



School Human Resource Development's Policymaking Model: A Grounded Theory Study

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Abstract

The purpose of this study was to design a human resource development policymaking model in school with a Grounded Theory approach. This study was conducted with a qualitative approach and using semi-structured interview tools. The number of participants in this research was 25 experts who were selected by purposive sampling method. Content analysis based on the continuous comparison method of Strauss and Corbin was used to analyze the interview texts. Experts and participants in the research have been referred for data validation. The results of open, axial and selective coding showed: the core theme with the focus on the policymaking process, including: cyclical, pluralism in school, being up-to-date. Causal conditions include: developments, new needs, rising expectations, school inefficiencies; Contextual includes: government support for schools, school budget, social culture supporting the school; Mediating factors include: lack of school authority and high centralization, structural weakness in vocational training, e-learning infrastructure, lack of effective performance reward tools; Strategies include: increasing the academic level and professional skills of principals and policy makers, participation of school manpower in policy making, control and evaluation of school human resource development policies and programs, new organizational authorities, new performance reward tools; Consequences include: increasing the quality of education, school productivity, commitment and cooperation, parental satisfaction and improving the professional status of the school.

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1. Introduction

Human capital continues to be considered as an important factor in productivity, economic growth, improving equity and providing a better quality of life in the world (Aljarallah, 2020). Realizing the greater importance of lifelong learning in organizations, Human Resource Development (HRD) programs have been designed and implemented focusing on training and its application (Takada, Saito, Sakamoto, Suzuki, Shibata, Yoneda, Nakahira, 2019). HRD is defined as any activity designed to improve and enhance professional competencies by improving their knowledge, skills and attitudes (Hirsh, 2009), which aims to improve students' academic achievement in school (Bizzell, 2011). The presented models show that HRD is effective on individual and organizational performance and leads to performance improvement, problem solving and more organizational commitment (Seyedjavadian, Sharifi, Rayej, 2009) and is a requirement for achieving sustainable development in communities (Chams, García-Blandón, 2019). Advantages of HRD include increased performance, cost reduction, organizational stability, self-confidence, and job satisfaction (Brown, Belfield, Field, 2002). Organizations are no exception to the changes that societies today face. The rapid pace of change has created a new sense of eagerness to use the facilities at our disposal, and at the same time raises questions about the organization's ability to cope with these changes. Organizations hope to achieve their goals as efficiently and effectively as possible. They seek to ensure productivity and want to make sure that productivity is not achieved at the expense of employees' job dissatisfaction (AskariNejad, 2013). In this regard, human resource management plays a key role. Organizations will be successful in developing change strategies. This change in human resources constantly equips the required knowledge and skills (Thomas, 2009).

Educational organizations are among the largest management systems in any country that have experienced sudden changes and need to adapt to the currents of change in society (Liaoli, Abili, Pourkarimi, Soltani Arabshahi, 2017). Human resource management in schools based on its important position and role in the political, economic, social and cultural development of countries deserves high attention (Piriaei &

Niknami, 2017). Therefore, HRD is a key factor in improving learning standards and plays an effective role in achieving educational goals (Liaoli et al, 2017). Over the past few decades, professional development and empowerment in schools has been a program of many countries in the world and has become an important and central issue (Huber, 2013) and HRD continues to be the most common version to improve the effectiveness of schools (Brown & Militello, 2016). In this regard, school human resource management has a significant impact on the professional development of teachers and student success (Boudreaux, 2015). School Human Resource Development (SHRD) is valuable because it can lead to student academic achievement and can also lead to improved teacher performance (Wise, 2017). In this regard, today the focus on the development of school human resources has been proposed as a key and important part of these strategies and educational reforms (Schleicher, 2012). On the other hand, according to the Vision 2025 document, the realization of this document depends on the existence of competent, efficient, specialized and qualified manpower (Asgari, Nikokar, Safari, Gholami, 2015).

One of the determining factors that can create an agreement between opinion and action in relation to resource development is policy-making and how policies are formulated (Watson, Browne, Evans, Foden, Hoolohan, Sharp, 2020). Policy-making is a process in which problems are first considered as an issue, review practices, policies are determined, implemented, evaluated and possibly changed, and finally it is completed based on its success or failure (Talebi, SeyedNazari, Soodi, 2017). Policy modeling can be defined as a science that supports the analysis and evaluation of the past and future politics of any society at any time and place through research work using various theories and quantitative and qualitative techniques (Ruiz & Mario, 2011). In the field of politics, policymakers usually pursue different types of policy goals and need multiple sources of information and evidence (Bédard, Ouimet, 2016). Lazar & Paus (2013) consider the three key elements of policy-making as: identifying and defining the problem, setting and formulating goals, and determining tools and methods. Educational policy is a set of rules and procedures that are used to operate educational systems (Runaghi & Feizi, 2014).

Kahar, Mostafa, Salim (2017) The characteristics of an effective HRD program are: a) evaluation of current human resources and its utilization b) having a regular structure for evaluating HRD c) identifying the gap between the current situation and The future of human resource competencies d) Long-term development of competency-based recruitment strategies e) Determining career paths, incentives and appropriate packages for human resource retention. Alam, Sarkar, Chowdhury (2019) provides a continuous HRD program with a set of theoretical and on-the-job training at three levels: higher, intermediate and operational, for managers, supervisors and employees which are supported through an integrated roadmap by continuous assessment systems, continuous HRD support systems and knowledge management systems. Judrups, Zandbergs, Arhipova, Vaisnore (2015) point to the following three approaches in the architecture of a competency-based human development program: Competency as an evaluation criterion, an automated technology program based on individual competence, integration of knowledge management and e-learning with HRD.

Farhadi & Sadeghi (2016) concluded that HRD requirements for Horizon 2031 include four dimensions: individual requirements, organizational requirements, managerial requirements, and environmental requirements. Ghanbari & Mohammadi, (2016) present the professional development model in Kurdistan secondary schools in six main categories including: causal conditions, core phenomenon (professional development), professional development strategies, mediating conditions, intervening conditions and professional development consequences. Nasehifar, Askari, Mohammadian (2017) in their research entitled Integrated model of HDR in government organizations found that the development model includes 1- managerial factors 2- national and extra-organizational 3- individual 4- service compensation system and performance evaluation 5- commitment Employees and career path 6- Employee planning and guidance 7- Employees' independence in performing tasks 8- Hardware and software conditions of workplace 9- Training and knowledge management in the organization 10- Empowerment of employees 11- Culture and values and organizational behavior 12-

Religion-oriented factors and organizational justice and perfectionism 13- Content and indigenous factors.

Seyed Abbaszadeh, Hassani, Bazargan, Nami (2018) in his research entitled Designing a HRD model based on knowledge management process and training transfer model, showed that the current state of knowledge management process, training transfer model, organizational factors and HRD are relatively Ideally, the knowledge management process has a direct impact on HRD. Mohammadi, Farahi, Soltani, Tarvardipour, (2015) in a study entitled Designing and explaining the pattern of HRD, have reported the factors affecting HRD: organizational factors, individual factors, contextual factors. In a study by Alagaraja & Githens (2016), they provided a multilevel framework for better understanding human capital empowerment. This framework can be used to assess the national development priorities of countries. The results show that national HRD programs and strategies should simultaneously focus on financial, industrial and HRD at the individual, organizational and national levels. According to previous studies, no research has been done to determine the policy model of HRD in schools. While attention to decentralization and school-based management is emphasized in the upstream documents of the education system and the executive regulation of school management has given more authority to school principals and the successful implementation of school-based management requires human resources developed through policymaking. Therefore, the main purpose of this study is to provide a model of School Human Resource Development Policymaking (SHRDP) and seeks to answer the question: What are the elements of SHRDP?

Materials and Methods

In this research, the methodology of grounded theory was used, which is a kind of qualitative research method with an exploratory approach (Creswell, 2018). Based on this, first the interview questions were designed and in the next stage, the research participants were selected and interviewed. The text of the interviews was analyzed and based on the results of data analysis, the themes were extracted and presented. Participants in the study were 25 experts, including the Deputy Minister, the Minister's Adviser, the

Director General of the Ministry's Staff Offices, the Head of the Provincial Organization for Education, and the school principals, who were interviewed in the winter of 2021. The reason for selecting experts from all three levels of operational, middle and senior managers is to link school policy to all three levels of management. This study started with purposive sampling. The inclusion criteria were specialized education in the field of educational sciences, management, social sciences with at least a master's degree, executive records at the ministry level, deputy minister, general manager and head of the provincial organization. Based on theoretical sampling, sampling was continued until data saturation. This study started with purposive sampling. The inclusion criteria were specialized education in the field of educational sciences, management, social sciences with at least a master's degree, executive records at the ministry level, deputy minister, general manager and head of the provincial organization. Inclusion criteria for school principals were having at least 10 years of management experience in large schools (over 1000 students) and specialized education at least at the master's level. Based on theoretical sampling, sampling was continued until data saturation.

Data collection instrument in this study was semi-structured interview. To design the interview questions, its evaluation using the trustworthiness method was used by 4 professors of educational sciences. The questions were revised and finalized before the first interview according to the experts. Examples of interview questions include: Is the policymaking of HDR in school considered in current education policies? Have the upstream documents of the country (the document of the Sixth Development Plan, the comprehensive scientific map of the country, the document of the fundamental transformation of education, etc.) paid attention to the SHRDP? What factors make SHRDP necessary? What are the barriers to SHRDP? How should SHRDP be done? What strategies do you suggest for SHRDP?

One of the interviewees was the former Minister of Education, 8 were Deputy Minister or Advisor to the Minister, 8 were in the headquarters offices of the Ministry of Education, General Director or Head, 3 were interviewed by the Head of the Provincial Organization, 1 was Deputy The provincial organization and 4 people were school principals. The interviews lasted from 30 to 50

minutes. To analyze the interview data, the text of the interview was transcribed on paper and analyzed by continuous comparison analysis method in accordance with Corbin & Strauss method in three stages of open, axial and selective coding (Corbin & Strauss, 2014). In order to validate the research, the trustworthiness criterion has been used. Trustworthiness is the degree to which the results of qualitative research can be relied upon. Guba and Lincoln consider trustworthiness to include four criteria: Credibility, Transferability, Dependability, and Confirmability (Polit & Beck 2013). In this study, two methods of reviewing participants (25 people) and reviewing non-participating experts (4 people) in the research were used and after receiving corrective comments, the necessary editing and the final model were presented.

Results

According to the research methodology, the findings are based on the results of Corbin & Strauss analysis method and focusing on the paradigm model of the grounded theory as a core theme, causal conditions, contextual conditions, intervening conditions, strategies and consequences.

Core theme: The core theme extracted in this research is the school human resource development policy-making process, the specifications of which are presented in Table One.

According to Table 1; The axial codes of the policy-making process are cyclical, pluralistic in school, and up-to-date. For example, interviewee 2 said, "After all, everyone shares in the results of this development and must have a share in the design of the program," and one of the interviewees said, "Teachers, students, school staff, parents and even the market and industry should also be involved in planning the professional development of school staff."

One of the most repetitive components that most of the interviewees mentioned is up-to-datedness and rapid change, and one of the interviewees stated: "It is true that policy-making has its own nature, but new information is needed and it is not possible to decide for the future with old information."

Table 1 presents the open codes and axial codes of the SHRDP process.

Table 1: Open and axial codes of core theme (SHRDP process)

Selective coding	Axial coding	Open coding (basic concepts)
Policymaking process	Being cyclical	Continuous assessment Reconstruction of continuous information Necessity of process orientation Continuous review of policy process
	Pluralism in school	Participation of human resources School's external environment Participation of retirees Participation of students and parents
	Being up to date	Expert managers and policy makers Experience of managers and policy makers Flexibility in selecting managers and policy makers

Causal conditions: The results of the content analysis of the interviewees' answers indicate that there are four subthemes of causal conditions for

SHRDP, which are open and axial codes as described in Table 2.

Table 2 - Open and axial codes of the causal conditions of SHRDP

Selective coding	Axial coding	Open coding (basic concepts)
Causal conditions	Technological changes	Virtual social networks Teleworking Automation Information transfer speed Information management systems Virtual teaching
	New needs	New social needs and necessities Changing life style Changing communication tools
	Increase expectations	Ethical citizen education Life Skills Academic skills Behavioral modeling Skilled and ready to work generation
	School inefficiency	Stereotyped training Failure to meet community and parent expectations Curriculum alienation from students' real environment Lack of skill preparation

Regarding the factors affecting the SHRDP, the research findings showed that the factors of technological change, new needs, increasing expectations and school inefficiency are effective.

One of the factors is technological change. One of the interviewees states: "Today, everything is changing fast, for example, communication tools are changing so fast that people are really lagging behind, and in the field of education and school ...". "In school, especially teachers, they need to be able

to cope with the changes in their work and not have so-called shortages," said one interviewee. One of the factors that most participants consider as a key factor in school human resource development policy is new needs. "Children now are very different from previous generations and even from previous years, and they feel the need to learn in schools," said one interviewee. Another interviewee states: "Choosing appropriate professional development programs for school staff

and teachers can improve the inefficient condition of schools."

Contextual conditions: The context of SHRDP in this study includes government support for the school, school's budget and supportive social culture of the school as described in Table 3.

Table 3- Open and axial codes of contextual conditions of SHRDP

Selective coding	Axial coding	Sub-thematic concepts Open coding (bas)
Contextual conditions	Government support for the school	Political support for school Government support for the fundamental transformation document Government support for the 2025 vision
	School's budget	Government funding Charitable financial contributions Educational equipment and spaces
	Supportive social culture of the school	Society culture General beliefs Professional Associations Religion values

Most of the interviewees believed that government support for the school, school's budget and supportive social culture of the school are important contextual factors in school human resource policymaking.

"Public schools have an important advantage, and if they can convince the government that their programs are useful, their budget is the government, and in the end, the government has supported the schools," said one interviewee. "Most of us have a special culture and we like to invest and spend on our child's education, and that's a good support for schools," said another interviewee.

Mediating factors: Mediating conditions or intervening factors of SHRDP based on the present study are: lack of authority in school and high centralization, structural weakness in job training,

incomplete e-learning infrastructure, lack of effective performance reward tools.

The comments of two interviewees are cited as examples: "Unfortunately, schools do not have enough legal authority to plan in this regard, and most cases are communicated from Tehran." Another interviewee noted the lack of effective tools for rewarding and encouraging performance: "Schools only evaluate performance and have no means of rewarding helpful, compassionate or efficient staff." "Today, when e-learning is more necessary, schools do not have enough infrastructure," said one interviewee. "Even this student's social network is ... unstable at all times, while if the system is good, professional development can be carried out virtually and reliably." Another interviewee said: "We also have a lot of damage in the field of distance education and it takes time."

Table 4- Open and axial codes of SHRDP's mediating factors

Selective coding	Axial coding	Open coding (basic concepts)
Mediating factors	Lack of authority in school	The need to delegate authority to school principals School-based management in the true and operational sense Participation of schools in the management of regions and districts
	Structural weakness in job training	Lack of up-to-datedness of some staff and teachers Low quality training courses due to insufficient resources Lack of tendency of teachers and staff to professional development due to its ineffectiveness in promotion Lack of inclination of academic professionals to cooperate with the school Lack of up-to-date content Lack of up-to-date educational equipment
	Incomplete e-learning infrastructure	Impossibility of identifying individuals in e-learning and the possibility of fraud Lack of updated electronic content Lack of stable internet in different parts of the country Low information skills of staff and teachers
	Lack of performance reward tools	Formality of performance evaluation Ignorance of functional information in the career path Lack of attention to the real position of performance appraisal Managers' inability to punish or reward performance

Strategies: In this study, five basic strategies to achieve the desired situation regarding school human resource development policy have been extracted, which is described in Table 5. Strategies include: Increasing the level of knowledge and professional skills of managers and policy makers, involvement of school human resources in policy making, continuous monitoring and evaluation of HRD policies and programs, new organizational authority, new tools for performance reward.

"Teacher training universities and other universities can be a good source for improving the

knowledge and skills of school staff," said one interviewee. Regarding teachers' involvement in policy-making, one interviewee said: "Teachers need to feel that they can decide for themselves about their professional development, and this will bring them more interest."

Table 5- Open and axial codes of SHRDP's strategies

Selective coding	Axial coding	Open coding (basic)
Strategies	Increasing the level of knowledge and professional skills of managers and policy makers	Manpower planning policies in order to attract qualified people and leave inefficient workers Utilizing the capabilities of Teacher Training University in providing and training personnel Commitment of senior ministerial and provincial management Attention to job values in school Update job training content
	Involvement of school human resources in policy making	Continuous monitoring of activities Continuous feedback Advice and training team work A systematic view of errors Explain desirable behaviors Empowerment
	Continuous monitoring and evaluation of human resource development policies and programs	Integration of policies and applications Integrated information system of human resource development Employing qualified human resources
	New organizational authority	Review the system of recruitment and promotion Prioritize professional development Team building Innovation culture Research and Development knowledge management Application of new ICT technologies Merit system
	New tools for performance rewards	Changes in performance appraisal practices Use the services of higher education centers and research institutes Assign part of the human resources promotion to the school Effective incentives exclusive to the school

Consequences: The consequences of SHRDP based on the results of this research are presented in Table 6.

According to the interviewees, 5 consequences of school human resource development policy are: improving the quality of education, commitment and cooperation, school productivity, improving the professional status of the school and satisfaction of parents.

Some of the interviewees' statements are cited as examples: One interviewee said: "It is natural

that the more skilled, up-to-date and prepared teachers are, the more students will benefit from teaching", "when a combined school "People who are in control of their work have higher expectations of them and they will surely succeed." "Teachers who are professionals know how to make effective use of school facilities and resources"

Table 6- Open and axial codes of SHRDP's consequences

Selective coding	Axial coding	Open coding (basic concepts)
Consequences	Improving the quality of education	Learning dynamics Improving students' academic motivation Academic achievement
	Commitment and cooperation	Developed manpower Improve group spirit Organizational belonging Professional ethics
	School productivity	Improve resource utilization Achieving the goals of the school Educate responsible and professional citizens
	Upgrading the school's professional position	Improving the quality of other services (other than education) Meeting community expectations Community Trust in School Promoting the social credibility of teachers Social satisfaction of schools
	Satisfaction of parents	Family trust Reduce complaints from the school Improve home-school relationships

Based on the results and based on the paradigm foundation of the SHRDP model is presented in model of grounded theory methodology, the Figure 1.

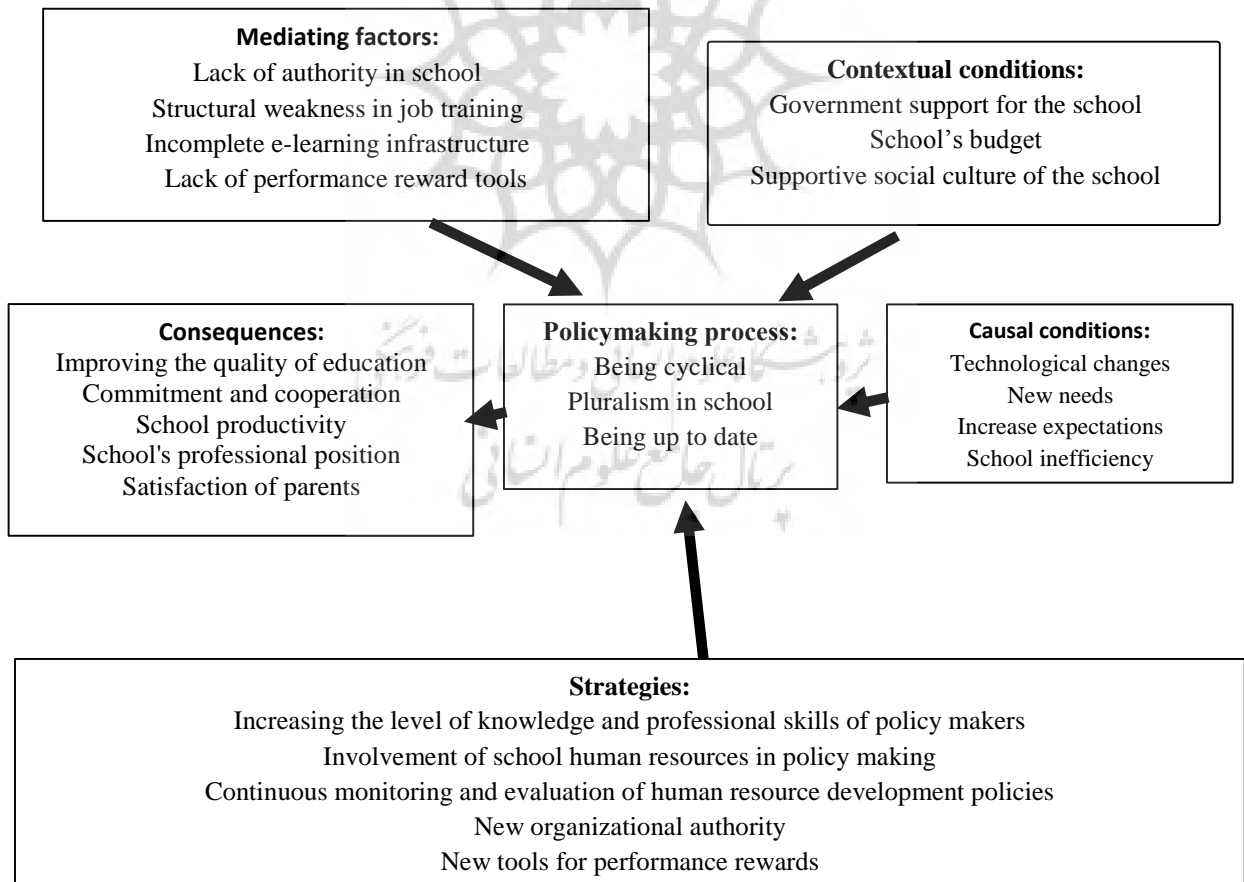


Figure 1: Paradigm model of SHRDP based on grounded theory methodology

Discussion and Conclusions

Based on the results of the present study, the SHRDP based on the systematic paradigmatic model of grounded theory, based on process, pluralism and up-to-datedness can have important consequences in schools and student learning by improving educational quality. Improving the level of commitment and cooperation, satisfaction of parents, social satisfaction and school productivity are also the consequences of this model. This results with the findings of Liaoli et al (2017), Tarafi et al (2020), Isfahani, Soleimani, Turani, Sabahi (2020), Hatamian, Zeinabadi, Abdollahi, Abbasian, (2018), Shin, Li, Byun, Nam (2020), Epstein & Harding (2020), Yadav, Kumar, Mangla, Luthra, Bamel & Garza-Reyes (2019), Kuntonbutr, Jaturat, Wilairatana & Konosu (2017), Chavaha, Kuntonbutr, Jaturat, (2018) and Martínez- Sánchez, Vicente-Oliva & Pérez-Pérez (2020) are coherent about the elements of the model extracted from the research. Based on this, it can be said that one of the key requirements in the human resource management of schools is proper policymaking and planning for the development of human resources along with principled supervision over the implementation of those programs. In this regard, paying attention to structural weaknesses in the organization, other fields of human resource management, technological change, participatory management, new management methods and tools can lead to improved policymaking and HRD policies. HRD is one of the determining factors on the culture of innovation and organizational innovation and organizational performance in its various dimensions and levels, such as talent management, facilitating leadership and managers' confidence in professional development of subordinates, employment policies and job security, research and development, knowledge management and human resource flexibility (Martínez-Sánchez et al, 2020), coordination with higher education and research institutes (Shin et al, 2020) are affected. HRD is planned by implementing specific organizational criteria for the implementation of development solutions (Kazakovs, 2014). Developing human resource competencies is an appropriate technique for retaining human resources in schools. Competencies allow the evaluation and development of the abilities of teachers and staff,

which is the most important for a school. Attention to HRD allows human resource managers to separate the best teachers and staff from the worst, find and recruit the right staff for different school positions, and link the human resources capabilities to a school's strategic goals. In explaining the findings of the present study, it can be said that considering the current situation of schools and the existing injuries and inefficiencies, HRD is a necessity that its policy requires infrastructure and changes to provide a suitable platform for it and if this process is correct applied will have significant positive consequences.

It seems that, considering the social context supporting professional development along with government support for schools, it is possible to provide a more suitable foundation for institutionalizing professionalism in schools by allocating special budgets and credits for the professional development of school manpower. In this regard, it is necessary to pay attention to developments in the social field, technology, new expectations and factors affecting the efficiency of schools and strategies such as increasing the professional capabilities of principals and policy makers, participation of teachers and school staff in policy making, control and evaluation of human resources development policies and programs, delegating authority to the school, paying attention to the effectiveness of performance rewards, can play a key role.

In this research, only the methodology of grounded theory and interview has been used and the source of information of the research has been experts and executors should be considered in interpreting the results. Based on the research results, it is suggested that in the HRD policy of the school, attention should be paid to cyclical orientation, pluralism, up-to-datedness and professional characteristics of policy makers and executives. Using the participation of principals at different levels can have beneficial results in the development of school human resources. Structural changes and giving more authority to schools in this field is one of the main suggestions of this research.

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