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# The Influence of Teacher Participation in Decision-making on Their Occupational Morale

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ABSTRACT Organizational theorists suggest that participatory decision-making (PDM) often leads to more effective organizations and higher staff morale. Bureaucracies impose restraints on individuals by refusing to treat them as mature actors capable of self-direction thereby demoralizing them. This study examined the influence of teacher participation in decision-making on their morale in Zimbabwean schools. Qualitative/interpretive research methodology was adopted and a case study research design was used as the operational framework for data gathering. Data were collected from 5 secondary schools in the Gweru Education District of Zimbabwe. The population sample comprised of 5 secondary school heads and 20 secondary school teachers who were purposefully selected. In order to get an in-depth of the analysis of the shared decision-making concept, a series of interviews were conducted over a period of two months. To get further insights in the teacher participation in the decision-making processes in schools, the author observed two staff meetings at each school under study. The study established that insignificant teacher participation in critical school issues result in low staff morale and this culminate in stressful school governance. The study recommends teacher empowerment in decision-making.

#### INTRODUCTION

Frederick Herzberg's motivation-hygiene theory posits that workers are not motivated by extrinsic factors such as salary, working conditions, and job security but by intrinsic factors such as achievement, recognition, and responsibility (Jones 1997). Jones asserts that participatory decision- making would contribute to any or all three of these. Rensis Likert's (1998) model as quoted by Jones (1997), dealt more with organizational climate, hypothesizing four types along a continuum from an authoritarian, control-oriented climate on one end to a very trusting, delegating, communicative climate on the other. According to Jones, Likert recommended moving organizations as closely as possible toward the latter. Many theorists envisaged participative management as enhancing active involvement of relevant stakeholders in decision- making (Rice and Schneider 1994; Maers and Voehl 1994; Rosenbaum 1996). It has been advocated by many scholars who believe it is the best leadership style in implementing democratic values to education (Copland 2001; Daun 2002a). The idea of participative management is generally viewed as an ideal style of leadership and management in education today. They further argue that participative management has been widely promoted as a means of formalising a new conceptualisation of management to bring about school improvement.

Lewis et al. (2000) point to a number of assumptions on which the notion of participation and devolution of powers to schools is based namely: Participation is divorced from politics. It is assumed that communities are united as well as being homogenous, and therefore participation is an all inclusive process and not any elicit one. Decision-making regarding school governance is conceptual and not contentious; participation is a positive intervention that will improve schools (Wadesango 2011). Such an assumption that greater local participation will improve the relevance, quality and accountability of schools is held world wide; schools, parents and other community members are receptive to taking on new responsibilities. Everyone is committed to the national modernisation project. Schools personnel will welcome greater autonomy and new decision making roles; participation is a rational and morally correct act. This research agrees with the above assumptions on the strength that teachers who are encouraged to participate democratically in decision making process are reported to be more positive and committed to the school as an organisation (Manga 1996). All stakeholders should be given a chance to have a say in the running of the school.

#### Importance of Staff Morale

Morale may be defined as an intangible concept that refers to how positive and supportive a group feels toward the organisation to which it belongs and the special feelings members of the group share with others, such as trust, selfworth, purpose, pride in one's achievement, and faith in the leadership and organisational success (Haddock 2010). Low morale therefore can be costly to an organisation. According to Ewton (2007) in Ngambi (2011), morale is regarded to be the fuel that drives an organisation forward or the fuel that feeds the fires of employee discontent and poor performance. Millet (2010) gives six reasons why staff morale is important: improved productivity; improved performance and creativity; reduced number of leave days; higher attention to detail; a safe workplace; and increased quality of work. Ngambi (2011) quoting Mazin (2010) further posits that high employee morale leads to people coming to work on time, improved communication, less time wasted on gossip, improved recruitment and retention and more creativity. Another study by Millet (2010) revealed that low morale can gradually destroy employee's commitment, adversely affect the productivity or service they offer and alienate the clients and customers they serve.

#### **Orientation of the Research**

There are various research paradigms or traditions distinguished from one another by contrasting ontology, epistemological and methodological assumptions. Terre Blanche and Durrheim (1999) describe paradigms as background knowledge that tells us what exists, how to understand it and most concretely, how to study it. On a similar note, Denzin and Lincoln (2005) point out that paradigms dictate, with varying degrees of freedom, the design of the research investigation. Covey (1992) cited in Mungunda (2003) refers to a paradigm as a frame of reference or mental map through which we see the world.

Paradigms according to Terre Blanche and Durrheim (1999), are all encompassing systems of interrelated practice and thinking that define for researchers the nature of their enquiry along three dimensions namely ontology, epistemology and methodology. Ontology specifies the nature of reality that is to be studied and what can be known about it. Epistemology specifies the nature of the relationship between the researcher (knower) and what can be known. Methodology specifies how the researcher can go about studying practically what he believes can be known. The choice of paradigms is guided by what the research seeks to achieve. According to Bhengu (2005), positivists and empirists aim to predict, control and explain, while interpretivists/constructivists aim to understand and reconstruct. Terre Blancher and Durrheim (1999) postulate three paradigms namely, positivist tradition, phenomenological tradition and critical theory tradition.

## Positivist Paradigm

Paton describes positivist traditions as follows:

Positivist paradigms rely on pre-defined variables from tightly defined populations, attempting to fit individual experiences and perspectives into predetermined response categories, allowing no room for research objects or variables to help define the direction of the research (Paton 1990:14).

In short, the paradigms in this school of thought are rigid to the extent that they do not put into consideration any eventualities which may come out from the study which were not pre-planned. As a result, the positive paradigm has been criticized for its technicist element that seeks to control and predict relationships within and between variables and its view that knowledge is absolute.

# Critical Theory

Critical theory is defined as a theory that, "determines whether the past or the current practices address social injustices and empowerment and whether those practices have a commitment to oppressed people/persons" (Capper 1993:13). According to Denzin and Lincolin (2005:194), "the ontology of critical theory is shaped by social, political, cultural, economic, ethical and gender variations". Capper (1993) describes the aim of critical theory as investigating social injustice with the intention of emancipating the oppressed by employing the critical methodologies such as interviews and group discussions. In the same vein, Glesne (1999:23) point out that the general inquiry aim of critical theory is to"

critique and transformation; restitution and emancipation..... and training focuses on re-socialization, empowerment and liberation".

The most important dimension of critical theory is its emancipatory interest, its purpose being to contribute to change people's understanding of themselves and their practices (Waghid 2000:27). Furthermore, "the goal of the critical theory is to free organization members from sources of domination, alienation, exploitation and repression" (Gioa and Pitre 1990 quoted in Capper 1993:13).

Of the three research paradigms listed above, the interpretive was appropriate more than the others particularly in this study. It makes the researcher fully involved as an instrument of data collection as outlined by Marshall and Rossman (1995:59). The "I was there" element in the portrayal of the picture of the phenomenon being studied is part of the design (Goertz and LeCompte 1984).

This view is evident in Marshall and Rossman when they state that:

... presence in the lives of the participants invited to be part of the study is fundamental to the paradigm, whether that presence is sustained and intensive as in ethnographies, the researcher enters in the lives of the participants (Marshall and Rossman 1995:59).

In this study, the researcher's involvement with the participants stimulated interest and accelerated discussion. The researcher entered into their lives and in this way in-depth knowledge was gained. Below is an exploration of the research paradigm that was adopted by this study.

## The Interpretive Paradigm

The interpretive paradigm came to complement the positivist paradigm. Miles and Huberman (1984) reveal that researchers in the interpretive (hermeneutic) tradition came to realize that the social realm is different from that of the natural sciences and cannot be investigated in the same way. He states that this paradigm is concerned with human actions but not human behavior as is the case with scientific tradition. Jan van Rensburg (2001) outlines that the interpretivists reflect an interest in contextual meaning making rather than generalized rules. The advantage of this paradigm is that it can be implemented in individual or small groups in

naturalistic settings (Jan van Rensburg 2001). This was the most appropriate paradigm for this study which sought to provide deeper understanding of a particular situation in its naturalistic setting. The interpretive paradigm is known for its subjectivity, qualitative nature and empathetic-orientation. According to Taylor and Bogdan (1984), the purpose of the interpretive research is to describe and interpret the phenomena of the world in attempt to get shared meaning with others. This research paradigm was relevant to this study since the researcher was interested in understanding the subjective experience and perceptions of teachers and school heads regarding the aspect of shared decision-making.

# Validity and Reliability

All participants were informed about the research study in a way that was assumed to be clear and understandable to them. The research questions were formulated clearly and presented to the respondents in written form to avoid ambiguity.

## **Ethical Issues**

Subjects in this study participated voluntarily. Names of participants remained anonymous and all the information received from participating students was treated as highly confidential. The significance of the research study was clearly explained to the participants. The participants were also afforded an opportunity to ask questions. In this research study, participants were made aware of their right to withdraw if they so wished. The established agreement did not place participants under the obligation to continue participating in the project if they were no longer interested. All participants in any kind of research should have the right to confidentiality. The researcher assured the participants that sensitive data was to be held in the strictest confidence in order to protect their anonymity. The research was therefore conducted with respect and concern for the dignity and welfare of the informants. The individual's right to decline to participate was respected in this study. The researcher ensured that the purpose and activities of the research were clearly explained to the participants. The author of this document ensured that promises and commitments were

honoured by safeguarding participants' identities.

#### RESEARCH DESIGN

This study adopted a qualitative interpretive methodology which allowed the researcher to get the data directly from the subjects themselves by sitting with the respondents and hearing their views, voices, perceptions and expectations in detail. This strategy contends that knowledge is subjective and ideographic, and truth is context-dependent and can only be obtained after entry into participants' reality. The researcher recognised several nuances of attitude and behaviour that could not have been noticed if other methods had been used. This study adopted a case study research design. A case study is described as a form of descriptor research that gathers a large amount of information about one or a few participants and thus investigates a few cases in considerable depth (Thomas and Nelson 2001).

## **RESULTS**

All responding teachers asserted that participation in certain issues depended on the level occupied by one in the school hierarchy. It is evident from the teachers' responses that all school heads preferred consulting the deputy head, senior master, senior woman and to some extent heads of departments when dealing with critical issues. The following are some of the views from the respondents hereafter referred to as R:

- R5 The deputy head, senior master and the senior woman and Heads of Departments (H.O.Ds), those are the very people involved in decision making. We are involved only in a few instances like choosing of prefects, anything else is the preserve of the top four.
- R16 Those in administration that is the senior woman, senior master, deputy headmaster and at times H.O. Ds. In most cases we are just told what to do. Some of the things are happening here without our knowledge. At times some of the issues are relayed to pupils first and we will only come to know about such issues through our pupils.

If these people are the ones responsible for making institutional decisions as expressed above, then one is compelled to find out how such decisions are received by the subordinates. Respondents from all the participating schools hold the opinion that there are times when the school heads get views on how to deal with a particular problem from their management teams without consulting the rest of the staff. The senior management team consists of the head, the deputy head, the senior woman and the senior master. These people are normally appointed by the school head in consultation with his/her deputy. Some of the teachers reiterate the need for them to be involved in decisions that lie within the frame of their interests and in those areas that directly impinge on their personal stake like teaching methodology and working conditions as well as remunerations. Thus, leaving school heads and their management teams to make such decisions could be premised on the assumption that the administrators know what is good and bad for the school and that they will always make sound decisions.

It is the researcher's interpretation that four of the five participating school heads did not involve their staff members in all school issues as indicated above by R5 and R16. The responses by R5 and R16 further show that locus of control and of decision making in certain issues lied mainly in the hands of a few individuals that is, the heads, deputy heads, senior masters and senior women. This is normal in any organization because at times there will not be enough time to consult everyone and also in certain cases some of the issues will be purely administrative hence cannot be discussed in an open staff meeting. In the staff meetings that were observed by the researcher, the school management teams would emphasize their authority by the way they expressed themselves.

All the school heads admitted that ordinary teachers were consulted but not in all areas as compared to school management teams. In fact one of the five participating school heads asked the logic of involving people in all the situations particularly if those teachers were not hired to make decisions. In their views, administrators were in their schools for the purpose of making decisions in the interest of the entire school including the very teachers who were hired to do more of teaching children than participating in the decision making process. The same school

head indicated that over involvement of teachers in decision making can be a sign of inability to run a school. Heads also concurred with teachers' sentiments that they mostly involved those in administration that is the deputy, the senior master and the senior woman. Below is the response given by one of the school heads (herein after addressed as H):

H1 Right, those in posts of responsibility, hold a caucus meeting before the staff meeting. It is in this caucus meeting that the game plan is drafted. Taking the matter to the teachers would then be a matter of formality. Thus decisions concerning complex issues are made before the meeting and the meeting is used as a forum for the endorsement of the decisions that will have been reached before the meetings are held before the formal meeting.

## Influence of Participation on Staff Morale

It was established that some of the responding teachers from four of the five schools indicated that staff morale was very low because of teachers' low involvement in decision making in areas such as school based promotion, choice of curriculum, meting out punishment and student discipline policies. The responding teachers indicated that they were not happy with the way decisions were arrived at in committees as they were not consulted at all. The respondents further pointed out that this has impacted negatively on teachers' work output because teachers have adopted passive resistance tendencies. One of the teachers made the following comments:

R10 The staff morale in the school is low. It is unfortunate that there is nowhere to go. We have tried to make things better here but nobody cares.

It emerged that before the coming in of the new head in this school, morale was high. Their voices were heard. They were involved in making profound decisions such as choice of curriculum, formulation of school budget and formulation of student discipline policy without the idea of being represented in those committees. The head was a democrat. Teachers were even consulted in their capacity as individuals. Dur-

ing the reign of the previous head, teachers used to come for lessons during weekends because morale was high. They used to donate their hard earned cash to school activities. All this was now history. The current head did not involve teachers in strategic issues as mentioned above. Teachers in this school at times got to know some of the things through pupils. Another teacher from the same school made the following comments:

R13 The morale is rather low and it has impacted negatively on our work output, because once these teachers are not part of that decision making, they tend to be sort of resistant, some would best call it passive resistance. You are implementing it, but you are not whole heartedly implementing it. The morale is very, very low. Given the case that participation is limited and the morale is not very high, you find someone there. someone from one lesson to another is complaining, once more, the morale is low. We are not well represented in committees as most of the decisions are made without our knowledge.

The scenario above shows that teachers' morale in four of the five participating schools is generally low. Some of the teachers from these schools generally expressed dissatisfaction in the way in which they are marginalized at their schools. They think that involvement in decision making in critical issues as individuals or in committees would assist their heads from the current low morale. To them, low staff morale is vented in absenteeism and late coming. It was established that most of the time teachers were coming late for lessons. The check in and checkout register in which teachers logged in the time that they arrived at school confirmed that most of the teachers in these schools logged in well after 8.00 am which was the official starting time for lessons. The same log book confirmed that the rate of absenteeism was rife in these schools. The heads' files were full of leave forms and when the researcher examined the forms, it was found out that most of these forms were completed by teachers who had absconded duty. The net effect of such a situation is that teachers develop a negative attitude to work and the school in general. Such attitudes are detrimental to the performance of the schools.

However, in one of the five participating schools, teachers said that their morale was high. They said that they enjoyed a trusting relationship with their school head. Teachers in this school shared food, jokes and such other things. They indicated that they were empathetic to each other. They said that they were quick to help each other in times of moral and economic doldrums. This was the school where teachers indicated that they were relatively involved in the decision making processes in strategic issues such as the formulation of a school budget, organization of school trips, choice of curriculum and teaching load allocation. One of the responding teachers from this school (R7) made the following comments:" staff morale is not bad in this school. Everyone is happy to be associated with this school. We are working as a team with adequate support from our head. People are happy here and I don't think of transferring to any other school"

However, there are other factors that could have contributed to low morale in four of the schools besides the issue of low participation in critical issues as was suggested by the teachers from that school. It has been observed that these particular schools are located in a remote rural set up. Teachers travelled a distance of about 12 kilometers to the nearest bus stop and transport was erratic in these areas due to persistent fuel shortages in Zimbabwe at the time the study was conducted. There were also no supermarkets around the schools. These issues might have also contributed to the low staff morale in these schools.

Table 1 indicates that staff morale was very low in the participating schools mainly due to non-participation in critical school decisions. Most of the participating teachers postulated that staff morale was dwindling in their schools by day.

**Table 1: Staff morale index** (n=20)

Very low	Low	High	Very high	Total
12	3	2	3	20

#### **DISCUSSION**

Participation of teachers in decision making has many benefits. According to Wadesango (2011), participation in decision-making nurtures teachers' creativity and initiative there by empowering them to implement innovative ideas. Participation in decision making also improves the quality of management's decisions since there is greater diversity of views and expertise as inputs to decision making (Kuma and Scuderi 2000). Participation of teachers in decision- making also enables teachers to become active participants in school management processes. As a result of this, teachers will have a wider and greater ownership of the school, its vision and priorities. Teachers will therefore become good decision makers as participation in decision making is a proactive approach to information sharing among teachers (Prozesky and Mouton 2005). Once teachers are demotivated, they may develop a negative attitude towards the school. The net effect is that teachers may feel greatly marginalised and disinterested in the school's mission. This may trigger a wave of withdrawal leading to a high staff turnover.

Management specialists have always attributed high staff turnover to poor working relations. A teacher who is poorly motivated may not put much effort in the school activities. Hence the school may fail to achieve its set goals. Parents, teachers and students may rise against the head. Cases have been witnessed where pressure from the teachers, students and the community have forced the school head either to resign or transfer to some other school. Khoza (2003) warns that workers feel reluctant to participate in decisions when they lack expertise but are readily available for decisions in which they have a personal stake in the outcome. Denying teachers their involvement in the decision making process may deny the teachers that personal touch and ego that makes them feel proud to participate in commitments that lie outside the classroom set up. However, it was indicated that in certain issues, committees did not have the autonomy to make unilateral decisions in some of the schools.

The notion that school heads, like any other persons, may not know everything emphasises the need for consultations and teamwork in decision- making. Best decisions tend to come with best knowledge and best practice in areas of decision- making. Therefore the need to involve subordinates in decision- making may be unquestionable. This section focuses on the outcome of involving teachers in decision- making.

Criticism of the marginalisation of teachers in decision-making is that imposed decisions lack clarity at implementation. In support, Dunstan (1995) argues that subordinates find it hard to execute decisions made without their knowledge. This may be because teachers do not have a clear picture of what exactly is to be done. They may lack that desired critical mass in the form of competence, skills, knowledge, aptitude and attitude that is required to have a perfect decision. This confirms the results of a research carried out in Israel by Eggleston (1999) of Haifa University which indicated that policies and innovations dictated by heads on teachers are not fully implemented by teachers due to a number of factors, which amongst others include misinterpretation of the requirements.

Such findings clearly bring out the need for greater participation by teachers in school innovations if they are to be effectively implemented. In fact, effective implementation of any decision depends largely on the acceptance and support by other people (Mungunda 2003). It is important to consider other people's concerns because if people are angry regarding the way decisions are taken, such decisions will not proceed smoothly. Their feelings and perceptions account for the success or failure of the decision.

Effective implementation of any decisions depends largely on the acceptance and support by other people. Teachers claim that imposed decisions are not always successful in their implementation. It is important to consider other people's concerns. Their feelings and perceptions account for the success or failure of the decision. Researchers tend to concur on the notion that some of the decisions made without consulting other stakeholders are not always successful (Rezabek 1999). Chivore (1995) in his study found that people who participate in and help formulate decisions will support them and they will work hard to make them go because they are their ideas.

## Influence of Participation on Staff Morale

One of the effects of poor involvement as emerged in this study is that it bred low morale and the demise of school effectiveness. The responding teachers from four of the five schools indicated that staff morale was dwindling in their schools due to among other factors non-participation in decision-making in strategic issues such as choice of curriculum and school based promotion issues. It was established in this study that when teachers' morale is low, they spend their time working out modalities of how best they can secure a satisfying engagement at the expense of working for the good of the school. Staff morale however might have been affected also by other variables like the harsh economic conditions prevailing in Zimbabwe.

Motivation theorists have emphasised that a dissatisfied worker will not deliver the goods (Nyozov 2003). Dissatisfied workers are not excited about work. The findings above are also supported by the following theorists as they talk about the effects of significant participation. It enhances job satisfaction (Wall and Rinechart 1999) and personal motivation of employees (Van Wyk 1995). Accordingly, Mokoena's (2003) study concludes that where teachers are given an opportunity to participate in decision making, indications are that they experience high morale. The same study looked at schools with different organisational structures and concluded that teacher job satisfaction was greater where there were fewest layers of authority.

In support in the final evaluation of the teacher involvement project, Schweger and Leana (1998) state that teachers listed the following benefits of their involvement in school decision making: improved staff morale, more efficient use of meeting time and better sense of professionalism. Hence, there is a direct relationship between teacher participation and increased staff morale (Likert 1996). The above mentioned studies confirm the importance of teacher participation in decision making and thereby confirming what emerged from this current study.

#### **CONCLUSION**

The study established that most teachers were not consulted in critical issues. However, they wanted their views to be heard and acknowledged by the school system. It emerged that some of the decisions that have been made by the heads unilaterally had suffered a low success rate because teachers were not motivate to implement them. It was further established that in certain circumstances decisions made without consulting teachers had been difficult to implement. Most probably because such deci-

sions lacked clarity and that teachers tend to receive the decisions with suspicion. It is the study's submission that such decisions were likely to be implemented half heartedly. Their success is questionable right from the onset. However, in cases where teachers felt part to a decision, they were likely to implement the decision with vigour and enthusiasm – thus increasing the probability of success. It also emerged that in critical issues all school heads usually involved their administrative advisers. These are their deputies, senior women and the senior masters. HODs were also at times invited to join the senior management teams in making decisions with regard to issues of teaching load allocation and choice of curriculum but not always. The impression that the researcher got was that in major issues, school administrative decisions was a prerogative of the school head and his/her advisors who constituted the school administration board.

#### RECOMMENDATIONS

The study recommends teacher empowerment in decision making. This implies that teachers need the opportunity and space to participate in decision making at a level that is beyond the classroom. Such involvement provides fora through which teachers' creativity contribute to the running of their schools. Allowing teachers access to meaningful decision making in major school issues may provide a fertile ground for them to look through themselves with respect and dignity. Teachers are likely to regard this climate with esteem and trust. Furthermore, they may also feel respected if their interests and expertise are recognized in the decision making processes. Perhaps more importantly, this recognition is likely to unlock vast levels of cooperation, dedication and commitment which are essential ingredients for the success of the school.

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