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EDUCATIONAL PLANNING

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FROM THE EDITORS

This issue of Educational Planning is focused on educational planning issues of both concepts and practices in both K-12 and higher education. It covers an international authorship from Asia, Africa, and North America. Two of the articles in this issue deal with issues in higher education, namely governance organization and practical instructional approach. The third article relates to the planning of achieving quality education in secondary education. The fourth article elaborates on the application of the flipping concept in planning for education at all levels.

The purpose of Xiao's study is to analyze the governance structure of Tsinghua University, China, at the school and the department levels. The findings identified five types of governance at the school and the department levels. The special features of each type of model were analyzed to reflect their suitability to the corresponding schools or departments.

The study by Leggett and Smith is designed to address issues of equity that students inconsistently encountered through field experiences. This self-study focuses on the implementation of a case study that has become part of the culminating assessment for a course in the principal preparation program. Student responses indicated that case method instruction offered an opportunity to consider decisions involving equity in a low stake environment.

Aklilu's study is aimed to explore experts' perceptions of quality management challenges in secondary education in Ethiopia. This study revealed that major problems that affected quality management practices in Ethiopia were lack of qualified experts at all levels; lack of accountability in every echelon; the changing nature of teacher education; the ineffectiveness of teacher-licensing programs; and lack of educational budget and the problem of utilizing this limited budget.

The conceptual paper by Johnson and Chan is aimed at recognizing the special features of the flipped classroom and exploring the aspects of opportunities that the flipping concept can be applied to educational planning. The authors identified "increased interaction" and "practical application" as the two key elements that benefit the educational planning process.

The articles in this issue have a common core to focus on issues in improving the quality of K-12 and higher education. Identifying the underlying problems are the keys to seeking ways of improvement. Additionally, the courage to try innovative alternatives to meet with anticipated challenges is endorsed by all the authors in planning to improve education.

Editor: Tak Cheung Chan
Associate Editors: Walt Polka and Holly Catalfamo
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February 2022

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A CASE STUDY OF THE GOVERNANCE MODELS OF SCHOOLS AND DEPARTMENTS IN TSINGHUA UNIVERSITY, CHINA

HONGYING XIAO
Tsinghua University, China

ABSTRACT

The purpose of this study is to analyze the governance structure of Tsinghua University at the school and the department levels. This study takes a qualitative approach by collecting data from university archive and in-depth interviews. The data were triangulated to seek for common patterns and emerging themes. Five types of governance at the school and the department levels were identified: the pluralistic co-governance model, the academic-led model, the administrative-academic coordination model, the academic-social interaction model, and the state-led model. The special features of each type of model were analyzed to reflect their suitability to the corresponding schools or departments.

INTRODUCTION

For years, the Chinese government has been promoting the reform of higher education by continuously searching for areas of improvement with particular focus on diminishing administrative bureaucracy and decentralizing managing authorities. Many research oriented Chinese universities have taken the lead in reforming their systems of governance in response to the call of the Chinese government. Tsinghua University, a leading research university in China, has a long history of continuous reforms in higher education to meet the needs of social and economic development. In 2014, the Chinese government officially approved Tsinghua University to be one of the experimental fields for the comprehensive reforms of higher education in China. The university assumed the reform responsibility by starting with its personnel system as a testing ground. Then, based on the experiences of personnel system reform, the university initiated practical reforms of its governance in other areas such as education, scientific research and institutional mechanism. The reform effort of Tsinghua University in the structure and function of its governance body, particularly at the school and the department levels, can serve as a very typical model for other universities worldwide in conducting their governance reforms. The purpose of this study is to examine the effort of Tsinghua University in delivering its governance system for the improvement of system efficiency and effectiveness at the school and the department levels. Tsinghua University is in the front line of research universities in China. The effort of Tsinghua University is leading other major Chinese universities in initiating reorganization of their governance systems.

CONCEPTUAL FRAMEWORK

Theory of Governance

Yu (2014) stated that a system called governance needs to be created in an organization to generate specific guidelines as to how complicated encounters can be resolved. He claimed that, in any organization, attention needed to be drawn to the detailed technicalities of the governance mechanism with work division and shared responsibilities so that all parties involved knew what were expected of them. Jessop (1998) also acknowledged that such a system of governance has proved to work in many university systems of multi-levelled authorities.

Stakeholder Theory

Freeman (1984) explained the difference between shareholders and stakeholders of an organization. He claimed that shareholders of an organization were only interested in profit making as a result of the operation of the organization. Stakeholders of an organization consist of all members of the working team who plan and work hard together to meet the organizational goals. Some stakeholders may be coming from outside of the organization. They contribute to the success of the organization by offering monetary and material support besides personal time and effort. Freeman (1984) reiterated that stakeholders hold different positions and play different roles in the operation of the organization. A university is structured with multi-levelled layers of authorities. The stakeholder theory has been employed by many universities to suit their governance needs.

Organizational Behavior Theory

Luthans (2002) elaborated on his positive organizational behavior theory in practice. He uttered that the best components of a successful organization consisted of quality human resources and positive mindset of its members. The theory has been adapted to human resource development for the improvement of organizational performance. Robbins and Judge (2008) further elaborated that the study of organizational behavior was focused on the relationship of individual behaviors, group behaviors and system behaviors within the organization. He added that these three behaviors could interactively impact the developmental activities of the organization. In a university setting, leaders in higher education are able to draw upon the enthusiasm of the most talented minds in different academic fields. It becomes clear that the most positive psychological spirit of the university can be turned into the most powerful strategies to contribute to the best success of the university.

LITERATURE REVIEW

The Mission of Higher Education

The mission of higher education has been the argument of different scholars. It is commonly believed that the main functions of the academic organizations include the exploration of advanced knowledge and the satisfaction of social needs. Brubacher (1982) asserted that higher education institutes were established in search of higher levels of knowledge. He was also in support of the practicality that the outcomes of advanced knowledge need to serve in improving the livelihood of people in the country. The scholastic point of view has held that faculty members of the universities are required to demonstrate their scholarship in addition to their teaching responsibilities (Braxton, 1996). However, some scholars have argued that higher education must serve the political purpose of a country by preparing the needed manpower of all levels to keep the country going (Council of Europe, 2007; Gibson, 1976). On the other hand, new political managerialism could infiltrate governmental strategies and modified existing governance models of higher education (Braun, 1999).

Division Between Administration and Academics in Higher Education

For years, teaching staff and administrative staff of higher education have understood that the core of university governance is the rational allocation of responsibilities and effective operation of diversified entities (Allen & Mintrom, 2010; Birnbaum & Edelson, 1989; Corson, 1960; Liu, 2015; Wang, 2002; Yuan, 2000). Academic staff with their specialties in their areas of expertise are held responsible for academic program development and instructional strategies to the best benefit of the students. They have a free hand to manage academic matters such as student admission, student evaluation and student graduation requirements (Brubacher, 1982). Jasper (1960) has agreed that academic freedom in universities should be enjoyed by academic staff who teach and research on subjects at their own free will and students can freely choose to study subjects of their own interest. However, administrative staff are also well trained in their areas of business expertise. As Brubacher (1982) declared that a collaborative division of work must be reached between teaching staff and administrative staff to achieve a high degree of efficiency and effectiveness of university operation.

The Role of Faculty in University Governance

University governance is embodied in the faculty level. The most significant aspect of governance is to respect the faculty members and their associated schools and departments by highlighting the leading role of faculty groups in the governance organization (Schoorman 2013; Tuchma, 2015). An effective university governance ensures faculty participation through academic power organizations such as academic committees and administrative task forces (Maassen, 2000; Schaeffer, 1991). Glass (1980) studied the role of faculty members in university governance through the faulty members' expectations of their roles. She concluded that faculty members in general showed a desire to participate in a wider range of decision-making processes, and female or non-tenured faculty members expected a high degree of participation in university governance.

Stakeholders in University Governance

University administrative staff, faculty members, students and the university cooperative partners are commonly identified as the stakeholders in university governance. Good interaction within the university among the stakeholders determines the effectiveness of the governance (Gallos, 2009; Zhao & Yan, 2012). Student participation in decision-making on matters of students' vital interest is an essential part of the university governance. Therefore, the importance of student participation in university governance is the concern of educational researchers of higher education (Chen & Chen, 2013; Maassen, 2000). In addition, cooperation between faculty members and administrators on university governance is also an important factor contributing to the success of the governance (Del Favero, 2003; King, 2013). Furthermore, the role of the deans of schools plays another important factor to the effectiveness of the governance. The deans' perceptions of faculty governance, their administrative decisions and their leadership styles have impact on how the university governance works (Bolton, 1996; Gmelch et al, 1999; Ren, 2009). Wise, Dickinson, Katan and Gallegos (2020) proposed to higher education policy researchers and university managers the establishment of indigenous university governance with fundamental elements of diversity, equality, and inclusivity. They aimed to empower Indigenous leaders to create positive impact in higher education, contributing to high quality education and research for Indigenous students and communities.

Governance Systems in Chinese Universities

Chinese scholars have commented on the governance systems in Chinese universities. Some have taken the governance system in view of the Chinese cultural context. They claimed that the direction of the governance activities needs to be developed to achieve the university goals (Liu, 2015; Qin, 2013). The authorities of the university governance system are conferred by the charters and rules of the university. Therefore, for the governance system to be effectively operated, the charters and the rules of the university need to be straightly followed (Yuan, 2012). In developing the university governance system, the most fundamental thing is to clearly stipulate the way of assignment of responsibilities and the procedures of stakeholders' participation in academic decision-making (Ouyang, 2008). Han and Xu (2019) argued that the underlying governance logics of Chinese higher education were moving from direct controls to indirect supervision; however, they claimed that despite the increasing university autonomy and academic freedom in some areas, the state has not abdicated its authority over higher education institutions.

Studies on The University Governance

Most of the studies on university governance have been focused on the internal organization and the responsibilities of the composing entities of the governance. However, some scholars have shifted their studies from the institutional areas to the personnel areas emphasizing the importance of formal and informal interactions between stakeholders in professorial governance by highlighting the importance of human concerns (Ehrenberg, 2004; Li, 2013; Xuan, 2012). Some researchers also emphasized the need for studying university governance under a broader context of the times basing on a more precise understanding of the history and cultural environment of the universities and the entire higher education system (Yonezawa, 2014; Zhao & Yan, 2012). Claxton-Freeman (2015) also studied four-year public institutions to determine if there are significant differences among the institutions based on efficiency and effectiveness scores within the types of governance structures in operation in the United States. All these studies have opened alternative directions to explore the significance of governance in higher education systems.

RESEARCH QUESTION

What governance models are used in the structure of the organizational system in Tsinghua University?

METHODOLOGY

Research Design

This study takes a qualitative approach by undergoing indepth interviews with research participants and reviewing significant documentary files in the respective academic units. As described by Fraendel, Wallen and Hyun (2012), 'Rearch studies that investigate the quality of relationships, activities, situations, or materials are frequently referred to as qualitative research.' (P. 426)

Participants

Purposive sampling method and snowball sampling method were used to identify the research participants in this study to represent the administrative section, the academic section and the support section of the university. Consequently, a total of fifty-three members of the administrative section, the academic section and the support section agreed to participate in the study. The administrative section includes twenty-nine deans and deputy deans of schools and party secretaries. Academic representatives include fourteen persons consisting of chairmen of academic committees, members of teaching and program committees, teachers, and student representatives. Support section is represented by 10 members to include office directors, chairman of student council, laboratory technicians and business managers. All the research participants agreed to personal interviews with the researcher in discussing relevant aspects of the university governance in this study.

Data Collection

Archival data relating to the University's history, organization, governance structure, systematic norms and subject cultures needed for this study were retrieved from the filed documents of Tsinghua University with the University permission. Document review only involves colleges or departments from which administrators, faculty and support staff were selected for the study. All the interviews with the research participants were semi-structured and completely open. A copy of the standard interview questionnaire (see Attachment) was sent to each of the interviewees prior to the interviews to allow them time for preparation. In some cases, follow-up interviews were conducted in order to fully explore the interviewees' personal experience on the structure, operation mechanism, characteristic experience, contradictions of the departments and the relationships between school and university (Bradburn et al, 1979).

Data Analysis

All the archived data of participating colleges and departments of Tsinghua University were examined through a careful documentary analysis (Creswell, 2009). The purpose was to seek for an understanding of the background of the developmental trend of the different current governance systems used within the Tsinghua University. The data collected through the interviews with participants were recorded and written into drafts. Recurring terms were systematically coded. Analysis of the interview data involved the careful observation of the emerging themes of the key elements of the interview data. A triangulation process was performed in lining up the interview data with the archived documentary data. The triangulation of two sets of data helps yielding meaningful findings to answer the research questions.

FINDINGS

Through a triangulation process, data from archival documents and in-depth interviews were carefully analyzed resulting in significant findings for the development of Tsinghua University. Results of data analysis indicate that five models of governance system are currently in operation at the school and department levels of Tsinghua University. They are the pluralistic co-governance model, the academic-led model, the administrative-academic coordination model, the academic-social interaction model, and the state-led model. The formation of these models has special historical relevance, and the models are applicable to different schools or departments to best suit the development of the corresponding disciplines. The findings of each model are presented in the following:

The Pluralistic Co-governance Model

The pluralistic co-governance model is highlighted by stakeholder participation, group decision and high level of collaboration. In this model, all the stakeholders in the school or the department participate in the governance of the school or the department. They include the dean, assistant deans, department heads and their assistants, professors, administrative staff, and students. Operating policies and regulations of schools or departments are made by different committees with participation of the stakeholders through group decision making. As stated by a department head, "All the members of the committees work together collaboratively with high professional standards to achieve the university goals."

The Department of Industrial Engineering has adopted the pluralistic co-governance model of administration since the department was first established with an American professor serving as department head. The department has maintained its internationally open policy, fair evaluation system and full participation of all the stakeholders. Committees with the leadership of department head, assistant department heads or senior faculty members make decision on the daily operation of departmental affairs with the collaboration of all the participating committee members. Committees are formed to reflect the different aspects of the departmental work such as the International Advisory Committee, Academic Committee, the Instructional Committee, the Student Practicum Committee, the Ethics Committee, the Curriculum Design Committee, the Promotion Committee, the Thesis Committee and the Doctoral Student Advisory Committee. Committee members serve on the committees with professionalism and respect for one another. For example, the Promotion Committee is attended by all the faculty members who review all the cases with care, fairness, and integrity.

The Academic-led Model

The academic-led model reflects the inherent requirements of basic scientific research and the free and independent development of talent cultivation. The school or the department governance is circled around the initiative of advancing scholarship as an essential component of the governance. When the academic-led model is adopted, it is believed that the school or the department is committed to academic development as its priority. “The academic theme is filtered into all aspects of the school or the department organizations and activities.” as described by a department head. Academic staff in the school or the department are given total freedom to undertake their research projects and are fully supported by the school or the department resources. In teaching responsibilities, academic staff are assigned with the task of developing students’ talents in scholarship and helping students grow as future scholars and researchers. The academic-led model is most applicable to the governance of purely basic disciplines such as mathematics, physics, biomedicine, and humanistic sciences.

Taking the Department of Physics as an example, the department has been chaired by internationally known scholars in the study of physics. He or she in turn recruits the top-notch scientists in physics to teach and conduct critical research in the department. The Department of Physics has initiated the tenure system to offer attractive benefits to keep its best professors in the department. The Tenure and Promotion Review Committee sets high standards to challenge the faculty members to contribute their best. Even at the annual faculty performance review of the department, demanding scholarship requirements are set for faculty members to meet. The department exposes itself to the international scene by inviting prestigious scholars worldwide to visit and lecture at the department.

These scholarly visitations not only promote Tsinghua University’s international status, but also provide excellent opportunities for faculty members and students to interact with well-known scholars of the field. In curriculum design, the department challenges the high-ranking universities worldwide and determines to develop its physics program to be levelled in alignment with the top standards of the world. To promote academic activities, weekly colloquium is held to provide opportunities for faculty members to share the progress of their research projects and learn from one another. High student academic standards are set by Academic Committee, Degree Committee, Undergraduate Program Development Committee and Graduate Program Development Committee in requiring outstanding student performance. The Department of Physics best exemplifies how the academic-led governance model acts.

The Academic-administrative Coordination Model

The academic-administrative coordination model of governance is a common model that is generally adopted by many schools in higher education institutions in the world. The great advantage of the model is that, through a division of work, the model offers a platform to keep a balance of the administrative power and the academic power within the school or the department. The model underscores the concept of specialization which supports the notion that when people are assigned to work in the best of their specialties, the most effective result is achieved in the work. The governance of a school or a department with the adoption of the academic-administrative coordination model calls for administrative work and academic work to be separated. While administrators manage all the extensive and tedious details of work procedures, scholars can focus their attention on teaching and scholarship development. The dean of a school further explained, "At times, administrators and scholars in the school or department may work together to resolve issues that relate to both administration and academics to attain the best benefit of the school or the department." In this model, in addition to aiming at high scholarship levels, the school or department is also working diligently to prepare practitioners of high quality to meet the social needs. Departments at Tsinghua University exercising this academic-administration coordination model of governance include the Department of Electronics, the Department of Mechanical Engineering, the Department of Automation, the Department of Chemical Engineering, the School of Architecture, the School of Environment, School of Civil Engineering, and the School of Social Sciences. The Department of Electronics in employing the academic-administration coordination model demands both administrators and academic staff to work together collaboratively to achieve the great mission of the university. Because of the division of work, the department has emphasized high level of specialization in each of the faculty's teaching and research areas. Faculty members are asked to challenge themselves at the highest international levels. The administrators have been reminded all the times that one of the university missions is to develop the talents of program participants and prepare them to serve as the front runners to lead the practical functions of society. In this respect, the administrators and the academic staff have worked together in developing the most efficient and effective programs to cultivate the best human resources to meet both the academic demands and practical needs of society. All the committees in the department, either administrative or academic, consist of members from both the administrative and academic sections to ensure a balance of voices for the advancement of the department.

The Academic-social Interaction Model

The academic-social interaction model is the product of the combination of the mission of world-class universities and the practical needs of applied disciplines. In growing to be a world class university, Tsinghua University has supported the schools and the departments to adopt the academic-social interaction model of governance to strengthen its academic research to be in the world's forefront. At the same time, the schools and departments are asked to position themselves as the provider of specialty services the society needs. Consequently, the schools or departments developed their programs in two tracks, one in scholarly research and the other in practical application. The development of scholarly research is seen in the expansion of graduate studies to match world standards. In practical application, the schools, or departments design programs to focus on producing graduates to meet the needs of practical work fields. On the other hand, as one of the department heads added, "the schools or the departments also contract with business or social organizations to help them with the specialty services faculty members can offer." This academic-social interaction model is very popularly used in disciplines of social sciences including the School of Economics and Management, the Law School, Department of Public Administration, Public Communication Department and the School of Education Studies.

The School of Economics and Management has successfully adopted the academic-social interaction model in the fast advance of the school. Academically, the school opens itself to international cooperation by working with world top universities in offering joint graduate programs such as the Master of Business Administration (MBA) program and the Executive Master of Business Administration (EMBA) program. In this cooperation, the school has drawn in world class scholars to enrich the program and upgrade the image of Tsinghua University worldwide. The school is closely connected with the business world to identify the specific needs of each business field so that the programs are geared at producing exactly the best candidates to suit the business market. Being confident of the high program quality of the school, many businesses work with the School of Economics and Management in offering in-service workshops for their current employees in the advancement of their knowledge and skills. The school administrators are also able to take advantage of the expertise of its faculty members in offering special designing, planning, and marketing services to many needed businesses for their future development. The School of Economics and Management has demonstrated itself to be a successful example in the application of the academic-social interaction model of governance.

The State-led Model

The state-led model, characterized by administrative command and centralized unification, is a special governance model quite different from other governance models of Tsinghua University. There are reasons for the existence and development of this model because it meets the country's needs of the national strategic development and international competitiveness. The state-led model of governance supports any state-funded special programs or projects which are particularly important in the development of the country. The model calls for a unification of the administrative and research activities by the creation of a school or department council to provide guidelines and lead the program or projects assigned by the state. In this model, academic freedom has to give in for the state directions. It is through this unique model that the school or the department can concentrate its effort and resources to achieve what the state assigns to do. In some areas, confidentiality needs to be highly maintained. The idea of this model of central unification penetrates through the teaching approach, curriculum design and practicum exercises. The Institute of Nuclear and New Energy Technology, Engineering Physics Department, School of Journalism and Communication are typical organizations in Tsinghua University that adopt the state-led model of governance.

For example, the Institute of Nuclear and New Energy Technology is fully supported by government funding to conduct research on nuclear development. The purpose of the institute is to put the effort of all the elite scholars together to research on the development of nuclear power and new energy technology to lead the world. The institute is also responsible for preparing world class researchers and practitioners in the field to support the nuclear industries of the country. The Institute Council, headed by the Head of Institute and participated by lead professors, manages all the academic and administrative business of the institute, and makes decisions on actions to be followed by all members of the institute. The council examines the goals of the institute and makes sure that the resources are appropriately allocated to all the research fields of the institute. Annual review of the performance of the academic staff is not by the quantity or quality of their publications. All the academic staff are reminded to demonstrate their own performance by collecting evidence of self-assessing their contributions to achieving the goals of the institute.

CONCLUSIONS

The findings of this study indicate that five models of governance system are currently in use at the school or the department levels of Tsinghua University: the pluralistic co-governance model, the academic-led model, the administrative-academic coordination model, the academic-social interaction model, and the state-led model. These models are being used in different schools or departments to best suit the development of their disciplines. Each model has its own special features that highlight interaction and inter-relationship of the stakeholders in the functioning of the school or the department. In deciding the type of model to be used, consideration needs to be given to the balance of academics and administration, stakeholder participation, division of responsibilities, efficiency, and effectiveness in attaining the university missions and the special requirements of the individual programs. The final decision on the model to be used should not be limited to the five types found in this study. Planners of higher education may be able to discover another new type of governance model to better suit certain programs of their own. It is necessary to point out that there is no one-size-fits-all ideal governance model in higher education. The ideal governance model is based on the academic, the social and the political conditions of the time and the place. The connotation and extension of various governance models change with the internal and external environments. Many models running well in past years may need to be modified to suit the environment of the time. Therefore, while learning from the experiences of the governance models of other institutions, planners of higher education need to refer to the specific needs of their own universities for future development.

DISCUSSION

The pluralistic co-governance model as adopted by the Department of Industrial Engineering calls for total participation of all the parties involved in the operation of the department. It is a democratic way of governance as advocated by Freeman (1984) and Ouyang (2008). Freeman particularly claimed that stakeholders of an organization consist of all members of the working team like the pluralistic co-governance model calls for. The team plans and works hard together to meet the organizational goals.

The Department of Physics employed the academic-led model of governance in the management of the department affairs. The department places high priority in the advancement of scholarship as its primary goal and is demanding its faculty members to demonstrate high levels of scholarship. Schoorman (2013) and Tuchman (2015) also called for all the scholarly faculty members to participate in department governance. Departmental governance as shown in faculty participation through academic power organizations such as academic committees and administrative task forces is also favored by Maassen (2000) and Schaeffer (1991).

The academic-administration coordination model is the most popularly used model of governance in universities of the world. Through the division and specialization of work, both academic and administrative staff know exactly what they need to concentrate in their work and that they need to do their best. This is reflecting the work of Allen and Mintrom (2010), Birnbaum and Edelson (1989), Corson (1960), Liu (2015), Wang (2002), Yu (2014) and Yuan (2000) who agreed that academic staff and administrative staff of higher education need to understand that the core of university governance is the rational allocation of responsibilities and effective operation of diversified entities. Brubacher (1982) stated that higher education institutions were established for the advancement of high levels of knowledge and for the improvement of social lives of the people. This is exactly what is called for in the academic-social interaction model of governance used in Tsinghua University. This model exemplified a balance between academics and practicality.

The state-led model of governance is only used in a few schools and departments at Tsinghua University because of its exclusive purpose of establishment. Even though it does not encourage academic freedom, it emphasizes the concentration of talents under a unified leadership. This is what Luthans (2002) elaborated on his positive organizational behavior theory that the best components of a successful organization consisted of quality human resources and positive mindset of its members.

IMPLICATIONS TO EDUCATIONAL PLANNING

The findings of this study are significant not only to provide Tsinghua University a source of reference in reviewing its system of governance, but also to offer lessons of practical application of the governance models of higher education that universities in other countries can learn. Even though universities in the world are situated in government settings of different political beliefs, there are common missions and goals that educational institutions agree to achieve. Based on the findings of this study, the following observations could serve as objective reviews of implications to educational planning for the governance of higher education in the world.

First, in planning for the system of governance, universities do not need to be operated under a single uniform model of governance to be effective. Different models of governance can be explored. Schools and departments within a university could use different models of governance to the best of their program suitability. Deans, department heads and faculty members can discuss the advantages and disadvantages of different governance systems and decide on the one they feel comfortable.

Second, the choice of governance model of a school or a department is guided by the university mission and the nature and the demand of specific disciplines. Schools and departments of universities could select to use a particular model of governance to achieve the mission of the university in the most efficient and effective way. At the same time, consideration needs to be given to certain governance models that would better promote the development of particular programs.

Third, many universities worldwide are established for the purpose of both knowledge advancement and serving social needs. Therefore, consideration should be given to choosing the type of governance model that would serve both purposes well.

Fourth, one of the considerations of deciding on the use of governance system in higher education is the balance of power between academics and administration. Some kinds of joint organizations consisting of all program stakeholders, like school council or department council, could be created to discuss and resolve on issues relating to common interest and concerns between academics and administration.

Fifth, in satisfying the social needs, schools or departments of universities sometimes offer their unique services to social groups by committing to direct service contracts. These kinds of contract services are very popular in some universities. They can help society with the university expertise and at the same time can generate additional resources to help with the school or the department operational expenses. However, care needs to be taken not to over commit the effort of the school or the department to contract services while overlooking the mission of academic advancement and talent development.

Sixth, many factors play in planning and determining the kind of governance to be adopted in a university and its colleges and departments. Among these factors, respecting culture, honoring tradition, achieving missions, competing in the market, and securing social support need to be kept in good balance for efficient and effective operations.

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APPENDIX

Interviewee's Data Collection Form

Please provide the following basic information about yourself:

1. Title of your position:____
2. Work responsibilities: ____
3. Years of service in this position: ________________________________
4. Age: ____
5. Education background:____
6. Work experiences: ____

Please respond to the following core questions about the unit in which you are serving:

1. What are the missions and goals of your unit?

   ____

2. What is the organizational structure and function of your unit?

   ____

3. What is the current condition of operation in your unit? (Relate to problems and issues and strategies to meet challenges.)

   ____

USING CASE METHOD TO ADDRESS EQUITY-RELATED GAPS IN PRINCIPAL ASPIRANTS' LEARNING EXPERIENCES

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ABSTRACT

Case method as an andragogical approach connects theory and practice in numerous fields: law, medicine, business, and education. With the recent COVID-19 pandemic and lockdowns faced by public schools, higher education institutions faced challenges in how to address learning that had previously occurred within field experiences. The authors, working in the field of educator preparation, were able to shift some learning from field experiences to case method. With this shift, they were able to purposefully address issues of equity that students inconsistently encountered through field experiences. This self-study focuses on the implementation of a case study that had been previously published in a peer-reviewed journal by the authors. This case study became part of the culminating assessment for a course in the principal preparation program. Student responses indicated that case method instruction offered an opportunity to consider decisions involving equity in a low stake environment.

INTRODUCTION

Principal preparation programs face the daunting task of providing the scholarship and depth of knowledge aspiring leaders will need as they are called on to expertly shape and control daily events in people's lives. Lipsky (2010) writes that a street-level bureaucrat such as a school principal makes countless decisions each day. Preparing principal aspirants for making the countless decisions that affect both students and adults calls for experiences that convey authenticity (Orr et al., 2012), connect theory to practice (Darling-Hammond et al., 2007), and reflect the real work of school principals (Davis, 2016). Principal preparation programs often use field experiences to address these goals. Field experiences allow principal aspirants to apply theory to practice in high-stakes settings, but they also provide principal aspirants with inconsistent access to equity-related issues in their school context. The COVID-19 pandemic brought a greater sense of urgency to our previous pursuit of authentic, problem-solving work that addressed specific knowledge and skills needed in leading schools for equitable outcomes.

We were novice users and writers of the case method when the COVID-19 related lockdowns started in March 2020. As we worked to shift instruction from face-to-face and field experiences, case studies emerged as providing an andragogical approach that encouraged collaborative learning, developed principal aspirants' critical thinking around complex problems of practice, and provided opportunities for reflection. As COVID-19 posed a new set of challenges in providing principal aspirants with access to experiences spanning the required standards, we quickly revised our course plans and expanded our use of case method. The goal of this project was to better understand how principal aspirants write about equity issues that arise within a case study.

CURRENT LITERATURE ON PREPARING SCHOOL LEADERS

In considering equity-centered leaders over the last 20 years of research, Grissom, and colleagues (2021) identified direct-impact behaviors and indirect-impact behaviors affecting groups of students, particularly students from underrepresented groups. They identified principal management of student disciplinary actions as a direct-impact behavior. Indirect-impact behaviors included the following: the principal working with teachers to implement culturally responsive teaching practices and using hiring practices resulting in more teachers of color. Grissom and colleagues also identified behaviors that should be included in principal preparation programs: engaging in instructionally focused interactions with teachers, building strong relationships and collaborative cultures, strategically managing personnel, and prioritizing the needs of the most vulnerable groups of students. The case study in this work focused specifically on the first practice, engaging in instructionally focused interactions with teachers.

Effective school leaders make a difference for those students whom they serve. Research from the last 20 years has consistently demonstrated their impact. In a review of existing research, Leithwood et al. (2004) found principals were second only to teachers in effect on student achievement, but perhaps more importantly, their impact was greatest for those students who needed it most. More recently, Manna (2015) referred to the potential of principals to act as "powerful multipliers of effective teaching and leadership practices in schools. And those practices can contribute much to the success of the nation's students" (p. 7). The Wallace Foundation's most recent report (Grissom et al., 2021) reviewed research from the last 20 years and found consistent evidence of principals' effects on student achievement. In a synthesis of six studies involving 22,000 principals, Grissom and colleagues found the impact of effective school principals to be "nearly as large as the effect of having a similarly effective teacher. Principals' effects, however, are larger in scope because they are averaged over all students in a school, rather than a classroom" (p. 14).

Despite the importance of effective principals and their potential to impact student achievement, 80% of superintendents surveyed believed improvement of principal preparation was needed. District leaders also expressed their dissatisfaction with programs not reflecting the real work of the principal (Davis, 2016). The call for authenticity in the program of study for leadership preparation was not new to this study. Stephen Davis and colleagues (2005) described the disconnect between university principal preparation programs and the real world of educational leadership. Darling-Hammond and colleagues (2007) concluded there was room for programs to improve their integration of theory and practice. Sanzo and colleagues (2011) found a university-district partnership benefited a principal preparation program by increasing the authenticity of the program. District leaders were able to provide input that led to assignments more realistically reflecting the job of the principal.

Leadership programs should provide opportunities for principal aspirants to connect theory to practice. Field experiences are often used to provide authentic learning experiences informed by local needs and context. Further, these experiences allow programs to engage district or school-level professionals in the work for this purpose (Johnson & James, 2018). Cosner and colleagues (2018) recognized the value in combining field-based experiences with large-group pedagogy to consider individual learning experiences and school context to further develop leadership practices. Darling-Hammond et al. (2007) also recognized the value of problem-based learning and included "case methods, action research, and projects, that link theory and practice and support reflection" (p. 63) as examples.

The University Council of Educational Administration (Orr et al., 2012) published a framework for learning experiences principal preparation that emphasized the importance of authentic learning.

Their framework included the following principles:

- Authentic, meaningful, relevant problem-finding linking theory and principal practice.
- Involves sense-making around critical problems of practice.
- Explores, critiques, deconstructs from equity perspective (race, culture, language).
- Requires collaboration and interdependence.
- Develops confidence in leadership.
- Places both the professor and student in a learning situation.
- Learners are empowered and responsible for own learning.
- Shifts perspective from classroom to school, district, or state level.
- Has a reflective component (Orr et al., 2012, p. 14)?

These principles guided program faculty thinking in developing learning experiences for principal aspirants with many evident in the application of the case method.

When developing what UCEA identified as powerful learning experiences, principal preparation programs often focus primarily on field experiences. For principal aspirants, the learning that comes from completing required field experiences draws on the situational, environmental, and social contexts of learning (Lave, 1988; Lave & Wenger, 1991). The physical and social context, the activity, and the learning are all integral to the experience (Putnam & Borko, 2000). Principal aspirants may participate in the same learning experiences, but their context cannot be separated from their learning. Therefore, field experiences do not always provide the desired learning opportunities, especially related to issues of equity. Clayton and colleagues (2017) recognized possible challenges related to learning through field experiences: the relationship between the mentor and the intern, a lack of site-based interactions with the mentor, a lack of knowledge of leadership standards by the site-based mentor and competing demands for the mentor's time. These demands were not universal but instead revealed inconsistencies in student learning experiences in the field. A final challenge is that different situations can give rise to different learning opportunities (Putnam & Borko, 2000), so while some principal aspirants may confront issues of equity within an assigned learning activity, other principal aspirants in different contexts may have an entirely different experience.

THEORETICAL FRAMEWORK

We situated this work in three theories. The first is the possibility for case method to serve as an andragogical method for integrating theory with practice in preparing educators to serve in the role of principal. The second is the desired development of equity-centered decision-making skills in principal aspirants. For this work, bounded rationality theory seemed to best reflect expectations for principal aspirants. Finally, the National Equity Project's Equity Stance provided a mechanism for evaluating equity thinking in student work.

Case Method

The use of case studies in professional learning originated in the school of law at Harvard in 1870. Other disciplines such as medicine and business have since adopted the case method as a part of preparing professionals in their ranks. Rasinski (1989), Merseth (1991), Shulman (1992), and Sykes and Bird (1992) have been calling for the use of case method teaching in teacher education for decades. Case method instruction has had a significant role in school leadership preparation programs as well (Taylor, 2009, as cited in Vennebo & Aas, 2021).

Fossey and Crow (2011), identifying the necessary components of a good case as context, complexity, ambiguity, and relevance, believe case method instruction provides for a more interesting, student-centered pedagogy than do lectures and other readings. Complexity and ambiguity in case studies allow principal aspirants, as they encounter numerous explicit and implicit problems from multiple perspectives, to practice and come to accept the role both complexity and ambiguity will play in their administrative futures.

We sought to address complexity in our published case through diverse characters that encouraged principal aspirants to consider multiple perspectives. We also created multiple levels and layers of problems. Principal aspirants were asked to provide multiple options for the principal and to consider the possible repercussions of each option. No options were without possible repercussions as is often the case of leadership. Providing problems of practice that offered multiple and distinct paths to a solution and encouraging principal aspirants to critique possible solutions from multiple perspectives supported the ambiguity of the case.

Priniski and colleagues (2018) write of making learning personally meaningful by making it relevant. The use of case studies allows instructors to provide insight into relevant topics as needed. With the topic of equity being extremely relevant in our schools and communities, we created characters in our case that represented diverse perspectives across race and gender. The artifacts that were part of the case included implicit evidence of equity issues related to gender, race, language, and disability. The scripted observation addressed how the teacher responded to different groups of students, particularly the "disregarding" of Black male students in the classroom. Not only did the teacher appear to give Black male students "permission to fail" (Ladson-Billings, 2002), she did not use strategies designed to engage students or even reading selections that represented multiple perspectives.

Bounded Rationality Theory

Bounded rationality theory functioned as one aspect of our theoretical framework. Originating in the 1978 Nobel Prize in Economics award-winning work of Simon, bounded rationality theory maintains that in settings where decision-makers are "…unable to perfectly process the vast amount of relevant information…" made available to them, those decision-making leaders must instead "…seek outcomes that are simply good enough rather than optimal" (Mallard, 2020, p. 2). The onus of making the optimal, perfect, or right choice might be an impossible burden. Cognitive limitations, imperfect information, and time constraints result in "satisficing" (p. 17) in which a satisfactory, but not necessarily optimal, choice is made. The notion that there is not a simple right choice aligns with literature on using case method in leadership preparation. Vennebo and Aas (2021) wrote that challenging principal aspirants' current thinking involves "a process of ongoing reflection and discussion" (p. 2) and a recognition that there may not always be a right answer.

Simon (1997) also described the importance of substantive and procedural rationality that examines not only the choice made but also the importance of the process. The process includes identifying options, evaluating their consequences, forecasting the future based on knowledge and theories, and choosing the most satisfactory option. The decision-making process described by Simon was reflected in the design of this case study where principal aspirants were asked to apply theory and knowledge to (1) understand the situation; (2) identify problems of practice; (3) generate possible options; (4) evaluate the consequences of those options; (5) choose the most satisfying option; and (6) create a plan of action. Bounded rationality theory also aligns with our providing them what we considered to be important information and ignoring other information about the case. Everything is not made known to the aspirants.

The Equity Leadership Stance

In providing an equity lens through which principal aspirants might engage in decision-making, we first needed to define this lens and desired types of behaviors for ourselves. We found the National Equity Partnership's materials valuable. Particularly, the Equity Leadership Stance using the see-engage-act framework where seeing leads to engaging which leads to acting aligned to the behaviors, we sought to promote in principal aspirants. The Equity Leadership Stance defined these stages as:

- Seeing the territory, we are navigating (the window) and ourselves (the mirror).
- Engaging others to make meaning and define relational containers for complex work; and
- Acting by defining approaches to learn more about and address the equity challenge.

These stages guided the development of the following stated research questions.

RESEARCH QUESTIONS

The purpose of this article is to share initial findings related to the use of case method for low-stake learning. The case used was a previously peer-reviewed and published case (Leggett & Smith, 2019) that provided principal aspirants the opportunity to situate themselves in the role of the principal in addressing deficit thinking in a veteran teacher. We reviewed principal aspirants' responses to address the following research questions:

- How did principal aspirants see issues concerning equity when responding to a written case study?
- How did principal aspirants engage with issues concerning equity when responding to a written case study?
- How did principal aspirants compose their action plans to address issues concerning equity when responding to a written case study?

CONTEXT OF THE STUDY

The context involved in case method andragogy is multilayered. The first layer of context described is the literal context of this work. This study took place within the principal preparation program at Western Kentucky University (WKU). WKU is a regional university in Bowling Green, Kentucky. Our principal aspirants in the principal preparation program are mostly teachers and instructional leaders within their school context. School context varies greatly with many principal aspirants coming from small rural districts with very little racial or ethnic diversity but some principal aspirants coming from large urban districts that are very much racially and ethnically diverse. The case study that was the subject of this study was used during principal aspirants' third semester in the program as part of the course Developing Teacher Capacity.

The second layer of context involved the working context of the principal aspirants. The participants in this study in their most natural contexts were teachers, interventionists, or instructional coaches. In these daily roles, some may have hyperextended the apprenticeship of observation proposed by Lortie (1975) by situating the reality they perceived of the administrator's role in what they knew only from observing principals prior to and during their educational leadership classes. With so many of the decisions that principals make shrouded by personnel and student privacy protections, what participants saw and had seen, their apprenticeship of observation, provided only the tip of the iceberg, a tip that many times revealed the less complex decisions and actions in a school administrator's workday.

The third context in this study is created in the case method itself. Written by the two researchers and published in a peer-reviewed journal, the case method provides an opportunity for principal aspirants to consider issues of equity as reflected in the PSEL (Professional Standards for Educational Leaders). The writers of this case drew on their own experiences as K12 teachers and administrators as well as their current work with K12 schools to bring authenticity to the case. For those participants that serve in small rural schools with very little diversity, the authentic yet contrived provided case study created the opportunity for their growth in making equitable administrative decisions and also provided fairness for those participants themselves, making their learning as principal aspirants more equal to those principal aspirants that worked in schools where diversity was present and a part of the administration's daily culture.

METHODOLOGY

This project used self-study as the primary method. Self-study is a research approach emerging from action research that allows educators to focus on one's own practice (Vanassche & Kelchtermans, 2015). As the goal of self-study is to understand one's own practice and make these practices visible to others, the method permits the collection and use of any relevant data. The faculty members collaboratively developed a narrative on the use of this case study in the principal preparation program. In doing so, they reviewed course artifacts, student responses, and other available data for evidence of equity-driven thinking and powerful learning experiences. Using characteristics of powerful learning experiences (Cunningham et al., 2019), the researchers sought to understand how principal aspirants found and made sense of problems of practice; linked theory and practice; explored, critiqued, and deconstructed from an equity perspective; shifted their perspective from student to practitioner; and reflected on lessons learned from the case.

Participants

Participants in this study were two associate professors at a regional, comprehensive university serving students in rural and urban contexts responsible for preparing educators to serve as both teachers and school administrators. One associate professor served as the instructor for the course while the other performed a member-checking role in the construction of the narrative of this self-study. The instructor of record emailed principal aspirants from three cohorts to request their participation in the study. Eighteen individuals agreed to participate. These participants included eleven females and seven males with Master's degrees and at least three years of prior teaching experience.

Description of the Case

The case for this study was related to evaluating and coaching a veteran teacher characterized by deficit-thinking toward students. The principal was a first-year principal who had previously taught with the teacher in this school. Embedded in the case were additional challenges of leading a rural school. The principal, who was a new principal but had previously taught with the teacher in the case, now needed to provide research-based, culturally responsive, actionable feedback aligned to the principles of adult learning theory. The authors of the case had previously published the case narrative (Leggett & Smith, 2019), but the prompts and rubric used were not included in the published document. The published case included a narrative describing the context of the case: a meeting between the teacher and principal, a brief history of the principal's concerns about the teacher's relationships with students, and information about the community, particularly related to hiring challenges. A page from the teacher's grade book and scripted notes from the principal's observation of the teacher were provided. The teaching notes at the end of the case study offered a brief summary of relevant literature.

The rubric assessed principal aspirants as effective communicators, learning leaders, equity engineers, and innovative problem solvers. These roles aligned with the program's leadership framework. As innovative problem solvers, they were assessed both on their ability to identify problems and provide solutions. The rubric rated them across four levels.

The instructions provided to principal aspirants asked them to do the following:

- Read the case and make notes of any concerns.
- Identify the principal's options and the possible repercussions of each option.
- Provide evidence of teacher performance related to Domain 3. Instruction of the Danielson Framework for Teaching.
- Develop three to five questions they might want to ask this teacher to promote her self-reflection.
- Develop a plan for post-conferencing with the teacher.

Data Analysis

De-identified principal aspirant responses to the case study were reviewed by the researchers with a focus on the following questions:

- What perspectives did the principal aspirant consider?
- Did the principal aspirant respond as a teacher or take on the role of the administrator?
- Did the principal aspirant connect theory to practice?
- In identifying and critiquing solutions, did the principal aspirant (a) restate the three solutions provided in the case study notes, (b) restate and provide additional solutions, or (c) provide only solutions from their previous experiences?

- How did the principal aspirant describe actionable steps?
    a) Did they write from a first-person perspective as the administrator or from a third-person perspective?
    b) Did they explicate how they might open and end the meeting?
    c) Did they consider how they might redirect the conversation as needed?
    d) Did they acknowledge the challenge of tackling critical issues in a manner that might lead to growth?

FINDINGS

The case invited principal aspirants to participate in equity-centered thinking at each level of the equity framework: seeing, engaging, and acting (National Equity Project, n.d.) We found two windows: the context of the case and the learning experiences of the program. We challenged our principal aspirants to see themselves as new characters, as equity-centered decision-makers and leaders, rather than solely reflecting as though looking into a mirror. They engaged with the problem as they proposed and critiqued solutions. Finally, as if seated in the office of the leader, they explicated their plan to act by identifying the next steps.

This section summarizes the overall findings from 18 submitted responses to the case study where principal aspirants provided consent. They were from three different cohorts. Graduate students in principal preparation who participated in this study are referred to as principal aspirants. Students will refer to the high school students in the case. The findings of the study are presented by order of the participants' responses to the research questions as follows:

- **Research Question 1:**

How did principal aspirants see issues concerning equity when responding to a written case study?

Case method allowed principal aspirants to consider multiple perspectives.

The case was designed to encourage principal aspirants to take a panoramic view and situate themselves into multiple perspectives. The rubric for the assignment also defined expectations for considering multiple perspectives. Proficient and exemplary papers, the two highest ratings, were expected to, "Accurately and deeply [evaluate] multiple perspectives." The prompts embedded within the case asked principal aspirants to consider the situation from the principal's perspective, but principal aspirants wore multiple lenses, especially when prompted to consider the possible repercussions of available options. The perspectives considered by principal aspirants included those of the principal, the teacher, and the students. A few principal aspirants considered other teachers' perspectives and the parents' perspectives.

The narrative focused on the principal and teacher as characters in the case and provided an initial meeting where the teacher voiced a cry for help. A few aspirants demonstrated varying degrees of empathy with the teacher citing "her lack of efficacy," and her "struggle to control emotions." While they expressed some sympathy for the teacher, they also acknowledged that her looming retirement and willingness to solely blame students meant improvement did not seem likely. One principal aspirant described this as the teacher's placing the blame for "student grades onto students without evaluating how her own practices may be inhibiting student learning in her classroom."

Aspirants also wrote from the principal's perspective. One described the incompatible "core philosophies" of the principal and the teacher. Another recognized the principal's desire to "develop more student-centered and culturally responsive practices." This aspirant also recognized the motivational challenges in supervising teachers, "the school leader cannot force someone into action—he or she can only control the circumstances which influence [the teacher's] actions." Several students acknowledged the time-consuming process of removing a tenured teacher with one specifying that "the principal is looking at a multi-year process." Once the principal successfully removes the teacher, some students acknowledged the "difficulty in finding teachers," referencing the particular challenges of staffing in rural schools.

Aspirants empathized with the students more than the teacher. They recognized students' perspectives of the teacher describing the "harsh tone" of the teacher, the failure of the teacher to "make connections" and "recognize students as people first," and concerns that "students may not see the teacher as a supportive person." Similar comments were made by principal aspirants related to the teacher's efforts to build relationships with parents including, "parents are not supported," "only negative parent contact," and "no effort...to build positive relationships." The girls' basketball coach confronts the teacher in the case study, and a few participants described the coach as "concerned about [the teacher's] [in]ability to reach black students."

Case method allowed principal aspirants to shift their perspectives.

One of the instructor's goals was shifting aspirants' perspectives from that of a classroom teacher to that of an administrator. This aligns with the UCEA's characteristic of powerful learning experiences, "Shifts perspective from classroom to school, district, or state level" (Orr et al., 2012, p. 14). Principal aspirants were asked by the prompts to, "develop a plan for post-conferencing with her [the teacher] that might best promote reflective practice and improvement in instruction."

In writing their plans to address how they would follow up with this teacher, principal aspirants used language that reflected how they saw themselves as leaders. For example, principal aspirants used the following language in writing their plans for post-conferencing with the teacher:

- "I would begin the conference by…."
- "I could then begin to steer the conversation…."
- "I may challenge the teacher.…"
- "Here I can address the list of growth areas.…"
- "I might then suggest that we collaborate on an action plan to address the goal."

Although they were not asked to write as if they were the principal, all principal aspirants wrote at least part of their plans in the first person. Most wrote their entire plan as if they were the principal. A few switched between first person and second person using the name of the principal in the case and the pronoun "she."

Case method allowed principal aspirants to connect the problems of practice to theory/ learning.

As previously described, one of the challenges of university principal preparation programs is bridging the gaps between theory and practice. The prompt required principal aspirants to address the following program learning: leading and promoting culturally responsive schools, aligning evidence from observations to the Kentucky Framework for Teaching, and providing feedback to adult learners.

- Leadership behaviors promoting culturally responsive schools: The literature review in the teaching notes at the end of the case provided options from the research on how principals might respond to teachers demonstrating deficit-thinking (Leggett & Smith, 2019).
- The Kentucky Framework for Teaching, particularly Domain 3. Instruction: The case study prompts included a table of indicators from the Kentucky Framework for Teaching (Danielson, 2014).
- Approaches to and question stems for providing feedback to adults based on ways of knowing (Drago-Severson & Blum-DeStefano, 2016): The case study prompts students to incorporate strategies from this work.

An artifact in the case study was an excerpt from the teacher's grade book which was designed to provoke questions and concerns. As a result, all aspirants surfaced concerns related to Domain 3d - Using Assessment in Instruction with statements such as "The first concern I noticed was the distribution of grades" and "The number of zeros in her grade book is alarming. As the administrator, I would want to know why students received so many zeros." Other students provided questions for [the teacher] related to her assessment of student learning,

- "How do you assess student learning?"
- "How do you arrive at a specific grade for formative assessments?"
- "Do you notice any patterns in your grade book?"

All aspirants provided evidence of Danielson's Domain 3 indicators. The indicators were provided in a table for students to complete. Students also provided connections to other domains. For example, in connecting to the Kentucky Framework for Teaching (Danielson, 2014), one student described the teacher's failure to demonstrate knowledge of students as:

> The patternistic manifestation of poor performance for students of certain characterizing demographics - students of color, male students, and students with IEPs or ELL - indicates a deficiency with regard to Domain 1B - Demonstrating Knowledge of Students. This domain prioritizes not only a teacher's ability to deliver content but to deliver content in a way that is meaningful for the specific students in a particular classroom.

Aspiring principals also identified how the teacher's way of knowing might influence how they provided feedback to the teacher, "I believe this teacher identifies with a socializing way of knowing. She is concerned with her status and how [her] reputation has changed." Another student saw the teacher with an instrumental way of knowing.

> The instrumental way of knowing best fits [the teacher] because she orients closely to rules, follows those rules to complete goals and objectives, and expects others to follow the rules as well. It was apparent by some of the comments she made…that she has a strong sense of right and wrong and that there is a clear right and wrong way to handle situations, solve problems, think, and behave...Based on her interactions with students, her difficulty building relationships, and lack of

> providing a variety of materials from different historical viewpoints, Ms. Darcy has difficulty understanding others' perspectives, which is also a characteristic of instrumental knowers. As a result, my plan for a post-conference would include very tangible and action-oriented steps with models and guidelines to help support her growth.

Principal aspirants were also able to integrate other learning from the course and program. In identifying practices and offering suggestions to improve instruction, many principal aspirants used strategies from Marzano's (2017) *The New Art and Science of Teaching.* Other principal aspirants made specific connections to ideas related to culturally responsive teaching from readings in other courses and previous professional learning opportunities. Some principal aspirants connected to learning in other courses on topics such as assessment, leader dispositions, trust, and instructional rounds.

- **Research Question 2:**

How did principal aspirants engage with issues concerning equity when responding to a written case study?

Case method allowed principal aspirants to engage in problem-solving by identifying and critiquing solutions.

In identifying and critiquing solutions, most principal aspirants used the language of the three options provided in the case method notes (Leggett & Smith, 2019) and provided multiple possible positive and negative outcomes for each option.

- Engage in conversations with teachers providing teachers with feedback that challenges assumptions and biases related to race (Singleton, 2012; Wang, 2018; Whipp, 2013);
- Counsel out teachers who are unwilling to change (Khalifa et al., 2016; Whipp, 2013); or
- Develop strategies for helping teachers, even those resistant to change, become more culturally responsive (Whipp, 2013, p. 41).

Some principal aspirants provided a wider range of more specific options with fewer possible outcomes that ranged from "[addressing] the concern with the teacher," coaching the teacher, and scheduling observations in another school.

In critiquing possible options, principal aspirants recognized the complexity of the situation including possible changes to the teacher-principal relationship, challenges of replacing the teacher in a school that was already struggling to attract teachers, the amount of time the principal will need to invest in the option, and the length of time the option might take to make a difference for students. One participant recognized the challenges of replacing teachers and maintaining positive relationships with all teachers in the building if the principal immediately counseled the teacher out of the profession.

> One option is to determine that Ms. Darcy is not a good fit for the school and begins the counseling out process. One repercussion of this decision is the shortage of qualified new teachers that are willing to commit to a rural school district (Leggett & Smith, 2019. p. 40). Also, reacting in this way might negatively impact her

> rapport with other teachers in the building as she did not provide coaching or feedback to help her grow or increase her effectiveness. This could also inhibit trust between the principal, [the teacher], and her teachers.

- **Research Question 3:**

How did principal aspirants compose their action plans to address issues concerning equity when responding to a written case study?

Case method allowed principal aspirants to act in the role of the leader by providing actionable next steps.

For the final prompt, principal aspirants wrote a plan for next steps. In order to do this, they first had to see themselves in the leadership role as indicated by their writing in first person. Second, principal aspirants described four phases to their follow-up meeting with the teacher: (1) opening the meeting, (2) navigating the meeting, (3) tackling the critical issues, and (4) concluding the meeting.

1. In describing how they might open the meeting, principal aspirants used phrases such as, "To begin the meeting, I would open with questions," and "I would begin the meeting by first asking…" Almost all principal aspirants opened the meeting by asking the teacher questions.
2. In navigating the meeting, principal aspirants used language to indicate they were attempting to keep the meeting on course: "steer the conversation in the direction," "then begin to share opportunities for growth," and "move on to ask her which parts of her lesson she needs to improve."
3. In reflecting on how they would tackle the critical issues, one student referred to this process as the principal would "challenge the teacher as both a friend and a coach." Most principal aspirants provided a list of specific growth opportunities for this teacher with clearly defined next steps for each. Others described providing specific data points such as how many students were actively participating in the lesson at various points.
4. In describing how they would close the meeting, the principal aspirants envisioned a wide range of responses that included scheduling a follow-up meeting, drafting a plan for next steps, and asking the teacher to email her own reflection on the meeting.

CONCLUSIONS

Principal aspirants in principal preparation programs may not always have access to the range of experiences needed to prepare them for the job of principal. This might be especially true in programs unable to require full-time internships for principal aspirants. Crafting complex and thoughtful cases might address some of the theory-practice gaps that field experiences are unable to address. This is not to discount the value of experiences within the school and district context that require principal aspirants to observe, participate in, and lead. Case method offers an option when those experiences may not be possible.

Case method allows educator preparation program faculty to create a controlled learning experience for principal aspirants that intentionally exposes them to issues of equity they might not otherwise encounter. Principal aspirants can be provided richer background information representing multiple perspectives to which they might not be privy within their own school setting. For this particular case, classroom teachers participating in school administration programs might be unable to fully experience evaluating and providing feedback to a teacher characterized by deficit thinking, but this case allowed principal aspirants to reflect on how they might apply the learning from their program of study to this situation.

The consequences of an administrator's less-than-stellar choices on paper are minimal compared to a poor decision in real time that involves the academic success and equitable treatment of a real teacher or student. Principal preparation that allows aspirants to participate in the scrimmage before taking a lead role in the contest, even when the provided experiences are authentically contrived as in a case study, furnishes opportunities to think critically, reflect, and even shift as other voices offer alternatives in thinking around equity. School administrators affect their schools and must lead in the ongoing cycle of seeing, engaging, and acting to create equity for all in their school setting.

As the diversity in our country, both in rural and urban settings, continues to grow (Rowlands & Love, 2021), case method offers principal preparation programs an opportunity to unearth and address inequitable thinking in a lower stakes' setting. It also provides an avenue to engage in dialogue and reflection around emerging issues of equity that might not be evident in all schools. While programs may not be able to prepare our aspiring principals to make those perfect all-knowing, or as Tappan called them "godlike" decisions (Marsden, 2021, p. 91), we can use case studies that develop the knowledge and skills connected to the behaviors identified by Grissom et al. (2011) as directly and indirectly impacting equity

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EXPERTS' PERCEPTION OF SECONDARY EDUCATION QUALITY MANAGEMENT CHALLENGES IN ETHIOPIA

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ABSTRACT

Following the intensification of secondary education in the developing world, the attention of Ethiopia has currently shifted to its quality education and its management. This study is aimed to explore experts' perceptions of quality management challenges in secondary education in Ethiopia. The researchers employed a case study design recruiting participating supervisors from the Ministry of Education, region, zone, wereda, and cluster by using a purposeful sampling technique. Twenty-six interviewees took part in this study. The researchers employed NVivo 8 versions together with a thematic analysis process to analyze the data. This study revealed that major problems that affected quality management practices in Ethiopia were: lack of qualified experts at all levels; lack of accountability in every echelon; the changing nature of teacher education; the ineffectiveness of teacher-licensing programs; and lack of educational budget and the problem of utilizing this limited budget. The study concluded that the experts at different levels were not genuinely fulfilling their roles and responsibilities. Therefore, the Ministry of Finance and Economic Development, together with the concerned parties, need to reconsider budget allocation for secondary education.

INTRODUCTION

Students' high academic achievement in international comparisons such as the Program for International Student Assessment (PISA), regional comparisons such as the South African Consortium for Monitoring Educational Quality (SACMEQ), and the national examination are the result of coordinated efforts among the Ministry of Education, district education offices, and school-level management (Reddy, 2007). The roles and responsibilities of managers at different echelons are interrelated and complex (Scheerens, 2011). When one or more management levels do not work properly, it is unlikely to accomplish educational goals (Yukl, 2013). The attainment of these goals requires the support and commitment of top, middle, and lower-level leaders (Yukl, 2013).

Nowadays, scholars understand that a student's high academic achievement is not only the result of the activities performed at the school level but also the effective performance of experts at various levels (Waters & Marzano, 2006). The influences of the district level and above management are indirect to (Leithwood et al., 2008), have a moderate impact on (Water & Marzano, 2006), and have a statistically positive relationship with (Allen, 2017) student achievement. However, there is not enough evidence about effective leadership characteristics and skills on student achievement above the school level (Waters & Marzano, 2006). To achieve education goals, different management levels assume different roles and responsibilities to accomplish similar goals. For instance, planning policy and setting standards (Allen, 2017), creating a conducive working environment (Seashore-Louis, 2015), shaping schools' working culture (Hough, 2014), articulating the mission and setting direction (Allen, 2017), allocating and monitoring resources such as human, material, financial, and time (Anderson & Mundy, 2014), and building followers' autonomy (Waters & Marzano, 2006) are some of them.

Even though educational managers at different levels have tremendous effects on educational goals and students' academic achievement, the research at these levels is lacking (Allen, 2017; Anderson & Mundy, 2014; Hough, 2014; Waters & Marzano, 2006). Hence, in this study, the researchers aimed at exploring the educational experts' perceptions of challenges that hinder their practices at the ministry, region, zone, and district levels in the Southern Nations, Nationalities, and People's Region of Ethiopia.

STATEMENT OF THE PROBLEM

To run the education business in Ethiopia, the educational administration structure follows the Federal Ministry of Education—Regional Education Bureau—Zonal Education Department—and the Wereda Education Office. The government intentionally created these levels to ensure the attainment of educational goals by supporting the lower levels in building managers' capacity and providing material resources. However, policy planners often have neglected the important functions of these levels. For instance, to change the country's existing education policy, the Education Road Map theme conducted a desktop review, a field survey, and international experience in Indonesia and Malaysia (Ministry of Education [MoE] & Education Strategic Center [ESC], 2018). The theme did not include experts from the Ministry of Education to Wereda (District) Education Office in their studies during the field survey. However, educational managers at different levels lack the managerial capacity to run the education business (MoE & ESC, 2018). When one of these levels (e.g., the Wereda education office) cannot accomplish the assigned roles and responsibilities, it is not easy to achieve its overall goals. Furthermore, there is a scarcity of research on the issues that experts face challenges while carrying out their duties. It is a neglected area that desperately needs research. The researchers attempt to fill this information gap by examining whether the education system of Ethiopia equips practitioners with materials, facilities, and resources to motivate them to commit to education management at different levels. Hence, the quality management challenges the experts at different levels face at the secondary education level can be disclosed.

RESEARCH QUESTIONS

The following four major research questions guided this study:

1. What challenges does the Ministry of Education's experts encounter in managing the quality of secondary education in Ethiopia?
2. What challenges do the Regional Education Bureau experts encounter in managing the quality of secondary education?
3. What challenges do the Zone Education Department experts encounter in managing the quality of secondary education?
4. What challenges do Wereda Education Office experts encounter in managing the quality of secondary education?

SIGNIFICANCE OF THE STUDY

The findings of this study will provide pertinent information to policy planners about how the different levels of education managers face different challenges while performing their duties. The study will disclose to policymakers the importance of equipping experts at different levels with competence, materials, facilities, and resources to motivate them to achieve the educational goals effectively.

OPERATIONAL DEFINITIONS OF TERMS

Ministry of Education: Ministry of Education is a federal ministry that governs the overall education system of the country.

Regional Education Bureau: In the Ethiopian educational management hierarchy, the regional education bureau mediates between the federal ministry and the zone education departments and manages the activities of the zones and Weredas education officers.

Wereda Education Office: It is equivalent to the district. It manages various schools.

Zone Education Department: In the Ethiopian managerial hierarchy, the zone education department mediates between the regional education bureau and Wereda education offices. It applies to most of the regions.

LITERATURE REVIEW

Conceptual Clarification of Quality

There is no single definition of quality that satisfies all stakeholders and researchers. There is some consensus on quality among some voluntary international organizations (Allam, 2018). The American Society of Quality defines quality as "a set of elements and features of a product or service related to the satisfaction of people's needs." However, because the satisfaction of these needs is a subjective issue, it varies between individuals " (Brinia, 2008, p. 261). For Juran (2003), the term "quality" involves product features that satisfy the customer needs and the discharge of imperfections. Similarly, Deming (2000) defines quality in terms of customer satisfaction, which requires a change in organizational culture and requires a transformation via the system's deep expertise. Differently, scholars such as Brinia (2008) and Zavlanos (2003) define quality as a response of the product to the client's requirements.

Education quality is a broad and argumentative concept because the education system involves various education stakeholders with various conflicting interests, each attempting to define quality from their perspective (Cheng & Tam, 1997). For Bunyi (2013), students' scores on the national examination and other learning assessment tests define education quality. From this perspective, when most students score highly on the national examination, one might confirm the high quality of education.

Alternatively, some scholars define education quality in terms of the availability of inputs and the proper interaction of these inputs to produce the planned outputs. Scholars such as Adams (1997) and Sifuna and Sawamura (2010) define quality in higher education from input, process, and output perspectives. This view focuses on the availability of well-trained teachers with adequate instructional tools to attain higher levels of student learning, which is crucial for the attainment of higher student learning (Brinia et al., 2020).

Another way to define educational quality is to look at how the education system affects individuals and society (Bunyi, 2013). The author further states that an education system with an excellent quality of education provides good moral attitudes and enables high lifetime earnings. In this view, an education system with an outstanding quality of education affects both individuals and society. Empirical investigations show that to maintain the high quality of education, considering the definitions of external and internal stakeholders is of utmost significance (Abidin, 2015). In this study, quality is defined as the type of education that provides knowledge, skills, and attitudes to every student, irrespective of gender, religion, ethnicity, and race.

Quality Management in Education

Scholars perceive quality management as “the aspect of the overall management function that determines and implements the quality policy” (the International Organization for Standardization (ISO) cited in Rath, 2010, p. 26). Hence, concepts, instruments, and techniques used in the field describe quality management (Vught, 1996). Quality management is a means to various ends, and these involve the quality of the teaching-learning process, the curriculum, students’ evaluation, learning materials, and teacher development that enhance learning institutions’ capacity to be more accountable and transparent in increasing students’ learning (Vught, 1996). Similarly, Harvey and Green (1993, p. 19) define the term as”... ensuring that there are mechanisms, procedures, and processes in place to ensure that the desired quality, however, defined and measured, is delivered.” In this study, quality management is the process of continuous monitoring of educational institutions to determine whether they perform in line with educational policy and standards.

Education Quality Management Challenges

A shortage of education finance

African governments’ education financing is not enough because of the poor capacity of various countries in the region to increase taxes to enhance economic and social investment (Languille, 2019; Mamadova et al., 2019; Mbiti, 2016). Most countries must depend on international aid to finance their education systems (Albert-Eneas, 2008; Psacharopoulos et al., 2017). However, since 2010, aggregate aid to education has fallen by 10% (United Nations Educational, Scientific and Cultural Organization (UNESCO), 2015). Besides, ineffective management, poor planning, ineffective evaluation, and lack of incentives entangle the region’s education system (Albert-Eneas, 2008). For lack of capacity in the Ministry of Education, aid-providing agencies controlled the planning position, the process of negotiation, and the drafting and designing of the program (Albert-Eneas, 2008).

African education spending increased to 6% of Gross Domestic Product (GDP), while the Caribbean, South Asia, and Latin America each spent 5% of GDP (Mbiti, 2016). Educational spending in terms of education level: primary education consumes 33% of the education budget, while secondary education spends 35% of all education expenditures worldwide (World Bank, 2013). The average secondary education expenditure in Sub-Saharan Africa is 28% (UNESCO, 2015). In Ethiopia, the secondary education budget has not exceeded 10% since 2003 (MoE & ESC, 2018; World Bank, 2013). Hence, roughly 20% of secondary education is switching to tertiary education in Ethiopia.

Lack of managerial capacity

Education management functions such as planning, organizing, coordinating, commanding, controlling, and budgeting require knowledge and skills. Organizations cannot attain educational goals when experts cannot set policies, develop implementation strategies, monitor, and evaluate education (Ahmed & Omar, 2019; MoE & ESC, 2018). In Ethiopia, the limited managerial capacity of the Federal Ministry of Education, the Region Education Bureau, the Zone Education Department, the Wereda Education Office, and the school levels affect the education system (MoE & ESC, 2018). For instance, the experts at the ministry level are deficient in managing human resources, have poor linkages in both vertical and horizontal communication, and lack skills in arranging for knowledge sharing (MoE, 2015). The same document also shows that regions lack broad skills to prepare strategic plans, are short on budget analysis skills, have inadequate skills in projecting and planning strategic alternatives. The education system fills key positions in management ladders with selection and appointment without merit (MoE & ESC, 2018).

Lack of accountability

Accountability is the way of holding people, such as educational experts, school leaders, and managers, and school teachers, accountable for their accomplishments in their roles and responsibilities, financial utilization, or learning outcomes (Asian Development Bank, 2015). To Verspoor and Bregman (2008), accountability denotes “holding providers of education services answerable to hierarchical supervisors, beneficiaries, and other stakeholders regarding the process and outcomes of a program” (p. 187). However, educational management’s roles and responsibilities among the ministry, region, zone, Wereda, and schools in Ethiopia require precision. Although the education and training policy, high school standards, and general education inspection framework underline the importance of accountability across all levels of education management, no single liable individual is prevalent at all governance levels (MoE & ESC, 2018).

METHODOLOGY

Design

The study used a case study design to explore experts’ perceptions at different management levels about quality management challenges. This design offers an opportunity to examine one issue (Bogdan & Biklen, 2007), discover comprehensively (Cohen et al., 2000), and “explore processes, activities, and events in detail…” (Creswell, 2009, p. 208).

Participants

Four experts at the Federal Ministry of Education level, each from the inspection directorate, teacher education directorate, school improvement directorate, and teacher and leader licensing directorate, were selected by asking the directorates to allocate the well-experienced and committed experts in their respective directorates. Hence, we recruited one expert from each directorate using purposeful sampling. Using a similar method, the study recruited 3 experts from each general education inspection directorate, general education supervision, institutional capacity assurance directorate, and secondary school improvement program directorate from a region.

Concerning zone selection, since the region has 14 zones and five special weredas, the researchers clustered the zones and weredas into Northern, Southern, Western, Eastern, and Central clusters based on their geographical proximities. A simple random sampling technique selected the western cluster, composed of the Sheka, Kafa, and Bench-Maji zones. Using a purposive sampling technique, the researchers selected three-zone experts from general education supervision and institutional capacity assurance directorates.

The researchers selected six experts from Masha, Andracha, Sheko, Decha, Gimbo, and Chena Wereda education offices through purposeful sampling techniques. Besides, the researchers selected two experts from Mizan-Aman and Bong Town Administrations by using a purposeful sampling technique. Finally, the study incorporated eight secondary school cluster supervisors from each Wereda education office and town administration education office with a purposeful sampling technique. Overall, 4 experts from the ministry, 3 experts from the regional education bureau, 3 experts from zones, 8 experts from woreda education offices and town administration education offices, and 8 cluster supervisors were selected, totaling 26 research participants in this study.

Instrumentation

A semi-structured interview was the principal instrument in this study. The researchers developed the interview instrument and invited five relevant experts from the field to evaluate the content validity of the instrument. The experts provided comments on how to improve the statements and word choices, and the researchers improved the instrument as per the experts' comments. The researchers applied the instrument to get information about quality management challenges from the ministry, region, zone, wereda, and cluster supervisor experts. This interview method helped the researchers to witness gestures and non-verbal communications. All nonverbal behaviors—one's gestures, posture, tone of voice, and amount of eye contact—send powerful messages. They may either put people at ease, develop trust, and attract others to you, or they can offend, confuse, and detract from what you are attempting to communicate (Newman, 2007).

To ease the interview process, the researchers used the Amharic language (the working language of Ethiopia) because participants could more easily communicate with the researchers in Amharic than in English. The participants were interviewed at their offices. The interview process took 50 minutes on average. After defining the objectives of recording and obtaining the participants' permission, the researchers recorded the participants' responses. The recording of the data helped the researchers from losing information. The researchers transcribed the recorded responses in Amharic in hard copy and gave a copy to experts at the ministry and regions for a "member check." The researchers had to wait for ten days for their confirmation. Finally, they agreed with the transcriptions.

Data analysis

The researchers used the NVivo 8 version for data analysis. The six steps analysis technique suggested by Braun and Clarke (2006) was used. It starts with data familiarization and ends with the write-up processes. First, two English-language experts were asked to translate the transcribed Amharic hard copy of the data into the English language. The researchers ended up receiving 150 pages of English transcriptions. Second, the transcriptions were entered into the NVivo software. A total of 370 codes were derived. Third, the researchers attempted to develop themes after rereading and listening to the transcriptions, and 10 themes were detected. Fourth, themes and sub-themes emerged. Besides, other themes with similar ideas also emerged. In stage five, the process involves identifying each theme's nature, identifying the overall essence of themes, and determining what part of the data each theme is captured. As per Braun and Clarke (2006), at this phase, diverse themes are investigated to discover the story that each informs and is called a further refining stage. During refining, the researchers examined how each theme was suited to the study's overall objectives and how the data explained the research questions. The refinement process was designed to minimize too many overlaps between themes. As a result, five major themes were found: lack of qualified experts at all levels, lack of accountability, frequent change in teacher education, teacher licensing programs' ineffectiveness, and lack of educational budget. Finally, direct quotations of the participants were selected to support the themes.

RESULTS

The study found major problems that affected the quality of management practices at different echelons of education: a lack of qualified experts, a lack of accountability, frequent changes in teacher education, teacher licensing programs' ineffectiveness, and a lack of educational budget at all levels. These problems are presented in the following sections.

Lack of Qualified Experts

To achieve the goals of education, it is necessary to place the right man in the right position. Every position requires not only qualified but also motivated and committed individuals. Shortages of qualified personnel were reported by one professional from the Ministry:

> Let alone at the lower level of education (zone or wereda), the Ministry lacks data analysis experts. Currently, it is hard to find graduates who have strong statistical backgrounds. Hence, to fill this position, the organization has been recruiting mathematics graduates (Ministerial expert 2).

The lack of statistician experts at the ministry level might be because the salary at the ministerial level is lower than in other sectors. When the ministry lacks statisticians, it is difficult to find the same experts at other levels. Consistently, another interviewee from the same level also affirms the lack of experts. He explains,

> In every department, there is a lack of qualified experts. Our immediate supervisors command us to accomplish tasks irrelevant to our qualifications. Because of the improper assignment, we ask him/her to change the assignments, but he/she replies to us that we are better than those assigned to the positions (Ministerial expert 4).

It is clear that there is a deficiency of qualified experts at the ministry level. Experts at this level are expected to have a higher level of expertise and experience than university staff because they develop rules and guidelines that govern the universities' practices. One expert from the Ministry reasons for the cause of personnel shortage:

> When compared to other sectors' positions, the allocated salary is low for the positions. Even within the same organization, an inspector's salary at the regional and zonal levels is lower than the salary of principals and supervisors at the school level. Because of this, experienced experts do not want to join the Ministry (Ministerial expert 2).

The low salary scale might affect the inspectors' performance, morale, motivation, and commitment. The responses of regional experts also echoed a high turnover of the experts. As an expert from the region argues, "Because of the high turnover of the inspectors, it forces us to inspect various schools that are difficult to manage" (Regional expert 1). In a similar vein, another expert from the same level claims that experts have quit their careers to get another job with a good salary and fringe benefits.

The shortage of qualified experts at a zonal level is also evident. A participant from the zone education department explains:

> There is a shortage of experts at each level (Wereda, cluster, and school) because the salary in education is lower than in other sectors such as finance, law, health, and so forth. As a result, experienced education experts quit their careers to search for well-paid salaries (Zonal expert 3).

The problem is also similar at the wereda level. Because of the shortage of qualified experts, a single individual often assumes the work of two people. As claimed by one of the wereda education officers, "I am working two positions at the same time—I am an exam administration expert, and concurrently, I am a general education supervision and institutional capacity assurance expert because of the shortage of qualified experts" (Wereda expert 4).

Another wereda interviewee also complains, "During supervision training in the region, the trainers told us that a cluster supervisor has to supervise 3-5 secondary schools, but because of the lack of qualified cluster supervisors, we were forced to supervise up to 9 secondary schools" (Wereda expert 1).

Evidence of a shortage of qualified experts from the ministry to the cluster level is clear. When the ministry lacks qualified experts, the achievement of educational goals seems impractical. Experts at the ministry level design policies, strategies, standards, manuals, guidelines, and procedures that the lower level must govern. This situation leads the Ministry to use unqualified experts to design rules, regulations, and standards that govern the practices of education at different levels. In this sense, implementing those rules and standards is questionable.

Lack of Accountability

When well-qualified workers exert their effort with accountability and ownership, they will produce better results. Concerning this, one interviewee from the Ministry contends:

> The accountability problem is a serious issue nowadays. For example, some regions report the wrong information to us. Some of them add the numbers of students to get more block grants and school grants since the MoE pays these grants based on the number of students a particular school has (Ministerial expert 3).

It indicates that some regions are reporting false information to the Ministry to optimize the shortage of budgets in their authority. Whatever the case is, reporting wrong information is wrong. Another informant also states, "Some regions are reluctant to send reports on time, and even some reports lack quality" (Ministerial expert 4).

Confirming the above, another authority from the regional level shows:

> Some zones do not send their educational accomplishment reports on time, and even their reports lack clarity and trustworthiness. Thus, we send such reports back to the zone education department to get genuine information (Regional expert 3).

We can realize that some zones were sending inaccurate information to the regions. Such practices have strong implications for quality management. Likewise, ZED and WEO office experts agree with the lack of accountabilities of experts. For instance, one of the zone education department experts argues, "Some supervisors go to the school level to give support to the school and come back with an exaggerated report. For example, while schools' accomplishments are low, they report them as highly accomplished schools" (Zonal expert 2).

Lack of accountability is also shown as follows: "To provide a teacher licensing exam, the directorate intended to prepare the exam as per the specification given to those exam experts, but they picked up contents from the same area to secure their convenience" (Ministerial expert 1). Exam experts were not serving as per their professional code of conduct. This might be because they were busy with their second job to make more money.

Similarly, one respondent from the region also accuses staff at the lower levels of a lack of accountability. For instance, he contends, "Inspectors provide comments, but school principals do not incorporate the comments into the school plans" (Regional expert 1).

In the wereda education office and town-administration education office, the accountability problem is also prevalent. One of the wereda education office experts argues:

> Supervisors and inspectors give direction to schools on improving students' achievement, but some principals and cluster supervisors do not incorporate the

> comments and make the same mistakes repeatedly. They lack motivation and commitment to accomplish their tasks (Wereda expert 5).

This is a verification that staff at lower levels do not follow the supervisors' orders because of a lack of motivation and commitment.

Differently, cluster supervisors blame their immediate supervisors for not correctly doing their jobs. One of the cluster supervisors informs us, "Teachers get career development in two-year intervals. However, once teachers are promoted to the next career, the higher officials force them to wait two to three years without obtaining benefits "(Cluster supervisor 3). The prolonged payment pattern might be due to a shortage of budget and/or zone and wereda finances withholding education finance.

The Frequent Change of Teacher Education

The way teacher education prepares teachers to teach students can affect students' growth. When education quality gets a high priority, the intention to change teachers' education modalities also rises. It is better to read the responses of the experts about the changes in preparing educators. One interviewee from the ministry claims:

> Intentionally or unintentionally, teacher-training modalities have been changing from time to time. Because of this, it confuses even the experts from the Ministry. When there is a change, we expect the experts to take training on how to apply the new program, but this did not happen (Ministerial expert 4).

When change agents do not follow up with training to achieve the new intention, there may be invisible hands (politics) that regulate the changes (Aklilu et al. (2021).

Similarly, one expert argues that the training of educators has a serious problem. He continues, "Apart from the frequent change of teacher education modalities, those students who have no chance to attend other professions are entering the teaching profession. That means students with low academic achievement are entering the profession "(Ministerial expert 2). This respondent tries to show the competency of teacher candidates. Incompetent candidates were entering the workforce and earning degrees from colleges and universities. Similarly, another informant from the same level explains:

> Teacher education in Ethiopia is a kind of trying-out place. The commonalities of teacher education modalities (Teacher Education System Overhaul (TESO) and Post-Graduate Diploma in Teaching (PGDT)) are that they are neither based on need assessment nor do they adjust to the socioeconomic, cultural, or infrastructural issues of the country. It is a kind of copying and pasting as it is (Ministerial expert 3).

From the above, one can figure out that the changing agent borrowed both the TESO and PGDT programs from somewhere without adjusting them, and the political authorities ordered the lower levels to implement them. In this sense, political intentions drive changes.

The key informants' views on the REB, ZED, WEO, and TAEO all agree with the changing nature of teacher education modalities. One interviewee from the region mentioned:

> A very challenging thing I noticed is that teacher education is a kind of tasting borrowed experiences without adapting them. For example, some years back, the MoE launched a TESO program, major/minor programs, and 3 major programs,

> and all of them failed to continue, and currently, the Ministry runs a program such as PGDT (Regional expert 3).

Similarly, one expert from the zone education department states, "In Ethiopia, teacher education is unstable. I do not know what encourages these frequent changes. Before changing the existing modality, one has to think about its practicality "(Zonal expert 1).

One of the weredas education officers also explains it in this fashion:

> Because of the changes in teacher education modalities, the current PGDT modality compromises the policy statement on teacher qualification. The existing Education and Training Policy (ETP) states that every teacher at any level should qualify (including pedagogical courses) before he/she takes the teaching position, but currently, teachers have been teaching students without taking pedagogy courses. This might have contributed to poor education quality (Wereda expert 6).

As a result, teacher education is in constant change. Before proposing a change of the current system, it is important to evaluate the impact or the result of the existing teacher education. An effectively implemented educational policy in other countries might not apply in Ethiopia's context because of the difference in culture, educational objectives, and priorities. This constant changing of teacher education modalities has negative effects on managing the quality of secondary education.

Ineffectiveness of the Teacher Licensing Program

The existing teacher-license program seems to have problems in its implementation. Experts from the Ministry and regional education bureau argue about its practicality. One interviewee from the ministry claims:

> The practices of the teacher-licensing program contribute to the students' academic achievement. However, because of the absence of any connected incentives (except certificates), about half of the primary and secondary school teachers participated in the licensing program involuntarily. For me, the licensing program could have some salary increments (Ministerial expert 2).

Another Ministry expert also says, "Offering a teaching license seems like a delightful idea, but it requires a kind of reward. Why do other teachers voluntarily participate in the program when the MoE only gives teachers a license certificate with no salary increment? " (Ministerial expert 3).

Since the licensing exam provision was voluntary, almost half of the primary and secondary school teachers did not take part in the program for lack of monetary rewards connected to the exam. In contrast, one expert from the Ministry states that teachers perceive it as a political agenda. He argues, "Most of the teachers believe that the teacher licensure program is a purely political agenda because of the lack of awareness creation about the program" (Ministerial expert 1). The same expert continues to argue, "There is also a problem of providing teacher licensing certificates to those teachers who scored in line with the cut point (70%) of the exam because of teachers' high turnover. Hence, it is difficult to get their photos and give them a licensing certificate "(ibid). He continues his argument in the following way: "It is illogical to take teachers' photos before knowing who passed the exam. Besides, it is difficult to manage about three hundred thousand teachers' photos" (ibid). These reasons were not convincing because there was no problem with taking anyone's photo while registering for the examination and the computer can manage more photos than mentioned above.

One expert from the region complains that the provision of a licensing exam is a wastage of resources due to the lack of any measure that follows up on not passing the examination. He explains, "Are we ready to offer teacher licensing programs to teachers? Can the ministry dismiss most of the teachers? If nothing is happening because of the examination, the Ministry has been wasting resources offering the examination " (Reginal expert 1). In support of the above, another informant from the same level contends:

> In Ethiopia, I doubt the program's effectiveness because of the PGDT program implementation, i.e., teachers have been entering the profession with no pedagogical knowledge. When the examiners include pedagogy aspects in the examination, PGDT teachers are disadvantageous (Regional expert 2).

He continues to claim the problem of teacher licensing implementation:

> The teacher-licensing program incorporates 20 percent of the teachers' portfolios, and principals manage them. However, most school principals have no awareness of or knowledge about managing teachers' portfolios. Because of such problems, it is difficult to measure the capacity of teachers (ibid).

From this, one can understand that the principals' practices of managing and organizing teachers' portfolios can affect teachers' licensing results. Without giving awareness to principals on managing portfolios, rushing to order them to manage might lead to producing the wrong information on teachers' working history.

The researchers asked experts from the zones, weredas, and town administrations about the practicality of the teacher-licensing program. One of the zone education department's offices experts argues, "Currently, principals are not able to manage teachers' portfolios in their respective schools. The absence of any obligation to take teacher-licensing examinations and the attached non-monetary incentives makes the program unsuccessful " (Zonal expert 3). Experts from the weredas have a similar understanding of teacher-license programs.

Lack of An Educational Budget

Although the availability of an education budget by itself does not guarantee quality education, it is still a crucial resource that manipulates the rest of the resources (human, physical, and material). One can see the budget issues from two angles. First, the adequacy of education finance to run the education system. The second is the period of this limited budget distribution. One expert from the Ministry contends:

> After inspecting sample schools throughout the country, we found problems that short-term training could fix. However, there is a shortage of budgets to offer training. As a result, we might offer training once every two or three years (Ministerial expert 2).

From this, one can infer that there was a shortage of funds to offer training services.

Likewise, another expert from the same level claims:

> Because the teacher-licensing program is new, and the issue related to managing, organizing, and controlling teachers' portfolios would have been supported by training. However, it is not easy to provide training for principals because of the shortage of budgets (Ministerial expert 1).

Similarly, one expert from the region argues, "As per the supervision manual, one supervisor could have supervised 32 schools within a year, but because of the shortage of budgets, we offer support to 14 schools only" (Regional expert 2). He also complains, "We do not have a vehicle. We often use public transportation" (ibid).

At the zone level, budget shortages are prevalent. One expert from the zone education department claims:

> There is a severe shortage of budgets for supervisors at the zonal level. The supervision manual states that a supervisor at the zonal level should offer continuous support to schools. However, because of the shortage in the budget, we sometimes support schools (Zonal expert 2).

Correspondingly, another expert from the same level explains that zone finance does not release the already assigned education budget on time apart from budget limitations. Supporting this, one expert from the zone education department articulates, “A budget limitation is common in our zone. Even the wereda finance department did not release this limited budget on time. Zone and wereda finances occasionally postpone budget disbursements until May “ (Zonal expert 3). The same respondent states that because of the shortage of budget, secondary school cluster supervisors have no budget to buy stationery materials and pay for transportation expenses.

Coming to WEO and TAEO, experts remark on the taxing system. They are particularly adamant that a 15% tax hurts the already meager education budget. One expert from the wereda education office explains, “When schools buy any educational materials (pens, pencils, exercise books), they have to pay a 15 percent tax. However, 15% of the budget can go a long way toward helping schools”(Wereda expert 6).

Likewise, one expert from the wereda education office claims, “In our wereda, there is a lack of finance to train supervisors, principals, Parent-Teacher Association (PTA), and Kebele (the smallest administrative unit of Ethiopia and like a ward, a neighborhood, or a localized and delimited group of people (https://en.wikipedia.org/wiki/Kebele)) Education and Training Boards (KETB). For no obvious reasons, the disbursement of the budget withholds up to April/May “(Wereda expert 1). He continues that withholding the education budget limits the capacity of the organizations to achieve their plans. Because of such a delay, public money is unlikely to be used to purchase unplanned materials such as soap and softeners. Most of the time, authorities at different levels offer training to lower levels in June to take advantage of the unused education budget. When an organization returns its budget to the National Treasury, the Ethiopian trend shows that the Ministry of Finance will reduce the next year’s budget. Likewise, one expert from the town administration education office is also in agreement with the above excerpts. He asserts:

> The taxation system in education exacerbates the shortage of budgets in education. Of the recurrent education budget, 90 percent of the budget goes to teachers’ salaries. Educational managers use the remaining 10% of the budget to purchase educational materials. Again, out of this 10 percent of the education budget, the taxing system takes 15 percent (Town administration expert1).

From this, one can contemplate that schools were suffering from a budget shortage, given the delay in this limited budget and tax system. The responses of cluster supervisors are also like experts’ responses at other levels. For instance, one expert from secondary school cluster supervisors’ claims, “There is no budget for cluster supervisors, but we have to supervise 7-8 secondary schools. Because of the absence of budgets for cluster supervisors, there are no transportation costs, no stationery materials, and no per diem; we even have no offices”(Cluster supervisor 2).

Similarly, another cluster supervisor from another wereda asserts, “There is a budget shortage in our wereda. The Wereda finances do not release even the allocated block grant and school grant on time. For example, for years, the Sheko Wereda Education Office did not release block grants because of a shortage of budgets at the office level "(Cluster supervisor 3). Scholars such as Ibrahim, Arshad, & Salleh (2017) and Sfakianaki (2019) argue that the availability of educational resources, including education budgets, enhances quality education and its management.

DISCUSSIONS

This study found a lack of qualified experts at all levels because the attached salaries in the MoE are inferior to those in other sectors. This finding resonates with Aklilu et al.'s (2021) findings. They found that the politics of the country affected the quality of education management by nominating inept educational managers at every position. Thus, those experts who have a high caliber do not want to enter the education profession, and those in the sector, plan to quit the job. This implies that inept people who lack motivation and commitment manage the education sector. However, they want highly paid jobs. Because of this, they did not act as change agents for students' development.

As the study shows, one of the serious problems was a shortage of funds for education. As stated in the literature, Ethiopia has been switching about 20% of the secondary education budget to tertiary education. Concerning the shortage of finance, this study resonates with the World Bank's findings (2013) and the MoE and ESC (2018). They found out that since 2003, the secondary education budget has not exceeded 10% of the total country's budget. The government has no educational reason to allocate 50% of the education budget to higher education institutions, which enroll about 2% of the overall students. Even this limited budget often runs into withholding problems. This withholding of the budget causes wastage of scarce resources by purchasing unplanned materials to maintain a high budget for the next year. Besides, the country currently holds a 15% tax on all education expenses. In this budget shortage, it is not easy to expect every manager to operate his/her organization effectively.

CONCLUSIONS

In this study, participants revealed a lack of accountability both from top-down and bottom-up approaches. For example, in the study, the top experts blamed the lower-level managers for not accepting their orders and reporting false information to their supervisors. Conversely, the lower-level experts were accusing their supervisors of a lack of transparency on promotion-related issues and budget withholding matters. Therefore, a lack of accountability greatly affected the management of secondary education quality.

As indicated in the literature and participants' responses, the education budget is a serious bottleneck for the management of secondary quality management for compelling reasons: First, the government switched about 20% of the secondary education budget to higher education. Second, the zone and wereda finance officers withheld this meager budget and forced schools and organizations to buy unplanned materials because when organizations return the remaining budget to the national treasury, those organizations' budgets will be lower for the coming year. Therefore, this meager budget was spent on unplanned materials because of the fear of budget reduction.

As revealed in this study, the shortage of qualified experts at all levels, teacher licensure programs' ineffectiveness, frequent changes in teacher education, lack of accountability at all levels, and shortage of education finances were serious problems that affected the management of secondary education quality in Ethiopia. Therefore, the experts at different levels were not accomplishing their assigned roles and responsibilities as expected of them.

RECOMMENDATIONS

The effectiveness of higher education institutions could be based on the effectiveness of primary and secondary education. However, the current trend shows that about 50% of the education budget goes to higher education institutions. The government has no good educational reason to allocate 50% of the budget to 2% of the overall students. Therefore, together with the concerned body, the Ministry of Finance and Economic Development needs to reconsider budget allocation for secondary education.

The Ethiopian path to becoming a middle-income country could be supported by an efficient and effective education system that equips knowledge, skills, and attitudes for every student, irrespective of gender, race, and religion. This requires proactive thinking and having well-qualified experts working together with highly motivated, committed, and accountable individuals at every level. In the absence of qualified, motivated, committed, and accountable experts, the investment in education is meaningless. Therefore, the Ministry of Education needs to reconsider the staffing of management at different levels.

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APPENDIX

Interview Guide

1. What challenges does the Ministry of Education, regional education bureau, zone education department, wereda education office, and cluster supervisors encounter in managing the quality of secondary education in Ethiopia?
2. What factors contribute to the shortage of experts at the ministry level?
3. What causes frequent changes in teacher education?
4. If there is no punishment based on the failure of a licensure exam, what is the importance of the examination?
5. Why do zones and woreda finance withhold education budgets?
6. Why do organizations buy unplanned materials for their organizations?

APPLICATION OF THE FLIPPING CONCEPT IN EDUCATIONAL PLANNING

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ABSTRACT

The purpose of this paper is to recognize the special features of the flipped classroom and to explore the aspects of opportunities that the flipping concept can be applied to educational planning. The essential elements of the flipping concept are identified. A brief review of the key studies on flipped classrooms at both the college and high school levels was presented. Analysis is made on the basic flipping concept as it applies to educational planning meetings. Then, the flipping concept is incorporated with the stages of the Planning, Programming, Budgeting and Evaluation System (PPBES) to perceive how the flipping concept can help with strengthening the efficiency and effectiveness of the planning system. The authors conclude by confirming the key elements of the flipping concept, "increased interaction" and "practical application," as clear benefits to the educational planning process.

INTRODUCTION

For years, innovative classroom instructional strategies have been created to facilitate effective teaching and learning. These instructional strategies are theoretically based and have been put to practice to test the results of their application. Consequently, the findings of the resulting effectiveness are usually confusing and indicate that certain instructional strategies work better in certain environments than others. However, despite conflicting results of experimentation, educators continue their tireless effort in generating new ideas to enrich the classroom teaching and learning. Flipping is one of the innovative concepts that has been put to classroom use to revolutionize the traditional teaching and learning setting.

Educational researchers have lost no time in pursuing studies on the outcomes of flipping concept application in the classrooms. The authors of this paper have perceived that flipping offers great opportunities for educational planning to strengthen its traditional planning process and further elaborate its significance in achieving greater planning efficiency and effectiveness. The purpose of this article is to explore the basic elements of the flipping classroom concept to determine how best it could fit in for educational planning use. The planning model of Planning, Programming, Budgeting and Evaluation System (PPBES) (Guthrie, Hart, Ray, Candoli, & Hack, 2008; Wood, 1986) is employed as a planning example to examine how the flipping concept could help improve the planning system.

MAJOR ELEMENTS OF FLIPPING AS AN INSTRUCTIONAL STRATEGY

The flipped classroom concept calls for knowledge transfer to be completed through technology of informational transmission before the class starts. It creates a kind of blended learning that delivers instructional content, often online, outside of the classroom. It takes the traditional classroom activities to homes (Fickes, 2014). Students in flipped classrooms watch online lectures, collaborate in online discussions, or conduct research at home while leaving much of the classroom time for conceptual discussion under teachers' direction (Alvarez, 2011). Knowledge reception and discussion are offered with the teachers and classmates during the class time (Bergmann & Sams, 2012b;

Zhang, Wang, & Zhang, 2012). The benefits of this revolutionary reverse of learning activities are increased interaction and applied learning (Brame, 2013). More time will become available for class learning activities to be completed in class through interaction (Zhang et al., 2012).

In analyzing the context of flipping as a classroom instructional strategy, the authors have found that, for a long time, educators have tried to resolve teaching and learning problems from top to bottom. However, the flipping concept suggests that the window is open to alternative perspective of understanding the same teaching and learning problems from bottom to top. This revolutionary idea has stimulated the keen interest of many educators who have been anxious to try it in their classrooms. The major elements of flipping as an instructional strategy can be elaborated in the following:

1. Class Preparation: Students have been traditionally encouraged to read certain chapters from the text at home to prepare for class the next day. However, not that many students actually follow this boring reading activity to prepare for class. In the flipping strategy, students at home are asked to look up recommended websites to look for materials to read to prepare for class. Bonus points are awarded to students who go beyond the recommended list of websites to look for related class materials (Bergmann & Sams, 2012). This electronic search for materials helps promote interest and greater active motivation for learning.
2. Home Learning: After searching for electronic online information, students at home are usually assigned with follow-up exercises for self-learning based on the online information they have reviewed (Alvarez, 2011). They are usually required to participate in their online course forum by posting their reactions to the designated reading materials. Some excises even require the students to reflect upon their daily life happenings based on what they have just learned. This sharing activity has been very successful in helping students understand the background of the learning materials through interpersonal perspectives.
3. Use of Technology: Many students have been very skillful in the use of computer for games, shopping, and personal communications. When students are assigned with website materials to explore, they would like to voluntarily pursue with fun. These online assignments at home not only help them broaden their sphere of searches for academic resources, but also sharpen their technology skills for learning purposes (Topp, 2011).
4. Interaction: During the actual class in school, much of the instructional time is used in focusing on activities that will generate interaction among teachers and students. While students are allowed time for sharing their thoughts on online forums at home, they are strongly encouraged to take advantage of the face-to-face episodes in class to discuss issues with their teachers and classmates. This is actually the greatest benefit of the flipping strategy that most of the class time is devoted to teacher-student and student-student interactions (Lo, 2017; Tucker, 2012). Students are provided with ample opportunities for not only learning from their teachers but also learning among themselves. As Alsagoff (2012) stated, the biggest challenge for flipped teaching was not how to make videos and effective online activities, but how to create inspiring, face-to-face classroom learning.
5. Practical Application: Much of the time in a flipped classroom is spent under the guidance of teachers in provoking student interest in applying what they learn in class to live situations. This is to implant in the minds of the students that what they learn in class has a practical application in daily experiences. Emphasizing the connection between class

learning and its practical use in life has helped solve many puzzles about learning purposes and stimulate student motivation for learning (Ryback & Sanders, 1980).

6. Learning Hierarchy: Bloom's taxonomy of learning (Kibler, Cegala, Miles & Barker, 1974) consists of six levels of learning: knowledge, comprehension, application, analysis, synthesis, and evaluation. Teachers using the flipping strategy will bring the students required learning level from basic knowledge to application. In some classes, students may also be challenged by being invited to explore higher learning levels of analysis, synthesis, and evaluation.

FLIPPED CLASSROOM: A BRIEF REVIEW OF KEY LITERATURE

In recent years, the flipping concept of teaching and learning strategy has called the attention of many educators and researchers. Many schools in recent years have invested in teaching toward the Flipped Classroom reform (Dunn, 2012). A survey of 500 flipped classroom teachers was conducted by an educational consulting company indicating that sixty-seven percent of the students in the flipped classrooms had improved their test scores, eighty percent had improved their learning attitude, eighty-eight percent had improved their job satisfaction. The survey also disclosed that ninety-nine percent of the teachers indicated that they would continue with the Flipped Classroom model (Dunn, 2012).

Quite a few interesting studies have been performed at higher education and the high school levels to investigate how the flipping strategy works if it does work. In the interest of time and the publication length of this article, the authors could only select some representative studies about flipping classroom for the readers' reference as follows:

Flipped Classroom in Higher Education

In delivering their two college economics courses, Lage, Platt and Treglia (2000) examined the effect of flipping strategy that applied in class teaching and learning. In their study, much of the information in class lectures was inverted into electronic versions for student use before and after class. As a result of the study, Lage, Platt and Treglia claimed that this inverted approach of teaching and learning met the needs of students with a wide variety of learning styles. Consequently, much of the face-to-face class time could be used to challenge the students to a higher level of learning.

Kaw and Hess (2007) conducted a study in their college engineering class covering a STEM topic. The study was designed to compare the effectiveness of four instructional modalities: (1) traditional class lecture, (2) web-enhanced class lecture, (3) web-based self-study, and (4) web-based self-study and class discussion (flipped model). Data about student perception and academic performance were collected for statistical analysis among the four instructional modalities. Result of the analysis indicated higher academic performance and more positive student perception toward the web-enhanced class lecture as a method of instruction.

Strayer (2007) compared the flipped classroom and the traditional lecture/homework structure in two different college statistics classes. In the flipped classroom, an intelligent tutoring system (ITS) was used to deliver the course lectures. Students reviewed their lectures before coming to class and completed active learning projects in the classroom. In the traditional classroom, students attended class with face-to-face lectures and then practiced with the course concepts by completing their assignments at home. The College and University Classroom Environment Inventory (CUCEI) was used to measure student learning environment preferences and their learning environment experiences. Field notes, classroom transcripts, student interviews, student focus groups, researcher journal entries, and student reflections also provided data for the research. Results of data analysis showed that students in flipped classrooms were not satisfied with how the classroom setting oriented them to their learning experiences.

An examination of the effectiveness of using the flipping concept in college English reading class was conducted by Mo and Mao (2017). Four aspects of the flipped classroom were studied: video collections, power-points, student discussion and teacher/student online interaction. Results of data analysis showed that certain aspects of the flipped classroom were more beneficial to students than others. Over 90% of the participating students recognized that flipped classroom was acceptable as an alternate of the traditional classroom. Most of the students (70%) accepted the video information of learning as a significant resource for the English reading course.

Luttenberger, Macher, Maidl, Rominger, Aydin and Paechter (2018) studied the different patterns of university students' integration of lecture podcasts, learning materials and lecture attendance in a psychology class. The professors' lectures were video recorded and were kept available for student access throughout the semester. A survey was conducted to examine the ways students used the lecture podcasts. Findings of the study indicated that approximately 68% of the students preferred watching videos as learning activities to attending class. The other 32% of the students either rarely watched or somewhat used the videos as an approach for learning. Additionally, it was found that students who watched and re-watched the videos more than their fellow participants performed better academically.

Flipped Classrooms in High Schools

Jonathan Bergmann and Aaron Sams, two high school chemistry teachers in Colorado, began to try out the concept of flipped teaching at the high school level. They videotaped their lectures and posted them online for students who, for one reason or another, could not come to class (Bergmann & Sams, 2009). Then, they began to realize that some students could simply watch the videos and learn without having to come to class. They also noted that if students could preview the videos before attending their class, then, their time in class could be used more freely for many other hand-on activities. In view of the many diverse teaching and learning styles in these days, they asserted that there were many ways to flip classroom activities to suit the needs of particular groups of students. They then continued to collaborate in developing the Flipped-Mastery model as a practical instructional approach.

Tina Rosenberg, a New York Times writer, reported that all the classrooms in Clintondale High School, Michigan, were flipped (Rosenberg, 2013). The school principal and the teachers supported the flipping idea by developing plans for all the discipline areas. They practiced it in two social studies classes with identical teaching materials and exercises, one flipped and one traditional. It was found that, after an instructional period of twenty weeks, students in the flipped classroom were academically performing better than students in the traditional classroom. Improvement was observed in student achievement in the flipped classroom whereas students in the traditional classroom showed no improvement. When the flipped model was implemented in the 9th grade in the following year, the student passing rates of English, math, science, and social studies significantly increased.

Stacy Roshan (2017), a math teacher, started using the flipping strategy in her calculus class with success. She was able to make best use of her class time to empower student learning. She then continued to try her approach the following year with her algebra class. She ran into some difficulties with the family issues. She admitted making a big mistake by failing to thoroughly explain to the parents how this flipping model works to help their children learn. She learned that without having parents on board to support, she had to struggle to gain the trust of the students. Since then, she created a *Welcome to the Flipped Classroom* video to share with parents at the beginning of the school year.

Tommy Peterson (2017) reported on teachers using flipped classroom technology to make the most of the student-teacher time in high schools. He claimed that teachers needed to be "super-prepared" in flipped classes to make students the experts on their own learning. Teachers could serve as coaches with technology application. Peterson summarized the advantages of flipped classrooms in high schools as: (1) using technology to provide timely support; (2) helping students learn at their own pace and (3) creating more engaging classroom time for students.

Schultz, Duffield, Rasmussen and Wageman (2014) investigated the effects of the flipped classroom on academic performance and student perceptions of high school advanced placement chemistry students. A control group and treatment group design was used. Descriptive statistics and independent *t* tests were used to analyze data generated from the same assessment instrument. Result of the analysis indicated that students in flipped classrooms performed higher on average than students in the traditional classrooms. Additionally, most students in flipped classrooms had a more positive perception about the flipped classroom approach to chemistry teaching and learning.

Hunley (2016) evaluated teacher and student perceptions of high school flipped science classrooms. The study employed a qualitative phenomenological design to observe three high school science teachers from Georgia, North Carolina, and Tennessee. Online surveys, direct observation, interviews, and focus groups helped to collect needed data for analysis. Findings of the study showed that teachers were in favor of flipped classroom teaching and agreed that it was beneficial in developing teacher-student relationship. Student perceptions generally indicated that flipped classroom teaching and learning prepared them for college and future career.

Studies on the effectiveness of flipped classrooms have been performed at both the college and high school levels. Findings of these studies have not been consistent. Many variables involving teachers, students, subject areas, and approaches are involved in assessing the effectiveness of flipped classrooms. Future studies need to be more carefully designed with serious consideration of these related variables to generate more significant solid findings.

FLIPPING AS APPLIED TO EDUCATIONAL PLANNING MEETINGS

The common participatory approach to educational planning is modelled in somewhat similar ways like classroom flipping. The flipped classroom calls for students to review learning materials and provide feedback online before coming to class. In the planning process, much of the work in meeting preparation can be done before the actual meeting to achieve better efficiency and effectiveness during the meeting. Like a flipped classroom, a flipped planning approach could involve the delivery of the meeting materials together with the meeting agenda to all the participating members a few days before the meeting. The participants will have sufficient time to carefully review the materials before the meeting. The chair can also encourage the participants to electronically share their initial thoughts of the issues with other members before the meeting. This preview of meeting information is particularly helpful in checking if any needed information is missing, or other additional helpful information could be included.

For effective planning meeting to take place, all planning team members need to be prepared for discussion during the planning meeting after having a chance to preview all the meeting materials. If all planning team members are well prepared to come to the planning meeting, the meeting time can be more efficiently used like the time use in flipped classrooms. Instead of having to go over the basic information, more time in the meeting can be devoted to discussion, interaction, exploring the pros and cons of options, and finally come to a wise decision to take advantage of the best options.

In applying the flipping concept in planning meetings, educational planners can take advantage of the special features of the flipping concept to increase the opportunities of conducting planning meetings with success. First is the best use of meeting time for interaction among the meeting participants. After an in-depth exchange of ideas, participants then have a better understanding of the choices they could make and the resulting consequences of their votes. Second is exploration of planning measures of practical application to the real-world situations. The flipping approach to planning allows plenty of time for planners to investigate different alternatives through scenarios before deciding on the best option to take.

USING FLIPPING CONCEPT IN AN EDUCATIONAL PLANNING MODEL

A commonly used participatory approach to educational planning can be modelled in somewhat similar ways like classroom flipping. The Planning, Programming, Budgeting and Evaluation System (PPBES) (Guthrie, Hart, Ray, Candoli, & Hack, 2008; Wood, 1986) can serve as an excellent example of applying the flipping concept in educational planning. *Planning* focuses on goal setting; *Programming* lays out the possible options to achieve the goal; *Budgeting* develops a high level, an average level, and a low-level budget to meet the basic needs; and *Evaluation* examines possible inputs, outcomes, and process in completing the task.

The work of the *Planning* component starts with recognizing the significance of the proposed activity leading to the emerging focus. Then, the goals of the activity need to be clearly identified with the development of supporting objectives (Lewis, 1982). In this case, the preparation element of flipping serves to facilitate the provision of all the necessary information to the planners for review. In understanding the significance of the activity, the planners could easily come to an agreement in establishing goals and objectives of the activity. Like the flipping classroom process, the use of technology will facilitate the sharing of information and interaction among stakeholders.

In the *Programmin*g phase of planning, planners explore all the possible alternative actions that lead to goals and objectives achievement. The evaluation of the pros and the cons of each of the alternatives will be made. Like in the *Planning* process, significant amount of related information will be retrieved through the assistance of technology for review of the planners. The flipping approach encourages in-depth discussion and interaction among members of the planning team before final decision on an implementation plan to attain the goals and objectives. The application element of flipping reminds planners the practicality consideration in deciding on the implementation plan.

In *Budgeting* for the planning activity, in addition to previewing all the related financial information, the planners can thoroughly apply the practical application of the flipping concept. First, the possible sources of funding need to be identified through the review of literature. Assessment is made to examine the funding criteria the proposed activity could meet and the probability that the proposed activity could be funded. Additionally, the practical approach of the flipping concept offers the consideration of developing high, medium, and low levels of funding to meet the activity needs. It also points at the equity and contingency issues of budget development.

In the *Evaluation* component of the planning model, planners will develop evaluation procedures to examine the efficiency (process) and the effectiveness (result) of the activity implementation. The focus of *Evaluation* is to collect relevant data to confirm that the goals and objectives of the activity are met through the execution of the implementation plan. Based on the outcome of the evaluation, recommendations can be made to improve the activity planning. The flipping concept suggests to planners that the data collected for planning evaluation need to be valid and reliable for the evaluation to be meaningful. The use of updated technology could facilitate a sophisticated data analysis particularly dealing with large quantity of data. Like the flipping process, interaction among activity planners will help develop a broader perspective of interpretation of findings.

Overall, the Planning, Programming, Budgeting and Evaluation System (PPBES) as a model of planning has been tremendously improved by adaptation of the flipping concept. While the use of flipping strategy brings student learning hierarchy from basic knowledge level to application level, flipping strategy in educational planning has certainly help planners to extend their planning horizon from the application level all the way up to the analysis, the synthesis, and the evaluation levels.

AUTHORS' RECOMMENDATIONS

In addition to associating the flipping concept to the educational planning approach, the authors of this paper highly recommend the following educational planning activities as a reflection of the flipping concept application.

(1) More data need to be prepared for planning discussion, particularly materials representing viewpoints from different perspectives. This will allow planning team members to be exposed to some out-of-the-box ideas and be more prepared for the planning meeting. This is a reflection of the Applied Learning element of the flipping concept.

(2) More alternative actions need to be explored and thoroughly discussed before decision making. Scenarios can be developed for planning team members to understand more of the consequences of their actions. Case studies with assumptions fully display the practical utilization of the flipping strategy.

(3) Increased interaction of the flipping approach is needed among planning team members in any format so they can understand one another better from different perspectives. Sufficient time should be reserved for thorough discussion before voting for action. It is a good practice to create an online forum to encourage planners to post their initial feedback online before the planning meeting.

CONCLUSION

Many similarities exist between the flipping concept applied to classroom teaching and the flipping concept as applied to educational planning. Perhaps, the field of educational planning has been flipped to certain extent right from the beginning. However, an in-depth study of the essence of the flipping concept can further solidify and enrich the planning approach we educational planners have been employing. The benefits of the flipping approach in educational planning are clear. The key elements of the flipping concept, “Increased interaction” and “practical application,” keep ringing in our ears.

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