A Model for the Training of School Councils in South Australia

Kevin R. Griffiths

Western Michigan University

Follow this and additional works at: https://scholarworks.wmich.edu/dissertations

Part of the Social and Philosophical Foundations of Education Commons

Recommended Citation
https://scholarworks.wmich.edu/dissertations/2587
A MODEL FOR THE TRAINING OF
SCHOOL COUNCILS IN SOUTH AUSTRALIA

by

Kevin R. Griffiths

A Dissertation
Submitted to the
Faculty of the Graduate College
in partial fulfillment of the
requirements for the
Degree of Doctor of Education
Department of Educational Leadership

Western Michigan University
Kalamazoo, Michigan
December, 1981
A needs statement was developed that stressed the need for improvement in the effectiveness of advisory councils, both in the U.S. and South Australia. The purposes of the study were to develop and validate two models, one depicting current U.S. advisory council training and non-training practices, and the other a model for the training of school councils in South Australia.

A review of the literature on group functioning and a review of the research on advisory council effectiveness, together with a review of U.S. advisory council training and non-training practices and the writer's knowledge of the South Australian situation, formed the basis for the development of these models. The model depicting current U.S. training and non-training practices (the "U.S. Model") categorized practices into six different "levels", each level being differentiated from the next based upon its potential in overcoming ineffective practices and procedures, and insignificant output of advisory councils.

The model for the training of school councils in South Australia (the "S.A. Model") consists of five components: a school councillors handbook; statewide, regional, and cluster conferences with integrated workshops; a principal and chairperson workshop program; a "total package for one council" training program; and a training of trainers
program. In the case of the handbook, suggested content is outlined. For each training program, objectives of the training and a program outline were presented.

The U.S. and S.A. Models were validated by a panel of five members, each member being selected by a nominating team using three criteria as the basis for nomination, with selection by weight of nomination and availability. A fourteen statement questionnaire was used to elicit information from validators with the tabulation of validator responses and the recording of validator comments to each statement carried out via telephone interview. Constructive comments relevant to each model were discussed although no substantial structural alterations resulted to either model.

Overall, the accuracy of the U.S. Model and the appropriateness and potential of the S.A. Model, were validated. Recommendations to improve school council functioning and impact in South Australia concluded the dissertation.
ACKNOWLEDGEMENTS

The writing of a dissertation is something one cannot endure without the aid and support of many different people. My thanks to my wife Allyson, for her total commitment to the endeavors of this dissertation. Her typing of the drafts and her emotional and loving support when events and time parted company, provided untold strength to my work.

To Dr. Don Weaver whose outstanding leadership and sincere friendship will always be remembered and cherished, my thanks. I feel fortunate to have been one of a select group of doctoral candidates to have experienced the "joys" of working on a dissertation under his guidance. My thanks also go to my other committee members, Dr. Ken Simon and Dr. Dale Brethower for their interest, energies, and direction.

Special thanks go to Dr. Bill Grimshaw for his sharing and dialogue with me during the early planning of the study. His training model, together with its rationale, have enthused me and given direction and substance to my thoughts. I am also indebted to those faculty members of the Educational Leadership Department whose class content and interactions influenced and assisted me in several meaningful ways.
The Mott Foundation deserve mention because of their assistance in a most significant manner. Finally, my thanks go to all the students, especially the "fellows," whose encouragement and concern will always be remembered.

Kevin R. Griffiths

iii
INFORMATION TO USERS

This was produced from a copy of a document sent to us for microfilming. While the most advanced technological means to photograph and reproduce this document have been used, the quality is heavily dependent upon the quality of the material submitted.

The following explanation of techniques is provided to help you understand markings or notations which may appear on this reproduction.

1. The sign or "target" for pages apparently lacking from the document photographed is "Missing Page(s)". If it was possible to obtain the missing page(s) or section, they are spliced into the film along with adjacent pages. This may have necessitated cutting through an image and duplicating adjacent pages to assure you of complete continuity.

2. When an image on the film is obliterated with a round black mark it is an indication that the film inspector noticed either blurred copy because of movement during exposure, or duplicate copy. Unless we meant to delete copyrighted materials that should not have been filmed, you will find a good image of the page in the adjacent frame. If copyrighted materials were deleted you will find a target note listing the pages in the adjacent frame.

3. When a map, drawing or chart, etc., is part of the material being photographed the photographer has followed a definite method in "sectioning" the material. It is customary to begin filming at the upper left hand corner of a large sheet and to continue from left to right in equal sections with small overlaps. If necessary, sectioning is continued again—beginning below the first row and continuing on until complete.

4. For any illustrations that cannot be reproduced satisfactorily by xerography, photographic prints can be purchased at additional cost and tipped into your xerographic copy. Requests can be made to our Dissertations Customer Services Department.

5. Some pages in any document may have indistinct print. In all cases we have filmed the best available copy.
GRIFFITHS, KEVIN RAYMOND

A MODEL FOR THE TRAINING OF SCHOOL COUNCILS IN SOUTH AUSTRALIA

Western Michigan University

University Microfilms International 300 N. Zeeb Road, Ann Arbor, MI 48106
PLEASE NOTE:

In all cases this material has been filmed in the best possible way from the available copy. Problems encountered with this document have been identified here with a check mark √.

1. Glossy photographs or pages _____
2. Colored illustrations, paper or print _____
3. Photographs with dark background _____
4. Illustrations are poor copy _____
5. Pages with black marks, not original copy _____
6. Print shows through as there is text on both sides of page _____
7. Indistinct, broken or small print on several pages √
8. Print exceeds margin requirements _____
9. Tightly bound copy with print lost in spine _____
10. Computer printout pages with indistinct print _____
11. Page(s) ___________ lacking when material received, and not available from school or author.
12. Page(s) ___________ seem to be missing in numbering only as text follows.
13. Two pages numbered ___________. Text follows.
14. Curling and wrinkled pages _____
15. Other _____________________________________________________________________

University
Microfilms
International

Reproduced with permission of the copyright owner. Further reproduction prohibited without permission.
TABLE OF CONTENTS

ACKNOWLEDGEMENTS ................................ ii
LIST OF TABLES ...................................................... vii
LIST OF FIGURES .................................................. viii

Chapter

I. NEEDS STATEMENT ............................................ 1
   Introduction ............................................. 1
   Needs Statement ........................................... 2
   The Objectives of This Study ............................. 6
   The Assumptions of This Study ............................ 7
   The Limitations of This Study .............................. 8
   Definitions ................................................ 9
   Summary .................................................... 10

II. REVIEW OF THE LITERATURE AND PRACTICE ............... 12
   Introduction .............................................. 12
   Literature on Group Effectiveness ....................... 12
   Literature and Practice Related to Improving
   Advisory Council Effectiveness ........................... 20
   Summary .................................................... 39

III. METHODOLOGY ................................................... 41
   Procedural Steps ......................................... 41

IV. A MODEL DEPICTING CURRENT U.S. ADVISORY COUNCIL
   TRAINING AND NON-TRAINING STRATEGIES ............... 46
   Introduction .............................................. 46
   The Model ................................................ 48
Chapter

IV. (continued)

Discussion ................................................ 54
Conclusion ................................................ 57

V. A MODEL FOR THE TRAINING OF SCHOOL COUNCILS
IN SOUTH AUSTRALIA ....................................... 59

Introduction ............................................. 59
The Model ................................................ 60
Conclusion ................................................ 80

VI. VALIDATION OF THE U.S. AND S.A. MODELS ................. 82

Introduction ............................................. 82
Validation ................................................ 82
Reactions to the U.S. Model .............................. 85
Reactions to the S.A. Model .............................. 89
Reactions to Statements 13 and 14 ..................... 95
Conclusion ................................................ 96

VII. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS ............ 98

Introduction ............................................. 98
Summary .................................................. 98
Conclusions ............................................. 99
Recommendations ......................................... 99

APPENDIX A: Regulations Under the Education Act
Part VI—School Councils and Affiliated Organizations ................. 101

APPENDIX B: Administrative Instructions and Guidelines
Part IV—School Councils and Affiliated Bodies 106

APPENDIX C: Memorandum to Heads of Departmental Schools
Freedom and Authority in the Schools ............ 113
**LIST OF TABLES**

<table>
<thead>
<tr>
<th>TABLE</th>
<th>Description</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>TABLE 1</td>
<td>Summary of Validator Responses to the U.S. Model</td>
<td>85</td>
</tr>
<tr>
<td>TABLE 2</td>
<td>Summary of Validator Responses to the S.A. Model</td>
<td>89</td>
</tr>
<tr>
<td>TABLE 3</td>
<td>Summary of Validator Responses to the Combined Models</td>
<td>95</td>
</tr>
</tbody>
</table>
LIST OF FIGURES

FIGURE 1: A model depicting current U.S. advisory council training and non-training strategies . . . . . . . . . . . 49

FIGURE 2: The link required for maximization of the training function . . . . . . . . . . . . . . . . . . . . . . . . 55

FIGURE 3: A model for the training of school councils in South Australia . . . . . . . . . . . . . . . . . . . . . . . 61
CHAPTER I

NEEDS STATEMENT

Introduction

A new legal framework in the 1972 South Australian Education Act and 1973 Regulations resulted in school committees becoming school councils. School committees had existed since 1915 and their duties related to supervision of the physical conditions of the schools. The new school council composition included the principal, teachers elected by their peers, elected parents who were to form a majority and one of whose number was to be chairperson and in the case of high schools, elected student representatives.

Important clauses of the role of school councils included:

1. "to exercise a general oversight over the well-being of the school."

2. "to advise the head teacher as necessary on the correlation between the work of the school and the educational needs of the district."

3. "to consider in broad outline the general educational policy within the school, of which the head teacher shall keep the school council continuously informed, and advise him of the considered view of the local community regarding educational developments within the school."

These councils were to be advisory in nature yet, "... a body corporate ... capable of holding and dealing with real and personal property ... capable of suing and being sued ... with the approval of the Minister, borrow money ..." and "have the power to employ people and perform work for them." The Regulations Under the
Education Act (Part 6—School Councils and Affiliated Organisations), and Administrative Instructions and Guidelines (Part IV, School Councils and Affiliated Bodies) are included as Appendix A and Appendix B.

Considering each school has a great degree of autonomy (see Appendix C, Freedom and Authority Memorandum) and school-based funding is a near reality, decentralization of decision making has occurred. The principal, teachers and parents (through the formal structure of the school council) working together, have the opportunity to determine policy and make decisions in the best interests of the community being served.

Needs Statement

The Minister of Education who implemented the new school-council structure (Novick, 1980, p. 21) and the South Australian commissioner on the Schools Commission who was also a member of the committee that recommended the formation of school councils (Novick, 1980, p. 34) both commented that the place for parents and community in the management of schools and the amount of parent activity and influence had not changed significantly during the period 1960-80. And yet school councils were formed in 1973. As School and Community Consultant in the South Australian Education Department, a department with some 200,000 odd students, and approximately 700 schools, the writer concurs with the above impressions. Working with many councils, and having discussions with principals, teachers and school councillors has led to this observation. School councils have not been effective in exercising "a general oversight over the well being of the school."
Several other indices, some of which are based upon the writer's observations, support this statement.

1. Annual General Meeting attendances in general are very poor (Novick, 1980, p. 30).
2. Elections are often not needed at AGM's.
3. Council meetings often have members absent.
4. The turnover of councillor membership is high.
5. Meeting strategy and procedure; chairperson quality; and output of most Councils leaves much to be desired (Novick, p. 17).

Andrews (1980), in discussing the school councils and boards of Victoria, South Australia and the Australian Capital Territory, the only states in Australia where legislation has been enacted to mandate such bodies, commented that data on the effectiveness of all of these different structures is still to be gathered. Therefore apart from the writers' observations and the observation of others cited in the text who work in the Australian context, little evidence exists on the effectiveness of school councils in Australia.

It is necessary to turn to the United States arena where more substantial investigation on effectiveness has occurred. A three year evaluation study commissioned by the National Institute of Education (Davies, 1979) concluded that advisory councils are by and large ineffective vehicles for parents and community members to affect educational policy making. Similar findings have resulted from the work of Kaplan (1979); Stanton and Zerchykov (1979); Stanton, Zerchykov and Wittaker (1978); the Los Angeles Office of Education and Management Assessment (1972); Kettle (1980); Newell (1978); Zerchykov,
Given that advisory councils on the whole are ineffective, both in operating procedures and output (where goals are related to achievements), several reasons can be suggested for this state of affairs. They include, poorly communicated and understood mission statements, lack of support in terms of human and financial resources, and a desire on the behalf of professionals in the agency or institution being advised not to transmit relevant information for the fear of losing perceived or actual power. One strategy often put forward as a means of helping to overcome ineffectiveness of advisory councils is the use of training.

Training assists a council to develop necessary knowledge and skills, and hence operate at a higher level of effectiveness. Stanton, Zerchykov and Wittaker (1978) believe that process, resource/survival, issue resolution, leadership, interpersonal, and conflict resolution skills are some of the fundamental skill learning areas from which council members could benefit. With training content and methodology differing from author to author, Newell (1978), Oldham (1973) and Price (1977) all suggest training as a necessary ingredient to improve the work of advisory councils.

Kaplan (1979) states:

Council members who are not educators cannot be expected to possess the same knowledge base concerning educational matters as school officials have. This means that the orientation provided for these members must be carefully designed; furthermore, there should be recognition of need for continuing education about local schools and school matters. (p. 5)

Nance (1978) writing in a similar tone said: "Nothing should be
taken for granted regarding the abilities of council members. They should have direction and this is done through training." Nance makes this comment based upon his experience working with school and community advisory councils. He believes, "it is imperative that council members receive some type of training prior to and during their tenure and service."

As part of the California School Improvement Program (Chrispeels, 1980), data from summary sheets of 93 elementary schools were analyzed in the areas of parent participation, school site councils, and planning and evaluation. The author of this report (Chrispeels, 1980) suggests that looking at councils doing well, two factors are associated with effective functioning. One of these factors is, "training council members and increasing their understanding of the program" (p. 20).

Failure to carry out training of council members, both parents and staff, so that they have a clear understanding of their role, responsibilities and the scope of the program, seems to be a major problem facing school site councils. (Chrispeels, 1980, p. 20)

One prominent principal in South Australia, a leader in the school-community field and a strong advocate of training for effectiveness suggests:

Sound communication skills are essential. Skills in meeting procedures, how to form sub-committees, how to budget and handle finance, all require a certain amount of knowledge and skills. The lack of these skills is probably the major problem particularly for schools in certain communities where parents have not had the opportunity to develop or acquire these skills in their daily life style. I think this problem is particularly relevant in a system which has an imposed structure as in our state. (Gracanin, 1980, p. 10)
Based initially upon extensive observations, it is the writer's strong belief that the training of councils can alleviate ineffective practices. Nance, Gracanin, and the other authors cited are similarly inclined and with the evaluations and examples of the University of Maryland, Council Effectiveness Training Project (Sorter, Allen & Davidowitz, 1980a, 1980b) and the Western Michigan University, Grimshaw, Community Leadership Development Program (Grimshaw, 1981), not only has a need for such training been established, but it has clearly been verified and validated as a process for enhancing the effectiveness of advisory councils. Full details of this will be presented in Chapter IV.

Therefore, by developing a design for school council effectiveness training the author believes that the discrepancy existing between expected effectiveness (linked to the rationale for the creation of school councils) and current practice will be substantially alleviated.

The Objectives of This Study

1. To review the literature pertaining to advisory council training.

2. To review the practice, much of which is not in published form, of advisory council training.

3. Based on the literature and practice search, to develop a model depicting current U.S. advisory council training and non-training practices. Conclusions based on the relationships among the reported practices will be included.
4. To develop a model for the training of school councils in South Australia. This model will be based upon the U.S. literature and practice search and the writer's knowledge of current practice in South Australia.

5. To assess and validate the model depicting current advisory council training practices, and to assess and validate the model for the training of school councils. This will be achieved by involving judges, ascertained by their peers, to be leaders in community education and related fields.

The Assumptions of This Study

The development of a design will be conducted under the following assumptions:

1. The citizen participation philosophy and movement in South Australia is based upon the same rationale, principles and concepts as that in the U.S.

2. Findings developed from the review of practice and literature in the U.S. can be applied to the development of a design for school councils in South Australia.

There is no literature of any substantial nature available in South Australia on training of Australian advisory councils. Any literature available is American or British in origin. From the writer's observations of advisory bodies in the U.S. in the last 12 months and a perusal of U.S. articles pertaining to citizen participation and community education over the past three years, there are no fundamental differences in raison d'être for school councils in South Australia
and advisory councils in the U.S. In fact, the advisory council movement of the late sixties appeared in both countries at the same time. Councils operate mechanically and procedurally the same, and the process of group dynamics and the types of content, process and personality problems encountered are comparable.

The use of U.S. advisory council literature and practice to develop a design for the training of school councils in South Australia is both valid and practicable. As the author will be returning to Australia, the utility of the American practice to the South Australian situation is crucial to develop at this time.

3. (a) The process of operating a school council meeting can be improved.

(b) The knowledge base and skills councillors need to operate effectively can be learned in a training program.

(c) Based upon an experiential, it situ, training problem, the effectiveness measured in terms of council output can be improved.

4. The training program will be facilitated by someone trained to use the design and strategies.

The Limitations of This Study

1. The development of the design for a training program will be addressed specifically to the school council situation in South Australia.

2. In Australia, there is no available literature nor substantial practice of effectiveness training for advisory councils.
3. The validation of models developed in this dissertation will be consensual rather than empirical.

Definitions

Advisory Councils

Advisory councils are those bodies and committees, differing in size, mandate, composition and role, that are composed of citizens, who make recommendations to a person, agency or organization. Included are community, neighborhood, school, vocational, health, recreation and other similar advisory bodies or committees.

South Australian school council

A South Australian school council is an advisory body having such powers, authorities and obligations as are conferred, imposed or prescribed by or under the 1972 Education Act or 1973 Regulations.

Effectiveness

There are two types of effectiveness relevant to this content.

1. The effectiveness of the training design, i.e., have the learning objectives been achieved?

2. The effectiveness of the council output, i.e., have the goals and objectives of the council been achieved?

That is, has the intended effect occurred to an agreed upon level?

Training

Training is the purposeful act of using a predetermined structure
comprising design, time and setting whereby facilitators (trainers) elicit some mode of behavior or performance from participants (trainees).

**Trainer**

A trainer is the facilitator of the training program.

**Trainee**

A trainee is the training program participant.

**Structured experiences**

Structured experiences are exercises designed for experience-based learning (University Associates).

**Experiential learning**

Experiential learning is learning pertaining to or derived from experience.

**Citizen Participation**

Citizen participation refers to purposeful activities in which people take part in relation to political units of which they are legal residents (Langton).

**Summary**

The act of mandating school councils and providing flexible guidelines and regulations does not in itself make advisory bodies
effective. My observations and those of my peers in relation to the South Australian scene indicate that, by and large, school councils are ineffective in their operation and ineffective in their impact (where outputs are related to stated objectives). The research carried out in the U.S. verifies this ineffectiveness of advisory councils in the U.S. also.

Apart from altering the function of school councils to a decision making level, which of course does away with any advisory function, the most common and salient recommendation and action taken by many individuals and groups is to provide some form of training with the aim of improving the effectiveness of advisory councils and thereby resolving the stated need.

Chapter II of this dissertation will review relevant literature on group and advisory council effectiveness, and literature and practice relevant to the training of advisory councils in the U.S. Chapter III will outline the methodology to be followed, with Chapter IV using the review of literature and practice as a base to develop a model of current practices in advisory council training in the U.S. Chapter V will develop a model to train school councillors in South Australia and Chapter VI will include a validation by outside judges of the models developed in Chapters IV and V. Chapter VII will conclude the dissertation. It will include a final summary, with concluding remarks and recommendations for the implementation of the model to train school councils in South Australia.
CHAPTER II

REVIEW OF THE LITERATURE AND PRACTICE

Introduction

In the field of the training of advisory councils in the U.S. today, there exists a great deal of unpublished literature and a diverse amount of actual practice. Two reviews will be undertaken in this chapter. Firstly, a selected sample of the literature on group effectiveness will be reviewed. All advisory councils do most, if not all of their interacting in a group setting, usually in meeting form. This section of the review will be supplemented by research literature pertaining to the effectiveness of advisory councils specifically.

Secondly, literature and practice relating to improving the effectiveness of advisory councils via resource people who write articles and handbooks, make audio-visuals, or facilitate training, will be undertaken.

Literature on Group Effectiveness

It is necessary to include some background pertaining to the literature on group effectiveness. The significant review in this chapter relates to that of training practices employed to improve effectiveness of advisory councils. There is, however, a need to put this practice into perspective. The ideas and research indicated by
the cited authors will be specifically relevant to later sections of this dissertation.

The surprising thing about committees is not that many or most are ineffective, but that they accomplish as much as they do when, relatively speaking, we know so little about how to use them. There has been a lack of systematic study of ways to make committees effective. (Likert, 1961, p. 163)

Likert puts things squarely on the line. The inference from this quote is that systematic study of groups is what is required and findings could then be used to form the basis of assisting groups to become more effective. Likert stresses the importance of "team building" in group development and sees the leader role as different from that traditionally perceived.

The properties and performance characteristics of the ideal highly effective group are discussed in 24 points raised by Likert (1961, pp. 166-169) which can be best summarized through categorization as follows.

1. Possession of skills to carry out the leadership and membership roles.

2. An established working relationship, incorporating attachment, loyalty, confidence and trust between members.

3. The integration of group goals and values with individual goals and values.

4. A motivation to achieve objectives and a willingness to accept established performance goals.

5. The role of leader being primarily responsible for establishing and maintaining a supportive atmosphere; possessing particular human skills such as being an active listener; not imposing decisions on the group; contributing usually with questions; delegating the leadership function to all members; and surfacing conflict for examination instead of suppressing it.
Likert suggests that the group needs to mobilize fully all the skills and abilities of members, and focus these resources efficiently, on the goals to be achieved.

In reviewing psychological, sociological and educational writings on the dynamics of group behavior, Bradford (1974) suggests that:

while we do not yet know all the reasons why we do know that the forces engendered within groups are potent determiners not simply of morale but of productivity. (p. 2)

And again:

Organizing for work, building a group goal from many individual purposes, developing work procedures, encouraging individual contributions, are complex dimensions of group membership. The facts of group life are still further complicated by the inevitable presence of interpersonal relationships, shifting emotional reactions, problems of status and individual ego needs, and complicated further still by the fact that none of us is a member of only one group. (Bradford, 1974, p. 2)

The comments recorded here by Bradford and Likert, and the skills and processes suggested for effectiveness of group functioning necessitate a conscious and synergistic endeavor for satisfactory group functioning.

Cartwright and Lippitt (1957), Bradford and Lippitt (1954), Lippitt (1955), Benne and Sheats (1948), and Blake and Bradford (1953) are some early writers in the area of group effectiveness. In many ways this literature has been subsumed under the heading of Human Resources Development, or Organizational Development in today's literature, especially as related to training and development.

The work of Francis and Young (1979) exemplifies much of the literature that is published to assist the building of groups or teams within an organization. A questionnaire to be completed by all
group members, with a scoring system identifying group problem areas or blockages is employed. Specific group problem areas are then targeted for improvement or resolution via the involvement of members in a number of suggested activities. Leadership, group climate, ineffective work methods, and negative intergroup communications are some of the areas targeted for group resolution and consequent improvement in group effectiveness.

The final piece of selected literature to be discussed is the work on "group tasking." This is of special relevance to the objectives of this dissertation. Betz (1973) contended that in practice small group work clustered around three principal axes which dictated each cluster's purpose and conduct. One cluster, task-process, has a major objective which defined the purpose and size of the cluster and also determined leader behavior and member expectations and roles. In a later paper, Betz (1979) expands on this task-process cluster.

Betz suggests that "training in tasking with special emphasis on leader behavior and member role is an absolute minimum to be accomplished" (p. 5). In similar vein to Likert, although using different vernacular, Betz suggests that the group leader's major responsibility is to group process. And further, leader effectiveness is a function of leader personality and group situation. It is in his "phases of task group development" that Betz contributes most significantly to the endeavors of this dissertation.

A highly skilled group leader could see his or her group move through the following phases as it completed its task.

1. Structuring.
2. Digesting.
3. Offering.
4. Distilling.
5. Resolution.
6. Disenchantment.
7. Decision.

The stages identified by Betz are invaluable for leaders of groups. Advisory council leaders are no exception.

Several authors have been cited in this selected review of literature on group effectiveness. I am not suggesting the citations represent the most significant or primary sources in this field of study. The references cited do represent literature of pertinence and utility to the objectives of this developmental dissertation; hence their selection and inclusion.

Literature pertaining specifically to advisory council effectiveness is diverse and contradictory. Research suggests that in particular cases, advisory councils have been shown to be effective (Bush, 1980; Salvatoriello, 1979), while other research suggests ineffectiveness (Whetten, 1979). Populations within other studies, such as principals, chairpersons, and council members, have differed in their perceptions in regard to the effectiveness of the same advisory council (Bayard-De-Volo, 1979; Croshier, 1977). Other findings indicate that while a council has been perceived to be effective in one area of functioning, ineffectiveness is perceived in other areas (Martin, 1975).

There appears to be several reasons for the diversity of findings
in the research literature: (a) Advisory councils differ in their roles and functions. Taking, for example, one subset of advisory councils such as school councils, a difference in role and function, even within the same geographic region, can occur. (b) The difference in the definition of effectiveness is, in this writer's view, a most important reason. The criteria used to define and operationalize "effectiveness" varies from study to study.

Stanton and Zerchykov (1979) operationally define council effectiveness as the levels of activity necessary to fulfill the intent of the mandate. Cunningham (1978) uses the degree of a council's sharing in school decision making, as a base. Gittell (1979) defines effectiveness as the influence of the council on school policy and the ability of the council to mobilize community participation. Hugeunin, Zerchykov and Davies (1979) use the broad definition of the degree of impact of the council on school decision making. It is apparent that when speaking of effectiveness, each researcher is speaking of a different phenomenon. Zerchykov, Davies and Chrispeels (1980) elucidate this clearly when they suggest:

The term "effectiveness," when applied to councils, is systematically ambiguous, and in the absence of a common research protocol on Councils, that term has no fixed meaning. (p. 51)

Although different definitions of effectiveness exist in the literature certain criteria have been used by authors as a base to measure effectiveness. Kaplan (1979) suggests that effectiveness of a council can be determined on the basis of measuring council success. He utilizes a strategy whereby educators, advisory council members,
and an external consultant each use certain criteria to measure the effectiveness of the council.

1. The educators of the school and district would use instruments to determine: (a) the extent of change the council was able to initiate, and (b) the degree of community input the council was able to generate.

2. Advisory council members would concentrate on the impact their recommendations were perceived as having and the number of recommendations actually adopted.

3. Community members' perceptions of the council's role and function would be measured together with perceptions of the school's impact in bringing about important changes in school operations/programs, or policies, particularly those directly affecting student performance and behavior.

4. An external consultant would concentrate on four criteria: (a) the representativeness of the advisory council's views and opinions; (b) the sponsoring and engaging of the council in meaningful, significant activities which would not have taken place without the action of the council; (c) the extent of increased awareness by school administrators because of council activity; and (d) the extent the actions, recommendations or findings of the council affect what or how the school provides for their students in terms of services, program, or instruction (Kaplan, 1979, p. 16-17).

This strategy utilized by Kaplan emphasizes the fact that criteria relevant to the definition used must be identified and measured. Comparisons between research studies could then be more easily made.
To measure council objectives against achievements is one method of approach, but unless objectives are initially meaningful, effectiveness as measured by this process is meaningless. At another level, council functioning could be measured against some ideal, a criterion determined from outside of the council. For example, given that the impact of the council on school decision making is the most common definition of effectiveness the writer noticed in the literature, and using this as a measuring stick, a council not perceiving this as an objective could not, for all intents and purposes, be effective. However, they could be very effective in achieving their insignificant objectives.

Hackman and Oldham (1980) suggest three criteria of group effectiveness that could be utilized for measurement purposes. (a) The productive output of the work group meets or exceeds organizational standards of quantity and quality. If the work of the group is not acceptable to those who receive it and use it, then the group cannot be considered effective. (b) The group experience serves more to satisfy than frustrate the personal needs of group members. (c) The social process used in carrying out the work maintains or enhances the capability of members to work together on subsequent team tasks (pp. 168-169).

Although viewing groups within industry and business as their audience, Hackman and Oldham, as Kaplan, suggest productivity as a criterion of effectiveness. The addition of interpersonal relationships and group maintenance as criteria, goes further than Kaplan, however. Whatever the setting, the writer suggests that the most
meaningful evaluation of effectiveness is when criteria are tailor-made for each individual setting. For across the board effectiveness measures, councils would have to have very specific objectives in common.

Several common denominators have been identified (Zerchykov et al., 1980) as important for any school council to become effective. They are:

1. Efficacy of evaluation as a compliance and organizational behavior-modification strategy.

2. Organizational access to resources, especially the discretionary control of resources and access to local, indigenous resources.

3. Clarity of goals.

In sum, advisory council effectiveness is a ubiquitous notion. Whenever defined in terms of the impact citizens have in affecting educational policy-making, a common definition, there is evidence to suggest that "school councils are not now, by and large, effective vehicles" (Stanton et al., 1978). There is no doubt that more research is required in this area of advisory council effectiveness.

**Literature and Practice Related to Improving Advisory Council Effectiveness**

As was cited in Chapter I, many people have called for some form of training for advisory councillors because of the evidence that indicates the ineffectiveness of many advisory councils in reaching their stated or mandated goals. It is my intention to document through
review, what attempts are being made to improve advisory council effectiveness.

Reference to training and non-training methodologies will be cited. The term "non-training" has been chosen because it best sums up those methodologies or strategies that do not fit the definition of training. They are, however, related to attempts to improve the effectiveness of advisory councils.

The format to be used to review literature and practice will have as its basis a continuum of strategies, strategies differing in degrees of effectiveness and being assessed effective based upon certain criteria. This approach will also be used for related purposes in Chapter IV. Each stage of the continuum will be termed a "level."

The information collected to carry out the review of practices pertaining to this section has been ascertained in the following manner.

1. By contacting Centers for Community Education Development (in all states of the U.S.) and state departments of education that have community education resource programs (total number, 127), and the directors of the Mott Foundation supported Project S.N.A.P. (total number, 13), and requesting information and literature related to the practice of training of advisory councils.

2. By contacting community education directors in Minnesota (total number, 28), and recommended community bodies, associations and councils in Massachusetts (total number, 14). This was done to swing the net of research a little wider and deeper.

4. By communicating in person, via telephone and letter with many other people, people identified from responses of point 1 and 2 contacts.

Level 1: Literature for dissemination

Perhaps the most common, and at the same time the most basic attempt to improve advisory council effectiveness is to increase the knowledge and information flow to councillors via some form of written document. These documents vary from a few stapled pieces of paper to professionally produced handbooks. The following example is cited to exemplify this level.

Advisory Council Handbook has as its prime purpose, to provide advisory council members with a convenient means of information and orientation about community education in St. Louis Park. It is an effort toward helping councils provide effective involvement in the progress and development of community education. (Advisory Council Handbook, 1981, p. 2)

Such handbooks vary in length from 20 to 50 pages and are totally "content" oriented. Typical headings include:

What is Community Education?

Why an Advisory Council?

How do Advisory Councils operate?

Advisory Council Chart.

Staff Chart and List.

Community Education Programs.

Goals.

Glossary of Terms.
It is difficult to evaluate the effectiveness of such handbooks in informing and orienting councillors, but suffice it to say that information and knowledge of such fundamental issues as raison d'être and council functions, the writer believes, may not in itself make any council effective.

**Level 2: Self-help strategies; training by correspondence**

From perusing many examples of literature, now categorized as level 2, it is suggested that the greatest volume pertaining to these "self-help strategies" emanates from the departments of education in states where school councils have been mandated, as in Florida, California or South Carolina, or from those states with state-funded community education programs, such as Minnesota.

Handbooks, as described in level 1, and including suggested activities, exercises, simulations, and role plays based on experiential learning, for councils to tackle at their own pleasure, form the basis of level 2 strategies. The impact this method has on overall council effectiveness is difficult to measure.

The potential effectiveness of this strategy can best be summed up in this quote:

> It is imperative that advisory council members have training. If they do not know their mission, there will be little accomplished. The activities listed in this packet are intended to help train advisory council members. The order in which they are used is left up to the discretion of the leader. It might be well to begin with activities that help the group achieve cohesion. Good Luck!!!
> (Abbott, p. 1)

The expression of "good luck" exemplifies the overall impact such a
strategy could have. Much of the material included is well presented and typical of workshop type training materials. The great limitation of this strategy is the fact that it is "training by correspondence," and the results achieved by councils will no doubt vary greatly. The facilitation of the materials is perhaps the vital variable.

Each activity is accompanied by one or more of the following: an introduction, a materials required list, processes to follow, sheets to photocopy, or self-testing instruments. Sample activities include exercises to build positive attitudes in the group; reach consensus; understand community education terms; learn how to carry out a needs assessment; understand the goals of the school; learn how to evaluate programs; and understand state rules and regulations. There is obviously a blending of content (the what), and process (the how) in these programs as compared to the total content orientation of level 1 literature.

Other examples of literature to address developmental and training needs, where techniques are presented to provide structured experiences for council members, include the following.

The handbook Community Education Interaction Exercises (Warden, 1978) encompasses many exercises that relate to the different cognitive and skill learning areas relevant to the sound functioning of community education advisory councils.

Price (1977) lists exercises that can be used to provide practice on some of the skills needed by School-Community Councils in California. A Council Questionnaire Rating Sheet and a questionnaire for council members and other parents are included for feedback and
assessment purposes.

The publication Course of Study: Citizens' Advisory Councils in Education (Phipps, 1971) provides instructors with information about citizens' advisory councils, "by presenting ideas on teaching, evaluating, and visual aids, and recommended resources" (p. 1). Phipps suggests that the five units used, each having precise objectives with a series of techniques, often step by step, and each with a final evaluation instrument, can be used as a reference, as resource material, as content, as a text, as a guide to consultants, as a directive, as an aid, as a base for inservice information and training, and as a guideline for community involvement workshops (p. ii).

Finally, a large volume of literature has been prepared by the School Advisory Council Project based at the University of South Carolina (South Carolina School Boards Association, 1978a). Ten Activity Guides, averaging approximately 20 pages each, are used in training sessions, and deal with content and process skills to improve council effectiveness. The Massachusetts Department of Education makes available to advisory committees a self-evaluation instrument developed around the areas of membership and meetings, purpose, process and support. This provides a way for councils to assess their effectiveness as a group, as well as its individual members (Amadio, 1981).

There is the potential for level 2 type strategies to surpass the effectiveness of higher level strategies of this continuum. The writer believes this can be accomplished through the facilitation of activities as outlined in this training by correspondence, by trainers
possessing the appropriate expertise.

**Level 3: The basic seminar**

A common technique employed on an area, district or regional basis is the pre-registration, half- to one-day seminar where council members are attracted by invitation or publicity to a central location. The agenda usually consists of guest speakers who have some expertise in a content area, discussion with the speaker after the didactic presentation, and possibly some small group work. Films and slide-tape presentations are also likely inclusions.

Typical agenda items may or may not include a "getting to know each other" segment, and depending on the objectives of the get together, the possibilities range from Title I Workshops on Parliamentary Procedure (Cale, 1981) where learning objectives are specifically stated and handouts and activities used, to sessions on "What is Community Education?"; "Why a Community Council?"; the Community Council Film; and "The Role of the Advisory Board Member" (Fish, 1981). Exercises may be used to supplement presentations, examples being role identification and effective advisory councils (Rogan, 1981).

Apart from the possibility of level 2 training activities by correspondence being used by knowledgeable facilitators, the basic seminar methodology, is the next most effective strategy. Two-way communication is possible and although much didactic presentation occurs, this impromptu feedback is basic to knowledge retention. The limiting factor in level 3 approaches is the short time period of only several hours for participants to endeavor to understand the presented
content. Also, the agendas in this category appear to be laden with content that could not be given adequate justice in such a short time span.

It appears that no substantial evaluative procedure is incorporated at this level. Verbal impressions or perhaps a simple feedback instrument for the planners of the meeting to gain "satisfaction" comments is commonly employed.

Level 4: The conference with workshops: the smorgasbord

The definition of training used in this dissertation is "the purposeful act of using a predetermined structure comprising design, time and setting whereby facilitators (trainers) elicit some mode of behavior or performance from participants (trainees). This level is the first occasion where some training is utilized. Levels 1 to 3, apart from the training by correspondence already mentioned, are non-training strategies although capable of influencing the effectiveness of advisory councils. What sets level 4 apart from level 3?

There are several similarities within this category. The conference may last from two to five days, or in some cases consist of four or five work sessions spaced over several weeks, be planned by a team of people in tune with needs in the area, commonly based on a formal needs assessment of likely participants, and include stated objectives for registering participants to relate to their own situation. On occasions the number of participants may be limited to facilitate learning where a specific experience has been designed, or may allow up to 70 participants, with a "smorgasbord" of offerings.
for registrants to pick and choose. Perhaps the significant factor is the number and capacity of facilitators and group discussion leaders employed to plan, design and present, in many cases, experientially based learning activities and exercises, so that individual workshop objectives can be achieved.

Although the situation and emphasis varies considerably, the process of evaluation can reach substantial levels. Follow up or longitudinal evaluations have been employed and more will be said of this later in this chapter.

Butler (1981), working out of Western Kentucky University, developed a series of training activities "to assist community council chairpersons and members in acquiring the knowledge and skills necessary to carry out their role functions and responsibilities" (p. 26). Following a comprehensive needs assessment process and using field tested training activities, "the contents of the community council training processes center around the knowledge, skills, and attitudes in four broad areas" (p. 26).

1. Development of an information base regarding local community education programs.
2. The planning function.
3. Operational procedures and role definition.
4. Generic leadership competencies.

Specific training objectives are stated for each of the four broad areas. The fourth area, for instance, has six sub-areas of competence: conflict management, trust building, leadership styles, self awareness, problem solving/decision making, and communications. Twelve training
objectives accompany this fourth area.

The Virginia Community Council Effectiveness Training Project (Parson, 1981) holds an annual "Community Council Leadership Conference" in the style of a keynote speaker plus 12 workshop sessions. In 12 contact hours, sessions are both content (e.g. state plan for community education development; what effective participants need to know) and process oriented (e.g. problem solving, conflict resolution, and ways to stay in touch with community needs).

Regional meetings administered by the same Virginia project are held over weekends, with officers and leaders of advisory boards and committees attending workshops on "How to take your meetings out of the doldrums," and a "Share your group's problem clinic" held on the Friday evening (e.g. Alexandria, Virginia, April 1981). Saturday sessions for advisory council members comprise four workshops; "What effective participants need to know;" "Recruiting and motivating members;" "How to set goals and objectives for your organization;" and "Working with School Boards, City Councils and County Supervisors." This approach allows specific sessions for chairpersons and officials, and more general sessions for members.

A similar approach is used by the State of Alaska Department of Education (Ratz, 1981) in holding specialized workshops for members of local community advisory councils ("Keys to Effective Participation"). A content-process mix is engendered.

One of the limitations of the approaches outlined is the lack of influence one or several council members attending a conference has on returning to the local advisory council meeting situation.
One strategy employed to overcome this "transfer of training" problem is that used by the San Diego County (1976) in a conference, "Building Effective Advisory Councils." Councils were encouraged to come as teams of six to ten people. As well as two keynot speakers and 21 specialized workshop sessions to deal with specific areas of effectiveness building, three individual team meeting sessions were built into the program. Team meetings were to be devoted to:

1. determining which members were to attend which workshops (one-hour, prior to workshop session 1).
2. discussing issues raised in attended workshops (one hour, part way through the workshop).
3. developing a plan of action which meets the needs of a specific situation. Each team is to develop a strategy for what they plan to do upon their return to their school setting (one half hour, at the end of workshop session 21).

Guidelines were provided for "team consultants" who were to facilitate council team meetings. This is an excellent methodology to use to ensure that the possibility of transfer of training occurs when council members attend a conference.

If advisory councils do not improve in effectiveness after the return of members from conferences as exemplified here, perhaps one could surmise that the training undertaken has had no worthwhile effect.

The effectiveness of such conferences where training is incorporated can only be assessed through some form of evaluation procedure. A more indepth investigation of evaluation of training will be
addressed in Chapter IV, but for the purposes of training carried out at level 4 a review of these practices needs to be made.

There appears to be no attempt to find out whether activities and sessions were successful in achieving the learning objectives as specified in conference programs. The usual method is to use a questionnaire administered at the completion of the conference to ascertain perceptions related to the worth and utility of the conference content, the format, the physical arrangements and the facilitators' performances. There is a very limited use to which such evaluations can be put especially when one considers that at no time any attempt is made to evaluate the conference goals and objectives. Very poor ratings on Likert type scales or commonly expressed dissatisfactions on open-ended questions appear to be the only indicators that can be used to feed into the planning of the next conference.

Evaluations of level 4 conferences available as exemplified by the State of Alaska Department of Education evaluation instrument (Ratz, 1981), the New England Center for Community Education evaluation instrument (Warren, 1981), and even through a more extensive instrument, but still grounded in the same information gathering format, the Virginia Community Council Effectiveness Training Project (Parson, 1981), indicate a similarity of banality and, in some cases, of non-utility.

**Level 5: Conference with integrated workshops**

Sorter, after experiencing some problems with training he was facilitating, indicated:
Two problems seemed apparent. One problem was the length of time it takes to teach the various skills needed to function effectively in an advisory council. The other problem was the difficulty integrating the various subject material in a manner that was usable to the participants. (Sorter, Allen & Davidowitz, 1980a, p. iv)

After two years of using a different approach to training, a project of the Center for Community Education Development and the Co-operative Extension Service, University of Maryland, resulted in "Council Effectiveness Training" (Sorter et al., 1980a, 1980b). This two-day training program:

uses a program planning simulation that integrates communication, leadership, group process skills, decision making and trust building into the task of developing a community education program. General sessions are used to provide theory lecturettes that emphasize group participation. Seven council sessions are used to provide experiential learning for the participants. The last 20 minutes of each council session provide participants the opportunity to practice evaluating their progress as a group and their progress in accomplishing the task. At the end of the training, participants in each council session present their proposed community education programs to the other councils. (Sorter et al., 1980a, p. v)

This training strategy appears to be superior to any of those referred to in levels 1 to 4 for several reasons. Although only useful for members of community education advisory councils, the training program is totally integrated with content (basic program planning) and process interwoven into workshop sessions. Experiential learning, apart from short introductory "lecturettes," is used throughout with evaluation of each component being built into the program. Practice tests allow participants and facilitators to gain feedback on achievement of learning objectives.

The training program is a comprehensive, well presented published...
package with a trainer's guidebook and a participant workbook. The reason the Council Effectiveness Training (CET) strategy is excluded from the level 6 category is two-fold in the writer's opinion. Firstly, with participants registering for such workshops, the transfer of training to the advisory council setting is likely to be less than if the council training occurred in situ.

Leifer and Newstrom (1980) contend that;

many current training programs are not optimally effective because their designers and presenters fail to consider adequately the need to facilitate transfer of training to the work environment. In other words, a "good" program—one that produces change within the training context itself—is still inadequate if it fails to induce significant new behavior on the job. To use a medical analogy, "the operation was a success, but the patient died." (p. 42)

Secondly, the Council Effectiveness Training program is not included in category 6 because during "council sessions" groups of six to eight participants simulate a citizen advisory council, working on a real community education planning task in a simulated town (Sorter et al., 1980a, 1980b).

You as a participant, will have gained an increased understanding of the social processes involved in decision making and problem solving; an increased understanding of the importance of a philosophy which reflects the beliefs, values and attitude of a program development group; increased skill in determining needs, wants and priorities in your own community; and increased ability to determine program objectives and to evaluate the results of your own community's programs. (Sorter et al., 1980b, p. 36)

There is no indication or reason, however, why the "focus" of the program, "to increase the effectiveness of Citizen Advisory Councils" (p. iii), will be achieved. Certainly as individuals, the training is comprehensive and sequential enough to result in learning and
utility, but one or several people returning to their own advisory
council may find it difficult to bring about substantial change. Some
evidence exists to suggest that a negative impact centering on frus-
tration can result in such cases.

What evaluation procedures are incorporated into the program?
Brethower and Rummler (1979) suggest that there are four distinct
stages in evaluating training.

Stage I. Reaction: Are the trainees happy with the program?
Stage II. Learning: Does the training teach the concepts?
Stage III. Behavior: Are the concepts used on the job?
Stage IV. Results: Does the application of the concepts
positively affect the organization?

In the practice search, apart from one example (Parson, 1981) the
reaction stage of this evaluation model has not been surpassed in
level 2, 3, or 4 evaluation strategies. This level 5, C.E.T. program,
however, constantly evaluates what is learned (Stage II) and this is
reflected in small exercises during sessions as well as a pre- and
post-test questionnaire delivered to participants. A ten point
Likert scale is used and gains of 2.9 to 4.6 points have been achieved
in one pilot and three separate location evaluations (Sorter et al.,

The participant handbook contains information that has the poten-
tial for determining whether on-the-job application is occurring, the
problem of Stage III evaluation mentioned earlier. A "plan-of-action
form" is included and it is indicated that a two-month follow up
including a progress report of the plan of action will be sought. No
data are available on the Stage III evaluation.

This Council Effectiveness Training Program is substantially more beneficial than any others already reviewed. The possibilities of advisory councils becoming more effective is greater, using this approach, but not as great in the writer's view as when in situ councils using real issues are trained. If the C.E.T. program was used in this manner it would undoubtedly be reclassified under this categorization to level 6.

**Level 6: A total package for one council—the "very best"**

From research into training practices of advisory councils it has been possible to identify two programs that the author has called "the very best." The transfer of training problems referred to earlier are, for all intents and purposes, overcome in these examples, because training is carried out with the whole advisory council in context, and simulation exercises are replaced by exercises based on reality; problems being faced by the advisory council at that moment.

The Western Michigan University—Grimshaw, Community Leadership Development Program (WMU Model) (Grimshaw, 1981) and the University of Florida—Clark Model (Florida Model) (Clark, 1981), are based on sound field testing and although neither has been published at this stage, enough information from draft material and orientation presentations has been gleaned to demonstrate the infrastructures of these models. It is interesting to note that both models have extensive trainer-training programs in-built so that expanded use can be made
of the programs. This is the price paid for overcoming the transfer of training phenomenon.

The number of trainers required for considerable impact on the enhancement of effectiveness goal is substantial given the hours spent in intensive training for small groups. It is as if it has been decided that more per trainer time spent on fewer councils is more beneficial than less per trainer time spent on great numbers of individuals in conference settings.

The WMU Model's organizing principle is that "within community organizations democratic or shared leadership is the most effective motivating force for members' participation in solving organizational problems and participating in making decisions concerning community affairs" (Grimshaw, p. iv).

Shared leadership is grounded in the idea that a group decision is better than any one individual's and that the best group decision is one produced by consensus. The program therefore centers on developing and implementing consensus-based decisions. To develop community groups' capacities to make and carry out such decisions the program is comprised of four major components: (1) interpersonal communication; (2) managing the meeting, or the consensus process; (3) problem solving; and (4) planning and evaluating. The components are tightly interrelated.

The basic "powering" component is interpersonal communications. Successful execution of the consensus process, problem work, planning and evaluating depends primarily on the efficiency and effectiveness of a group's interpersonal communications. Next, the consensus process is the "steering" component for all problem work, planning and evaluating. The group consensus process results in a decision each member feels arises from the group's integrity. (p. iv)

And again:

Finally, the planning, implementation and evaluation component provides a means for implementing the group's
decisions and measuring its results against expectations. (p. v)

Working with and training an in situ group allows objectives to be achieved that are impossible to incorporate into registration type conferences: the concept of shared leadership; the development and implementation of decision making by consensus; the internalizing of interpersonal communications skills and attitudes; and among others, the specific objectives that evaluation instruments can measure in terms of learning taking place and on-the-job application of content and process. This type of program is a much more "powerful" strategy than those previously reviewed.

In terms of evaluation, this WMU Model incorporates several measures. Individual trainees are requested to indicate their perceptions of how the group members performed (e.g. communicated, or conducted the process of developing their consensus) and how they believed that they, as individuals, performed in various tasks. This is on-going throughout each session.

A pre- and post-test situation is also utilized where participants judge perceived improvements to themselves as a result of experiences within the program. A seven point Likert scale for responses to some of the questions is utilized.

An open ended response accompanies other questions. The six areas evaluated, so as to detect movement in learning, understanding, conceptualization and utility in each of these areas, with post test questions in parentheses, are:

1. How useful do you expect (did you find) the program to be to
your own work in this and other groups?

2. How helpful do you expect (did you find) the program to be in developing your own leadership skills?

3. What specific skills do you expect (did you find) the program can (did) help you develop?

4. How effective are you (now) as a team member in your group's work?

5. How effective is your group (now) in doing its work?

6. In what specific ways (skills, processes) is your group (now) effective/not effective?

7. What skills does your group (now) need most? (Specify.)

A post-post test, some four to six months after the training, is carried out to ascertain specifically whether on-the-job application is in force. Facilitator observation of group process is a fourth evaluative tool utilized.

The WMU Model through evaluation instrument feedback, and more importantly, by personal observation by the writer of this dissertation, is a soundly based program that has resulted in several outstanding examples of effectiveness improvement for school board, senior-citizen, teenage, neighborhood, handicapped and other advisory councils.

The University of Florida—Clark Model, (Florida Model) (Clark, 1981) to be published in late 1981, covers three major areas in terms of programming.

2. Program development skills: needs and resource assistance, writing goals and objectives, writing action plans and evaluation.

3. Effective meeting management: Leadership skills, management, agendas, minutes, effective meetings and group process skills.

This general outline forms the basis for 12 to 18 hours of training for advisory, coordinating, decision-making and community based councils. That is, the Florida Model is aimed at councils other than advisory. The WMU Model is adaptable to most council settings also.

The superficial similarities between the WMU and Florida Models are striking. Having experienced only the WMU Model at first hand, it is not possible to comment on any differences in methodologies or emphases that may be present.

There is little doubt, however, that both models represent a considerable improvement on other training strategies listed and are thereby categorized separately.

Summary

References have been cited of work by selected authors in the area of group and advisory council effectiveness. The ideas and concepts expressed in these citations are especially relevant to effectiveness training for advisory councils.

A review of non-training and training strategies to assist advisory councils in their task has been carried out. A categorization, based upon levels of perceived effectiveness of the strategy, with the aim of enhancing the effectiveness of advisory councils, was
presented. Selected references were made to specific documents, strategies, and authors so as to exemplify particular attempts at assisting advisory councils. Discussion of strategies within each of the six levels took place.

During this review of literature from many independent sources and geographic sections of the U.S., no evidence was found of any documented review of the literature and practice of advisory council training in the U.S. It is the belief of the writer that this review represents the only document of its kind. It will be used as the basis of the development of a model in Chapter IV.

Chapter III will outline the methodology to be employed in the remainder of this dissertation.
CHAPTER III

METHODOLOGY

Procedural Steps

The procedural steps to be undertaken to meet the stated objectives of this study were as follows.

1. To develop a model depicting current attempts to improve the effectiveness of advisory councils in the U.S. (Chapter IV).

2. To develop a model for the training of school councils in South Australia (Chapter V).

3. To assess and validate the model depicting current advisory council non-training and training practices in the U.S. ("the U.S. Model"), and to assess and validate the model for the training of school councils in South Australia ("the S.A. Model"). This will include validator reaction to the models and any modifications due to suggestions by the validators (Chapter VI).

4. A final summary, with concluding remarks and recommendations for the implementation of the model to train school councils in South Australia.

Each of these steps will be outlined in more detail.

A model depicting current U.S. advisory council training and non-training strategies

Chapter I stressed the need for improvement in the effectiveness of advisory councils, both in the U.S. and in South Australia. A
review of literature and practice of strategies to enhance effectiveness were categorized into six different levels. Examples of strategies were presented with categorization based upon the writer's perception for each example's potential in overcoming ineffective practices and procedures, and insignificant outputs of advisory councils. The six levels constructed were:

1. Literature for dissemination.
2. Self-help strategies; "training by correspondence."
3. The basic seminar.
4. Conference with workshops; "the smorgasbord."
5. The complete package with integrated workshops.
6. A total package for one council; "the very best."

This categorization formed the basis for the development of a model of the current "state of the art" of non-training and training strategies employed in the U.S. to improve the effectiveness of advisory councils. The model will indicate the "power" of various strategies in relation to developing appropriate knowledge and skills for individual council members, as well as enhancing the functioning and output of the council acting as a group.

The "indicators" used in differentiating the power of each category (level) are incorporated into the model and discussed.

A model for the training of school councils in South Australia

The contents of Chapter II were used as the basis for the development of a model depicting current attempts in the U.S. to improve advisory council effectiveness. Together with knowledge of the
educational system and current school council practices in South Australia, Chapter IV findings were employed to develop a model for the training of school councils in South Australia (the "S.A. Model").

The model to be developed in Chapter V will comprise five components.

Level 1 type resources need to be developed; level 4 type conferences need to be held; inservice for chairpersons and principals requires planning and implementation, as does the development of a level 6 type intensive training program for individual school councils. A training of trainers program is required if the latter program for school council training in situ is to have wide ranging impact. These are the various components to be incorporated into the model.

Validation of the U.S. and S.A. Models

A panel of judges will be asked to assess and validate each of the models developed. The following procedures and criteria will be followed to identify the panel members and validate the models.

A judging panel of 5 people will be selected from nominees, provided by a team of people judged to be knowledgeable in the fields of citizen participation, training, and public policy development. The team will be asked to name and nominate judging panel members on the basis of the following criteria:

1. Have written in the fields of citizen participation, training, and public policy development; and/or

2. Have trained in the fields of citizen participation and public policy development; and/or
3. Have been recognized by professional peers in the fields of citizen participation, training, and public policy development. Weight of nomination, and/or random selection and availability will be employed to select members of the judging panel (see Appendix D).

The U.S. Model will be validated, based upon its perceived acceptability and accuracy in depicting the current "state of the art" of strategies employed to assist advisory councils to improve their effectiveness.

The S.A. Model will be validated based upon its appropriateness and potential for improving the effectiveness of school councils in South Australia. The components of the model will be formulated partly from the U.S. Model.

A fourteen item questionnaire will be used to elicit feedback from validation panel members (see Appendix E). This questionnaire will be mailed to each validator and for reasons of expediency, scores and comments for each item will be collected and recorded via telephone contact. These reactions will be analyzed and any suggested modification to either model discussed. Considering the fact that the validators have more to offer than the comments included on the validation questionnaire, a dialogue on the telephone with these "experts" will be of great practical assistance to the writer given the imminent implementation of the S.A. Model.

**Summary, conclusions, and recommendations**

The review of current attempts to improve advisory council effectiveness will form the basis for the U.S. Model, which in turn will
have a significant influence upon the development of the S.A. Model. The comments and feedback from validators will be used as a basis for discussing modifications to either model.

Therefore, Chapter VI will include summary and concluding comments regarding the endeavors and objectives of this dissertation. Given that one major aim of the treatise is the development of the S.A. Model, recommendations regarding its implementation and possible impact will be presented.
CHAPTER IV

A MODEL DEPICTING CURRENT U. S. ADVISORY COUNCIL TRAINING AND NON-TRAINING STRATEGIES

Introduction

The review of literature and practice related to improving advisory council effectiveness, was the major component of Chapter II. It was presented in a structured, sequenced manner, this structure being based on the categorization of training and non-training strategies into levels. Levels were determined by the perceived effectiveness of strategies in making advisory councils more effective. The six levels will now be outlined in summary form.

Level 1: Literature for dissemination

The most common and basic attempt to improve advisory council effectiveness is to increase the knowledge and information flow to councillors (i.e. school council members) via some form of written document. These materials form the basis of level 1.

Level 2: Self-help strategies; training by correspondence

Literature representing level 2 takes the form of handbooks that include basic information for advisory council members (as in level 1) plus activities, exercises, simulations, and role plays based on experiential learning. These strategies can be utilized by the council to practice and improve various skills in the content and group
process spheres.

Level 3: The basic seminar

The registration, one-half to full day seminar, where council members are exposed to didactic presentations by specialists in various fields relevant to the council, form the basis of level 3. A discussion session is often held at the completion of speeches and small group work is sometimes utilized. Levels 1, 2, and 3, as determined by the definition of training used in this dissertation, are non-training strategies.

Level 4: The conference with workshops; "the smorgasbord"

The strategy forming the basis of this level is the two- to five-day registration conference. Together with keynote addresses, a smorgasbord of workshop sessions is offered with varying quality of instruction/facilitation. Experientially based learning activities are sometimes incorporated, and evaluation techniques simply measure the reaction of participants to general questions.

Level 5: Complete package with integrated workshops

Twelve to fourteen hours of training is provided for individuals from a variety of councils. Training objectives are clearly enunciated and integrated workshops sessions provide a mix of content and group process to achieve the learning objectives. Simulation exercises are utilized and time is given at the completion of each session for "processing" of events. Participant reaction and learning is
evaluated.

**Level 6: A total package for one council**

Twelve to 14 hours of training is provided for a single council working in situ. All phases of the program dovetail and build upon previous phases. Real council problems replace simulation exercises and evaluation procedures stress councillor and council behaviors as well as individual reaction to the training and individual learning taking place.

It is the writer's intention in this chapter to present a model, a graphic representation of findings, that depict and interrelate all levels. Several threads run through the various levels, and it is the identification and importance of these common elements that determine the effectiveness of strategies exemplified in each level.

The Model

A model depicting current U. S. advisory council training and non-training strategies is shown in figure 1. Four separate dimensions are incorporated into the diagram.

1. "Degree of strategy effectiveness" is represented on the right hand vertical axis. A complete discussion of factors used to determine effectiveness ratings will be included under the next subheading. The progression in effectiveness from levels 1 to 3 is slight. A marked increase in the degree of effectiveness is then apparent through levels 4 to 6.
A model depicting current U.S. advisory council training and non-training strategies.

Reproduced with permission of the copyright owner. Further reproduction prohibited without permission.
Potential degrees of effectiveness have been included for particular strategies incorporated in levels 2, 4, and 5, labeled 2A, 4A and 5A respectively and represented by a broken line. Degree of effectiveness 2A indicates the effectiveness this writer believes could be achieved if the "training by correspondence" literature is handled by someone well versed in training strategy and facilitation. This represents the latent potential of strategies included in level 2 and is presented accordingly.

Degree of effectiveness 4A is based upon a dimension built in to a training program in San Diego (San Diego County, 1976). Groups of six to ten council members were encouraged to attend this conference which offered 21 specialized workshop sessions. Team meetings, facilitated by an outside consultant, were arranged on three separate occasions during the conference, and teams developed a plan of action to implement on return to their council setting. The use of this methodology in conference settings enhances the likelihood of advisory council improvement in functioning and in goal accomplishment.

Degree of effectiveness 5A accounts for the benefits that would accrue if, "in context" councils were targeted with training using the Council Effectiveness Training Model (Sorter et al., 1980a, 1980b). The reason it would not reach the heights of level 6 is because of its use of simulation. The minimum time given to "processing" of session events also limits its potential.

Before describing the second dimension incorporated into this model, it is important to state that differentials in degrees of effectiveness between the levels are not meant to be absolute. The
trend between levels is the major factor being represented. The hierarchy as presented, however, is believed by the writer to be an accurate representation of current practice.

2. The definition of training used in this dissertation, "the purposeful act of using a predetermined structure comprising design, time and setting whereby facilitators elicit some mode of behavior or performance from participants," is applied in separating levels 1, 2 and 3 from levels 4, 5 and 6. Apart from the application of handbook content, as extrapolated in the derivation of level of effectiveness 2A, no training is apparent in the first three levels. The proportion of time given to group process as a percentage of total contact hours increases from levels 4 to 6.

3. Time spent in sessions, represented by the left hand vertical axis, "Contact Hours," under the method of determination used in this dissertation, does not correlate precisely with gains in effectiveness for advisory councils. The depth of each rectangular bar (solid line) corresponds to the approximate contact time used for each of the levels 4, 5 and 6.

The three- to five-day conference with workshops (level 4) may entail 25 to 100 percent more contact time and yet only have a small impact on actual council functioning, and hence effectiveness. Level 5 and level 6 strategies incorporate approximately 12 to 16 hours of training, this figure not representing the maximum time needed to fully train advisory councils, but perhaps more precisely representing the optimum time members of councils are able, or wish, to give to such an endeavor.
4. One obvious apparent trend is the difference in the ratio of content (the "what") to group process (the "how") in the six levels as presented. Group process refers to such training components as how to run effective meetings; how to improve problem solving and decision making skills; and how to improve interpersonal communication skills. In the higher levels of the hierarchy, process areas are always taught through experiential learning, or the term "structured experiences" is sometimes used.

It is difficult to differentiate "content-content" from "group process-content" in sessions using experiential learning, because an integration of the two is often used. That is, trainees, in responding to, for example, a group activity to write council functions in priority order (council function being content; the what) will practice decision-making skills and perhaps incorporate brainstorming. "Processing" of the session will concentrate on what are the functions of the council, and how the decision was made.

The shaded areas of each bar represent the approximate time (in absolute terms) given to group process, as well as the relative time in comparison to content in each program.

Literature prepared for advisory councils (level 1) is almost always composed of factual information (content) with the processes related to councils, noticeably absent. The content-process mix stabilizes at approximately 50-50 in levels 5 and 6. At this stage content and process are interrelated in all sessions and in most exercises, and this appears to be a desired, and desirable ratio.

As stated in the introduction to this chapter, several threads
run through the various levels. Four of the important dimensions have already been identified, but other threads, not included in the diagram because of space, will now be mentioned. As one scans the model from level 1 to level 6, the following observations can be made.

1. From, individual council members reading handouts and handbooks containing basic information on the council—to, attending meetings and conferences as individuals—to, partaking in an intensive training package as a group member, along with fellow councillors.

2. From, reading—to, didactic presentations—to, complete facilitation incorporating experiential learning.

3. From, simulation exercises to practice exercises—to, exercises utilizing real problems that the group, in situ, is facing.

4. From, the absence of any strategy objectives—to, stated learning objectives (not evaluated)—to, stated learning objectives (evaluated)—to, an evaluation component measuring reactions of participants, learning taking place, on the job application (behavior) and the effects of the training on the council (a post-post measurement).

These, "four degrees of evaluation," are based on the Brethower and Rummler model (1979) which was discussed in Chapter II.

5. Based upon the Bloom Taxonomy, (Bloom, 1956) it is the writer's perception that council members move from basic levels of knowledge and comprehension, to minimal application, and in the higher levels of this U. S. Model, to analysis, perhaps synthesis and evaluation.

In summary, as one scans from levels 1 to 6, a greater degree of
"tailoring" and "guidance" occurs in each successive level, that is, tailoring of the materials available and of the strategies selected to meet the specific needs of the trainees. Also, there is more guidance from trainers in the integration of content, and more feedback delivered in upper levels. The ownership of the training is passed to the trainees in greater proportions as levels 5 and 6 are utilized. The basic communications model of sender, medium, receiver and feedback, is strengthened and enhanced in the higher levels of the continuum. Therefore, each successive level which is educationally important to the needs of the trainees is added in an accumulative fashion.

Discussion

The model has been presented together with a description of the major components of the model. A discussion focusing on the criteria used to arrive at "a measurement" of effectiveness will now be undertaken.

The word "effectiveness" poses the question, "has the intended effect occurred to an agreed upon level?" This operationalization of the definition has been applied to two different settings in this dissertation. Figure 2 represents this situation and shows the crucial link that is required for maximization of the training function.

A case has been made, and supported, which states that advisory councils, by and large, are ineffective in their operation and impact, especially when output is measured against written goals and
objectives. Further, it has been purported that training programs can be instigated to significantly alleviate any shortfall in effectiveness.

**Figure 2**

The link required for maximization of the training function

If this plan of operation is to be successful, the first requirement is for the objectives of the training program to be achieved. (Examples of such objectives are included in Chapter II.) That is, given the rationale for training, the training has been effective. But, as Leifer and Newstrom (1980) point out, many training programs are ineffective, not because they fail to meet design and learning objectives of the training, but because the need to facilitate transfer of training to the council setting ("work environment" in the reference) has received inadequate consideration. Meeting training objectives does not mean that the effectiveness of council output will be enhanced.

The crucial component in this transfer of training issue is the link, as represented in Figure 2, between the training effectiveness
and the council effectiveness. Unless this bond is strengthened, training will continue to occur without significant impact upon council effectiveness.

This discussion alludes to the crucial criterion utilized to determine "strategy effectiveness" in the U. S. Model. "Successful transfer technology requires integration of all elements which could impact the participants' performance—in other words, a holistic approach" (Leifer and Newstrom, p. 43). It is for this reason, degrees of effectiveness 5A and 6, are rated so highly. All elements are integrated that could impact performance and these strategies represent "holistic" approaches. The further one shifts down the hierarchy, the less the approach is integrated and holistic.

For there to be any possibility of significant gains in effectiveness for advisory councils, the council as a group needs to undergo the training program. Disseminating literature on council roles and functions, and holding seminars and conferences have a part to play in this spectrum of improving advisory councils, but significant council effectiveness improvements depends upon training of all council members.

The meeting of members from fellow councils is a worthwhile venture (level 3). This enables some conceptualization of the citizen participation rationale, and communication of common endeavors and problems. At another level, basic handout material is required. However, if advisory councils are to reach greater heights of effectiveness, as determined by matching outputs and objectives, low- and mid-level strategies are not appropriate.
One further comment can be made regarding the level 6 category. Evaluation procedures have been used to indicate the success of such a strategy in improving council effectiveness. The post-post testing has shown on the job application (stage 3 of the Brethower, Rummler model) to be a reality, and the "organization," in this case the council, together with the body that it advises, has been shown to be positively affected (phase 4 of the above model).

Training programs must, through evaluation, indicate that objectives of the training have been achieved. This would be a basic requirement for any successful strategy. It must then be shown that this training has impacted the council to such an extent, that, not only are the application of skills and processes occurring, but the output of the council is sufficiently effective to fulfill the reason for its existence.

Conclusion

A model depicting current U. S. advisory council training and non-training strategies has been presented. The infrastructure of this model is based upon the categorization of strategies utilized in Chapter II. Threads have been shown to run through all levels and these have been presented and discussed. The transfer of training principle has been indicated as the major obstacle to overcome in endeavoring to enhance the effectiveness of advisory councils. Only two strategies have been presented that overcome this transfer concern.

It is believed that this model is unique, in that it is the only one of its kind that endeavors to present such a depiction of current
U. S. advisory council non-training and training strategies.
CHAPTER V

A MODEL FOR THE TRAINING OF SCHOOL COUNCILS IN SOUTH AUSTRALIA

Introduction

One objective of this dissertation was to develop a model to train school councils in South Australia. This objective has utility, as on the writer's return to South Australia, the model will be implemented. To recap, Chapter II, the review of literature and practice, formed the basis for Chapter IV, the U. S. Model, and together with the writer's knowledge of the South Australian situation, Chapter IV contributed to the development of Chapter V, the South Australian Model.

The concentration of attention, thus far, has focussed on advisory councils, councils that range the whole gamut of structures and functions, and institutions being advised. It is now necessary to fine focus to the school council, the school council as mandated in South Australia (see Appendices A and B).

"To exercise a general oversight over the well-being of the school" is the primary task of the South Australian school council. A model is developed that provides a framework composed of several components, that when applied will, in the writer's view, have a marked impact on the functioning of school councils and their effectiveness as measured by the significance and productivity of their "general oversight."
The structure of this chapter will be as follows. The South Australian Model will be introduced with a listing of the major parts of each component of the model. A discussion of the rationale and objectives of each component of the model will then be presented. Some concluding comments will end the chapter.

The Model

"A Model for the Training of School Councils in South Australia," (the S. A. Model) is presented in Figure 3. The model consists of five components.

1. Literature: the writing of a "Handbook for School Councillors."

2. The planning and holding of conferences with integrated workshops for school councillors on a state, regional and cluster basis.

3. The planning and holding of chairperson and principal workshops.

4. A total training package for one council.

5. A training of trainers program.

This five component model does not indicate any sequence of application. To impact the total school council scene in South Australia the components of the model must be viewed in sum, however. Individual school councillors could be exposed to components 1 and/or 2, and/or 3, and individual school councils to component 4.

In South Australia, several hundred elementary, area, secondary and "special school" councils exist in both urban and rural settings.
A HANDBOOK FOR SCHOOL COUNCILLORS

* Foreword
* Purpose
* Why?
* Legal & Finance
* The Principal
* The Chairperson
* Building a...

CONFERENCES-INTEGRATED WORKSHOPS

STATEWIDE
* The school council
* Council effectiveness
* Skills for council effectiveness

REGIONAL

CHAIRPERSON & PRINCIPAL WORKSHOPS

Communication work
Meeting/consensus work
Problem solving work
Planning for implementation
 Evaluating implementation

A TOTAL PACKAGE FOR ONE COUNCIL

* Communication work
* Meeting/consensus work
* Problem solving work
* Planning for implementation
* Evaluating implementation

TRAINING OF TRAINERS

To facilitate the training model

Figure 3
A model for the training of school councils in South Australia
Further, considering the vast distances between many of the rural schools, to suggest one simple strategy for all possibilities is unsound. The five different components have therefore been suggested as a combined methodology, with the aim of improving as many school councils as possible.

Given that the Education Department of South Australia will circulate a handbook to every school councillor in the state, some of the factors determining which other components of the proposed model will be utilized and which councillors or councils will be engaged, are as follows. (a) The outlook and acceptance by several personalities on each council will influence which components will be utilized. The person the council advises (the principal), the chairperson as the figurehead of each council, council members, and individual teachers, are members who can play a major role in the acceptance of the need for training and of the type of training to be implemented. (b) Available resources in the form of trainers and finance can influence training strategy selection. (c) The time to be committed by councillors as individuals or councils as a group is an extremely important determining factor. Therefore, in order that components can be utilized based upon local needs and resources, these are some of the reasons why a five component model has been developed. Each component of the S. A. Model will now be presented.

1. A handbook for school councillors

Apart from the distribution to council members of copies of the regulations under the Education Act, no literature of note exists on
any facet of school council operations. The South Australian Education Department has not seen fit to provide any substantial assistance to school councils. It has left this to each individual principal and school. There is a need, based upon the writer's observations and research, for one or several documents to be provided to school councillors, documents that would provide, at the very least, information that could assist councillors and councils in their endeavors.

Within the South Australian school system, advisory, consultant and resource personnel are available to assist in every fact of the school program centering on curriculum. New developments in curricula are given support so that implementation is facilitated and transition streamlined. School councils were mandated in 1973, yet no support has ever been forthcoming. The writing of a handbook for distribution to each school councillor would be a start. As an initial fillip, this handbook could have significant influence on the school council scene.

The following outline, gleaned from many different sources and the writer's own observations, and paralleling level 2 strategies of the U. S. Model, indicates the contents of such a handbook. The left hand side of the outline suggests handbook headings, with the right hand side including relevant comments.

<table>
<thead>
<tr>
<th>Handbook Headings</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Foreword</td>
<td>The Minister or the Director-General of Education needs to write a foreword to give approval and</td>
</tr>
<tr>
<td>Handbook Headings</td>
<td>Comments</td>
</tr>
<tr>
<td>-------------------</td>
<td>----------</td>
</tr>
<tr>
<td>2. Purpose of the handbook.</td>
<td>The major objectives need to be stated.</td>
</tr>
<tr>
<td>3. (a) Why have a School Council?</td>
<td>The rationale of citizen participation and how it relates to school councils is a necessary inclusion.</td>
</tr>
<tr>
<td>(b) Why be a school councillor?</td>
<td>A positive expression of the satisfactions and importance of the school councillor role is necessary.</td>
</tr>
<tr>
<td>4. Legal and financial perspectives: the Regulations.</td>
<td>A statement regarding the legal standing of school councils is vital. A discussion of the regulations in a format whereby wording and expression is simplified and major points stressed, is required.</td>
</tr>
<tr>
<td>(a) Constitution.</td>
<td>Many councillors have difficulty in understanding legal parlance and simplified prose is needed.</td>
</tr>
<tr>
<td>(b) Terms of office.</td>
<td></td>
</tr>
<tr>
<td>(c) Annual meeting.</td>
<td></td>
</tr>
<tr>
<td>(d) Meetings.</td>
<td></td>
</tr>
<tr>
<td>(e) Role. etc.</td>
<td></td>
</tr>
<tr>
<td>5. The Principal.</td>
<td>The role of the Principal on the council is never fully understood by members. This needs to be clarified. Also a copy of his/her job description should be included.</td>
</tr>
<tr>
<td>Handbook Headings</td>
<td>Comments</td>
</tr>
<tr>
<td>-------------------</td>
<td>----------</td>
</tr>
<tr>
<td>6. The Chairperson, Secretary and Treasurer.</td>
<td>The specific duties and responsibilities of each office-holder should be indicated. Headings 1 to 6 are concerned with fundamental issues relating to legal requirements. The remaining headings refer to methodologies that assist the functioning of the council.</td>
</tr>
<tr>
<td>7. Building a working relationship.</td>
<td>A discussion of things a council could do to &quot;get off the ground,&quot; and the inclusion of suggestions, methodologies, strategies, hints and tips to allow for continued effective functioning, is recommended. &quot;Introduction of members,&quot; &quot;who is responsible,&quot; and &quot;prioritizing of roles&quot; are some exercises that could be incorporated so that comprehension of council functions and councillor interaction results.</td>
</tr>
<tr>
<td>8. The Effective Council.</td>
<td>A description of &quot;the effective council&quot; and the major indicators of effectiveness should be included.</td>
</tr>
</tbody>
</table>
### Comments

The concepts of shared leadership and consensus decision making require special attention. The different types of advisory councils and exercises that can be utilized to facilitate discussion and assist functioning need inclusion.

<table>
<thead>
<tr>
<th>Handbook Headings</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>9. The task of the school council: Major strategies.</strong></td>
<td>Discussion of planning (setting goals and objectives), evaluation, problem solving, and decision making as council strategies is needed. Activities and example approaches should be included to assist functioning.</td>
</tr>
<tr>
<td><strong>10. Sub-committees.</strong></td>
<td>The sub-committee structure is used infrequently. An understanding of the rationale of increased participation and improved efficiency, and type of sub-committees is important.</td>
</tr>
<tr>
<td><strong>11. Available resources.</strong></td>
<td>A list of human, financial and physical resources available should be included.</td>
</tr>
<tr>
<td><strong>12. Glossary of terms.</strong></td>
<td>Regulation, meeting and general</td>
</tr>
</tbody>
</table>
education terminology would be an important inclusion.

This should contain regulations in full, and a selection of other exercises with step by step approaches. It should be noted that the exercises to be used in this handbook can be found in such sources as Warden (1978), Phipps (1971), Biagi (1978), Robinson and Clifford (1974a), Newell (1978), Francis and Young (1979), Dale (1979), San Diego County (1975), Sorter, Allen and Davidowitz (1980b), Johnson and Johnson (1975), and the South Carolina School Boards Association (1978a).

The "Handbook for School Councillors" is a basic necessity, a foundation from which other strategies can grow. It needs to be simply written with diagrams and charts used wherever necessary, and presented in an "un-text book" (the writer's expression) like manner.

Feedback from councillors and chairpersons should be surveyed after some time so that later editions of the handbook can be altered and supplemented where necessary.
2. Conferences with integrated workshops

The effectiveness of conferences as a strategy to assist school council effectiveness was discussed in Chapter IV (levels 4 and 5). A three tiered approach is envisaged for the implementation of this component; statewide, regional and cluster conferences. A cluster is a small group of school councils having geographic commonality.

Three tiers of conferences are suggested. To reach the widest number of councillors and councils, conferences must be taken to the participants. The rationale behind the holding of a statewide conference and to a lesser degree some regional conferences, differs from the reasoning for cluster conferences. The two dimensions that change as one moves from the statewide to the cluster conference are first, specificity of conference objectives and second, political connotations.

It is possible to carry out some form of a needs assessment by surveying various councils whose members have indicated a desire to attend a regional or cluster conference; content can be more precisely planned and objectives more finely tuned because of this information gathering. Similarity of participants, and perhaps of council concerns and problems, may result in a more meaningful conference at the cluster level.

The annual or bi-annual statewide conference, of two days duration, would have more political overtones inherent in its raison d'être and activities, than the other two conferences. For the "cause" of school councils, for the advancement of the citizen
participation ideal, for the sharing and participation ideal, and for the sharing and publicity of common problems and issues, the statewide conference offers a forum. The involvement of relevant politicians as speakers allows for the possibility of "stamps of approval" to be given to certain areas/issues and for these areas/issues to be debated. A "school council identity," not apparent among councils with which the writer is familiar, has a chance of forming in such a setting. The role of the school council must be put into perspective. This forum may help bring this about.

Together with the political dimension, the prime purpose of a statewide conference is "awareness." Awareness of the power base; of the scale of the enterprise; of each other; of common interests and problems; of significant issues; of significant others; of the availability of training programs; and importantly, of the standing and status in which governmental and departmental officials hold school councillors.

As mentioned, statewide, regional and cluster conferences will differ in their intent, impact, specificity of objectives, and possibly, their duration. The objectives of these conferences will now be stated together with content outline for the state conference.

The objectives of the state, regional and cluster conferences are to provide councillors with:

1. general information on the structure and role of school councils.

2. in depth information and skills relevant to the functioning of school councils.
3. the skills necessary for improved council effectiveness.

4. an opportunity to share and discuss concerns and issues with fellow councillors.

5. an opportunity to develop strategies to implement action plans (regional and cluster only).

The state conference program should have the following outline.

1. A keynote address, reflecting the theme of the conference and presented by a significant personality is an important part of such a conference. The publicity emanating from this contribution is relevant to the political connotations of the conference.

2. Three integrated workshop sessions of two to three hours each, for all participants, would form the agenda basis for the conference. Trainers, working in small groups of no more than ten councillors, using exercises to facilitate content and group process skills, is the aim. The didactic presentation style of most conference workshops is to consciously avoided. The objectives of this statewide conference cannot be achieved unless participation in group environments occurs. The three workshop sessions with content outline are as follows.

   a. The School Council:
      (1) The role of school councils.
      (2) What the regulations don't say you can't do.
      (3) The role of the principal.
      (4) Financial and legal considerations.

   b. Council Effectiveness:
      (1) Needs assessment, planning, (setting goals and
objectives) and evaluating.
(2) Decision making.
(3) Problem solving.

c. Skills for Council Effectiveness:
(1) Effective meetings.
(2) Barriers to effective involvement.

Some exercises used in these workshops would be simulations based upon common concerns. The range of activities ("structured experiences") would be similar to those cited for inclusion in the handbook. Variations in exercises would be necessary, however.

3. To supplement the integrated workshops, a smorgasbord of 60 to 90 minute workshops on specific topics could be programmed. The workshops could include:

a. Share your council's problem clinic.
b. The consensus process; a fish bowl.
c. Strategies to involve community members.
d. Keeping the "fun" in fundraising; some strategies.
e. Public relations.
f. Self-training possibilities.
g. Developing an effective volunteer program.
h. Examples of three effective councils.
i. Strategies to employ in council meetings.
j. Chairperson skills.
k. Taking your meeting out of the doldrums.
l. The principal's view.

The mix of integrated with individual offerings should provide
a sound structure for the achievement of the objectives of the conference. An evaluation of the conference must endeavor to measure this achievement. Participant and trainer perceptions need to be ascertained in relation to the reaction and learning phases of the Brethower and Rummler model (1979). A simple questionnaire administered after each session is essential. A sample of participants should be asked to discuss with trainers, at the end of the day, the learning objectives related to the three integrated workshop sessions. This would provide an additional opportunity for feedback to be obtained. Stevenson (1980) provides an excellent discussion of this "end of the day" strategy.

The evaluation of the cluster conference with integrated workshops would also endeavor to measure the "on the job application," and "effect on the organization" phases of the Brethower and Rummler model. Because only a small number of councils would be represented, the San Diego County (1975) strategy of establishing action plans at the conference for application on the job (the council setting) should be utilized. This is why phases 3 and 4 of the Brethower and Rummler model could be evaluated. An adaptation of the Birnbrauer (1981) program could be made to suit the school council setting.

Finally, an informal evaluation should be made of the unwritten objectives of the conference; that to do with the political connotations. Media coverage, participant feedback, and politician and departmental personnel publicized statements could be one measure employed to evaluate the political dimensions.

Conferences including workshops vary in their effectiveness in
improving council effectiveness. They must nonetheless be held, primarily for the advancement of the school council/citizen participation movement. They play an important role in this respect.

3. Chairperson and Principal workshops

Component 3 of the S. A. Model does not parallel any of the levels incorporated into the U. S. Model (A Model Depicting Current U. S. Advisory Council Training and Non-training Strategies). Apart from advisory council chairperson workshops conducted at the National Center for Community Education (Brown, 1981) no evidence of workshops on that scale was found in researching the U. S. literature and practice.

The rationale for the inclusion of this component in the S. A. Model is related to the presence of the one governing authority, the Education Department (no School Districts with School Boards) and the autonomy that each principal of a school has been delegated (see Appendix C). A school council advises the principal of the school on matters relating to the welfare of the school. The principal is therefore, among all others, the most important and influential individual in the school council system. Few chairpersons will be able to influence school council functioning and operation unless the principal concurs. Given that the ultimate situation is one of partnership between principal and other council members (the principal is an ex officio member of the same council that advises him or her) a strategy which brings the principal and council chairperson to a common understanding regarding the purpose and function of the council
seems essential.

The participants (trainees) attending the chairperson and principal workshop would be present to assure success of the "total package" training of component 4 of this S. A. Model. Although it would be desirable to include the entire council membership in this component of training, many members of a council, for one reason or another, cannot engage in the full training package. Having a principal and chairperson conversant and in agreement with the total training package, would assist the facilitation of that component immensely.

The program for this component is based upon, and adapted from, the Western Michigan University—Grimshaw, Community Leadership Development Program (WMU Model). This program, as observed in the U. S. Model, represents in the writer's view the most complete and effective strategy available for advisory council training. Adaptations to the WMU Model incorporate topics for group processing. The basic structure and major parts of the WMU Model are untouched. The transfer of training of the chairperson and principal workshop, however, in the writer's opinion is not as great as the "total package for one council," the fourth component to be presented.

The evaluation of this component will differ slightly from that of component 4. Reaction, learning and behaviors can be evaluated, but only for the council members as individuals. A follow up evaluation of the council functioning and effect on the organization (the school) will be necessary. Results of component 3 and 4 evaluations will be important to compare, particularly for efficiency of training.
purposes.

The outline of the content for the chairperson and principal workshops, because of its similarity to the total package program, will be incorporated into the outline and discussion of the next component of the model, component 4.

4. A total package for one council

Based upon the writer's research and observations, as stated in Chapters II and IV, a training program for one council in context, facilitated by trainers and incorporating an experiential learning approach with a meaningful evaluation procedure, is the most effective training strategy available. Because a high degree of transfer of training to actual council functioning is more likely within such a setting, the effectiveness of the council is therefore enhanced.

The total package requires 12 to 14 hours of training and the number and duration of individual sessions is determined by council-trainer consensus. Each training program should be tailor-made, variations to the basic model being determined by observations of council meetings and discussions with council officials.

The need for training must be initiated from the council itself, as imposition of any training will not be in the best interests of either the council or the trainers. A letter in the form of a "contract" between trainers and councillors should be sent to each council member prior to the training. The objectives and the expectations of the training as previously determined by trainer and council representatives should form the basis of the correspondence.
The program to be utilized is based on the WMU Model (Grimshaw, 1981). The basic parts and methodologies of this model comprise:

1. the notion of shared leadership. A lucid discussion of this can be found in Grimshaw and Schweitzer (1981); and

2. the skills necessary to develop the notion of shared leadership. The skills needed are:
   a. interpersonal communications skills.
   b. managing meeting skills, and in particular, the formation of the consensus process.
   c. problem identification, problem solving, and decision making skills.
   d. planning and evaluation skills.

The objectives of this training program, adapted from Grimshaw and Schweitzer (1981), are as follows.

1. To create an awareness of the skills and group processes that determine group effectiveness.

2. To create an understanding, through application, of the impact these skills and processes have on individuals and groups (the council).

3. To create the feeling of a sense of control by individuals and the council, over relevant events.

4. Through objectives 1, 2 and 3, to create improvements in council effectiveness and individual member effectiveness.

The program that comprises component 4, in outline form, is as follows.

I. Communication work.

   A. Sending messages.
II. Meeting/consensus work (based on Betz, 1979).
   A. Structuring the group.
   B. Digesting the change.
   C. Offering.
   D. Distilling.
   E. Resolving.
   F. Disenchantment.
   G. Deciding.

III. Problem solving work.
   A. Identifying the problem.
   B. Solving the problem.

IV. Planning for implementation
   A. Developing the plan.

V. Evaluating implementation.
   A. Measuring performance.

The program as outlined utilizes experience-based learning, or "structured experiences," as referred to by Pfeiffer and Jones (1979). An experiential learning model utilized by Pfeiffer and Jones (1979, p. 1) is the suggested methodology to be employed in component 4 training. The five stage model comprises: experiencing (the "activity" phase); publishing (sharing reactions and observations); processing (discussing patterns and dynamics); and applying (planning how to use the learning).

The key to the potency of structured experiences in the writer's opinion, is processing. It is for this reason that session planning needs to provide sufficient time for processing. This is also the
reason why trained facilitators are required. For transfer of training to the council meeting to be achieved, the extrapolation of experiences from the training session occurs through the generalizing phase. Sufficient time is therefore needed for this important process.

The evaluation procedure to determine the success in achieving training objectives, should be three-fold in nature. (a) A pre- and post-test of participant perceptions of individual and group awareness, understanding and application of the skills and group processes utilized during the training. (b) Trainer analysis based upon initial observation before the training, during training, and after the training. (c) A post-post evaluation (three to four months later) based on councillor and trainer perceptions to determine the degree of transfer of training and the effect on council productivity.

Although an "expensive" strategy in terms of resources required, component 4 is without doubt, in this writer's opinion, the most effective of all training programs for creating an improvement in council effectiveness.

5. Training of trainers program

The trainee/trainer ideal ratio for the chairperson and principal workshops, and the total package, is of the order of 8:1 and 10:1. A team of trainers is therefore a basic requirement for achievement of the aim of the total exercise, that is, to improve the effectiveness of school councils in South Australia.

Trainers need to be representative of all segments of the adult community. The matching of trainers and councils is an important
consideration in this program. A bias toward "professionals" should be avoided. Trainers, to be accepted, not only need to be well prepared and versed in facilitation skills, but recognized and identified by trainees as near peers.

Some 15 hours would be required to train a trainer (based upon the Grimshaw program) in all aspects of the program. The principles of andragogy (Knowles, 1980; Zemke & Zemke, 1981) are the first of several principles, concepts and skills requiring application in the training of trainers program.

It is not the intention of the writer to go into any greater depth concerning the program to train trainers. Although much literature is available in this respect, exemplified by Bauman (1977) and Cooper and Heenan (1980), the exact nature of the program should await the trialing of the component 4 program.

The necessity of a trainer-training program is paramount if the training "sphere of influence" is to be significant. The perpetuation of the training program can only occur given the sequence of events whereby today's trainee trainers become tomorrow's trainers in component 5 of the S. A. Model for the training of school councils.

The training components of the S. A. Model aim at providing more effective school councils as an end result. Depending upon exposure to various components, the training provides information, knowledge, content and group process skills, practice, application, and operating procedures for councillors and councils. Upon the completion of the training, and this is mostly relevant to components three and four of the model, the effectiveness of the council in terms
of its success in achieving its own goals and objectives must be measured.

The regulations establishing the roles and functions of each South Australian school council are very general indeed. It is therefore the province of each council and principal to determine relevant objectives to meet these general guidelines. It is the writer's belief that because of this flexibility, each council should be evaluated separately, using criteria appropriate to each context. The criteria to be developed all aim to determine the success of the council in achieving its stated objectives.

The productive output criterion established by Hackman and Oldham (1980) is synonymous with this criterion. Other criteria to be used are the prerogative of each council and the work of Kaplan (1979) discussed in Chapter II, provides many examples of relevant criteria.

Conclusion

A Model for the Training of School Councils in South Australia has been presented. The model is composed of five components, components which in sum the writer believes should have a significant impact on the effectiveness of school council functioning and output in South Australia.

Each component of the model was outlined and discussed, and objectives of the training stated. Comments regarding evaluation procedures to ascertain achievement of training objectives were presented. It is this writer's view that training without meaningful
and valid evaluation is an inexcusable situation. To determine the effect of training and to advance the role of training, objectives must be compared to trainee learning and behavior.

The S. A. Model is flexible enough to meet the training demands of most individual councillors and councils. The training of trainers component is viewed by the writer to be of exceptional importance if the training is to become widespread and self-perpetuating. This represents a critical aspect of the model.

The next chapter will relate validator reaction and comment to the models presented in Chapters IV and V, the U. S. Model and the S. A. Model, respectively.
CHAPTER VI

VALIDATION OF THE U.S. AND S.A. MODELS

Introduction

Chapter VI reports on the validation of the U.S. and S.A. Models, as presented in Chapters IV and V, respectively. A discussion of validator comments will be included together with any suggested modifications to either model.

Validation

A judging panel of five people was selected from nominees provided by a team of ten people judged to be knowledgeable in the fields of citizen participation, training, and public policy development. The team members were asked to react to names and nominate judging panel members on the basis of three criteria.

1. Have written in the fields of citizen participation, training, and public policy development; and/or
2. Have trained in the fields of citizen participation and public policy development; and/or
3. Have been recognized by professional peers in the fields of citizen participation, training, and public policy development.

Weight of nomination and availability were the factors employed to select members of the judging panel.

Together with Chapters IV and V of the dissertation, a 14-item
questionnaire was mailed to judging panel members to elicit information on both the U.S. and S.A. Models. To validate the U.S. Model in terms of its acceptability and accuracy in depicting current U.S. advisory council training and non-training strategies, responses to five statements were requested. Seven statements provided the basis for the validation of the S.A. Model. The appropriateness and potential for improving the effectiveness of school councils in S.A. were the criteria employed to validate this model. The remaining two statements provide the basis for the validation of aspects that are common to both models (see Appendix E).

Responses by judging panel members to each statement on the questionnaire were scored using a five point Likert type scale. Validators were requested to respond independently to each statement on the questionnaire. If a judge strongly disagreed (SD) with a statement he was asked to circle the number 1; the number 2 if he disagreed (D); the number 3 if he neither agreed nor disagreed (N); the number 4 if he agreed (A); and the number 5 if he strongly agreed (SA). Comments related to the scoring were also sought.

Responses to the 14 items of the questionnaire were collected via telephone. Scores and comments were transferred from the judges' validation instrument to duplicate copies. This methodology was adopted for reasons of expediency and so that a dialogue between each validator and the writer could take place. Panel members were geographically ubiquitous and the opportunity to discuss comments and the practical application of the S.A. Model with these "experts" was believed to be a worthwhile endeavor.
Based upon responses from the validation process a discussion of the judging panel members' comments is presented. No attempt will be made to statistically analyze the data because of the small size of the sample.

Validating Panel

In the opinion of the nominating team, each of the five validators met one, two or three of the criteria established for nomination to the judging panel. Members of the panel included:

Judge A. An experienced trainer who has designed training of advisory council, and training of trainers programs. This member is currently connected to the Cooperative Extension Service, University of Maryland.

Judge B. A researcher who has been author or co-author of much of the current research literature related to school council effectiveness. This validator is a research assistant at the Institute for Responsive Education, Boston, Massachusetts.

Judge C. A leader in the Citizens Involvement Training Project, University of Massachusetts, this validator has authored a widely used book on training as related to community groups. With an aim of increasing citizen participation, empowerment of the citizenry is seen as essential by this member.

Judge D. A professor of education and director of the University of Florida, Community Education Center, this validator has carried out extensive field testing and has written in the area of advisory council training. He is about to embark on a large scale training of
trainers program.

Judge E. The Director of the Cooperative Extension Program for Community Education at Virginia Polytechnic, this validator has written extensively in the community education field and has been responsible for designing many conferences and workshops for advisory council members.

Reactions to the U.S. Model

Validator responses to statements 1 to 5 are presented in Table 1. This will be followed by a discussion of the scores, incorporating validator comments.

Table 1

Summary of Validator Responses to the U.S. Model

<table>
<thead>
<tr>
<th>Statement</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Strategies incorporated into each of the six levels of the model accurately represent current advisory council training and non-training practices in the U.S.</td>
<td>4 1</td>
</tr>
<tr>
<td>2. The relative standing of each level of the model accurately represents the &quot;degree of strategy effectiveness&quot; as depicted in figure 1, p. 49.</td>
<td>2 2 1</td>
</tr>
<tr>
<td>3. Figure 2, p. 55, and related discussion presents a methodology to ensure the improvement in the effectiveness of advisory councils.</td>
<td>1 2 2</td>
</tr>
<tr>
<td>4. It is recommended that the substance of the U.S. Model is acceptable as an article for inclusion in a relevant journal.</td>
<td>1 3 1</td>
</tr>
</tbody>
</table>
Table 1 (continued)

Summary of Validator Responses to the U.S. Model

<table>
<thead>
<tr>
<th>Statement</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>5. Overall, the model depicting current U.S. advisory council training and</td>
<td>1 3 1</td>
</tr>
<tr>
<td>non-training strategies is accurate.</td>
<td></td>
</tr>
</tbody>
</table>

Discussion of validator responses to the U.S. Model

In categorizing training and non-training strategies into six levels, the accuracy of this aspect of the U.S. Model (Statement 1) has received strong agreement by members of the validation panel.

In relation to the relative standing of each level in terms of "degree of strategy effectiveness" (Statement 2) responses were skewed slightly toward the "agreement" dimension. One validator, indicating "neither agreement nor disagreement," commented that the effectiveness difference between levels 5 and 6 is not significant because simulation exercises are advantageous on occasions. That is, the use of simulation and real life problems in council training both have advantages and disadvantages. This point of view is well taken. However, whenever possible, the writer believes real life problems should take precedence. This is supported from the findings of the WMU Model (Grimshaw, 1981). The other "N" response was made because the validator believed the model, as depicted in Figure 1, to be not readily understandable and some simplification of the model is
suggested. In some respects this could have been overcome by forwarding Chapter II (the review of literature and practice) together with Chapters IV and V. The point should be made, however, that no other validator expressed difficulty with this aspect of Figure 1.

The validator expressing "disagreement" with Statement 3 indicated that he responded this way because he believed the "methodology" to ensure the improvement in the effectiveness of advisory councils (as depicted in Figure 2) was not clearly enunciated. Figure 2 is too simplistic in the view of another validator while a validator in "strong agreement" with the statement suggests that because the link between training objectives and council goals is simplistic, it is often overlooked.

In regard to Statement 4, four of the five validators commented that the form and presentation style used in Chapter IV would require alteration to be acceptable as an article for inclusion in a relevant journal. Four validators were in "agreement" or "strong agreement" with the statement. The validator expressing "disagreement" stated that in its present form he could not recommend a journal article. A condensation of both the needs statement and the review of the literature would be required as additions to Chapter IV if such an article were to be written, suggested one validator. The statement eliciting reactions regarding the appropriateness of the material for a journal article was included primarily to ascertain the quality of the substance of the U.S. Model and not for eliciting reactions directly related to the writing of an article. The writer agrees that such a condensation would be required if this course of action were
to be pursued.

Statement 5 relates to the accuracy of the model as a whole. The "N" response resulted from the belief of one validator that greater accuracy could have been achieved if in-person interviews with the authors of the major U.S. Models had been carried out. He did agree, however, that at a general level of abstraction, the model is accurate. In-person interviews were never considered because of transport and time restrictions.

When initial contact was made via letter with over 200 people in Centers for Community Education Development, state departments of education, community education directors, and community organizations and councils, requests for programs and materials were made and some lengthy replies were received. In several cases a second round of correspondence was initiated to further pinpoint detail regarding programs. The review of the literature and practice, therefore, resulted primarily from information provided as a result of such correspondence.

In summary, it is the writer's belief that overall, the accuracy of the U.S. Model has been validated. Individual validator disagreement to Statements 3 and 4 was recorded, yet each related to statements not directly in opposition to the general structure of the model.

Generally, constructive comments regarding the U.S. Model were received and the telephone methodology used to collect the data, in the writer's opinion, was invaluable because queries regarding validator comments were answered and clarified, and implementation of the S.A. Model was discussed.
Reactions to the S.A. Model

Validator responses to statements 6 to 12 are presented in Table 2. This is followed by a discussion of scores incorporating validator comments.

Table 2
Summary of Validator Responses to the S.A. Model

<table>
<thead>
<tr>
<th>Statement</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>6. The content outline presented for the &quot;School Councillors Handbook&quot; (pp. 63-67) is appropriate for improving the effectiveness of school councils in South Australia.</td>
<td>1 2 2</td>
</tr>
<tr>
<td>7. The objectives and program outline for the &quot;Conferences with integrated workshops&quot; (pp. 68-73) are appropriate for improving the effectiveness of school councils in South Australia.</td>
<td>1 4</td>
</tr>
<tr>
<td>8. The objectives and program outline for the &quot;Chairperson and principal workshops&quot; (pp. 73-75) are appropriate for improving the effectiveness of school councils in South Australia.</td>
<td></td>
</tr>
<tr>
<td>9. The objectives and program outline for &quot;The total package for one council&quot; (pp. 75-78) are appropriate for improving the effectiveness of school councils in South Australia.</td>
<td>2 3</td>
</tr>
<tr>
<td>10. The &quot;Training of trainers program&quot; component (pp. 78-80) is appropriate for improving the effectiveness of school councils in South Australia.</td>
<td>1 1 2</td>
</tr>
<tr>
<td>11. It is recommended that the substance of the S.A. Model is acceptable as an article for inclusion in a relevant journal.</td>
<td>1 1 3</td>
</tr>
<tr>
<td>12. Overall, the five components of the S.A. Model are appropriate for improving the effectiveness of school councils in South Australia.</td>
<td>1 2 2</td>
</tr>
</tbody>
</table>
Discussion of validator responses to the S.A. Model

Overall, members of the validation panel agreed that the S.A. Model, comprising five components, is appropriate for improving the effectiveness of school councils in South Australia.

The outline for the "School Councillors Handbook" (Statement 6) was acceptable to all but one validator who suggested the appropriateness of the handbook could only be ascertained through an evaluation of the situation once the handbook was made available. The inclusion in a handbook of specific detail for each council, or space left for each council to have its own input in the form of council policies, procedures, and objectives is a recommendation made by two validators. The cross-cultural acceptance and suitability of such a handbook was also questioned. These two suggestions, the need for individual council input, and the cultural difficulties inherent in some situations are suggestions that the writer will note when producing such a handbook.

The objectives and program of the "conference with integrated workshops" (Statement 7) have met with the "strong agreement" of the panel, and a solid trend toward "agreement" is indicated for the appropriateness of the "Principal and chairperson workshop" objectives and program (Statement 8). Some excellent comments were made in reference to this third component. Observations of school council functioning by one validator resulted in the suggestion that the designated person, or resource person, responsible for servicing the school council should also be present with the principal and chairperson. The importance of such a chairperson in assisting a council
to become more effective is a finding of one of the Institute for Responsive Education studies (Zerchykov et al., 1980). Where a resource person serves a council, the writer's recommendations would be for that person to attend the principal and chairperson workshop.

One validator suggested that each group of "role actors" should, if possible, meet together to discuss common issues. Separate meetings for principals, chairpersons, or other council officials should be held in the opinion of this respondent.

Another validator believed this approach to be contrary to good principles of citizen participation as such a workshop program would not result in any empowering of the council. However, given the fact that not all councils will be able to partake in "the total package for one council" training program, this validator agreed that this component is an important one.

Responses to Statement 9 resulted in two "neither agreement nor disagreement" and three "strong agreement" responses. The heavy emphasis on group-process skills is seen by one validator as inappropriate for some groups. The model stresses the "tailoring" of the training design to each specific council. The integrated nature of content and group-process was not intended to exclude significant content. Rather, it was intended that "processing" of sessions would reiterate and thus reinforce such content.

Reactions to the training of trainers statement (Statement 10) showed the greatest divergence of response among the 14 statements in the questionnaire. Whereas one expression of "agreement," two of "strong agreement," and one response of "strong disagreement" were...
recorded, all validators commented on the need for such a component. Contradictory validator comments were evident in relation to several ingredients of this component. The statement in Chapter V regarding trainers needing to be "recognized and identified by trainees as near peers" stimulated the "strong disagreement" response. It was the opinion of this validator that skilled trainers with some previous experience with school councils were required. An emphasis on non-professional trainers was not warranted in the opinion of this validator. Further, school council members respect and expect competent and able trainers, and hence professionals should be used as trainers. Expressing "agreement" with Statement 10, another validator suggested that council members would identify with, and respond more openly, to "near peers."

The writer believes this difference in views emanates from the context within which each validator is working. The first comment was made by a university community education director with the other comment being expressed by a trainer working predominantly with community organizations. One would expect a person holding a university directorship position to have a leaning toward the use of professionals because of the environment within which such a person works. Conversely, a trainer working predominantly with "grass-roots" community groups would, in the writer's opinion, seem to emphasize the need for "near peers" to act as trainers. The work of Grimshaw (1981) would tend to support the latter view.

The tailoring of training programs, in the writer's view, should take the individual trainer's style and council context into account.
when selecting trainers for programs. In summary, no trainers should be engaged in the training program who do not possess the ability to facilitate the objectives of the training. Given this caveat, matching trainers to councils is an important consideration in council training.

The duration of the training of trainers program was another matter raised. One validator, in giving a "neither agreement nor disagreement" response, indicated that approximately 25–30 hours was needed and not the 15 hours as suggested in the discussion of this component in Chapter V. The need for 15 hours was based upon the success of the WMU Model (Grimshaw, 1981). The more time spent on this training of trainers component, the greater the level of skill development by trainee trainers is likely to be. However, the amount of time available to be committed is important. The experience of the writer suggests that agency professionals partaking in training during "work-time" are likely to commit upwards of 30 hours, whereas community members working "after-hours" are not so willing.

"Strong agreement" was expressed by three members of the validation panel in respect to the substance of the S.A. Model being acceptable for inclusion as an article in a journal (Statement 11). The validator reacting with a "strong disagreement" response suggested that the components of the model should be field tested and evaluated, and then findings could be used as the basis of a journal article.

With one exception, validators were in agreement concerning the overall appropriateness of the five components of the model for improving the effectiveness of school councils in South Australia.
(Statement 12). However, consideration should be given to other factors associated with such a model in the view of two validators. One validator suggested that focus on power figures in the bureaucracy, such as directors and regional-directors, should occur because of the need for a change in attitude by some bureaucrats toward various aspects of the school council movement. Although the political overtones of the statewide conference were discussed in Chapter II, the comments of this validator suggest the reality which role authority figures can play in such a situation. Comments by this respondent suggest that individuals who wield influence in regard to policy formulation and resource allocation, should be directly involved in any approach to improve the effectiveness of school councils in South Australia.

Another validator suggested that more "one to one" training is an avenue open to further enhance council member effectiveness. Obviously resource availability in the form of trainers, and time, would determine the feasibility of such an approach.

In summary, responses to statements in respect of the S.A. Model, apart from two "strong disagreement" expressions, indicate at least an overall agreement with the appropriateness and potential of the model. Many valuable comments have been forthcoming from validators, most of which can be utilized by the writer as the model is implemented. It is evident that the general philosophy behind the training, and the methodology employed to bring this about, differs from validator to validator, and in one case, quite markedly. Overall, the responses and comments received from validators have been interpreted
by the writer as encouraging and supportive of the model.

Reactions to Statements 13 and 14

Validator responses to statements 13 and 14 are presented in Table 3. This is followed by a discussion of scores, incorporating validator comments. These two statements relate to the combined aspects of the U.S. and S.A. Models, and are, therefore, separated from the previous sections.

Table 3

<table>
<thead>
<tr>
<th>Statement</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>SD D N A SA</td>
</tr>
<tr>
<td>13. Taken as a whole, the development of the S.A. Model is consistent with the findings from the U.S. Model.</td>
<td>1 4</td>
</tr>
<tr>
<td>14. It is recommended that Chapters IV and V be required reading for anyone requesting knowledge of advisory council training practices.</td>
<td>1 1 2 1</td>
</tr>
</tbody>
</table>

Discussion of validator responses to the combined models

Responses to Statement 13 regarding the development of the S.A. Model being consistent with the findings from the U.S. Model indicate a "strong agreement" by validator panel members.

Two validators who gave "disagreement" and "strong disagreement" responses in relation to Statement 14 indicated they did so because of the use of the words "required reading." One validator stated that
such a "scholarly approach," which is required of a dissertation, would not be an appropriate style for advisory council member reading, whereas an abstraction would be. The other validator suggested that the use of the word "worthwhile" in lieu of "required" would have resulted in an "agreement" response to the statement. The general nature of the question and the rigidity of the word "required" meant that interpretation of the question was needed before response could be given, and such ambiguity inhibits the reliability and validity of the statement response.

Conclusion

The reactions of validator panel members to a 14-statement questionnaire have been tabulated, and a discussion incorporating selected validator comment pertinent to each statement has been presented. No substantial structural alterations have been suggested for either model. However, many valuable and meaningful suggestions regarding additions and slight alterations to sections of each component of the model have been analyzed and discussed. These suggestions will be taken into account when the S.A. Model is implemented.

Because no statistical measures were engaged to analyze the scores provided by validators, only general trends can be identified. Reactions by validators to the two substantial statements, statements 5 and 12, concerning the overall accuracy of the U.S. Model and the overall appropriateness of the S.A. Model respectively, require close attention. This attention is warranted because each statement refers to, and summarizes, the gist of the questionnaire statements in
relation to each model. In both cases, no "disagreement" responses were recorded, and the majority of responses center on the score of "4," "agreement" with the statement. Therefore, in general, the validation panel members have expressed agreement with the accuracy of the U.S. Model in depicting current U.S. advisory council training and non-training strategies. Agreement with the appropriateness of the S.A. Model for improving the effectiveness of school councils in South Australia is also concluded.

Chapter VII will include summary and concluding comments regarding the findings of this dissertation. Recommendations regarding the implementation of the S.A. Model will also be presented.
CHAPTER VII

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Introduction

The main purposes of Chapter VII are to summarize the major findings from the present study, present conclusions based upon the development of the U.S. and S.A. Models, and to make recommendations regarding the implementation of the S.A. Model.

Summary

A case was presented and supported using the personal observations of the writer and the review of relevant literature, that advisory councils, and in particular, school councils, are ineffective in their functioning and in their output.

An extensive review of the literature and practice relating to advisory council training and non-training in the U.S. resulted in the development of the U.S. Model. Based primarily upon the findings providing the infra-structure for the U.S. Model, a five component model for the training of school councils in South Australia was developed. The validation of each model was carried out using responses from a five member validation panel. Validators agreed with the accuracy of the U.S. Model and with the appropriateness of the S.A. Model.
Conclusions

The following conclusions are drawn based upon the development of the U.S. and S.A. Models.

1. The review of the literature and practice indicates that evaluation of advisory council training programs is either absent or poorly utilized.

2. The review of the literature indicates that a consensus as to what constitutes "effectiveness" needs to develop so that research findings in relation to advisory council effectiveness can be more meaningful and useful for the advancement of the advisory council concept.

3. The six levels comprising the U.S. Model have been validated as accurate in depicting current U.S. advisory council training and non-training strategies.

4. Response by validation panel members indicates that the development of the S.A. Model is consistent with the findings of the U.S. Model.

5. The five components comprising the S.A. Model have been validated as appropriate for improving the effectiveness of school councils in South Australia.

Recommendations

The following recommendations are made by the writer to improve school council functioning and impact in South Australia. It is recommended that the South Australian Education Department allocate
sufficient resources to allow for:

1. The production of a School Councillors Handbook and its distribution to all school councillors in South Australia.

2. The holding of statewide, regional, and cluster conferences for school councillors.

3. The testing and subsequent activation of a program of workshops for principals and chairpersons of school councils.

4. The testing and subsequent activation of the "total package for one council" training program throughout South Australia.

5. The holding of a training of trainers program to provide a network of trainers to facilitate the various components of the S.A. Model.

6. An extensive evaluation of all components of the S.A. Model.
APPENDIX A

Regulations Under the Education Act
Part VI—School Councils and Affiliated Organizations
PART 6—SCHOOL COUNCILS AND AFFILIATED ORGANISATIONS

Constitution of a School Council

201. (1) Unless the Minister determines otherwise in the case of any particular school by notice published in the Education Gazette, the council of any Government school shall consist of—

(a) Persons elected at an annual meeting;

(b) The head teacher and, if applicable, the head teacher of the junior primary school, ex officio;

(c) Teaching staff members elected at a meeting of the teaching staff in accordance with a school enrolment scale determined by the Minister;

(d) One representative from each affiliated school organisation, elected at a meeting of members of the organisation; and

(e) Members who may be co-opted by the foregoing members of a school council;

and, in addition, for secondary and area schools—

(f) A member nominated by the House of Assembly Member of Parliament for the district in which the school is situated;

(g) A member nominated by the Local Government Body of the area in which the school is situated;

and in addition, if the senior students so decide—

(h) two senior students of a secondary school elected by the students, provided that where a student representative council is established in a secondary school that council may determine by resolution which of its members shall be members of the school council for any particular meeting.

(2) The number of parents on a council shall be greater than one-half of the total membership of the council.

(3) Unless the Minister otherwise determines for any particular council by notice published in the Education Gazette, no school council shall consist of more than 19 members.

(4) (a) For the purposes of this Part the corporate name of a school council shall be the name of the school followed by the passage "Council Incorporated"

(b) Upon the change of the name of a school the corporate name of the school council for that school shall be changed to accord with the change of the name of the school.

Term of Office

202. With the exception of the head teacher and, where applicable, the head of a junior primary school, members of a school council shall hold office for two years, provided that—

(a) Where a school council is first established, one-half of the members referred to in regulation 201 (1) (d) of this Part shall retire at the end of their first year of office and the balance of those members shall retire at the expiration of two years from their election. For the purposes of this paragraph "one-half" shall, if the total number of members referred to is uneven, mean the integer nearest to but not more than one-half of the number of such members; and

(b) Any member co-opted by a school council shall hold office for two years, or such shorter period as the council may determine, and shall be eligible to be co-opted for a further term, if the council so decides;

(c) All members of a school council, except as elsewhere provided, shall hold office until their successors have been appointed.
Annual Meeting

203. (1) Prior to the 15th day of March in every year the head teacher of a Government school shall give notice of a meeting for the purpose of electing persons to fill the vacant positions in the membership of a school council and to carry out such other business as is prescribed by these regulations or as the Minister may determine.

(2) The annual meeting shall be conducted in accordance with directions specified by the Director-General.

Casual Vacancies

204. (1) The Minister may remove a member of a school council from office for—
(a) mental or physical incapacity;
(b) neglect of duty;
(c) dishonourable conduct;
or
(d) any other cause considered sufficient by the Minister.

(2) The office of a member of a school council shall become vacant if—
(a) he dies;
(b) his term of office expires;
(c) he resigns by notice in writing given to the chairman of the school council;
or
(d) he is removed from office by the Minister pursuant to subregulation (1) of this regulation.

(3) A casual vacancy in the membership of any school council shall be filled as the Director-General shall determine and the person so elected or appointed shall hold office for the balance of the term of his predecessor.

(4) When any person ceases to be a member of a school council or when any member ceases to hold any particular office of a school council he shall immediately hand over to his successor all books, paper and funds which he held by virtue of his position on that council.

School Council Meetings

205. (1) A quorum of a school council shall consist at such number of members as is not less than one-half for the time being of members and no business shall be conducted at a meeting unless a quorum is present.

(2) A decision carried by a majority of votes cast by the members present at a meeting of a school council shall be the decision of that council.

(3) The member presiding at a meeting of a school council shall have a deliberative vote.

(4) Subject to these regulations the procedure for calling meetings of a school council and the conduct of business at those meetings shall be as determined by each council.

(5) A school council shall have power to appoint sub-committees responsible to that council which may, if that council so determines, contain persons who are not members of that council.

The Role of a School Council

206. The role of a school council shall be—
(1) to exercise a general oversight over the well-being of the school;
(2) to advise the head teacher on the correlation between the work of the school and the educational needs of the district;
(3) to note the accommodation, grounds and equipment provided at the school and to advise the Director-General through the head teacher of any alterations, additions and replacements considered necessary;
(4) by agreement with the head teacher, to decide on the distribution of any grant made to the school council by the Minister. Where agreement cannot be reached the matter shall be referred to the Director-General for a decision and his decision shall be final;
(5) to consider in broad outline the general educational policy within the school, of which the head teacher shall keep the school council continuously informed, and advise him of the considered view of the local community regarding educational developments within the school;

(6) to keep proper books of account and to ensure their audit at least once each year, and to make such books available on due notice to any person authorised by the Director-General or the Auditor-General;

(7) to be responsible through the Management Committee, as appointed under Regulation 227 (1) for the management and employment of such persons as are required for the operation of the school canteen;

(8) to carry out such other duties as are prescribed by these regulations or required by the Minister.

206A. A council of a government school may, with the approval of the Minister, given either generally or in any particular case:

(a) construct or carry out any building structure or improvements to the grounds or premises of that school; or

(b) enter into such contracts as may from time to time be necessary to enable the construction or carrying out of such building structure or improvements or of any other work which the council is authorised to undertake.

Certain Prohibitions

207. (1) No school council or member of a school council, when acting in that capacity, shall give instructions to teachers concerning their professional duties.

(2) Except with the approval of a school council in each particular case, no member of that council shall be financially interested, either directly or indirectly, in any works or any services whatsoever executed or rendered for any school and authorised by that council.

Special General Meeting

208. (1) A special general meeting of parents of a Government school must be called by the principal or head teacher of that school in such manner as the Director-General shall determine to discuss the financial situation of a school council and to recommend to the Director-General such action as the meeting considers necessary, when a request for such a meeting is made by—

(a) the Director-General; or

(b) a decision of that council; or

(c) a request in writing to the principal or head teacher signed by at least twenty parents or at least fifty per centum of the number of parents of students attending the school, whichever number is smaller.

(2) At a special general meeting called by the principal or head teacher for the purposes of this regulation the school council shall submit to the meeting a properly audited statement of receipts and expenditure for such period, not being less than twelve consecutive months, as the Director-General may determine, and such other books of account as the meeting may decide.

Complaints Concerning Teachers

209. A school council receiving notice in writing of any complaint relating to a teacher, not being a head teacher, shall treat that notice and its contents as confidential. The council shall forward the notice, without discussion, to the head teacher for investigation and necessary action. Where a school council receives notice in writing of any complaint against a head teacher it shall forward the notice to the Director-General for his attention and the council shall inform the head teacher of its action.

Affiliated School Organisations

210. Regulations 207-209 inclusive of this Part shall apply, mutatis mutandis to every school organisation authorised by the Minister pursuant to section 89 of the Act, and any reference in these regulations to a school council shall be deemed to include a reference to such organisation.
PART 7—ACCOUNTING PROVISIONS FOR SCHOOLS

School Council Accounts

221. (1) Subject to section 88 of the Act, a school council established under section 83 of the Act may raise money for school purposes, and such money shall be under the control of the council.

(2) A council shall nominate from among its members those persons who shall be signatories to the cheques of the school council account, and cheques shall be signed by any two of these nominated signatories.

(3) A council of a school may grant—

(a) to a body affiliated with the council or to the school fund of that school; or

(b) to the school council of a newly established school,

such sums of money from the school council account as it thinks fit, to be used for school purposes only.

(4) The provisions of regulation 228 of this Part shall apply to every school council account, and the account shall be disbursed and accounted for subject to such other conditions as the Minister may determine.

Grants to School Councils

222. (1) Money paid to a school council by grant pursuant to section 87 of the Act shall be paid into school council funds and transactions concerning such grants funds shall be recorded separately from other school council business.

(2) The council shall consult with the head teacher before authorising goods and services to be paid from the grant.

(3) Any materials or items of property purchased partly or wholly from grant funds shall become the property of the Minister.

(4) The provisions of regulation 228 of this Part shall apply to funds granted under this regulation, and the grant shall be disbursed and accounted for subject to such other conditions as the Minister may determine.

School Loans Advisory Committee

224. (1) Subject to the provisions of sub-regulation (2) of this regulation the members of the School Loans Advisory Committee appointed by the Minister shall be—

(a) the Director, Administration and Finance, or his nominee, who shall be Chairman;

(b) a member nominated by the High School Council's Association of South Australia;

(c) a member nominated by the South Australian Association of State School Organisations Inc;

(d) a member nominated by the Director of Primary Education;

(e) a member nominated by the Director of Secondary Education;

(f) a member nominated by the Director, Public Buildings Department.
Part IV
School Councils and affiliated bodies

DIVISION 1. SCHOOL COUNCILS

121. Administrative Matters

121.1 General

The Education Act, 1972, as amended, and the Regulations under that Act which were introduced on 26 August, 1976, enable school councils to accept a more important role in the educational development of schools and to become more actively interested in the many changes which are taking place in the field of educational philosophy.

Attention is drawn to Sections 83 to 90 of the Education Act and Regulations 201 to 210 and 221 to 233 of the Regulations thereunder and particularly to Regulation 206.

121.2 Educational Programmes

The fact that the Principal and some members of the school staff become members of a council emphasises the theme of common involvement of parents, teachers and the community in the educational programmes of the school.

A more appropriate educational programme is likely to be formulated if professional staff and interested parents work together to shape a school policy. It is hoped that new policies and methods, agreed to by parents and teachers, can be more smoothly introduced in the school and more readily accepted by the community when they are publicised and explained by members of a council who are parents themselves.

Councils should, when discharging their duties in this regard, be fully aware that the Principal is in control of the school programme, subject to the Act, the Regulations and the policies conveyed to him by the Director-General and his Regional Director.

Councils are asked to recognise that their function is of an advisory nature, designed to give the Principal the support and advice which are necessary if he is to reach informed decisions in terms of his defined responsibilities whereas the overall acceptance of the advice given, and the manner of implementation must rest with his staff.

121.3 Other Roles

It is hoped that councils, communities, parents and teachers will work together in an effort to discover what roles school councils can play in differing circumstances and to understand that these can vary from school to school. Such understanding helps to ensure that the efforts of a council are used for the purpose for which schools have been established—the welfare and development of pupils.

121.4 Incorporation

Section 84 of the Education Act affords councils the legal provisions of incorporation without having to make application pursuant to the Associations Incorporation Act. The liability of individual members of a council is extremely limited and members are only liable (or something which they may do as individuals without the sanction of a council).

In the unlikely event that a council enters into a venture which fails, no action could be taken against individual members for any sum of money which may be left owing.

121.5 The Common Seal

The Common Seal may be—

(1) A metal dye, which is affixed to a document by mechanical impression;
(2) A metal stamp, which is impressed by hand on a piece of warm wax affixed to the document; or
(3) A rubber stamp,

and the cost of acquisition is to be met from council funds.

The seal may be of any shape but it is usually circular. It must contain the name of the corporate body, usually spaced around the circumference. The word "Incorporated" or the abbreviation "Inc." must follow the council name.

The seal is held by two council members appointed by the council and a record of their appointment should be included in council minutes. These seal holders are responsible for the safe keeping of the seal and they may use it in any particular case after the council has authorised its use by a resolution recorded in the minutes. When used, the signatures or initials of the seal holders should be affixed near the seal. A third seal holder may be appointed to act only in the absence of either of the main seal holders.

The seal must be used on—

(1) any agreement entered into by the council with other bodies or persons;
(2) Bank forms for change of operators on the council account; and
(3) Any document which is binding on the council.

121.6 Composition of Councils
(Refer to Regulation 201)
A council comprised of not more than 19 members and the number of parents on a council shall be greater than one-half of the total membership.

(1) In addition to elected parents, a council shall also have as members the principal of the school (ex-officio), elected representatives of the teaching staff, representatives of affiliated organisations, and in addition, for secondary and area schools, nominees of the local member of the House of Assembly and Local Government body.

(2) Scale for teacher representation—

<table>
<thead>
<tr>
<th>No. of Students</th>
<th>No. of Elected Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td>60</td>
<td>1</td>
</tr>
<tr>
<td>61-300</td>
<td>2</td>
</tr>
<tr>
<td>301-600</td>
<td>3</td>
</tr>
<tr>
<td>601</td>
<td></td>
</tr>
</tbody>
</table>

(3) Provision is also made for co-opted members, and for the representation in secondary schools by two senior students elected by the Student Representative Council.

In general, the term “parents” used in relation to the composition of a council, refers to parents of students at a particular school rather than parents in general and this reflects the desirability of ensuring that decisions taken by councils are relevant to the school environment and to the interests of the students at each school. However, this does not preclude persons who do not have children or who no longer have children attending the school, from being members of a council.

Membership of a council does not have to terminate automatically when the child of a parent councillor leaves the school. Councillors in this position may complete their term of office or resign as they see fit. This policy provides flexibility to best suit local circumstances and it is expected that whatever arrangements are adopted will reflect the best interests of the school and its students.

Councils may, if they wish, invite observers without voting rights to attend meetings either for a limited period or on a permanent basis. Such observers may be canteen supervisors or welfare club representatives, if not already on the council, or persons with a special knowledge of a particular project being undertaken at the school.

121.7 Casual Vacancies
121.7.1 General
The seat of a member of a council becomes a casual vacancy when he dies, resigns by notice in writing given to the chairperson, or is removed from the council by the Minister under Regulation 204. The Minister will not remove a person from council membership unless a written request to that effect is received from the council of which that person is a member.

121.7.2 Filling of Casual Vacancies
(1) Casual vacancies in the membership of a council shall be filled as follows—
   (a) Persons elected at Annual General Meeting: A council shall appoint a person to the vacant position.
   (b) Other nominated members: The appropriate person or association will make a further nomination.
(2) Notification to the Department of new members should be made as soon as the vacancies are filled.
(3) Persons filling casual vacancies shall hold office for the balance of the term of the person replaced.

121.8 Liabilities of Councils for Contracts Entered Into
Councils entering into contracts will be liable in respect of such contracts where they consider that the contract has not been carried out satisfactorily.

The fact that the Department may have agreed to provide a subsidy for the work concerned does not make it a party to any contract for that work, or render it liable under such a contract.

Councils should understand that, while the Department may in some cases provide financial assistance, they themselves are expected to use reasonable care and prudence in entering into contracts.

The Department, although fully appreciative of the valuable assistance rendered by councils, is not able to give assurance that it will necessarily provide financial or legal assistance whenever a council meets any difficulties in the execution of a contract.

In a case of unusual hardship or should unforeseen circumstances arise, the Department may be prepared to consider sympathetically any request for any special kind of help, but in general, councils must handle their contracts themselves, and if in doubt as to their position, obtain legal advice locally.

121.9 The School Council as an Employer
121.9.1 General
(1) As such councils are incorporated bodies, they have the power to employ people to perform work for them. A council can be an employer and have all the associated rights, obligations and liabilities in the same way as any other employer.
"When a person is engaged by a council to perform some task at the school for payment he is considered to be either an employee or a contractor".

(a) A person is considered an employee when the person who engaged him is able to control or direct, not only what he is doing but also how it is done. The employee normally works at his employer's place of business, and is paid regularly according to defined hours worked. He does not have the right to sub-contract or to delegate his work.

(b) An independent contractor is a person engaged to produce a certain result. He is not usually paid at regular intervals but will be paid at the completion of his engagement. His engagement cannot normally be terminated until the work he is engaged to do is completed. The independent contractor will provide his own plant and equipment and work hours of his own choice.

(c) A council's responsibilities to both "employees" and "contractors" is given below.

A council is liable for any injury or damage which an employee or independent contractor sustains which is reasonably foreseeable in circumstances where the law imposes a duty of care on a council and it may be that in some circumstances a council could be liable to third parties for the acts of independent contractors. Where a council considers that it is possible that damage could be sustained it should take out an appropriate insurance policy i.e. public risk policy. Where a council engages a person as an employee, that person is covered under a special government policy with similar benefits to the Workmen's Compensation Act. Schools are required to meet the cost of premiums for Workmen's Compensation only when the project being undertaken is funded through the School Commission Innovations Grant.

121.9.2 Insurance of Voluntary Workers

(a) The policy of insurance covering voluntary workers in schools gives benefits equal to those under the Workmen's Compensation Act as amended, with the proviso that medical expenses are to be recouped from any hospital or medical fund prior to application being made for recoup of any balance outstanding. The Government meets the full premium payment in relation to such cover.

(b) Persons covered by this policy are those under the age of 70 years who carry out voluntary duties on school premises or other premises being used by schools for functions or activities and when the voluntary work is being done under the direction of an official of the school or of a council.

(c) In the case of accident to a voluntary worker the following procedure is to be adopted—

(i) Forward to the Chief Accountant, Education Department, a report of the accident.

(ii) Forward to the Chief Accountant receipted accounts for medical and/or hospital treatment, together with a certificate from medical or hospital funds showing amounts recouped.

(iii) When the injured person loses wages he must forward—

(a) a statement from his employer showing average weekly earnings for the twelve months preceding the date of injury; and

(b) a medical certificate covering any period of absence from work on account of his injury.

121.9.3 Long Service Leave Provisions

(a) Employees of school councils, whether full or part-time, are entitled to long service leave subject to the provisions of the Long Service Leave Act.

(b) Councils should make themselves aware of the provisions of the Long Service Leave Act so that they recognise their responsibilities in this regard and take appropriate action to ensure that these responsibilities will be met, and make arrangements to set aside sufficient funds to meet future long service leave applications from any of their employees whether full or part-time.

(c) Any enquiries concerning this matter should be directed to the Department of Labour and Industry.

121.10 A Council's Liability for Injury To and Loss by Students

A council can only be held responsible if it can be proved that the injury was a result of negligence on the part of an agent (independent contractor) or servant of the council.

The liability would extend to Further Education students in the same way as it is applied to ordinary students and, if a council considers that it is possible that injury may be sustained by Further Education students, it should take out an appropriate insurance policy, i.e. public risk policy.

However, if there are student members on a council they could not receive damages or compensation for injury suffered if they were aware of the act or omission on the part of the council which resulted in the incident causing the loss or damage.

121.11 A Council's Responsibility for the Activities of the Other Parent Bodies

A council cannot be responsible for the activities of other bodies at the school such as the Infant Mothers' Club, as they are entities separate from the council. However, this would not be the case in the event of the following—

Any one of—

(a) a council authorises or agrees to indemnify them in writing if an action is brought against them for loss or damage;
(2) a council gives prior approval for them to act on its behalf; or
(3) they are an affiliated body acting in accordance with the sanction of the council.

121.12 Schools Exchange and Travel Scheme
Each year details of the abovementioned scheme, which is open to teachers, para-professional staff and parents involved in primary, secondary and special education in both Government and non-Government schools, are published in the Education Gazette.

121.13 Publications of Note
Council members should have access to the following publications—
(a) The Education Act
(b) The Regulations under the Education Act
(c) The Administrative Guidelines
(d) The Education Gazette.

122. Council Meetings
122.1 Annual General Meeting
122.1.1 General
Notice of a meeting for the purpose of election of persons to fill vacant positions on a council must be given prior to the 15th March of any year. The meeting should be held before 31st March.
122.1.2 Before the Meeting
The Principal of a school should—
(1) Confer with (he chairperson or president as a matter of courtesy, regarding the most suitable time for the meeting,
(2) give at least seven days notice to the children and parents of the date, hour, place and business of the meeting,
(3) forward as a matter of courtesy, a written note to each retiring member advising him of the expiry of his term of office and pointing out his eligibility for re-election,
(4) remind the Treasurer of the council and of any affiliated bodies of the necessity for the production of an audited statement of receipts and expenditure for the previous twelve months, and the necessity for payment of all outstanding accounts before the meeting,
(5) arrange for the election of staff representatives and the nomination of representatives from affiliated organisations, and where applicable, from the student body, the Local Governing Body and the Local Member of the House of Assembly; and
(6) peruse the Education Department Regulations regarding the election of members of a school Council.
122.1.3 During the Meeting
(1) The annual general meeting will be under the chairpersonship of the Principal or his nominee, who shall have power to decide any question or dispute that may arise during the progress of an election, and who may, if in that person's opinion circumstances render it necessary, adjourn the meeting to a date fixed by that person.
(2) In addition to any business which may be brought before the meeting, the following statements shall be presented to the meeting—
(a) properly audited statements of receipts and expenditure from school council funds for the preceding year and similar statements from each other school/parental body. It would make budgeting easier if each school organisation maintained its own records on a calendar year basis, that is, books closed for audit on 31st December each year;
(b) statements of the financial positions on 31 December of any grants made by the Department to the school;
(c) a statement from the Principal of the financial state of all school accounts as at 31st December; and
(d) such reports from the council and affiliated parent organisations of their activities over the preceding year as the council may determine.
122.1.4 Procedure following the Meeting
The Principal shall, as soon as possible after the annual general meeting—
(1) ensure that retiring members or office bearers hand over all council books, papers and funds to the incoming council;
(2) make the necessary changes in the school record of the names and addresses of council members; and
(3) fix, in consultation with the known members of the new council, the date and time of the first meeting of the council and notify members accordingly.

122.2 Special General Meeting
122.2.1 A special general meeting of parents of a school must be called by the Principal of that school to discuss the financial situation of the council and to recommend to the Director-General such action as the meeting considers necessary, when a request for such a meeting is made by—
(1) The Director-General; or
(2) a decision of the council; or

Reproduced with permission of the copyright owner. Further reproduction prohibited without permission.
(3) a request in writing to the Principal signed by at least twenty parents or at least fifty per centum of the number of parents of students attending a school, whichever number is smaller.

122.2 At a special general meeting called by the Principal for these purposes, a council is required to submit a properly audited statement of receipts and expenditure for such period, not being less than twelve consecutive months, as the Director-General may determine, and such other books of account as he may decide.

122.3 The Principal is required to give parents and all other interested persons at least seven days notice of the date, hour, place and business of the meeting through the medium of the school newsletter or by some other suitable means.

122.3.1 First Meeting of a school Council.

Office Bearers—Appointment of

At the first meeting of a council held after the annual general meeting the members present shall appoint the following officers—

(1) a Chairperson,
(2) a Secretary,
(3) a Treasurer—duties defined in Regulation 231, and
(4) such other officers and sub-committees as the council may determine.

(The offices of Secretary and Treasurer may, if the council so directs, be held by the one person).

122.3.2 Other Appointments

The meeting shall also make the following appointments—

(1) two members of the council to hold the common seal;
(2) two or more members of the council to act as signatories for the school council account;
(3) an auditor who shall be other than a member of the council.

122.3.3 Notification to Department

The Principal is required to notify the Department of the names and addresses of the Chairperson, the Secretary and members of the council as soon as these are known on the form supplied by the Department. (Form AD42 forwarded to schools annually).

122.3.4 Procedures

The attention of councillors is directed to Regulation 205.

123. Finance and Equipment

123.1 General Accounting Matters and Banking of Funds

123.1.1 Refer to Regulations 221 to 233, and the publication entitled “School Fund Accounting”.

123.1.2 Where banking facilities exist, the council is required to open an account in the name of the council (Inc.) and bank either at the State Bank or the Savings Bank of South Australia, unless there are good and practical reasons for doing otherwise.

123.2 Duties of Treasurers—(Refer Regulation 231)

123.2.1 The maintenance of books of account requires the Treasurer, among other things, to—

(a) enter all transactions in the cash book, and
(b) close off both sides of the cash book, deducting payments from receipts to create a balance on hand and reconciling that balance against a current bank statement once per term.

123.2.2 Treasurers should be familiar with the principles contained in the publication “School Fund Accounting”.

123.2.3 If advice on school accounting matters is required at any time, enquiries should be made of the School Accounts Inspection Section, Education Department, Adelaide.

123.3 Purchase of Land

123.3.1 Refer to Section 34(2) of the Education Act. Principals and School Councils becoming involved in negotiations for the purchase of land for educational purposes should be aware that land values are established for the Department by the Valuer-General and no agreement should be entered into in respect of any land transaction until the value of the land has been fixed by the Valuer-General.

123.4 Purchase of Vehicles

123.4.1 A council purchasing a vehicle for school use is responsible for its maintenance and running costs.

123.4.2 A council may purchase a used Departmental vehicle if one is available.

123.4.3 Any bus to be purchased must be examined by a Department bus examiner, prior to a contract being signed.

123.4.4 A safety certificate may be required where considered appropriate.

123.5 Registration of Canteens

Canteens need no longer be registered individually by schools with the Department of Labour and Industry. The Department has arranged for the bulk registration of all school canteens pursuant to the Industrial Safety Health and Welfare Act and the Regulations thereunder.
131. Establishment
The Education Act and the Regulations thereunder make provision for the establishment of school councils. In addition, Section 89 of the Education Act enables the Minister to authorise the constitution of such committees as he thinks fit to be affiliated with the council.

132. Approved affiliated bodies
Those organisations which have to date been determined by the Minister to be affiliated bodies pursuant to Section 89 of the Act are—
(a) Welfare Clubs,
(b) Mothers Club, and
(c) Parents and Friends Associations or bodies with a similar constitution and purpose although they may have a different title, e.g. Parents and Citizens Association, etc.

133. Benefits of Affiliation
All affiliated bodies enjoy similar benefits to school councils in respect of incorporation, insurance, etc., provided that their activities are sanctioned by the council and close co-operation and communication between such organisations and the council is urged.

134. Correspondence
All authorised affiliated organisations must make approaches to the Department through the agency of their school council.

135. General
135.1 The various parent organisations that have come into being and have grown with school councils represent, in the view of the Department, a desirable means whereby lay persons and, in particular mothers, in the case of Welfare Clubs and Mothers Clubs, can at one and the same time express and develop their interest in education and also provide valuable corporate material assistance to the schools.

135.2 The value attached to all affiliated organisations is indicated by the requirement for each organisation to be represented by membership on the council.

135.3 The attention of all members of affiliated organisations is directed to Regulations 221 to 233, and in particular to Regulation 226, and also Regulation 210.
APPENDIX C

Memorandum to Heads of Departmental Schools
Freedom and Authority in the Schools
MEMORANDUM TO HEADS OF DEPARTMENTAL SCHOOLS:
Freedom and Authority in the Schools

I have been asked to define more clearly what is meant by the freedom you and your staff have been exhorted to use in the schools. I shall be grateful if you will make the contents of this memorandum known to your staff.

Let me say at the outset that you, as Head of your school, by delegated authority from the Minister and the Director-General, are in undisputed control of your school.

Within the broad framework of the Education Act, the general curriculum advised by the curriculum boards and approved by me as Director-General of Education, and the general policy set by the Director of your Division and communicated to you by circular, you have the widest liberty to vary courses, to alter the timetable, to decide the organization of the school and government within the school, to experiment with teaching methods, assessment of student achievement and in extra-curricular activities.

Grouping, setting, streaming, development of tracks, block timetabling and ungrading are all acceptable schemes of organization. Co-operative teaching, team teaching, tutorials and independent study are all acceptable methods for teaching and learning.

In any experiment or variations the general well-being and education of the students must be the prime concern. Consequently any major change should be with the full knowledge of parents.

In exercising your authority and freedom to run your school as you think fit, of necessity you must have the backing of your staff. Without their support and participation and their adequate preparation, any departures from tradition will have little chance of success.

Just as you have professional freedom and delegated authority, so too the same privileges should be extended to your staff, who in turn must accept your ultimate authority in the school and the stake that parents and students have in what goes on in the schools.

Staff members will more readily follow a course of action if they have been taken into confidence and have shared in formulating the policy. They will be less effective and less enthusiastic if they feel that communication is all one way and their voices are not heard.

With any innovation it is expected that the motive is to meet more effectively the needs of students. A sound reason for rejecting, say, a trial of “setting” English or Mathematics or indeed of classes in any given subject, might be that there were insufficient teachers of the appropriate kind available at the one time to organize it. An unsound reason would be that “setting” is perhaps more difficult to arrange administratively.

No experiment must commit the Education Department to supply more staff, more accommodation, more equipment or more funds without prior consultation. Nor must parents be put to expense without their concurrence.

The question of Government in a school is of prime importance, and should therefore make provision, especially in secondary schools, for student opinion to make itself known. Ways of bringing this about will differ with the size and nature of each school, and the relative age and maturity of the students concerned. Methods are best left for the schools to work out.

Finally, the sooner the old concept of the fixed timetable and strictly regulated movement as the blueprint of the school day disappears, the better.

The timetable should reflect a great variety of individual approaches. The timetable should be the servant of the curriculum, and both be servants to the student.

(A. W. Jones)

August, 1970.

Director General Education
APPENDIX D

Correspondence to Nominating Team
I am writing to request your assistance in a task associated with the
development of my doctoral dissertation. The design of a training model for
school councils in South Australia is the major objective of the dissertation.
An extensive review of the literature and the practice associated with the training
of advisory councils in the U.S. was undertaken, and together with my knowledge
of the South Australian scene, a model was developed.

The validation of this model is to be carried out by a panel of judges.
It is in this respect that I seek your help. Please check the names of people
on the attached list who, you believe, meet the following criteria.

1. Have written in the fields of citizen participation, training, and
   public policy development.

   AND/OR

2. Have trained in the fields of citizen participation and public policy
development.

   AND/OR

3. Have been recognized by professional peers, in the fields of citizen
   participation, training and public policy development.

   If your name appears on the list, please respond to the criteria in the same
   way. Names should be added to the list if you believe it appropriate. Based upon
   weight of nomination, five judges will be chosen.

   A stamped addressed envelope has been provided to facilitate your prompt
   response. I thank you for your assistance and I would be pleased to share
   my work with you when finalized.

   Sincerely,

   Kevin R. Griffiths
PLEASE INDICATE WITH A CHECK-MARK, WHICH OF THE FOLLOWING PEOPLE YOU BELIEVE MEET THE THREE STATED CRITERIA. PLEASE ADD OTHER NAMES IF APPROPRIATE.

- Bob Biagi, Citizen Involvement Training Project, U of Massachusetts.
- Janet Chrispeels, Information Project on Education: Network (IFEN), Palo Alto, CA.
- Phillip Clark, Center for Community Education, U of Florida.
- Don Davies, Institute for Responsive Education, Boston.
- Bill Grimshaw, Community Leadership Training Center, Western Michigan U.
- Michael Kaplan, Mid-Atlantic Center for Community Education, U of Virginia.
- Everette Nance, Midwest Community Ed. Development Center, U of Missouri.
- Steve Parson, Cooperative Extension Program, Virginia Polytechnic.
- Wayne Robbins, Mott Foundation, (formerly San Diego County).
- Jerry Robinson Jr., Agricultural Economics, U of Illinois.
- Bruce Sorter, Cooperative Extension, U of Maryland.
- Ross Zerchykov, Institute for Responsive Education, Boston.
APPENDIX E

Validation Questionnaire for Two Models
Related to the Training of Advisory Councils
I am currently completing my doctoral dissertation at Western Michigan University, "A model for the training of school councils in South Australia." I recently requested nominations of persons conversant with the fields of citizen participation, training, and public policy development. This has resulted in the selection/formation of a five member judging panel to validate two sections of my dissertation. By weight of nomination you have been chosen by your peers to be a member of the judging panel.

So as to facilitate the validation process, I will give a brief outline of my dissertation. Chapter 1 consists of a needs statement. In South Australia, several hundred mandated school councils exist within the one system, each council advising the principal of the school in matters pertaining to exercising "a general oversight over the well-being of the school." On the whole, school councils in S.A. are ineffective in providing this advise. It is my belief that the training of school councils can alleviate most of this ineffectiveness.

Chapter 11 reviews; (1) the literature on group dynamics; (2) the research in the U.S. on the effectiveness of advisory councils; and (3) the current training and non-training practices related to advisory councils in the U.S. Because of the dearth of literature and practice relating to advisory councils in Australia it was decided to use U.S. literature and practice as a base to assist in the development of a model suitable to train school councils in South Australia. To structure this review of the practice, a six level categorization is utilized, each level combining similar strategies.

The methodology, incorporating procedural steps, forms the basis of Chapter III. The review of current advisory council training and non-training strategies from Chapter 11 is used to develop, "A model depicting current U.S. training and non-training strategies." (The "U.S. Model") Together with my knowledge of the South Australian scene the findings from the U.S. Model are used to develop a five component model, "A model for the training of school councils in South Australia." (The "S.A. Model")

Chapter IV is the U.S. Model and Chapter V the S.A. Model. To validate each model a five member judging panel is independently requested to respond to a list of statements with opinions being measured via the use of a five point Lickert-type scale. Space for comments is included.

I would appreciate your response to the validation questionnaire by the time we agreed upon during our recent phone conversation. Chapters IV and V have been sent to you in pre-edited form in order
to speed up the validation process. With your cooperation, I hope to complete the study prior to my return to Australia in December. You will find the questionnaire, together with instructions, enclosed. I thank you for your assistance in this endeavor. The final dissertation will be placed on microfilm through the ERIC system, in 1982.

Sincerely

Kevin R Griffiths
Please note that the Validation Questionnaire has been developed to elicit your opinions regarding:
1. A model depicting current U.S. advisory council training and non-training strategies (Chapter IV), and
2. A model for the training of school councils in South Australia. (Chapter V)

Directions
1. Please complete the instrument after you have read Chapter IV (the U.S. Model) and Chapter V (the S.A. Model).
2. Please respond to each item by circling the number that represents the degree of your agreement or disagreement with each statement. Rating is on a five point scale.

   5 = strong agreement (SA)
   4 = agreement (A)
   3 = neither agreement nor disagreement (N)
   2 = disagreement (D)
   1 = strong disagreement (SD)

3. Space for comments is provided after each statement.

IN RELATION TO CHAPTER IV, PLEASE RESPOND TO THE FOLLOWING STATEMENTS.

1. Strategies incorporated into each of the (SD)(D)(N)(A)(SA) six levels of the model accurately represent current advisory council training and non-training practices in the U.S.  
   1 2 3 4 5

Comments:

2. The relative standing of each level of the model accurately represents the "degree of strategy effectiveness," as depicted in figure 1, p. 58.
   1 2 3 4 5

Comments:
3. Figure 2, p. 64 and related discussion presents a methodology to ensure the improvement in the effectiveness of advisory councils.

Comments:

4. It is recommended that the substance of the U.S. Model is acceptable as an article for inclusion in a relevant journal.

Comments:

5. Overall, the model depicting current U.S. advisory council training and non-training strategies, is accurate.

Comments:

IN RELATION TO CHAPTER V, PLEASE RESPOND TO THE FOLLOWING STATEMENTS.

6. The content outline presented for the "School councillors handbook" (pp. 74-78) is appropriate for improving the effectiveness of school councils in South Australia.

Comments:
7. The objectives and program outline for the "Conferences with integrated workshops" (pp. 81-86) are appropriate for improving the effectiveness of school councils in South Australia.

Comments:

8. The objectives and program outline for the "Chairperson and principal workshops" (pp. 86-88) are appropriate for improving the effectiveness of school councils in South Australia.

Comments:

9. The objectives and program outline for "The total package for one council" (pp. 90-93) are appropriate for improving the effectiveness of school councils in South Australia.

Comments:

10. The "Training of trainers program" component (pp. 93-95) is appropriate for improving the effectiveness of school councils in South Australia.

Comments:
11. It is recommended that the substance of the S.A. Model is acceptable as an article for inclusion in a relevant journal.

Comments:

12. Overall, the five components of the S.A. Model are appropriate for improving the effectiveness of school councils in South Australia.

Comments:

IN RELATION TO CHAPTERS IV & V, PLEASE RESPOND TO THE FOLLOWING STATEMENTS.

13. Taken as a whole, the development of the S.A. model is consistent with the findings from the U.S. Model.

Comments:

14. It is recommended that Chapters IV and V be required reading for anyone requesting knowledge of advisory council training practices.

Comments:
BIBLIOGRAPHY


Amadio, L. R. Personal communication, May 26, 1981.


Brown, D. Personal communication, September 3, 1981.


Butler, D. C. Personal communication, April 3, 1981.

Cale, L. B. Personal communication, March 30, 1981.


Clark, P. A. Personal communication, September 11, 1981.

Clarke, J. A. Personal communication, April 1, 1981.


Fish, P. Personal communication, May 16, 1981.


Grimshaw, W. F. Community leadership development program. Unpublished manuscript, Western Michigan University, 1981.


Ratz, K. Personal communication, March 17, 1981.


Rogan, B. Personal communication, March, 1981.

Rohrer, H. Personal communication, March, 1981.


Sukuma, T. Personal communication, March, 1981.


Van Ness, R. Personal communication, April 13, 1981.
