions in Western Australia, or

photo-copies were obtained through the inter-library-loan service. A similar approach was used with conference papers and other types of documents, although in some cases copies of unpublished theses were obtained directly from the authors. Texts, which formed the major type of document in the theoretical literature, were either borrowed directly from the libraries at the different campuses of the Western Australian College of Advanced Education, obtained through reciprocal borrowing privileges with the other tertiary institutions in Western Australia, or borrowed through the inter-library-loan service.

Reading and Summarizing the Research

Each article identified in the literature search was read and recorded in a card index according to standard referencing format. A brief summary of each article was written on the reverse side of the card. The set of cards was re-sorted according to the variables listed for the qualitative meta-analysis. In hindsight it would have been worthwhile to have prepared a second set of cards to facilitate the sorting procedure.

The Coding Schedule and the Criteria Used in Coding

In accordance with the objectives of the qualitative meta-analysis, and the delineated area of research

(refer to Chapter II), the initial coding schedule made provision for the following information:

- (1) author and date of publication;
- (2) type of publication;
- (3) geographic area of origin;
- (4) information on structuring a thesis;
- (5) aspect of increasing community participation in school decision-making.

The Coding Procedure

The coding procedure involved re-sorting the set of cards according to the variables identified in the qualitative meta-analysis. The coded information was then entered into cumulative tables (see Appendices II, III and IV).

The Design of Tables for the Illustration of Analytical Data

The presentation of the analytical data was based on two approaches. The first was determined by the desire to provide contextual and non-trivial information about the body of research against which the research findings could be considered. This information was organized into tables which illustrated the type and year of publication, country

of origin, and research mode. As a contextual basis for the analysis of the research, these data were considered to provide an appropriate measure of "persuasiveness" of those findings. The degree of "persuasiveness" being contingent upon such factors as the age, geographic location, and scope of the research.

The second approach involved the synthesis of the findings according to the relevant aspects of the present research. Two broad aspects were identified as being relevant. The first considered information in relation to structuring a thesis or dissertation; although it was eventually decided that tabulation of such information was not required. The second aspect concerned information which could be classified within categories in relation to increasing community participation in school decision-making. The usefulness of this level of analysis is found within the indications which it provides about the trends in research foci, the deficits in these, and the consistency of findings over time and across geographic areas and education systems.

Construction of the Tables

The collation of the data from the coded records into descriptive tables involved the compilation of tallies

for each table. These procedures appeal as being applicable to computer processing, but in the case of the present researcher lack of familiarity with computer processing skills inhibited such a development.

Analysis of the Area of Research

The information contained in the tables was supplemented by a written discussion (see Chapter II). The written discussion comprised summaries of the tables combined with appropriate analytical comments. Essentially, the total portrayal of the research literature was designed to be consistent with the objectives of the qualitative meta-analysis.

APPENDIX TWO

TABLES RELATING TO THE
THEORETICAL LITERATURE

TABLE 2.1: THEORETICAL LITERATURE REVIEWED BROKEN-DOWN
BY TYPE AND YEAR OF PUBLICATION

Type of Document	Year of Publication								Total
	Pre 1970	1970-73	1974-76	1977-79	1980-82	1983-85	1986-87	Post 1987	
Text	1		5	2	3	5	1	1	18
Journal									
Research Report									
Conference Paper			1						1
Other (e.g. Government report, mimeo, unpublished paper, microfiche.)			1			1	3	1	6
Total	1		7	2	3	6	4	2	25

TABLE 2.2: THE THEORETICAL LITERATURE BROKEN-DOWN
BY TYPE OF PUBLICATION AND GEOGRAPHIC
AREA OF ORIGIN

Type of Document	Geographic Area of Origin			Total
	North America	United Kingdom	Australia/ New Zealand	
Text	14	2	2	18
Journal				
Research Report				
Conference Paper	1			1
Other (e.g. Government report, mimeo, unpublished paper, microfiche.)			6	6
Total	15	2	8	25

**TABLE 2.3: THE FREQUENCY OF REFERENCES LOCATED IN THE
THEORETICAL LITERATURE TO ASPECTS OF INCREASING
COMMUNITY PARTICIPATION IN SCHOOL DECISION-MAKING PROCESSES:
BROKEN-DOWN BY ASPECT AND TYPE OF PUBLICATION**

Aspect of Increasing Community Participation in School Decision-Making Processes	Type of Publication				Total
	Text	Journal	Conference Paper	Other	
Background	11			5	16
Formation, Composition and Function of an Implementation Team	6			2	8
Establishment of a Timetable	2				2
Community Analysis	4				4
Anticipation of Difficulties	4				4
Communication	4				4
Specific Motivational Strategies	8				8
Evaluation of the Change Process	2				2

TABLE 2.4: THEORETICAL LITERATURE MAKING REFERENCE TO ASPECTS OF INCREASING COMMUNITY PARTICIPATION IN SCHOOL DECISION-MAKING PROCESSES BROKEN-DOWN BY ASPECT AND TYPE OF PUBLICATION

Aspect of Increasing Community Participation in School Decision-Making Processes	Type of Publication			
	Text	Journal	Conference Paper	Other
Background	Andrews 1987 Bentzen 1974 Borich and Jamelka 1982 Estes 1974 Gorton 1983 Machiavelli 1961 Pettit 1980 Ryan 1976 Safran 1979 Sherry and Lipschultz 1984 Trump and Georgiades 1978			Commonwealth Department of Education 1938 Ministry of Education 1987 Minister of Education of Victoria 1983 N.S.W. Department of Education 1974 State School Teachers Union of Western Australia 1987
Formation, Composition, and Function of an Implementation Team	Byrne and Powell 1976 Davis and Rimm 1985 Estes 1974 Pettit 1980 Ryan 1976 Trump and Georgiades 1978			Minister of Education of Victoria 1983 Ministry of Education n.d.
Establishment of a Timetable	Gorton 1983 Trump and Georgiades 1978			
Community Analysis	Byrne and Powell 1976 Gorton 1983 Pettit 1980 Stark 1976			

TABLE 2.4: THEORETICAL LITERATURE MAKING REFERENCE TO ASPECTS OF INCREASING COMMUNITY PARTICIPATION IN SCHOOL DECISION-MAKING PROCESSES BROKEN-DOWN BY ASPECT AND TYPE OF PUBLICATION (cont'd)

Aspect of Increasing Community Participation in School Decision-Making Processes	Type of Publication			
	Text	Journal	Conference Paper	Other
Anticipation of Difficulties	Byrne and Powell 1976 Gorton 1983 Pattit 1980 Ryan 1975			
Communication	Andrews 1987 Byrne and Powell 1975 Gorton 1983 Ryan 1976			
Specific Motivational Strategies	Byrne and Powell 1976 Davis and Rimm 1985 Gorton 1983 Jay 1984 Marsh 1983 Pattit 1980 Ryan 1975 Trump and Georgiades 1978			
Evaluation of the Change Process	Borich and Jamelka 1982 Nicholls 1983			

APPENDIX THREE

TABLES RELATING TO THE
RESEARCH LITERATURE

TABLE 3.1: RESEARCH LITERATURE REVIEWED BROKEN-DOWN
BY TYPE AND YEAR OF PUBLICATION

Type of Document	Year of Publication								Total
	Pre 1970	1970-73	1974-76	1977-79	1980-82	1983-85	1986-87	Post 1987	
Text			1	4	1		1		7
Journal	1	4	4	5	5	9	3	1	32
Research Report		1				1	2	2	6
Conference Paper				1		1	1		3
Other (e.g. Government report, mimeo, unpublished paper, microfiche.)				2	3	6	3		14
Total	1	5	5	12	9	17	10	3	62

**TABLE 3.2: THE RESEARCH LITERATURE BROKEN-DOWN
BY TYPE OF PUBLICATION AND GEOGRAPHIC
AREA OF ORIGIN**

Type of Document	Geographic Area of Origin			Total
	North America	United Kingdom	Australia/ New Zealand	
Text			7	7
Journal	29	1	2	32
Research Report			6	6
Conference Paper	1		2	3
Other (e.g. Government report, mimeo, unpublished paper, microfiche.)	1	1	12	14
Total	31	2	29	62

**TABLE 3.3: THE FREQUENCY OF REFERENCES LOCATED IN THE
RESEARCH LITERATURE TO ASPECTS OF INCREASING
COMMUNITY PARTICIPATION IN SCHOOL DECISION-MAKING PROCESSES:
BROKEN-DOWN BY ASPECT AND TYPE OF PUBLICATION**

Aspect of Increasing Community Participation in School Decision-Making Processes	Type of Publication				Total
	Text	Journal	Conference Paper	Other	
Background	6	19	4	11	40
Formation, Composition and Function of an Implementation Team	1	3	1	3	8
Establishment of a Timetable		1	2		3
Community Analysis	1	2		2	5
Anticipation of Difficulties	1	2		1	4
Communication		11		2	13
Specific Motivational Strategies		3		3	6
Evaluation of the Change Process	2				2

TABLE 3.4: RESEARCH LITERATURE MAKING REFERENCE TO ASPECTS OF INCREASING COMMUNITY PARTICIPATION IN SCHOOL DECISION-MAKING PROCESSES BROKEN-DOWN BY ASPECT AND TYPE OF PUBLICATION

Aspect of Increasing Community Participation in School Decision-Making Processes	Type of Publication			
	Text	Journal	Conference Paper	Other
Background	Beare 1977 Beacham and Hoadley 1979 Caldwell and Spinks 1986 Hughes 1977 Hughes 1981 Wheeler 1974	Abbott 1978 Beare 1983 Beebe and Broadway 1984 Bell and Zapach 1985 Blakers 1980 Bridge 1976 Brown et al 1987 Cooley 1983 Casner-Lotto 1988 Davies 1975 De Lellis 1979 Fagan 1973 Gerhardt 1969 Imber and Duke 1984 Kerewsky 1985 McNeely 1983 Rowell 1981 Storm 1981 Webster 1985	Chapman 1987 Chapman and Boyd 1985 Schools Commission 1978	Beazley 1984 Commonwealth Schools Commission 1984 Commonwealth Schools Commission 1987 Community Participation in Schooling Committee n.d. Curriculum Development Centre 1981 Deschamp 1986 Government of Western Australia 1986 Karmel Report 1973 Picot Report 1988 School Councils n.d.

TABLE 3.4: RESEARCH LITERATURE MAKING REFERENCE TO ASPECTS OF INCREASING COMMUNITY PARTICIPATION IN SCHOOL DECISION-MAKING PROCESSES BROKEN-DOWN BY ASPECT AND TYPE OF PUBLICATION (cont'd)

Aspect of Increasing Community Participation in School Decision-Making Processes	Type of Publication			
	Text	Journal	Conference Paper	Other
Formation, Composition and Function of an Implementation Team	Jones 1977	Bridge 1976 De Lellis 1979 McKenzie 1974	Chapman 1987	School Councils n.d. Scottish Parent Teacher Council n.d. Picot Report 1988
Establishment of a Timetable		Bridge 1976	Chapman 1987 Chapman and Boyd 1985	
Community Analysis	Beacham and Hoadley 1979	Long 1985 Walker 1985		Deschamp 1986 Community Participation and Schooling Committee n.d.
Anticipation of Difficulties	Wheeler 1974	Blakers 1980 Marburger 1976		Beck and Goodridge 1978
Communication		Bedley 1977 Daresh 1986 De Lellis 1979 Doherty 1970 Foley 1970 Gallup 1979 Goble 1972 Goldaber 1980 Long 1985 McNeely 1983 Rogers 1978		Community Participation in Schooling Committee n.d. Deschamp 1986
Specific Motivational Strategies		Beacham and Hoadley 1979 Blakers 1980 McNeely 1983		Chadbourne et.al 1987 Lake et.al. 1987 Commonwealth Schools Commission 1988
Evaluation of the Change Process	Caldwell and Spinks 1986 Hughes 1981			

APPENDIX FOUR

TABLES RELATING TO BOTH
THE RESEARCH AND
THEORETICAL LITERATURE

TABLE 4.1: RESEARCH AND THEORETICAL LITERATURE REVIEWED
BROKEN-DOWN BY TYPE AND YEAR OF PUBLICATION

Type of Document	Year of Publication								Total
	Pre 1970	1970-73	1974-76	1977-79	1980-82	1983-85	1986-87	Post 1987	
Text	1		6	6	4	5	2	1	25
Journal	1	4	4	5	5	9	3	1	32
Research Report		1				1	2	2	6
Conference Paper			1	1		1	1		4
Other (e.g. Government report, mimeo, unpublished paper, microfiche.)			1	2	3	7	6	1	20
Total	2	5	12	14	12	23	14	5	87

TABLE 4.2: RESEARCH AND THEORETICAL LITERATURE
 BROKEN-DOWN BY TYPE OF PUBLICATION
 AND GEOGRAPHIC AREA OF ORIGIN

Type of Document	Geographic Area of Origin			Total
	North America	United Kingdom	Australia/ New Zealand	
Text	14	2	9	25
Journal	29	1	2	32
Research Report			6	6
Conference Paper	2		2	4
Other (e.g. Government report, mimeo, published paper, microfiche.)	1	1	18	20
Total	46	4	37	87

**TABLE 4.3: FREQUENCY OF RESEARCH AND THEORETICAL LITERATURE
BROKEN-DOWN BY ASPECT OF INCREASING COMMUNITY
PARTICIPATION IN SCHOOL DECISION-MAKING PROCESSES**

Aspect	Research Documents	Theoretical Documents	Total
Background	40	16	56
Implementation Team	8	8	16
Anticipation of Difficulties	3	2	5
Community Analysis	5	4	9
Anticipation of Difficulties	4	4	8
Communication	13	4	17
Specific Motivational Strategies	6	8	14
Evaluation of the Change Process	2	2	4

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