Empowering Teacher Teams to Implement the Integrated Quality Management Systems in South African Secondary Schools

T.S. Hlongwane and R. Mestry

Department of Education Leadership and Management, Robert Sobukwe Building, Soweto Campus Faculty of Education, University of Johannesburg, South Africa

E-mail: 1<thamsanqa.sh@gmail.com>, 2<rajm@uj.ac.za>


ABSTRACT Teamwork has become critical building blocks worldwide to accomplish organisational goals. Although many educational institutions in South Africa have taken the route of teamwork, attributes such as empowerment and accountability require critical reflection. Teamwork features prominently in the Integrated Quality Management System (IQMS) policy mandated by the Department of Education, to facilitate the provision of quality teaching and learning, and the continuing professional development of teachers. However, the implementation of the IQMS has met with serious challenges, including principals who lack leadership and managerial skills. Using individual and focus group interviews, we determined the perceptions of teachers and school management teams (SMTs) on how teacher teams are empowered to implement IQMS successfully. The findings revealed that hierarchical structures of secondary schools imposed severe threats to effectively implement the IQMS. The Staff Development Team (SDTs) lacked formal decision-making authority to execute management and leadership responsibilities because power rests mainly with the principal. Most principals in the Kathorus area use the “top-down,” autocratic style of leadership instead of collegial and participatory approaches. A model emanated from the study illustrating how teacher teams can be empowered to implement IQMS successfully in secondary schools

INTRODUCTION

In recent years, the deployment of teams in educational institutions has significantly increased (Robbins et al. 2003: 200). The importance of a team approach reflects the belief that teams are an appropriate structure for dealing with performance demands in the changing work environment (Mohrman et al. 1995: 6). Thus, many successful schools have adopted a team approach in areas such as teacher performance development, curriculum planning, teaching and learning, and problem-solving (Scott and Walker 1999: 51). Having teams in schools encompass the creation of opportunities for teachers to learn; collaborate and produce synergy to perform complex tasks; ensure flexibility and higher levels of productivity; flatten the hierarchical organisations; decentralise authority among team members; and increase participation of team members in decision-making processes (Thompson 2004: 4, 9; Ivancevich et al. 2005: 395, 547; West et al. 2005: 151).

In a South African context the concept ‘teams’ is prominently featured in the Integrated Quality Management System (IQMS). IQMS is a quality management strategy that materialised after the ineffective implementation of Performance Management (PM), Developmental Appraisal System (DAS) and Whole School Evaluation (WSE) respectively. It emerged as a means to reconcile the three quality management strategies, DAS, WSE and PM. The establishment of IQMS therefore does not replace the former strategies, but incorporates them (OFSTED 2001). The philosophy underpinning IQMS is based on: (a) determining teacher competence; (b) assessing strengths and areas for teacher development; (c) providing support for professional development; (d) promoting accountability; and (e) monitoring the institution’s overall effectiveness.

Several research studies on IQMS reveal that many schools, especially in townships, are facing critical challenges in the implementation of the IQMS (Dhlamini 2009; Rabichund 2011). Contrary, to the expectations of the DoE, the team approach appears to be failing due to the inability of principals to empower and utilising teams effectively (Scott and Walker 1999: 51). Other problems associated with the implementation of the IQMS in secondary schools include:

- Staff Development Teams (SDTs) are required to perform leadership responsibilities inside and outside the classroom. However, the formal authority to perform these responsibilities is absent, since decision-making powers still reside with the principal. There is no legislation that explicitly
grants SDTs the formal authority to perform IQMS functions.

- Various teacher teams in schools lack interdependence, cohesiveness and coordination, since team members usually work in isolation rather than in collaboration with each other (West et al. 2003: 2; Greenberg and Baron 2003: 283; Thompson 2004: 91). This undoubtedly has serious implications for team morale and unity, thus rendering the ineffectual implementation of the IQMS.

These problems display that the team approach employed in schools is characterised by hierarchical structures (Thurlow et al. 2003: 45, 490). These teams are usually managed “top-down” and are rigidly controlled (Jansen 1998: 12; Steinmann 1999: 29). Ivancevich et al. (2005: 545) and, Greenberg and Baron (2003: 564) posit that public schools are managed by centralised authority and tight controls in which team members are accountable to their principals. Thus, Strauss (2002: 74) and Weiss (2001: 322) argue that the bureaucratic and hierarchical organisation cannot support and empower any type of team to function successfully. Thus IQMS teams that are not explicitly empowered by senior management will find difficulty to effectively implement the IQMS in their schools. It was for these reasons that research was conducted in secondary schools in the Kathorus area of the Gauteng Province. The question that was researched can be encapsulated as follows: How can teacher teams be empowered to implement the IQMS in secondary schools successfully?

Research Aims and Objectives

The general aim of the study was to investigate how teacher teams can be empowered to implement the IQMS in secondary schools effectively. To attain this aim, the specific objectives of this research were to:

- determine the perceptions of teachers and school management teams (SMTs) on empowering teacher teams to successfully implement the IQMS in secondary schools; and
- devise a model for the successful implementation of the IQMS in secondary schools.

RESEARCH METHODOLOGY DESIGN

A qualitative research method was used to determine the perceptions of teachers and SMTs on how teacher teams can be empowered to implement the IQMS in secondary schools effectively. This method enabled the researchers to interact with the participants to describe their practices and interpret the meanings which the participants assigned to their life worlds (Creswell 2003: 198).

The sample consisted of five secondary schools drawn from the target population of thirty-five secondary schools in the Kathorus area of the Ekurhuleni-West region in the Gauteng Province. Purposive sampling was used to intentionally select individuals and sites to understand the central phenomenon based on the availability of information (Creswell 2008: 214; Maree 2007: 178; Strauss and Myburg 2002: 71; Gay and Airasian 2003: 115). The enquiry was directed at permanently appointed teachers and SMTs of the selected secondary schools whose ages ranged between twenty and sixty-five years old, and their teaching experience above five years. All the participants were professionally and academically qualified and were chosen from two schools which the community in the Kathorus area had high regard for, and the other three considered the district office to be dysfunctional. Five participants comprising of the principal, deputy principal, HoD and two teachers were selected from each school. The total number of participants was twenty five. The sample was considered to be gender representative since it included twelve males and thirteen females.

Focus and individual interviews were used as main data collection methods in the five selected schools (Schulze 2003: 14; Strauss and Myburg 2002: 41). Individual interviews were only held with principals, and the focus group discussions consisted of two teachers and two SMT members (a deputy principal and HoD) of each secondary school. A pilot study was conducted to test the validity of the interview schedule. This guided the revision of the interview schedule that was used in the study. Trustworthiness was also promoted by conducting peer review with colleagues regarding the study procedure, the congruency of the findings and the raw data (Merriam 2002: 31).

The researchers complied with all ethical requirements: Permission was granted from the Gauteng Department of Education and principals, to conduct research in selected schools. Participants were assured that confidentiality and anonymity of all the information supplied would
EMPOWERMENT: A PREREQUISITE FOR EFFECTIVE IMPLEMENTATION OF THE IQMS

Empowerment is a process of development and growth that enables employees (teachers) to take independent decisions and have a sense of ownership of their work (French and Bell 1995: 94; Carl 2003: 8). Empowerment occurs when team members are provided with a vision of an organisation which they can see and visualise as coherent, credible and realistic (French and Bell 1995: 29). It is the actual act of passing on authority and responsibility to employees in which they take control over their jobs (Wellins et al. 1991: 22). In a school context, empowerment occurs when the principal gives the decision-making authority to those delegated with tasks to perform (Van Deventer and Kruger 2003: 118). This implies that the principals in the Kathorus secondary schools need to decentralise power and authority among teacher teams by means of releasing authority from the higher levels of the school hierarchy to lower levels in hierarchy in which teacher teams implement the IQMS. Teams are empowered when they are delegated with leadership responsibilities and decision-making authority (Ivancevich et al. 2005: 395). Regarding the implementation of the IQMS in schools, this statement suggests that the principals need to delegate teacher teams with leadership and decision-making authority to perform their responsibilities effectively. Teams are even more empowered when they are used in a horizontal or flat structure of a team-based organisation characterised by fewer levels of hierarchy (West et al. 2005: 154; Scott and Walker 1999: 51; Ivancevich and Matteson 1996: 588). Effective teams are also empowered through a process of removing performance obstacles in a truly challenging work (Schermherhorn 1999: 275). Empowerment occurs when teachers work in an environment characterised by less opportunity of being ruled and controlled by fear-generating command leadership (Joubert and Bray 2007: 15; Greenberg and Baron 2003: 554). It is a two-way process where managers have to be prepared to let it (centralised authority) go and work with teachers collaboratively so that teachers are prepared to accept greater responsibilities in the process of implementing the IQMS (Loock 2007: 49). Thus, teacher teams in these schools could be empowered to embrace change such as the implementation of the IQMS in schools.

The collegial or participative management theories were applied as the theoretical framework that underpinned this study. These theories are based on the assumption that teachers desire to participate in decision-making and that they have a right to share in decision-making processes. The assumption is that when teachers are involved in decision-making, decisions taken are more likely to be implemented because teachers feel that they “own” the decisions (Steinmann 1999: 37). Models of collegiality and participative management have shown that teachers wish to participate more fully in the management of their schools; the quality of decisions made is likely to be better; and implementation will be much more smoother if they have been involved (Thurlow et al. 2003: 55).

The collegial approach is central in teamwork. Newstrom and Davis (1993: 37) maintain that where the collegial approach is used, employees tend to be responsive because they feel that they are needed, and they experience an obligation to uphold quality standards that will bring credit to their jobs and their organisation. Team leaders empower their teams by employing participative management that encourages and allow autonomy among members of teams (Ivancevich et al. 2005: 197). In this manner, the collegial models are promoting active participative decision making in schools which could lead to the effectiveness of these schools.

DATA ANALYSIS AND INTERPRETATION

The qualitative data was analysed using Teşch’s Method (1990) cited in Creswell (2008: 186) which involves the identification and coding of topics, the development of conceptual categories and the formulation of themes. The following themes in this study were identified:

Management approaches and styles of leadership
Hierarchical structure of schools
Empowerment of teacher teams
Absence of staff development programmes
Theme 1: Management Approaches and Styles of Leadership

It appeared that the SMTs in these schools used the top-down approach to implement the IQMS, instead of the collegial and participatory management styles. A teacher of School E remarked: “the SMT at our school use the top-down approach which instil fear and frustration in teachers.” Another teacher from School D confirmed the view by saying that: “the use of the top-down approach by the SMT encourages teachers to work in isolation and to have negative competition.” Another teacher of School A said that, “due to the autocratic principal the SDTs are not coordinating the activities of teachers.” Contrary to the comments of the teachers, the SMTs had their own views. The principal of School C cautioned: “I use any management style I deem to be appropriate for the situation.” The principal from School D remarked: “I do not know much about leadership style for teams”. The principal of School E reported that, “to get things done, the principal has to instruct and direct teachers.”

From the responses of teachers it is clear that they were dissatisfied with the top-down approach to implement the IQMS. The reality is that the top-down approach employed by the SMTs in these schools disempowered teacher teams to implement the IQMS effectively since this approach instilled fear and frustration among these teams resulting from the high authority of the SMTs. It was also evident that the top-down approach undermined the contributions of the individual teachers and the behaviour of principals’ suppressed collaboration and teamwork required by teacher teams (West et al. 2003:202). According to Thompson (2004:91), the use of the top-down approach results into disjointed teamwork rather than enhancing interdependence and cohesiveness among team members. The top-down approach is opposed to collegial and participative models and in this teacher teams may not implement the IQMS successfully since they are denied the right to participate in decision-making process (Greenberg and Baron 2003: 564; Thurlow 2003: 55). Thus, the SMTs in these schools need to shift away from the top-down approaches in an effort to implement the IQMS effectively.

Theme 2: School Hierarchical Structure

The hierarchical structure of these schools appeared to be threatening teachers to perform their responsibilities. The responses of teachers were that:

The teacher of School E remarked: “at school teachers are threatened to make contributions towards the IQMS because of the school hierarchical structure”. Teacher of School A stated that, “decisions at our school are made at the top level of the school by the principal and cascaded down to teachers with little or no consultation”. While teacher of School D remarked: “owing to the hierarchical structure the principal imposes decisions upon teachers and his word is final”.

Another teacher of School E stated that “there is no flow of information in our school due to many hierarchical levels of the school structure”. The principals had different views from the comments made by the teachers and their responses were: the principal from School A stated that “my position in the school structure gives me the legal right to make decisions in the school.” The principal from School D stated that “the school’s structure allows the principal to manage the school accordingly”. From the responses of teachers it is evident that they were threatened by the school structure to perform their tasks since the principals imposed decisions upon them and teachers had little or no voice in school in the implementation of the IQMS. The principals were accountable for everything in their schools which made it difficult for teacher teams to participate in school decision-making. According to Thurlow et al. (2003: 45, 490), Ivancevich et al. (2005: 545), Hatch and Cunliffe (2006: 260, 264), the hierarchical structure is the typical characteristic of a bureaucratic organisation in which authority is centralised in the manager. The flow of information in these schools is also obstructed by many levels of the hierarchical school structure. In this situation, it is clearly evident that teacher teams in these schools are disempowered to implement the IQMS effectively.

Theme 3: Empowerment of Teacher Teams

It appeared that the SDTs in these schools were without formal authority to make the independent decisions, and also not delegated with
学校管理责任。教师从学校E表示，“SDTs在我们的学校缺乏正式的决策授权来实施IQMS”。另一个教师从学校A表示：“尽管SDTs被民主地选举为与校长密切合作，但校长不愿意协调教师的活动与SDTs的活动”。

学校的校长E表示，“SDTs不合格且无能力做出适当的决定。”学校的另一名校长D也支持这一观点，表示，“SDTs在SDTs和SMTs之间造成角色冲突，我无法确定应该将权力授予SDTs多少。”

教师的评论说明了这些学校的SDTs被委托额外的学校管理责任，而没有正式的授权来做出重要的IQMS决定。将SDTs的学校管理责任的委托而没有正式的授权是又一种将额外的工作强加给SDTs在名义上是团队合作和合作与同事的精神，而现实是不存在的。Scott和Walker (1999: 54) 将这种情况描述为一种构想的合作，在其中正式和官僚主义的程序被用于欺骗人们，使学校管理和教师在合作中工作，而实际上是它们没有被设计来使教师团队受益。这种状况的危险是它会助长教师团队的失权，并且导致IQMS的无效实施。因此，这些学校的校长需要授权SDTs来实施IQMS有效地。

主题4：教师专业发展项目的缺席

看来，教师专业发展项目为教师实施IQMS是缺乏的。学校E的SDT成员表示：“定期的教师专业发展项目在我们的学校是看不到的。”教师来自学校D表示，教师对没有机会反思他们的教学实践感到愤怒，因为没有教师的专业发展工作坊。学校的另一名SDT成员表示，教师专业发展没有组织在他们的学校，以交换实施IQMS的想法。


讨论

Teachers were not involved in the process of designing the IQMS, and the DoE thus found difficulty in engaging them in a shared vision. The teachers refused to commit themselves to effectively implementing the IQMS. Despite this, principals and teachers in these schools experienced some difficulties to cope with change brought by the implementation of the IQMS. They were required to embrace change and be prepared to learn, adapt and adjust to changes in order to ensure the provision of quality teaching and learning. The principals as key players in the process of change need to lead the way by delegating teacher teams with decision-making authority and school managerial responsibilities in an attempt to create synergy necessary to deal effectively with the implementation of the IQMS. The commitment and wisdom of the principals is critical in making sure that the goals of schools are achieved so that schools play a meaningful role in society. It is for these reasons, that the principals should consider transforming the bureaucratic schools founded on hierarchical structure into team-based organisations (TBOs) characterised by horizontal structure. This fundamental change ensures the empowerment of teams to undertake successfully complex tasks such as the implementation of the IQMS.

The success of schools is dependent on principals as “gate keepers” for change to occur in schools. They need to make a shift from the traditional management paradigms and adopt the new leadership competencies relevant to teams in order to implement the IQMS successfully. In the endeavour to manage change effectively in schools, principals need to value empowerment, collaboration and teamwork of teacher teams. According to Tjosvold and Tjosvold (1995: 4-9), and Yeatts and Hyten (1998: 114), the leader who values empowerment, collaboration and teamwork becomes both, a member of teams and leader who cooperates with teams. It becomes incumbent upon the principals to develop the African style of management and apply the Ubuntu philosophy of collaboration and teamwork, collegiality, and caring rather than top-down approaches. In this manner, the successful implementation of the IQMS in these schools will undoubtedly be achieved. At the same time, it is critical for the principals to employ the team-based leadership in the process of empowering the teacher teams since it supports high teacher involvement in decision-making. This leadership style, builds on the principle that teachers have the right to be involved in making decisions on matters that affect their lives in schools (West et al. 2003: 194). Surely, in this regard, teachers will cooperate to implement the IQMS effectively since the team-based leadership style provides them with “greater say” in school management and decision-making. However, the team-based leadership approach alone may not be sufficient to empower teacher teams sufficiently, thus, it is also essential for the principal to use visionary leadership in creating a shared school vision and develop a strategic management approach of devolving the authority amongst teacher teams in order to realise clearly the vision of implementing the IQMS. The visionary leadership energises, inspires and creates enthusiasm in members of teams to make things happen differently in an organisation (Bush and Coleman 2000: 10).

A MODEL FOR PRINCIPALS AND SELF-MANAGED WORK TEAMS TO IMPLEMENT IQMS

Based on the findings of the study, it is evident that unless the teacher teams in the secondary schools in the Kathorus area are empowered as self-managed work teams (SMWTs), they may not succeed in implementing the IQMS effectively. This Model (Fig. 1) emphasises how SMWTs should be empowered with formal decision-making authority to perform their responsibilities, and have autonomy to determine how the goals of the organisation can be achieved. The SMWTs should be empowered with formal authority to perform the “managerial” tasks that were previously only done by the manager of the organisation and have autonomy to determine how to achieve the goals of an organisation (Ivancevich et al. 2005: 395; Hatch and Cunliffe 2006: 40). The school’s structure is characterised by fewer levels of authority rather than the bureaucratic or hierarchical structure. It has the team management structure consisting of two levels of hierarchy, one which includes the team leaders and the other the principal of the school. In this way, the horizontal structure decentralises decision-making authority among team members at all levels of the organisation and provides a lateral communication system in
EMPOWERING TEACHER TEAMS TO IMPLEMENT THE INTEGRATED QUALITY

which team members communicate directly with one another. This communication system is crucial for SMWTs to cooperate and respond with effectiveness to work changing environment (West et al. 2003: 201). It is for these reasons that the teacher teams need to be empowered as SMWTs in an attempt to make them more accountable for the implementation of the IQMS. In these schools, the individual accountability is used whereas the SMWTs are collectively held accountable for their performance outcomes (Robbins et al. 2003: 201; Brewster et al. 2000: 9). This means that SMWTs can hold teams or individuals accountable for the ineffective implementation of IQMS or any poor performance in an organisation. The collective accountability is considered as empowering all individual members of SMWTs to account for their work. It might be uncomfortable for some individual team members to be dragged down by poor performing colleagues who are not judged on their individual merit. Nevertheless, collective accountability is viewed as crucial for empowering all members in a team and members of SMWTs are required to support their members rather than merely blaming them (Mohrman et al. 1995: 57; Colenso 2000: 78). Also a team-based reward system is used to empower the SMWTs rather than the individual reward system. The individual reward system is viewed as sending contradictory messages to SMWTs since it discourages team spirit among members (Parker 2003:208; West et al. 2003: 193). In contrast, in secondary schools in the Kathorus area, the individual reward system is employed for teacher teams which is only based on selected few individual team members rather than all members in a team, and this can frustrate other members (West et al. 2003). It is in this context that these schools need to re-align their reward system with team-based rewards system in an attempt to empower teacher teams to implement the IQMS. Also the newly formed SMWTs are made to pass through five developmental stages of development which include forming, storming, norming, performing and adjourning (Roelofize 2001: 5; Weiss 2001: 1591; Parker 2003: 40; Ivancevich et al. 2005: 326). Forming is the first stage which focuses on the team members’ efforts to define their objectives and roles for the group. The storming stage is marked by conflicts. Tensions may involve competition among team members for certain roles and disagreements over task-related issues. The norming stage is characterised by collaboration of team members (Schermehorn 1999: 360).

Fig. 1. Empowerment of SMWTs
Adapted and developed by Hlongwane and Mestry (2009).
Teams tend to exchange information and accept their differences of opinion, in order to achieve the agreed-upon goals. In the performing stage, the group is fully functional. The adjourning stage involves the termination of group activities and those groups that are permanent never reach this stage. Thus, these stages are critical to empower teacher teams in schools. Again, the team leaders of the SMWTs are empowered by means of coordinating jointly with the manager all the different activities of the SMWTs (Thompson 2004: 35). In contrast, in these schools coordination was done mainly by the principals rather than the SDTs and this approach disempowered the SDTs. Furthermore, the SMWTs are also empowered through systematic “continuous learning” and this increases “learning” for the organisation to respond effectively to changing work environment (Parker 1998: 34; Robbins et al. 2003:416). Therefore, it is critical for secondary schools in the Kathorus area to be transformed into learning organisations which facilitates increasing the collective competences of team members to perform their work effectively (Greenwood et al. 1993). Thus, the teacher teams need to be empowered as SMWTs to foster collective learning among their team members which may result into synergy or “brain power” of all individual team members in schools to implement the IQMS.

CONCLUSION

This study explored the views held by the teachers and SMTs on empowering the teacher teams in secondary schools in the Kathorus area to implement the IQMS successfully. In response to the questions of the research, there was consensus amongst the teachers and SMTs that since the introduction of the IQMS in schools, the new roles and responsibilities have extremely increased in such away that they had difficulty to perform their work effectively. However, this consensus was accompanied by some differences between teachers and SMTs on the hierarchical structure of these schools within which they function. Teachers indicated that the school hierarchy threatened them to perform their responsibilities and this problem was compounded by top-down approaches used by the SMTs in which formal authority resided with the principal and teachers did not have a voice in the implementation of the IQMS. In contrast, the SMTs particularly the principals contended that the school hierarchical structure was legitimate since it provided them (principals) with authority to direct schools forward to achieve school goals. For these reasons, it is clear that change brought by the implementation of the IQMS in these schools was fragile. Therefore, it is crucial for the teacher teams to be empowered as the SMWTs in an effort to implement the IQMS successfully.

RECOMMENDATIONS

The DoE should involve all stakeholders in the design of the IQMS so that the stakeholders are empowered to have a clear shared vision of the IQMS and its implementation. The DoE need to use the holistic approach for the training and continuing professional development of teachers and SMTs. The DoE should employ qualified service providers such as Higher Education Institutions to provide professional development for teachers and SMTs. It is crucial for the SMTs to employ the collegial and participative management styles rather than top-down approaches relevant to teams. The participatory or collaborative management style decentralises authority among teachers and invites them to provide their inputs in decision-making necessary for the effective implementation of the IQMS. The principals as team leaders should use team-based and visionary leadership, strategic management and distributed leadership as key approaches to empower the teacher teams to implement the IQMS. They should transform the hierarchical structure of schools and re-align it with the horizontal structure of a team-based organisation in order to decentralise decision-making authority among teacher teams at all levels of the school and provide open and lateral communication system in which teacher teams can communicate directly with one another. The SDTs should be empowered with formal authority and be delegated with management and leadership responsibilities as SMWTs to perform their new roles and responsibilities. The principals should to coordinate the activities of the teachers jointly with the SDTs to facilitate the effectiveness of the implementation of the IQMS.

REFERENCES

EMPOWERING TEACHER TEAMS TO IMPLEMENT THE INTEGRATED QUALITY


