SITE-BASED MANAGEMENT/SHARED DECISION-MAKING IN VIRGINIA'S SECONDARY SCHOOLS: WHO'S REALLY INVOLVED?

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(ABSTRACT)

Site-based management (SBM) is a strategy that involves the decentralization of authority, and shared decision-making (SDM) among those involved. It is based on the assumption that education will improve when those closest to the situation are included in the decision-making process, and held accountable for their decisions. This study describes the status of SBM/SDM in the public secondary schools of Virginia in regards to teacher and principal participation, size of secondary school, and geographic location.

The study collected data from all public secondary school principals in Virginia, and from randomly selected secondary level teachers in order to answer the following six research questions:

1. What kinds of decisions are made at the school level in the areas

of personnel, budget, curriculum and instruction, and policy?

2. According to the building administrators, what is the degree of their participation in the decision-making process at the school level?

3. According to the teachers, what is the degree of their participation in the decision-making process at the school level?

4. Is there a difference between the size of the secondary school and the status of site-based management?

5. Is there a difference between the geographic location of the secondary school and the status of site-based management?

6. Is the practice of site-based management in the public secondary schools of Virginia based upon written School Board policy?

Major findings revealed that SBM is occurring in the public secondary schools of Virginia. SDM has emerged in the public secondary schools of Virginia , but not to the same extent as SBM, in regards to most decision-making areas. SBM appears to be in existence without the direction of written School Board policy.

This study, a collaborative venture between two doctoral students, also discusses the process of collaboration that was utilized in this endeavor.

DEDICATION

This dissertation is dedicated to three important women in my life. First, my mother who sacrificed a great deal to ensure that I received an education. She also instilled in me the necessary tools to be whatever I wanted to be. Second, my wife who has supported and nurtured me through this long process. Third, to P. J. Lynn for being my colleague, friend, and collaborator. This process would have been meaningless without her.

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Prologue

In a remarkable book entitled The Fifth Discipline, author Peter Senge (1990) writes,

> ". . . there are striking examples where the intelligence of the team exceeds the intelligence of the individuals in the team, and where teams develop extraordinary capacities for coordinated action. When teams are truly learning, not only are they producing extraordinary results but the individual members are growing more rapidly than could have occurred otherwise" (p. 10).

This team learning or collaboration is the essence of this dissertation, "Site-based Management/Shared Decision-Making in Virginia's Secondary Schools: Who's Really Involved?" by John David Martin, and its companion dissertation entitled "Site-based Management/Shared Decision-Making in Virginia's Secondary Schools: Who's Really Deciding?" by Patricia Pifer Lynn (P.J.). The two doctoral students were granted permission by their joint dissertation committee to conduct a research project collaboratively, in partial fulfillment of the doctoral degree. However, their collaboration did not begin with this project. Collaboration has been defined as "working in partnership." The

partnership between David Martin and P.J. Lynn began over ten years ago when they first started working together as professional colleagues. Their partnership expanded as they both began working on their doctoral degrees through Virginia Polytechnic Institute and State University. They were afforded many opportunities to "practice" their collaboration through course work and class projects. Senge (1990) emphasizes the need for this "practice" to assist teams in the development of their collective learning skills, which are more challenging to develop than individual skills. Throughout this collaborative process, the researchers have recognized the strength and power in a collaborative effort, as compared to an individual effort. As noted by Senge (1990),

> "When a team becomes more aligned, a commonality of direction emerges, and individuals' energies harmonize. There is less wasted energy. In fact, a resonance or synergy develops, like the 'coherent' light of a laser rather than the incoherent and scattered light of a light bulb. There is a commonality of purpose, a shared vision, and understanding of how to complement one another's efforts" (p. 234).

The researchers learned that collaboration is much more than simple agreement, and it is not necessarily comfortable or easy. It grows from

pursuing a shared goal, and a desire to learn from and with each other (Stayter & Close, 1992).

The two documents produced through this collaboration are identical, except for the last chapter in each, which reflects the individual thoughts of each researcher regarding the collaborative process utilized in this endeavor. It is the researchers' hope that future researchers will benefit from the documentation of this collaborative process, and better understand the means involved.

Chapter One

The Development of the Problem

Introduction

Struggling with the ever increasing burdens of low student achievement, low staff morale, facilities in deplorable conditions, a lack of parental involvement, continuing fiscal inequities, and inefficient regulatory practices involving personnel, budget and curricular decisions, many school systems are turning to management practices often utilized by business organizations. These practices involve the decentralization of authority and shared decision-making among those involved with the organization (Stinnette, 1993). This decentralization, or site-based management (SBM) is based on two assumptions, according to Stinnette (1993). The assumptions are that education will improve when those closest to the situation are allowed to make the necessary decisions, and are held accountable for those decisions; and that most of education's problems lay in its "long-standing statutes and regulations" (Stinnette,

1993, p.1). Studies have indicated that those organizations utilizing shared decision-making have a higher incidence of employee satisfaction, raised employee morale, a reduction in conflict, as well as a strong employee commitment to the organization itself (Bernas, 1992; Lawler, 1986; Hixson, 1990; and Liontos, 1993).

Although site-based management has been touted as "a new reform movement," decentralization or SBM can actually trace its roots to American education of the early twentieth century. Schools were neighborhood entities, governed by "lay boards," organized into "district or ward bases." With the influx of immigrants, these ward-controlled neighborhood schools began to alarm middle class Americans, who believed that the local control of these schools would tend to "preserve old-world values and identities" (Nystrand, 1973, p.14). These middle-class American reformers began to centralize school control, calling it progressive reform, and in essence, substituted their own political values by eliminating local control for the school government (Reynolds, 1973).

Also during this time period, educators were being seen as more

professionalized in their career choices, obtaining more prestige within the community. With this centralization of power, the ethnic control of the neighborhood schools was removed, and placed into the hands of these newly professionalized educators (Reynolds, 1973).

Centralized decision-making by those in possession of professional expertise continued into the 1960's. At that time, some professional educators began to look for other options in governing very large school districts. These educators began to look to the business and private sectors for examples of decentralization or SBM and shared decision-making, in an attempt to stem the flow of problems such as curriculum inconsistencies, and an inability to ensure compliance with the governing regulations at the school-building level (Nystrand, 1973). According to Stinnette (1993), those in favor of returning to a decentralized or site-based approach to school management believe that reallocating the control to those persons directly related to the school will "make schooling more responsive to the unique needs of local communities and will capitalize on the knowledge, creativity, and energy of people at the

school and community level" (p.1).

Purpose of the Study

The purpose of this study was to describe the status of site-based management and shared decision-making in the public secondary schools of Virginia. For the purpose of this study, site-based management is defined as an educational reform designed to improve public education by moving decisions regarding budget, personnel, curriculum and instruction, and policy from the central office to the school building. A major component undergirding site-based management is shared decision-making. Several research questions were examined in the study. They included:

(1) What kinds of decisions are made at the school level in the areas of personnel, budget, curriculum and instruction, and policy?

(2) According to the building administrators, what is the degree of their participation in the decision-making process at the school level?

(3) According to the teachers, what is the degree of their

participation in the decision-making process at the school level?

(4) Is there a difference between the size of the secondary school and the status of site-based management?

(5) Is there a difference between the geographic location of the secondary school and the status of site-based management?

(6) Is the practice of site-based management in the public secondary schools of Virginia based upon written School Board policy?

It is hoped that this study will assist the reader in determining whether traditional management is still being practiced, whether site-based management and shared decision-making are evident or emerging, or whether variations between these two management systems are being practiced in the public secondary schools of Virginia.

Two previous studies (Bartlett, 1993; Bertrand, 1994) focused on the status of school-based management in the public elementary schools of Virginia, from the perspective of the building administrator or teachers. This study adds to that previous research by including the perspective of

building administrators and teachers at the secondary level. The inclusion of this perspective on who's making the decisions in a site-based managed secondary school and the level of participation by those involved increases the comprehensiveness of previous research results that focused on this issue by providing more in-depth information regarding such decision-making.

Definitions

Site-based management (also known in the literature as school-based management, or decentralization) is an educational reform designed to improve public education by moving decisions from the central office to the school building. This requires that the responsibility for particular school functions, such as budget, personnel, curriculum and instruction, and policy, be placed with the individuals directly involved in those areas.

Shared decision-making is a process of including those individuals at the school level in making educational decisions collaboratively, to enable those closest to the students to make the decisions regarding their education, and to ensure the participation of those people

implementing the decisions, thereby fostering ownership.

For the purpose of this study, a Virginia public secondary school was defined as those grade structures identified by the individual school districts as secondary. It was found that a variety of secondary grade structures existed, with some schools beginning this structure as low as the seventh grade, and some beginning as high as the tenth grade. In all grade structures, the twelfth grade was included. Schools considered to be anomalies (i.e., Governor's Schools, Vocational Schools) were excluded from this study.

For the purpose of this study, "teacher" was defined as a full-time professional employee of a particular school, who spends at least fifty percent (50%) of the school day instructing students. Itinerant teachers were excluded from this study.

Limitations of the Study

Constraints that have affected this study include:

- the return response rate was less than anticipated as survey completion by principals and teachers was voluntary;

- the researchers were unable to adequately follow up on the non-respondents as the data collection procedures were established to ensure respondent confidentiality;

- generalizations outside of the population used in this study may be limited, as only public secondary schools in Virginia were included.

- the study looked at "what is" in terms of site-based management and shared decision-making rather than the evolutionary process of "how it came to be" in the selected schools; and,

- the study focused only on the principals and teachers of the schools rather than incorporating all stakeholders involved with the decision-making process in the schools.

Organization of the Study

Chapter One, The Development of the Problem, includes an introduction, the purpose of the study in which research questions were identified, key topics which were defined as related to the study, and the potential shortcomings or limitations of the study.

Chapter Two, The Literature Review, provides a review of the significant literature regarding site-based management/shared decision-making, focusing on the history, current practices, roles and

responsibilities, advantages and disadvantages, as well as a summary of the reviewed literature.

Chapter Three, Methodology, describes the sample selection, the instrumentation, the data collection procedures, the pilot study procedures, and overall methodology used in the study.

Chapter Four, Presentation and Analysis of Data, analyzes and summarizes the findings of this study.

Chapter Five, Summary, Findings, Conclusions, and Recommendations concludes the study, providing a "snapshot" of the status of site-based management/shared decision-making in the public secondary schools of Virginia, and presenting implications for future research.

Chapter Six, The Collaborative Process, outlines the process utilized by the researchers, and takes an in-depth, individual look at the feelings, the commitment of time and the constraints involved, as well as the relationship necessary for such a collaboration to be successful.

Chapter Two

The Literature Review

Introduction

Site-based management/shared decision-making (SBM/SDM) is a reform measure that is finding its way into more and more school systems across the country. In order to fully understand this concept, a review of the pertinent literature and current research is necessary. This chapter of the document provides such a review, and is divided into the following topics: the history of SBM/SDM, a description of the current practices involving SBM/SDM, a delineation of the roles and responsibilities involved with the practice of SBM/SDM for both principals and teachers, the advantages and disadvantages of SBM/SDM, and finally a summary of the literature review.

History

With the publication, in 1983, of A Nation at Risk: The Imperative for Educational Reform, the movement for restructuring to improve the status of education in America became the focus of the nation's schools.

A 1986 document published by the Carnegie Forum on Education and the Economy, entitled A Nation Prepared, recommended that teachers be given more opportunities to share in the decisions affecting their work (Bartlett, 1993; Conley & Bachrach, 1990). The concept of site-based management was touted as one reform strategy that would allow schools to assess and determine their individual needs in the areas of personnel, budget, and curriculum and instruction, and then to act upon those needs by allocating resources wherever needed. However, the concept of site-based management is not new. The history of SBM can be traced back to the early twentieth century with the concept of neighborhood controlled schools; to the "experimentation with school-based management . . . as a result of the school improvement program known as Individually Guided Education (IGE), pioneered by Herbert Klausmeier and a team of educators at the University of Wisconsin in the mid-1960's" (Cruz, 1994, p.38); and more recently to the 1970's reform movement initiated by the principals of the New York City Public Schools, who unionized because they felt they were enforcing the School Board's and Central Office's dictates without having any local autonomy to make decisions

that were relevant to their individual schools' needs (Jenni, 1993). According to Malen, Ogawa, Kranz (1990), "Proposals to delegate decision-making authority to subunits of school districts or individual sites . . . have been enacted, rescinded and reenacted for decades" (p.296).

A well-known adage states that "history repeats itself." That is true, as well, for SBM/SDM. Research indicates that reform initiatives, including SBM, " . . . tend to surface during periods of intense stress . . . when, in sum, a turbulent environment generates a host of salient demands and the system is pressed to search for solutions to a cluster of seemingly intractable problems" (Malen, et al., 1990, p.297). Candoli (1991) emphasized that " . . . decentralization efforts were really attempts to respond to political pressures rather than attempts to effect meaningful educational change so that students . . . could be better served" (p.13). As school systems continued to grow in size, there arose a need to decentralize control to ensure that localized educational needs were addressed (Candoli, 1991). And these initiatives of reform and decentralization tended to spread across settings, fueling similar initiatives in other areas.

As noted by Rungeling and Glover (1991), "The ultimate objective of restructuring and educational reform is to improve the quality of the schools and student achievement" (p.415). But frustration with centralized bureaucracies' inability to improve schools and to meet the needs of students locally, as well as the impact of research stipulating the importance of involving employees in the decision-making process, has led to the recent focus on SBM/SDM in school systems (Hixson, 1990).

Current Practices

SBM, as described by Thomas (1991), is:

> "A business administration function in schools . . . Effective schools are those schools which become successful in meeting the unique and diverse needs of select student populations. Efficient schools are schools where the education needs of unique and diverse populations are met in the most productive and cost-effective manner . . . SBM enables schools and districts to achieve success on both the effectiveness and efficiency dimensions" (p.1).

As stated previously in this document, SBM is defined as educational reform designed to improve public education by moving decisions

regarding budget, personnel, curriculum and instruction, and policy from the central office to the school building. School-based budgeting involves the development of a budget by principals, teachers, parents and community members for a particular instructional site, in order to allocate resources in such a way as to best meet the needs of its students. As with school-based budgeting, school-based curriculum and school-based selection of personnel involve the delegation of decisions regarding these areas to teachers, principals, and others at the building site (Clune & White, 1988). A major component undergirding site-based management is shared decision-making (SDM). The literature often correlates SDM with SBM (Liontos, 1993; TEA, 1992; AEL, 1989; Bertrand, 1994). Although SDM is often considered elusive and difficult to grasp (Liontos, 1993), businesses have employed the concept as a management function for decades. This "participatory decision making is democratic in nature, with participants holding equal decision making status power . . . " (AEL, 1989, p.3). A school's implementation of SBM may or may not include SDM. According to Malen, et al.:

> "SBM can be viewed . . . as a form of

> decentralization that identifies the individual school as the primary unit of improvement and relies on the redistribution of decision-making authority . . . Some formal authority to make decisions in the domains of budget, personnel, and program is delegated to site-level actors. Some formal structure (council, committee, team, board) often composed of principals, teachers, parents, and at times, students and community residents is created so that site participants can be directly involved in school-wide decision-making" (p.290).

Although the literature indicates that most schools involved with SBM follow the same structure with some variations in theme, most schools tend to utilize different processes of implementation depending on local needs (George & Potter, 1991; Candoli, 1991; Garms, et al., 1978). The literature stresses the importance of a formal structure from which collaborative decisions can be made. This group, or council as it is termed throughout the literature (Lindquist & Mauriel, 1989; Malen, et al., 1990; U.S. Department of Education, 1993; Murphy, 1994; and Thomas, 1991), implements SDM by assuming the authority to make decisions that were formerly made by a centralized structure (i.e., Superintendent, School Board) (Lindquist & Mauriel, 1989). These local

school councils typically include the principal, teachers, support staff, and sometimes parents. "An ideal site council would also include community members, students, and school support personnel as active participants" (Lindquist & Mauriel, 1989, p.404). These local school councils must also implement a shared decision-making process to make decisions regarding budget, personnel, curriculum and instruction, and policy (Bertrand, 1994; Stinnette, 1993; Candoli, et al., 1978). Site-based delegation of authority over these areas ensures that educational services will be locally delivered in effective and efficient ways (Stinnette, 1993).

In a 1980's study conducted in the Dade County Public Schools of Florida, survey respondents indicated that there were several such decision-making committees functioning within their schools. Some schools utilized an executive committee to make all decisions; some schools utilized a variety of committees designed for specific functions such as a personnel committee, or a budget committee that made recommendations to the executive committee or directly to the principal. The principal's involvement varied at the schools, as well, ranging from

unilaterally making the final decision to being an equal committee member. Faculty and staff elected the members to the committees in all school situations (Rungeling & Glover, 1991).

When school level personnel utilize SBM/SDM to determine how expenditures will be made in regards to budget or finance decisions, those decisions are based on the specific instructional needs of the students for that particular school, thereby ensuring that resources are allocated so that those needs are met. Centralized budgets impair a school's ability to match services and students' needs, and therefore, also impair equality (Thomas, 1991).

Budget decisions involve each of the other areas identified as affected by the implementation of SBM/SDM. Decisions involving personnel, curriculum and instruction, and policy issues are also made by the council, based on the specific and unique needs of the students for a particular school. Personnel decisions may focus on the selection, assignment and evaluations of staff, including instructional staff, administrative staff, and service personnel. Curriculum and instruction decisions may include the selection of materials, curriculum revisions,

instructional delivery, student promotion and evaluation, and staff development. Policy decisions may focus on student discipline, non-teaching duties, waivers for state and local regulations, school district policies, and school calendar issues (Clune & White, 1988).

Because the research regarding SBM/SDM has come mainly from the private and corporate sectors, the basic beliefs about this reform strategy for schools are directly tied to the benefits espoused by the business community. Candoli (1991) states that "concerns over extreme centralization are well-founded and appropriate. Bigness leads to remoteness; remoteness leads to impersonal responses; and this is bad, especially in a people-oriented institution like a school system" (p.12). According to Liontos (1993, 1994), those closest to the situation are in the best position to make decisions about children's education and therefore, should have a voice in the decisions that affect them. Another belief is that collaboration and participation in the decision-making process fosters ownership for the decisions made, positive job satisfaction, a more collegial environment within the school, and therefore, ensures that the decisions being made will be implemented

and exhibit long lasting effects (Lindquist & Mauriel, 1989; Huddleston, Claspell, & Killion, 1991; Hixson, 1990; and Young, 1989). Proponents of SBM/SDM also believe that because parents, students and teachers have a vested interest in their own school, rather than in the district as a whole, they are more participative in the decision-making process (Liontos, 1993, 1994; Garms, et al., 1978). In practice, SBM/SDM will vary from site to site, including whether or not teachers share in the decision-making process, and must be evaluated on a case-by-case basis (Purkey, 1990).

Although these beliefs all tend to be positive, there are negative aspects of SBM/SDM indicated in the literature as well. In the late 1980's, a four-year project of reform and restructuring was initiated in Dade County Public Schools in Florida. At the end of the second year of the project's implementation, an interim evaluation was conducted with the involved principals. Those principals believed that "school based management/shared decision making was effective and efficient but was not always efficient in all areas; that the principal's job was now more complex and that SBM/SDM was time consuming; the new reporting

structure (to principals) was complex and confusing in regard to clarification of policies, etc.; SBM/SDM was better for instructional idea and innovation generation than as a method to address administrative problems; and, the principals were frustrated in that 'they were still totally responsible and accountable, but not fully in charge'" (Rungleing & Glover, 1991, p.419).

Opposition to SBM/SDM could also come from superintendents and central office personnel since it may diminish their authority and influence; and from union leaders, as decentralization would require them to deal individually with many principals, thereby complicating their work. Increasing teacher involvement and empowerment in the decision-making process of SBM will do much to dilute union opposition. Teacher support is essential for SBM/SDM to be effective (Garms, et al., 1978).

Roles And Responsibilities

In schools practicing SBM/SDM, fundamental changes occur, not only in the management areas but also in the roles and responsibilities of all those involved, especially those of principals and teachers. SDM becomes "an ongoing process of making decisions in a collaborative

manner . . . " (Liontos, 1993, p.2). If shared decision-making is truly functioning in the schools, the literature indicates that staff, as a result, will "have a greater impact on decisions, be better informed, and have greater commitment to making their decisions work" (Liontos, 1993, p.3). The goal of SDM should be to ensure that the most appropriate services and programs are offered to students. First and foremost, ensuring that students succeed must be the reason schools implement and utilize SBM/SDM (Liontos, 1993).

Teachers.

In a 1988 survey conducted by the Carnegie Foundation (Liontos, 1993), results indicated that few teachers are asked to participate in making important decisions, that teachers are not active participants in the decision-making process but are merely spectators. For this collaborative decision-making to be successful in ensuring effective and efficient services for students, teachers involved in the process must feel that their participation is important. When asked about their participation in the decision-making process, the majority of teachers responded that their involvement was inconsequential and unsatisfying. The decisions

teachers are involved with tend to be more along the lines of choosing textbooks (79%, Liontos, 1993, p. 1) as opposed to helping select new teachers and administrators (7%, Liontos, 1993, p. 1). Teachers have little say and little commitment to decisions regarding scheduling, assignments of specialists, student placements, discipline, grading, tenure and allocation of supplies. Teachers don't feel they have the power to influence school-wide policy because principals tend to disregard their views (Johnson, 1990). According to Duttweiler and Mutchler (1990), the limited opportunities for teachers "to exercise expertise and initiative" (p.36) in decision-making may be due, in part, to a reluctance on the part of principals to share their authority. Regardless of the level of the school (elementary or secondary), delegation of authority by the principal to the teachers is minimal.

Two major assumptions lie behind arguments to empower teachers in the decision-making process of schools. One is the belief that empowering teachers "would ensure greater prominence of instructional expertise in schools" (Johnson, 1990, p.344). Teachers know the students and the schools the best, and would demonstrate better

approaches to the organization of instructional practices than those in central offices do. The companion concern for this argument is that "given what is known about the quality of current teachers" (Johnson, 1990, p.345), can we assume that they have the expertise to do this? Classroom teachers seem to exhibit the same approaches to instruction across the country and across the ages. If these teachers are empowered with decision-making authority, schools may settle back into conventional approaches that focus on the needs of some groups of students and neglect others.

Secondly, an assumption of teacher empowerment is that "it would increase workplace satisfaction" (Johnson, 1990, p.345). Dissatisfaction with teaching conditions permeates the ranks of teachers. However, the companion concern here is that "if schools are remade to attract and retain teachers, students will be ill-served" (Johnson, 1990, p.345). Self interested teachers may not tend to the issues of efficiency, equity, and quality within the schools (Johnson, 1990).

If teachers are to be viewed as partners in change at the school level, they must be given the opportunity to share in the "responsibility for

hiring, experimenting with new approaches to scheduling time, meeting the needs of diverse student populations" (p.365), reassessing conventional practices involving curriculum, and remaining committed to making the process of shared decision-making work (Johnson, 1990).

When these opportunities to participate in shared governance occur, teachers are responsible for developing skills in consensus decision-making, group dynamics, and conducting effective meetings (Berry, 1993). These new responsibilities lead to new roles or dimensions for teachers. Teachers are no longer only colleagues, but decision-makers, leaders and learners (Murphy, 1991). However, unless teachers view their participation in the decision-making process as meaningful, they may be reluctant to participate, and may resist efforts to engage them in such endeavors. They may view their input as symbolic participation, where they are involved but have little influence (Duttweiler & Mutchler, 1990).

Principals.

As stated earlier in this document, in early twentieth century education, complete control for the schools was localized, with the

principal seen as the key authority figure, possessing total autonomy for personnel selection, salaries, and promotions (Lindelow & Heynderickx, 1989). According to Garms et al. (1978), the principal, once again, seems to be the most important element in the success of an SBM/SDM school. The principal in an SBM/SDM school has a direct influence over the teachers' responsibilities previously mentioned, as principals play a key role in "fostering professional collaboration and creating an open, risk-free environment for staff members" (Heller, 1993, p.97). The principal's role becomes one of "organizer, advisor, and consensus builder" (Liontos, 1994, p.1). "A non-competitive, trusting climate, creating opportunities for staff to express ideas, and placing a priority on professional development" (Liontos, 1994, p.2) must be promoted by the principal. Lezotte (1991, as quoted in Berry, 1993) views the role of the principal as changing from a "leader of followers" to a "leader of leaders" (p.5). The principal must develop the specific interpersonal skills of collaboration and facilitation, as well as become a coach, a partner and a cheerleader to teachers and other staff members in order to transform the school to one of shared governance. In an SBM/SDM school setting,

the principal is still the manager and the instructional leader, but now must accept the role of organizational facilitator, acquiring skills in such areas as conflict resolution, team building, delegation of leadership, group consensus building and communication skills (Berry, 1993).

Murphy's (1991) research indicates that principals tend to share authority with teachers only in the areas in which they exhibit high levels of autonomy for making decisions. For instance, if principals are given total autonomy, by the School Board or central office administration, to expend allocated funds in any way they see fit, those principals are more likely to share the decision-making regarding spending with the teachers. However, if the School Board or central office administration retains the majority of authority for the hiring of personnel, with very little input from the principals, then the principals very likely will not seek teacher input for decisions regarding personnel matters. "These findings clearly indicate that principals' view of school leadership and teacher empowerment are situational issues" (Murphy, 1991, p.58).

According to Duttweiler and Mutchler (1990), "If the goal of school-based management is to maximize the potential of a school community

to improve learning outcomes for its students, then the authority delegated to the school site cannot reside with the principal alone. The greatest possible distribution of authority . . . must be shared" (p. 46). In a survey conducted by the Heritage Foundation (Duttweiler & Mutchler, 1990), sixty-five principals from secondary schools honored for their schools' excellence, were asked what leadership factor was most important in ensuring an effectively run school. Eighty percent (Duttweiler & Mutchler, 1990, p. 47) responded that faculty participation in decision-making was the most important factor. They noted that even though the group process for making decisions takes longer, the results of such a process ensure decisions that last longer, and are more widely accepted than those made singularly (Duttweiler & Mutchler, 1990).

A study conducted by Jacobson and Woodworth (1991) asked administrators to identify who participated in the decision-making process for their districts. . Respondents were classified into two groups: administrators from small rural districts with enrollment less than 1,000; and administrators from non-rural districts with enrollment greater than 1,000. According to the study, administrators in rural settings identified

principals as participating in the decision-making 98.8% of the time, and teachers 90.6% of the time. In contrast, administrators of non-rural settings identified principals as participating in the decision-making 98.3% of the time, and teachers 83.3% of the time. This indicated more teacher participation in decision-making in small rural districts than in large non-rural districts.

According to the literature, principals must be willing to delegate and share decision-making authority with the staff, and become facilitators of leaders for SBM/SDM to be successful. In the same respect, teachers must be willing to commit the time and effort necessary to share in the decision-making process if SBM/SDM is to succeed. According to Sagor (1991), "Leadership appeared to be successful only when it was able to provide just the right combination of pressure for improvement with support for the improvement initiatives themselves" (p.6). Schlechty states that "participatory leadership is a preferred mode of decision-making" not only because it's democratic and right, but also because it "promises to yield better decisions and better results" (p.52).

Advantages Versus Disadvantages

According to Phillip C. Schlechty (1990), shared leadership has a direct and positive effect on the effectiveness of the organization. "What leaders in American business are learning, and what educational leaders must learn . . . is that treating employees as important contributors to the enterprise, valuing their contributions, and involving them in the decision-making structure . . . increases not only productivity but employee satisfaction" (p.52). Many researchers, including Cruz, 1994; Bertrand, 1994; Liontos, 1993, 1994; Malen, et al., 1990; Lawler, 1986; and Hixson, 1990 have touted the advantages of SBM/SDM, ranging from greater staff control, to greater teacher accountability, to improved school climate. In terms of school climate, proponents of SBM/SDM insist that it will improve morale and increase staff motivation. However, Malen, et al. (1990) indicated that, although there is an "initial, positive impact" on morale and motivation, factors such as increased demands on time and energy, staff tensions, the inability to wield meaningful influence on issues such as budget, personnel, or policy, and role circumlocution interfere with enduring improvement (p.311). When full authority for

decision-making is given to a school site, two major advantages of SBM are recognized: the quality of school site planning is made stronger (Malen, et al., 1989), and resources are used more efficiently and flexibly to meet the needs of the students. However, a review of the literature indicates that the degree of delegated authority varies among school systems and states claiming to practice SBM/SDM. This variance in delegated authority also differs in all decision-making areas, including budget decisions, personnel decisions, curriculum decisions, and policy decisions, with some systems allowing more site authority over certain areas than others (Duttweiler & Mutchler, 1990).

According to Lindelow and Heynderickx (1989), control of the budget is central to school-based management. Curricula and personnel control cannot be adequately granted to a school site without control of the school budget. An advantage to school site budgeting is the increased efficiency of allocated resources.

Several additional advantages of SBM/SDM are identified in the literature. According to Roberts and Dungan (1993), when SBM/SDM is implemented, there is an increase in the frequency and quality of

communication among the staff. An increased feeling of ownership for the decisions made, a greater sense of collegiality and trust among the staff, and the promotion of better decisions are also recognized as advantages in an SBM/SDM setting (AEL, 1989; Liontos, 1993; and Bertrand, 1994). Lawler (1986) states that a greater sense of satisfaction is felt by the staff; and there is an increased recognition of staff expertise when SBM/SDM is utilized (AEL, 1989). As noted by Liontos (1993), a greater number of ideas are generated, more relevant solutions are developed, school effectiveness is improved, and there is a higher level of endurance for decisions made collectively when SBM/SDM is implemented.

The benefits of SBM/SDM must be weighed against operational obstacles. Time is a serious obstacle to SBM/SDM. Decisions made collectively are often extremely slow and difficult; and there is no guarantee that collectively made decisions will be the best decisions (Liontos, 1993; & Cruz, 1994).

In a study of one school district in Lancaster, Ohio, conducted by Gips and Wilkes (1993), administrators and teachers were asked to vote

for or against implementation of SBM/SDM within their schools. The study included both elementary and secondary teachers, as well as administrators, from large and small schools. The relevant findings of this study include the following: teachers from small elementary schools were more in favor of implementing SBM/SDM than teachers from large or secondary schools; principals were more willing to implement SBM/SDM than teachers; teachers felt that SBM/SDM would be extremely difficult if not impossible to institute in large schools; and, female teachers voted more in favor of SBM/SDM than did male teachers.

Although the study indicated that principals voted in favor of implementing SBM/SDM, teachers indicated that many of these principals expressed concerns regarding this new strategy. The teachers felt that because principals had to sign their surveys, they may have been intimidated to support this new change (Gips & Wilkes, 1993).

As with advantages of SBM/SDM, there are additional obstacles to the effective implementation of SBM/SDM indicated throughout the literature. According to Stinnette (1993), SBM/SDM may be difficult to

implement and sustain due to insufficient training in decision-making skills; confusion and fear regarding new roles of the participants; limited funding; an unwillingness among principals to share leadership for decision-making; an unwillingness among teachers to participate in the decision-making process; and uncertainty that the Board of Education will be supportive if things do not go well. Roberts and Dungan (1993), cite communication between participants that is not always authentic, and a poor relationship between the administrator and staff as obstacles to effective implementation of SBM/SDM. In addition to increased responsibilities and a larger workload (Liontos, 1993), teachers fear that SBM/SDM will weaken their collective bargaining positions, and that Superintendents and central office personnel will oppose it because their authority and influence would be diminished (Garms, et al., 1978). As noted by Hixson (1990), " . . . school-based management can increase an unhealthy competition among schools for a fixed pool of resources, and further, can exacerbate inequities among individual schools" (p.3). Malen, et al., (1990) go so far as to say that teachers involved with "school-wide decision-making indicate that these efforts can detract from

the instructional program by diverting attention, draining energy and/or reducing actual teaching time . . . " (p.314).

Although the advantages and disadvantages of SBM/SDM listed in the literature are numerous, one point must be made regarding their existence. As noted by Purkey (1990), "research literature on school-based management is woefully thin and unpersuasive . . . There is a paucity and poverty" (p. 372) of such research, and "judging the value, potential or otherwise, of this reform strategy is rather premature until a much richer research base is developed" (p.372). According to Malen, et al., (1990), "the literature on school-based management is characterized by a preponderance of project descriptions/status reports and position pieces," but includes only a few studies that can be considered "systematic, empirical investigations" (p.296).

Summary

The literature reviewed indicated a preponderance of views that focus on the advantages of SBM/SDM. However, these views appear to be based on theory and beliefs, not actual research. In fact, Purkey (1990) points out that there is a scarcity of research regarding SBM/SDM and

indicates the need for more in-depth and continued research in this arena. What research does exist comes from the private and corporate sectors, touting the benefits of employee involvement and decentralized decision-making in increasing productivity. Current literature describes the components of SBM/SDM and explains how it should function; it lists advantages and disadvantages to the process; but the current literature does not offer much in the way of experiences as relayed by those who have been involved with SBM/SDM–the teachers, the administrators and other possible stakeholders. It doesn't elaborate on how teachers in SBM/SDM situations may feel put upon to make decisions that the principal is getting paid to make; that the process is too time consuming and sometimes leads to hard feelings between and among staff members; that teachers sometimes don't want to make the decisions because then they can be held accountable for the results of those decisions. The literature doesn't speak to varying personalities and leadership styles of the building administrators, and how that affects the process of SBM/SDM. Perhaps SBM/SDM works well in a school, even without a policy directive, because that's the leadership style of the

principal, and vice versa.

The literature neglects the experience of those who have been involved with SBM/SDM schools, in discussing why personnel and budget decisions are the last ones to be shared, even though they are the easiest to implement, and how this may be tied to the level of the principal's authority in these areas.

In situations where SBM/SDM has been implemented, the literature is scant regarding the level of participation of teachers and principals in the decision-making process. There is also very little information within the current literature regarding comparisons about the size of schools and their geographic locations in relation to the implementation of SBM/SDM.

This study adds to the literature findings regarding the utilization of SBM/SDM in the public secondary schools of Virginia as perceived by the building administrators and teachers within the schools, and relating the process to geographic location, size of the school, level of participation, and formalized structure.

Chapter Three

Methodology

Introduction

Methodology in research involves the orderly and systematic collection of data in order to conduct a particular inquiry. Research uses this systematic inquiry to discover relationships between variables or to describe given situations (Random House Dictionary, 1987).

The given situation described in this study centers around site-based management and shared decision-making, and is focused on the degree to which building administrators and teachers participate in the decision-making process at the school level in Virginia's public secondary schools. The methods utilized in this systematic inquiry include descriptions of the study design, the population sample and selection, the instrumentation used to collect the data, the pilot study results, the data collection procedures, and methods of analysis used to describe the status and degree of participation in site-based management/shared decision-making in Virginia's public secondary schools.

Design of the Study

Descriptive research studies look at the nature of a given situation as it exists at the time of the study. This study was designed to describe the status of site-based management and shared decision-making in the public secondary schools of Virginia. During a review of the current literature on SBM/SDM, issues regarding the decision-making process involving personnel, budget, curriculum and instruction, and policy development were frequently discussed. Based on the information found in the literature review, six questions were developed as the basis of research for this study to provide information regarding SBM/SDM in the secondary schools of Virginia. They were:

(1) What kinds of decisions are made at the school level in the areas of personnel, budget, curriculum and instruction, and policy?

(2) According to the building administrators, what is the degree of their participation in the decision-making process at the school level?

(3) According to the teachers, what is the degree of their participation in the decision-making process at the school level?

(4) Is there a difference between the size of the secondary school and the status of site-based management?

(5) Is there a difference between the geographic location of the secondary school and the status of site-based management?

(6) Is the practice of site-based management in the public secondary schools of Virginia dependent upon written School Board policy?

Prior to the development of the survey, a review of the current literature regarding site-based management and shared decision-making was conducted. Survey questions were developed by identifying items within the literature review that appeared relevant and pertinent to the study (see Appendix A). These survey questions focused on the areas of personnel, budget, curriculum and instruction, and policy development.

Population and Sample

The study was devised to collect data from all public secondary school principals in Virginia, as well as from randomly selected teachers within the State Superintendent's Advisory Council Regional Study Groups. The State Superintendent's Advisory Council Regional Study

Groups (SSSG) comprise eight geographic regions across the state (see Figure 1). The geographic settings for these Study Groups vary from region to region in terms of descriptors such as rural, suburban or urban. Among these regions in Virginia, there exist three large metropolitan areas, associated with Study Groups one, two and four. The metropolitan capital of Virginia, Richmond, is located in SSSG 1, and the most heavily populated section of SSSG 4 is located adjacent to the nation's capital, Washington, D.C. Numerous military installations exist in the metropolitan area of Hampton Roads in SSSG 2. The majority of the remaining regions of Virginia fall within primarily rural settings, specifically SSSG 3, the western half of SSSG 4, as well as SSSG 5, 6, 7, and 8. The three metropolitan areas of Virginia are the most heavily populated areas and therefore, contain the largest population of secondary level teachers and principals, as well as the largest number of public secondary schools in Virginia. The State Superintendent's Study Groups were developed by the Virginia Department of Education as a means to facilitate direct communication between the State Superintendent of Public Instruction and local school division

Figure 1. Locations of the Eight State Superintendent's Study Groups in Virginia

superintendents. Each State Superintendent's Study Group meets monthly with a representative from the State Superintendent's office to offer input on critical and emerging educational issues.

By focusing on the perspectives of both the secondary level building administrator or principal, and the secondary level teacher, the study adds to previous Virginia research that focused on the elementary level. All public secondary school principals were chosen to ensure a representative "snapshot" of SBM/SDM from the building administrator's perspective. One-third of the public secondary schools in each of the eight State Superintendent's Study Groups was randomly selected using a table of random numbers. All full-time teachers within these randomly selected schools were surveyed to ensure a representative "snapshot" of SBM/SDM from the teacher's perspective.

The 1995-1996 Virginia Educational Directory was used to identify the public secondary schools, as well as the population of secondary principals, in Virginia's two hundred seventy-six public secondary schools.

Schools that were considered anomalies (i.e., Governor's Schools,

Vocational Schools, n = 8) were excluded from this study. Itinerant teachers were also excluded from this study.

Instrumentation

The questionnaire in this study (see Appendix B) was developed utilizing the major concepts of personnel, budget, curriculum and instruction, and policy as identified in the literature review. The questionnaire consisted of twenty-four questions relating to site-based management and shared decision-making. The questions were close-ended with ordered choices. According to Dillman (1978), this type of question provides answer choices that are gradations "of a single dimension of some thought or behavior. The respondent's task is to find the most appropriate place on an implied continuum for his or her response" (p.86). The first six questions required the respondent to choose a response from the selections given, and to record that response on the machine-scorable answer sheet. The next seventeen questions, consisting of multiple response areas, utilized Likert Scale response categories. The respondent was required to choose the letter that best described their response, and to record that response on the

machine-scorable answer sheet. In addition to selected demographic variables such as size of school and geographic setting, teachers and administrators were asked to indicate their level of participation in the decision-making process within their school across the major areas of personnel, budget, curriculum and instruction, and policy development. The Likert Scale categories for level of participation included, "I participate a great deal," "I participate somewhat," "I do not participate," and "Not applicable." The final question required the respondent to choose the level of involvement they would like to see teachers have in the decision-making process in the future, and to record that response as well. Responses to this item were not reported as part of this dissertation.

The questionnaire was one sheet of paper, 8.5 by 11 inches, with questions on both sides of the sheet. The definition of SBM/SDM, as it related to this study, was printed at the top of the questionnaire for ease of understanding. Directions and explanations were specified in a manner which ensured the respondent's understanding, as the questionnaire was designed to be self-administering.

Pilot Study

Prior to finalizing the questionnaire for distribution, a pilot study was conducted. The questionnaire was sent to five teachers, two secondary principals, three educational supervisors, three assistant superintendents, and one superintendent. Each was requested to provide feedback regarding ambiguities within the questions, item appropriateness, length of time for completion of the questionnaire, clarity of directions, and to offer suggestions for improvement of the instrument. Responses from the pilot study indicated a clear and concise instrument. No suggestions for modifications were indicated. The average time of completion for the questionnaire was five minutes.

Data Collection Procedures

As mentioned previously in this document, one third of the secondary schools within each of the eight State Superintendent's Study Groups was randomly selected as a means of surveying teachers. All full-time teachers within these randomly selected schools were asked to respond to the questionnaire. Each randomly selected school was telephoned to obtain the number of full-time teachers on staff. This yielded a total of

7,376 secondary level teachers who were asked to participate, in addition to the 268 secondary principals also participating.

The cover letter (see Appendix C) was constructed utilizing suggestions made in Dillman (1978) to maximize questionnaire response. These suggestions included explaining why the respondents' views were needed in this research in order to express positive regard for the respondents; offering sincere thanks in advance or grateful appreciation as a reward for completion of the questionnaire; explaining that it is not known what their level of participation is in SBM/SDM and seeking their input as another means of reward; requesting that the respondents do the researchers a favor, which gives the respondents a sense of power over the researcher; and utilizing the superintendents as a means of distributing the questionnaires, which gives the respondents a sense that this study has been approved by their supervisor and therefore, they should complete and return the questionnaire to the researchers.

In order to expedite the analysis of the data, respondents were asked to record their responses on machine-scorable answer forms. These

forms were coded with either a "T" for teacher or a "P" for principal to assist the researchers in determining the differences between teacher and principal responses. The forms were also coded with a number ranging from one to eight to differentiate, for geographical purposes, from which of the eight State Superintendent's Study Groups the responses had been obtained. In order to ensure anonymity and confidentiality, no other coding was used.

Following the construction of the cover letter, and the coding of the machine-scorable forms, packets were prepared for each principal. Packets intended for secondary schools where only the principal was being asked to participate included a cover letter, a questionnaire, a machine-scorable answer form, and a self-addressed, stamped envelope. Packets intended for secondary schools where teachers and principals were asked to participate included cover letters, questionnaires and machine-scorable answer forms individually clipped together for ease of distribution, a large self-addressed, stamped envelope for returning all machine-scorable answer forms together, and a list of directions and suggestions for the principal regarding the distribution and

return of the teacher packets to the researchers (see Appendix D).

Once the packets were prepared, they were grouped by school districts. A packet consisting of a letter to the district's superintendent outlining the study and requesting their assistance (see Appendix E), and copies of the cover letter and questionnaire were attached to each designated group for the superintendent. The packets were distributed to each superintendent via the State Superintendent's Study Groups regional meetings during the month of February, 1996. Packets were mailed to those superintendents not in attendance at the regional meetings. During a short presentation by the researchers at these regional meetings, superintendents were asked to distribute the packets to their principals, and to request that they and their teachers complete and return the questionnaires promptly to the researchers. The Executive Director of the Virginia Association of School Superintendents also attended the regional meetings, offering his support for the study, and encouraging the superintendents to support it as well.

Two weeks following the distribution of the questionnaires to the superintendents, a reminder notice was mailed to the district

superintendents requesting that they remind their principals and teachers to complete and return the questionnaires (see Appendix F).

Shortly after the reminder notices were mailed to the Superintendents, communications were received from four school districts, indicating that their particular school systems followed established procedures before granting permission for questionnaire studies to be done within their schools. The researchers were required to complete the application process for each of these four large school districts. The process for each school district was similar, requiring the completion of forms outlining the study, delineating the study's importance to that particular school system, and requiring a letter of support from the researchers' dissertation committee chairman (see Appendix G). Each of these four school districts also required, as part of the application process, that a copy of the study's final results be provided to the school district.

Three weeks following the mailing of the reminder notice to district Superintendents, a second reminder notice was mailed; however, this reminder notice was mailed to the building principals of the randomly selected secondary schools where teachers and principals were asked

to participate in the study (see Appendix H). This second reminder was sent in order to generate a larger return rate for teachers.

Data Analysis

Each machine-scorable answer sheet that was returned was categorized by "T" or "P", and one through eight in order to distinguish between the responses of teachers and principals, as well as to distinguish responses among the eight State Superintendent's Study Groups. Each answer sheet was machine scanned to obtain the number of responses received for every possible option on each of the twenty-four questionnaire items. The totals were tabulated using a computer spreadsheet program.

Percentages were calculated to compare teacher responses and principal responses across such variables as school size, school setting, geographic locations within the state, and level of participation in the decision-making process. These data are displayed in tables and graphs designed to examine the differences between teacher and principal responses in Chapter Four.

Summary

This chapter has described the procedures used to select teachers and principals to participate in this study focusing on SBM/SDM in Virginia's public secondary schools. The construction of the questionnaire was discussed including Dillman's suggestions for cover letters, and the strategy for gathering the data utilizing the State Superintendent's Study Groups was described. An explanation of the data analysis procedures was also presented.

The complete analysis and summary of the findings are presented in Chapter 4.

Chapter Four

Presentation and Analysis of Data

Introduction

The data gathered to describe the status of SBM/SDM in the public secondary schools of Virginia were collected via a questionnaire distributed to all public secondary school principals in Virginia, and to all full-time teachers in randomly selected schools within each of the State Superintendent's Study Groups (SSSG).

This chapter presents an analysis of the data gathered from the questionnaires to determine the existence of SBM/SDM in Virginia's public secondary schools and the level of participation in decision-making areas by principals and teachers, according to size of school, and geographic location. It also describes differences among these variables. Following a description of the questionnaire return rate, the remainder of this chapter is devoted to answering each research question in detail.

Description of Questionnaire Return Rates

As the returned questionnaire responses were reviewed by the researchers, several deficits within the questionnaire instrument were noted. These deficits included:

1. The interpretation of the Likert Scale choices for questions seven through twenty-three was unclear to some respondents. Although selections A - "I participate a great deal" and B - "I participate somewhat" were clear as to their interpretation, selections C - "I do not participate" and D - "Not Applicable" were not. The researchers intended selection D - "Not Applicable" to be interpreted by respondents as there was no opportunity to participate. It was evident in some of the comments received from respondents that selection C - "I do not participate" was also interpreted to mean there was no opportunity to participate in the decision-making. As one respondent noted, "The response options given on the survey may not provide a clear picture of the extent to which shared decision-making exists within a school division . . . There is a difference between the extent of

participation in shared decision-making and the availability of opportunities to participate." Therefore, selections C and D have been omitted in the analysis of results.

2. The lack of direction indicating the continuance of the questionnaire on the back page affected the returned usable response rate on this item. All of the returned questionnaires that were deemed unusable exhibited the same profile, that of having only the first ten items answered. The first ten items were located on the front page of the questionnaire. Nowhere on the questionnaire did it indicate that respondents should continue by turning the page over. Table 1 (p. 58) delineates the frequency of questionnaires mailed, and the frequency and percentage of usable questionnaires returned, by SSSG and by position (principals or teachers).

3. The directions for item twenty-four indicated that the respondent should "check one" selection. The directions should have indicated that the respondent was to select one letter

response and record it on the machine-scorable answer sheet. Returned responses indicated that all principals marked their responses to this item correctly; however, two hundred ninety-three teachers responded to items one through twenty-three, but left item twenty-four blank on their machine-scorable answer sheet. The researchers interpreted this lack of teacher response as an indication that the directions were inadequate.

The decision as to what questionnaire data would constitute the existence of SBM was determined by the researchers. The researchers decided to combine the responses for selections A - "I participate a great deal" and B - "I participate somewhat" for position (principals and teachers) and within each SSSG. A percentage rate of 50% or higher for these two combined responses, for either position (principal or teacher), was determined by the researchers to indicate the existence of SBM in the SSSG.

One thousand, seven hundred fifty-five principal and teacher questionnaires were returned by April 12, 1996. Although a first reminder

notice was mailed to division superintendents two weeks following the distribution of the questionnaires, the researchers were unable to determine the impact of this reminder due to the additional procedures required by four school districts, as described previously in Chapter Three. In addition to the four school districts requiring additional procedures, there were four public secondary schools that indicated, via phone calls or letters, that they could not or would not participate in this study for various reasons.

A second reminder, sent directly to principals, generated an additional three hundred twenty-three returned principal and teacher questionnaires, for a total usable return rate of 60% for principals and 26% for teachers. The researchers can only speculate as to the reasons for this dramatic difference between principal and teacher response rates.

Differences were also noted in the response rates among the eight Study Groups. In reviewing the percentage of combined teachers and principals responses, the three metropolitan regions (SSSG 1, 2, and 4) exhibited the lowest rates of all the Study Groups. Those regions

exhibiting the highest response rates were the southwest Virginia Study Groups, 6, 7, and 8 (see Table 1).

The levels of returned response rates by Study Groups, whether high or low, did not impact the statewide perception of principals or of teachers that SBM exists in the public secondary schools of Virginia. Those Study Groups with high response rates indicated levels of participation consistent with those Study Groups exhibiting low response rates.

It is important for the reader to note that the questionnaire generated over 50,000 pieces of usable data, encompassing six variables. The questionnaire items were not developed so as to be considered equivalent in nature. Comparing the items by averaging the response percentages is considered statistically inappropriate. However, in order to manage the large quantity of data and to convey the distinct delineation between principal and teacher responses, the researchers have computed average percentages. This was viewed as a convenient means of presenting the contrasts between the responses of these two groups, even though, statistically, the practice is not germane.

Table 1

Frequency and Percentage of Mailed Questionnaires by Usable Responses of Principals (P) and Teachers (T) by State Superintendent's Study Groups (SSSG)

	Principals			Teachers		
	Mailed	Returned	% Returned	Mailed	Returned	% Returned
Study Group	N	N	%	N	N	%
SSSG 1	35	21	60	1016	210	21
SSSG 2	45	20	44	1700	336	20
SSSG 3	21	12	57	434	136	31
SSSG 4	52	31	60	1832	248	14
SSSG 5	32	22	69	872	227	26
SSSG 6	26	22	85	628	332	53
SSSG 7	45	24	53	706	356	50
SSSG 8	12	10	83	188	71	38
Total	268	162	60	7376	1916	26

Research Question One

What kinds of decisions are made at the school level in the areas of personnel, budget, curriculum and instruction, and policy development?

In order to obtain information as to what kinds of decisions are made at the school level, participation in these educational areas was determined by combining principal responses for both levels of participation, "I participate a great deal" and "I participate somewhat," on each questionnaire item, numbers seven through twenty-three, and by computing the percentage level. The same was done for teacher responses.

Table 2 provides a summary of the school level participation in decision-making for both principals and teachers based on each questionnaire item. Percentages displayed for principals and teachers were obtained by combining the responses for both selections A - "I participate a great deal" and B - "I participate somewhat."

Although it was indicated that both principals and teachers participate in the decision-making at the school level in the various areas of

Table 2

Percentage of School Level Participation by Item Response for Principals and Teachers in Decision- Making Areas in Virginia's Public Secondary Schools

	Principal N = 162			Teacher N = 1916		
Decision-Making Areas	**A**	**B**	**A + B**	**A**	**B**	**A + B**
Curriculum and Instruction	%	%	%	%	%	%
#7 Selection of instructional materials	30	52	82	45	36	81
#8 Curriculum revision	45	43	88	30	43	73
#9 Criteria for student evaluation	39	55	94	27	41	68
#10 Staff development regarding curr. & instruc.	66	33	99	14	44	58
Total %	45	46	91	29	41	70
Budget	%	%	%	%	%	%
#11 Development of budget for school	73	20	93	2	16	18
#12 How funds allocated to the school will be expended	81	15	96	2	19	21
Total %	77	18	95	2	18	20
Personnel	%	%	%	%	%	%
#13 Selection of instructional staff	82	15	97	2	9	11
#14 Evaluation of instructional staff	88	8	96	3	9	12
#15 Selection of service personnel	62	26	88	1	3	4
#16 Evaluation of service personnel	65	23	88	1	6	7
#17 Selection of administrative staff	73	16	89	1	4	5
#18 Evaluation of administrative staff	79	12	91	3	16	19
Total %	75	17	92	2	8	10
Policy Development	%	%	%	%	%	%
#19 Student discipline	81	16	97	8	43	51
#20 Assignment of non-teaching duties	78	19	97	2	14	16
#21 Seeking waivers for state or local regulations	20	38	58	1	3	4
#22 Establishing school district policies	15	63	78	1	8	9
#23 School calendar issues	19	61	80	5	47	52
Total %	43	39	82	3	23	26

personnel, budget, curriculum and instruction, and policy development, differences were noted between the two groups as to the level of participation each experienced (see Figure 2).

Principals in Study Groups 2, 3, 5, 7 and 8 indicated higher percentage levels of participation than teachers in all aspects of curriculum and instruction, personnel, budget and policy development. Teachers in Study Groups 1, 4, and 6 indicated higher percentage levels of participation than principals in the curriculum and instruction area of **"selection of instructional materials"**. Principals in Study Groups 1, 4, and 6 indicated higher percentage levels of participation than teachers in the areas of personnel, budget, policy development, as well as in the curriculum and instruction areas of **"criteria for student evaluation"**, **"curriculum revision"**, and **"staff development"**. Tables 3 and 4 provide summaries of the school level participation in decision-making for principals and teachers, respectively, based on each questionnaire item by Study Group. As evidenced in the results from the eight Study Groups, more than 50% of the principals responding to the questionnaire in each of these groups indicated that they participated in decision-

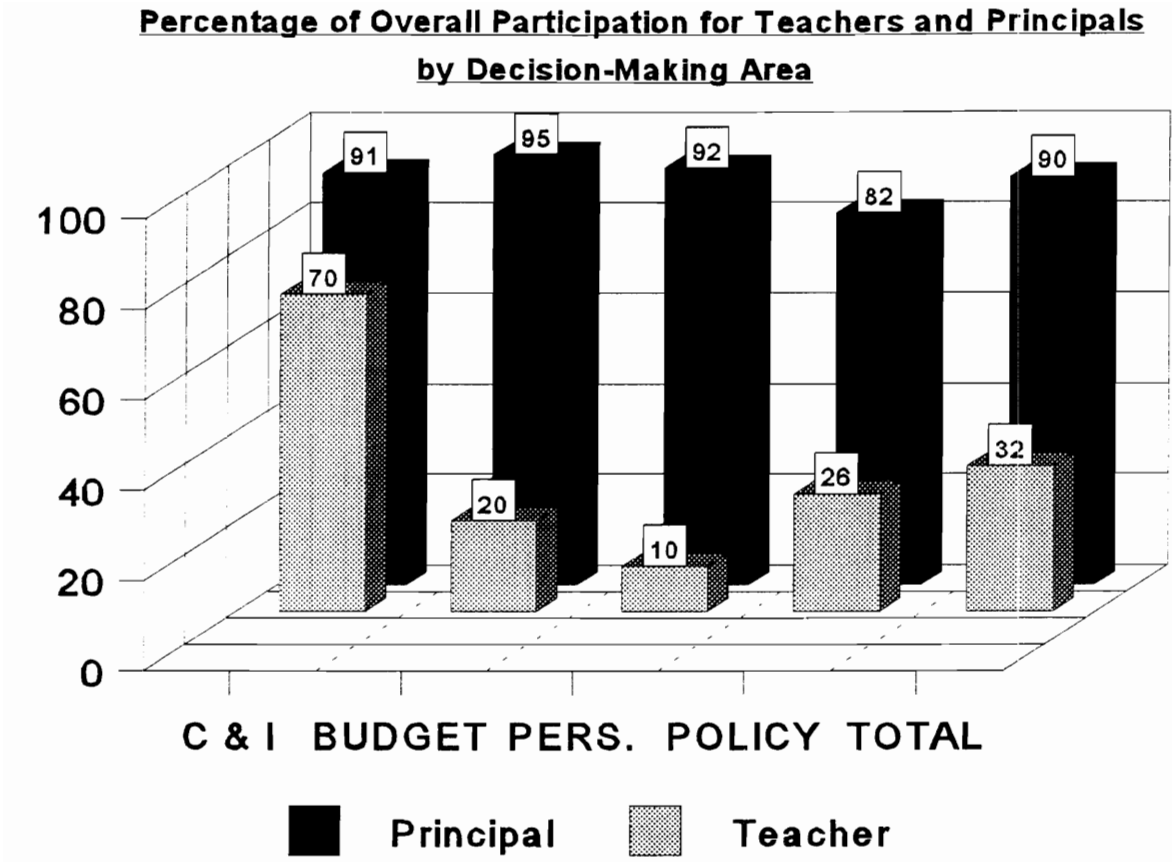
Percentage of Overall Participation for Teachers and Principals
by Decision-Making Area
100
80
60
40
20
0
91
95
92
82
90
70
20
10
26
32
C & I
BUDGET
PERS.
POLICY
TOTAL
Principal
Teacher

Figure 2.

Table 3

Percentage of School Level Participation of Principals by State Superintendent's Study Group (SSSG) in Decision-Making Areas in Virginia's Public Secondary Schools

REGIONS	SSSG 1	SSSG 2	SSSG 3	SSSG 4	SSSG 5	SSSG 6	SSSG 7	SSSG 8	TOTALS
DECISION-MAKING AREAS	N=21	N=20	N=12	N=31	N=22	N=22	N=24	N=10	N=162
Curriculum and Instruction	%	%	%	%	%	%	%	%	%
# 7 Selection of instrutional materials	52	95	92	68	95	77	96	100	82
# 8 Curriculum revision	81	95	100	84	95	64	96	100	88
# 9 Criteria for student evaluation	95	90	92	90	95	95	96	100	94
#10 Staff development regarding C & I	100	100	100	100	100	91	100	100	99
Total %	82	90	96	84	95	82	97	100	91
Budget									
#11 Development of budget for a school	95	100	100	87	100	95	83	90	93
#12 How funds will be expended	95	95	100	97	100	95	100	70	96
Total %	95	95	100	91	100	95	92	80	95
Personnel									
#13 Selection of instructional staff	95	95	92	94	100	100	100	90	97
#14 Evaluation of instructional staff	100	95	92	94	95	95	100	90	96
#15 Selection of service personnel	81	90	83	87	91	86	96	80	88

Table 3 (Continued)

Percentage of School Level Participation of Principals by State Superintendent's Study Group (SSSG) in Decision-Making Areas in Virginia's Public Secondary Schools

REGIONS	SSSG 1	SSSG 2	SSSG 3	SSSG 4	SSSG 5	SSSG 6	SSSG 7	SSSG 8	TOTALS
DECISION-MAKING AREAS	N=21	N=20	N=12	N=31	N=22	N=22	N=24	N=10	N=162
Personnel cont.	%	%	%	%	%	%	%	%	%
#16 Evaluation of service personnel	76	90	92	84	91	91	100	70	88
#17 Selection of administrative staff	90	90	83	94	95	91	88	60	89
#18 Evaluation of administrative staff	90	95	75	90	95	100	88	70	91
Total %	90	90	83	88	95	94	95	80	92
Policy Development #19 Student Discipline	100	100	91	90	100	100	96	100	97
#20 Assignment of non-teaching duties	100	95	100	90	100	95	100	100	97
#21 Waivers for state/local regulations	48	80	67	52	59	45	71	40	58
#22 Establishing school district policies	67	85	92	55	91	86	83	80	78
#23 School calendar issues	81	80	92	68	82	77	83	100	80
Total %	79	84	88	69	86	81	87	80	82

Table 4

Percentage of School Level Participation of Teachers by State Superintendent's Study Groups (SSSG) in Decision-Making Areas in Virginia's Public Secondary Schools

REGIONS	SSSG 1	SSSG 2	SSSG 3	SSSG 4	SSSG 5	SSSG 6	SSSG 7	SSSG 8	TOTALS
DECISION-MAKING AREAS	N=210	N=336	N=136	N=248	N=227	N=332	N=356	N=71	N=1916
Curriculum and Instruction	%	%	%	%	%	%	%	%	%
# 7 Selection of instructional materials	79	72	82	80	84	86	83	83	81
# 8 Curriculum revision	62	76	63	79	83	74	70	69	73
# 9 Criteria for student evaluation	69	63	57	71	72	71	68	63	68
#10 Staff development regarding C & I	59	60	40	60	57	56	58	77	58
Total %	69	68	61	73	74	72	70	73	70
Budget									
#11 Development of budget for a school	13	14	12	27	23	14	20	41	18
#12 How funds will be expended	17	18	16	21	21	23	25	28	21
Total %	15	16	14	24	22	19	23	35	20
Personnel									
#13 Selection of instructional staff	12	10	1	14	13	12	11	7	11
#14 Evaluation of instructional staff	18	10	9	5	7	9	25	4	12
#15 Selection of service personnel	4	4	2	2	5	6	6	6	4

Table 4 (Continued)

Percentage of School Level Participation of Teachers by State Superintendent's Study Groups (SSSG) in Decision-Making Areas in Virginia's Public Secondary Schools

REGIONS	SSSG 1	SSSG 2	SSSG 3	SSSG 4	SSSG 5	SSSG 6	SSSG 7	SSSG 8	TOTALS
DECISION-MAKING AREAS	N=210	N=336	N=136	N=248	N=227	N=332	N=356	N=71	N=1916
Personnel (cont.)	%	%	%	%	%	%	%	%	%
#16 Evaluation of service personnel	3	7	3	7	11	12	6	3	7
#17 Selection of administrative staff	2	6	4	5	7	9	4	3	5
#18 Evaluation of administrative staff	6	40	4	12	13	25	19	17	19
Total %	8	13	4	8	9	12	12	7	10
Policy Development									
#19 Student discipline	58	43	42	56	46	50	59	61	51
#20 Assignment of non-teaching duties	16	21	15	19	9	17	12	11	16
#21 Waivers for state/local regulations	6	4	1	4	4	3	3	4	4
#22 Establishing school district policies	10	6	11	10	7	9	9	10	9
#23 School calendar issues	49	46	56	35	63	54	58	59	52
Total %	28	24	25	25	26	27	28	29	26

making at the school level in the areas of personnel (including the selection and evaluation of instructional and administrative staff, as well as for service personnel); budget (including the development of the school budget, and how those funds would be expended); curriculum and instruction (including the selection of instructional materials, curriculum revision, criteria for student evaluation, and staff development); and policy development (including student discipline, assignment of non-teaching duties, establishing school district policies, and school calendar issues). The only area with less that 50% of the principal respondents indicating participation in the decision-making was in policy development, **"seeking waivers for state or local regulations"**. Only 48% of the principal respondents in SSSG 1 indicated participation in the decision-making for **"seeking waivers to regulations"**. In SSSG 6 and 8, only 45% and 40%, respectively, participate in the decision-making for **"seeking waivers to regulations".**

When looking at teacher respondents, more than 50% of those teachers responding to the questionnaire in the eight Study Groups indicated that they participate in the decision-making at the school level

only in the areas of curriculum and instruction (all items) and policy development for the items **"student discipline"** and **"school calendar issues"**. In comparing percentages of teacher respondents that participate in the decision-making at the school level, across the eight Study Groups, results indicated that only 40% of the responding teachers in SSSG 3 participate in curriculum and instruction decisions regarding **"staff development"**, as compared to the more that 50% of teacher respondents participating in this area from the other Study Groups. Percentages of teacher respondents participating in policy development decisions were fairly consistent across the Study Groups, but not within the individual policy development questionnaire items. For instance, higher percentages of teacher respondents participate in the policy development areas of **"student discipline"** and **"school calendar issues"** than in the **"assignment of non-teaching duties", "seeking waivers for regulations"**, and **"establishing school district policies".**

Research Question Two

According to the building administrators (principals), what is the degree of their participation in the decision-making process at the school level?

Questionnaire items seven through ten dealt with curriculum and instruction areas such as the **"selection of instructional materials"**, **"curriculum revision"**, **"criteria for student evaluation"**, and **"staff development"** regarding curriculum. Overall, results were similar for all eight Study Groups across the state, indicating that an average of 91% of the principals responding to the questionnaire said that they participate a "great deal" to "somewhat" in the area of curriculum and instruction. Individual Study Group principal percentages ranged from a low of 82% of the principal respondents participating for SSSG 1 and 6, to a high of 100% of the principal respondents participating for SSSG 8.

Questionnaire items eleven and twelve dealt with budget areas such as the **"development of a budget for the school"**, and **"how funds allocated to the school will be expended"**. Overall results across the state indicated an average of 95% of the responding principals participate in these budget decisions at the school level. Percentages for the individual Study Groups ranged from a low of 80% of the principal respondents participating for SSSG 8 to a high of 100% of the principals responding participate for SSSG 3 and 5.

Questionnaire items thirteen through eighteen dealt with personnel areas such as the **"selection and evaluation of instructional staff, service personnel, and administrative staff"**. Overall results for the state indicated an average of 92% of the responding principals participate in these personnel decisions at the building level. Study Group 8 again had the lowest percentage rate at 80% of the principal respondents participating. The percentages ranged from this 80% level to a high of 95% of the principal respondents participating for SSSG 5 and 7.

Questionnaire items nineteen through twenty-three dealt with policy development areas such as **"student discipline", "assignment of non-teaching duties", "seeking waivers for state or local regulations", "establishing school district policies"**, and **"school calendar issues"**. Overall state results indicated an average of 82% of the principals responding participate in these policy development decisions. Individual Study Group percentages were much lower for this decision-making area, with percentages ranging from a low of 69% for SSSG 4 to a high of 88% for SSSG 3.

Based on the total percentages of responding principals that participate in the listed decision-making areas, these results indicate the existence of site-based management at the school level for all of the listed decision-making areas, and across all eight Study Groups. The existence of site-based management was defined earlier in this chapter as a percentage rate for the combined responses "I participate a great deal" and "I participate somewhat" of 50% or higher.

Research Question Three

According to the teachers, what is the degree of their participation in the decision-making process at the school level?

Teacher responses for questionnaire items seven through ten, dealing with curriculum and instruction areas, indicated similar results overall for the eight Study Groups across the state. An average of 70% of the teachers responding to the questionnaire said that they participate a "great deal" to "somewhat" in decisions regarding curriculum and instruction at the school level. Individual Study Group teacher percentages ranged from a low of 61% of the teacher respondents participating for SSSG 3, to a high of 74% of the teacher respondents

participating for SSSG 5 (see Table 4).

For questionnaire items eleven and twelve, the budget area, teacher responses indicated overall results for across the state of 20% of the teacher respondents participating in these decision areas. Percentages for the individual Study Groups ranged from a low of 14% of the teacher respondents participating for SSSG 3 to a high of 35% of the teachers responding participate in SSSG 8.

Responses for questionnaire items thirteen through eighteen, dealing with personnel areas, indicated the lowest response percentages for participation levels for teachers. Overall results for the state indicated an average of 10% of the responding teachers participate in these personnel decisions at the building level. Study Group 3 again had the lowest percentage rate at 4%. The percentages ranged from this 4% level to a high of 13% of the teacher respondents participating for SSSG 2.

Teacher responses for questionnaire items nineteen through twenty-three, dealing with policy development, indicated overall results for across the state of 26% of the teacher respondents participating in these

policy development decisions at the school level. Individual Study Group percentages ranged from a low of 24% of the teachers responding participate for SSSG 2 to a high of 29% of the teacher respondents participating for SSSG 8.

The existence of site-based management was defined earlier in this chapter. However, in defining the existence of shared decision-making to be a percentage rate for the combined responses "I participate a great deal" and "I participate somewhat" of 50% or higher for the position of teacher, total percentage rates of responding teachers indicate that shared decision-making exists only in the area of curriculum and instruction across all eight Study Groups, with an average total percentage of 70%. The average total percentages of responding teachers that participate in decisions regarding budget, personnel, and policy development range from a low of 10% for personnel decisions at the building level to a high of 26% for policy development decisions at the building level. Individual Study Group percentages for participation in shared decision-making ranged from 14% to 35% for budget decisions; from 4% to 13% for personnel decisions; and from 24% to

29% for policy development decisions.

Research Question Four

Is there a difference between the size of the secondary school and the status of site-based management?

In research question two, it was determined that site-based management exists at the building level in the decision-making areas of curriculum and instruction, budget, personnel, and policy development across all eight Study Groups in Virginia. To determine if there was a difference between the size of the secondary school and the status of SBM, percentages were computed for principal respondents participating in each decision-making area according to their school size. School sizes included schools with up to 500 students, schools with 501 to 1000 students, schools with 1001 to 1500 students, and schools with over 1500 students (see Table 5).

Results indicated that 91% of the responding principals from schools with up to 500 students participate in the decision-making for the listed areas at the building level. The results also indicated that 91% of the responding principals from schools with 501 to 1000 students, and from

Table 5

Percentage of Principals' Responses, According to Size of School and Decision-Making Area, in Which SBM Exists for the Public Secondary Schools in Virginia

	Size of School				
	0-500 Students	501-1000 Students	1001-1500 Students	1501 + Students	TOTAL
DECISION-MAKING AREAS	N=30	N=63	N=43	N=26	N=162
Curriculum and Instruction	98%	92%	88%	86%	91%
Budget	92%	95%	93%	98%	95%
Personnel	89%	91%	94%	92%	92%
Policy	83%	84%	82%	88%	84%
TOTAL	91%	91%	89%	91%	91%

Note. For a complete breakdown of response percentages by SSSG, size of school, and decision-making areas, see Appendix I.

schools with over 1500 students also participate in the decision-making for the listed areas at the building level. Eighty-nine percent of the responding principals from schools with 1001 to 1500 students indicated that they participate in decision-making for the listed areas as well. No meaningful differences in decision-making participation were indicated between the sizes of secondary schools and the listed decision-making areas. However, percentages for principals indicating participation were lower across all school sizes for the decision-making area of policy development. There does not appear to be a difference between the size of the secondary school and the status of SBM.

Research Question Five

Is there a difference between the geographic location of the secondary school and the status of site-based management?

As was previously mentioned in research question four, SBM exists at the building level for all listed decision-making areas across all eight Study Groups in Virginia. To determine if there was difference between the geographic location of the secondary school and the status of SBM, percentages were computed for principal respondents participating in

each decision-making area according to their geographic location. Geographic locations or settings included rural, suburban and urban (see Table 6).

Results indicated that 89% of the responding principals from schools located in both rural settings and suburban settings participate in the decision-making for the listed areas at the building level. It was also indicated that 93% of the responding principals from schools located in the urban settings participate in the decision-making at the school level. Again, percentages for responding principals that participate in decision-making were lower across all geographic settings for the decision-making area of policy development.

Research Question Six

Is the practice of site-based management in the public secondary schools of Virginia based upon written School Board policy?

Questionnaire item four dealt with whether or not SBM was based upon written School Board policy. Responses were tabulated and percentages were computed. Results indicated an average total of 75% of the respondents, across the eight Study Groups, stipulated that SBM

Table 6

Percentage of Principals' Responses, According to Geographic Setting and Decision-Making Area in Which SBM Exists for the Public Secondary Schools in Virginia

	Geographic Setting	Geographic Setting	Geographic Setting
	Rural	Suburban	Urban
DECISION-MAKING AREAS	**N=86**	**N=49**	**N=27**
Curriculum and Instruction	93%	89%	95%
Budget	94%	95%	98%
Personnel	90%	95%	97%
Policy	84%	81%	83%
TOTALS	89%	89%	93%

Note. For a complete breakdown of response percentages by SSSG, geographic setting, and decision-making area, see Appendix J.

was not based on written School Board policy. An average total of 24% of the respondents, across the eight Study Groups, indicated that there was a written School Board policy regarding SBM. In SSSG 2, 52% of the respondents indicated that there was a written School Board policy regarding SBM. However, for the other seven Study Groups, higher percentages were obtained for the response "no" regarding the existence of School Board policy, with percentages of respondents ranging from a low of 60% for SSSG 8 to a high of 100% in SSSG 3 (see Table 7).

These results appear to indicate that the practice of SBM in the secondary schools of Virginia is occurring primarily without the requirement of a School Board policy.

Table 7

Principals' Responses Regarding the Existence of School Board Policy Governing SBM/SDM, by State Superintendent's Study Groups (SSSG)

	SSSG 1	SSSG 2	SSSG 3	SSSG 4	SSSG 5	SSSG 6	SSSG 7	SSSG 8	TOTALS
Does a School Board Policy Exist?	N=21	N=21	N=12	N=31	N=22	N=22	N=23	N=10	N=162
Yes	33%	52%	0	16%	18%	14%	21%	40%	24%
No	62%	43%	100%	81%	82%	86%	75%	60%	75%

Note. Percentages may not add up to 100% due to some respondents not answering items and/or rounding.

Chapter Five

Summary, Findings, Conclusions, Discussion, and Recommendations

Summary

Site-based management is a strategy that involves the decentralization of authority, and shared decision-making among those involved. It is based on the assumption that education will improve when those closest to the situation are included in the decision-making process, and held accountable for their decisions. There is significant information within the literature describing the process of SBM/SDM, it's concepts, history, advantages and disadvantages. However, there is a scarcity of research regarding the experiences as relayed by those who have been involved with SBM/SDM. The literature is also scant regarding the level of participation by teachers and principals in the decision-making process, and regarding comparisons about the size of schools and their geographic location in relation to the implementation of SBM/SDM. This study describes the status of SBM/SDM in the public secondary schools of Virginia in regards to teacher and principal

participation, size of secondary school, and geographic location.

The study was designed to collect data from all public secondary school principals in Virginia, as well as from randomly selected secondary level teachers within the eight State Superintendent's Advisory Council Regional Study Groups (SSSG). Data were collected utilizing a self-administered questionnaire in order to answer six research questions (see Appendix B).

Respondents recorded their answers to the twenty-four questionnaire items on machine-scorable answer forms to expedite the recording of data. The answer forms were coded to assist the researchers in determining differences between principal and teacher responses among all eight Study Groups. The process resulted in a usable return rate of 60% for principals and 26% for teachers. The collected data were tabulated and percentages were computed for analysis. This chapter includes a summary of the study, findings and conclusions drawn from the data, and recommendations for further research.

Findings and Conclusions

In order to better understand the findings and conclusions of this

research project, a full description of the respondents must be reviewed. The questionnaire process resulted in a total usable return of 60% for principals, and 26% for teachers. In dissecting these rates for principals, across the eight Study Groups, it was found that principal response rates ranged from a low of 44% for SSSG 2 to a high of 85% for SSSG 6.

One Study Group, SSSG 6, had high levels of returned response rates for both teacher and principal respondents, 53% and 85% respectively. This is the Study Group with which one of the researchers, David Martin, is directly associated. This may have had a positive impact on the high response rate received from teachers and principals in this Study Group.

Research Question One

Research question one asked, "What kinds of decisions are made at the school level in the areas of personnel, budget, curriculum and instruction, and policy?" When reviewing the questionnaire results, more principal respondents than teacher respondents indicated that they participate in all decision-making areas, except for in the curriculum and instruction area, **"selection of instructional materials"**. Teacher respondents indicated participation in this area at a rate the same as or

higher than principal respondents.

When comparing principal and teacher responses across the eight Study Groups, teachers in SSSG 1, 4 and 6 exhibited higher response rates than principals for participation in the curriculum and instruction area, **"selection of instructional materials"**, with percentages of 79%, 80% and 86% respectively. The same was true for teacher respondents in SSSG 6 for the curriculum and instruction area, **"curriculum revision"**, with 74% of the respondents participating (see Tables 3 and 4).

Differences were noted between the returned response percentages of principals and the returned response percentages of teachers in terms of participation in certain decision-making areas at the school level. Response percentages for both teachers and principals indicated participation by both groups in decision-making regarding curriculum and instruction. However, response percentages for teachers indicated a lack of participation in decisions relating to budget, and personnel issues, with total percentages ranging from a low of 4% to a high of 35%. Response percentages for principals indicated high participation in these

areas, with total percentages ranging from a low of 80% to a high of 100%. Response percentages for participation of principals and teachers were somewhat of a "mixed bag" in the decision-making area of policy development. Although percentages of principal respondents were higher overall than those of teacher respondents in this area, teacher respondents indicated more participation in **"student discipline"** and **"school calendar issues"** than they did for **"assignment of non-teaching duties"** and **"establishing school district policies"**. The lowest percentage of response rates for both teachers and principals was in the policy development area, **"seeking waivers for state or local regulations"**.

According to the respondents, it can be concluded that principals participate in the decision-making process at the school level in the areas of curriculum and instruction (including selection of instructional materials, curriculum revision, criteria for student evaluation, and staff development), budget (including the development of a budget for the school, and how those funds will be allocated), personnel (including the selection and evaluation of instructional, administrative, and service

personnel), and policy development (including student discipline, assignment of non-teaching duties, seeking waivers for state or local regulations, establishing school district policies, and school calendar issues).

According to the respondents, it can be concluded that teachers participate in the decision-making process at the school level in the areas of curriculum and instruction (including selection of instructional materials, curriculum revision, criteria for student evaluation, and staff development), and policy development (including only student discipline and school calendar issues).

Research Question Two

Research question two asked, "According to the building administrators, what is the degree of their participation in the decision-making process at the school level?" As indicated in the answer to research question one, principals participate in all of the listed areas of decision-making at the school level. However, the percentages indicating levels of participation, depended on the decision-making area, and on the specific Study Group. Overall, percentages of responding

principals indicated high levels of participation in decisions regarding all areas of curriculum and instruction for Study Groups two through eight. But the percentage of responding principals in SSSG 1 was thirty percentage points lower in the curriculum and instruction area, **"selection of instructional materials"** than the total percentage for participation by SSSG 1 in the whole curriculum and instruction area (see Table 3). This would indicate that principals in SSSG 1 do not participate in decisions regarding the **"selection of instructional materials"** as much as they participate in other aspects of curriculum and instruction. The data collected are inconclusive as to reasons for this particular outlier related to curriculum and instruction decisions in SSSG 1.

Percentages of responding principals indicated high levels of participation in all areas of budget decisions for all eight Study Groups, with no apparent differences noted.

In the decision-making area of personnel, percentages of responding principals indicated high levels of participation in decisions of this nature for Study Groups one through seven. Study Group eight had lower percentages of respondents participating in the personnel area,

"selection of administrative staff". This would indicate that principals in SSSG 8 do not participate in decisions regarding the **"selection of administrative staff"** as much as they participate in the other aspects of personnel. The data collected are inconclusive as to reasons for this particular outlier related to personnel decisions in SSSG 8.

The overall total of percentages for responding principals also indicated high levels of participation in decisions regarding policy development. However, in comparing the percentages for responding principals across the Study Groups for the different aspects of policy development, it should be noted that discrepancies occur around two items in particular. These items, **"seeking waivers for state or local regulations"**, and **"establishing school district policies"**, received the lowest percentages of response for participation in the policy development areas. Percentages ranged from a low of 40% for SSSG 8 to a high of 80% for SSSG 2 for **"seeking waivers to state or local regulations"**. Percentages ranged from a low of 55% for SSSG 4 to a high of 92% for SSSG 3 for **"establishing school district policies"**. The other items under policy development included **"student**

discipline", **"assignment of non-teaching duties"**, and **"school calendar issues"**, all of which affect the schools directly. Percentages of principal respondents for participation were higher for these issues than for the issues typically handled by school board office administration (i.e., seeking waivers, and establishing school district policies). This may reflect the practice of less SBM/SDM occurring between the school board office administrative staff and the building level staff.

Based on these results, it can be concluded that, overall, there is a high level of participation by principals in the decision-making process at the school level.

Research Question Three

Research question three asked, "According to the teachers, what is the degree of their participation in the decision-making process at the school level?" As indicated in the answer to research question one, teachers participate in the decision-making process at the school level in all areas of curriculum and instruction, as well as in the areas of **"student discipline"** and **"school calendar issues"** for policy development. However, the responses indicated some variations in

those levels of participation when looking at specific Study Groups (see Table 4). Overall, percentages of responding teachers indicated high levels of participation in decisions regarding all areas of curriculum and instruction for all Study Groups except Study Group three. The percentage of responding teachers in SSSG 3 was lower in the curriculum and instruction area, **"staff development"** than the total percentage for participation by SSSG 3 in the whole curriculum and instruction area. This would indicate that teachers in SSSG 3 do not participate in decisions regarding **"staff development"** as much as they participate in other aspects of curriculum and instruction. The data collected are inconclusive as to reasons for this particular outlier related to curriculum and instruction decisions in SSSG 3.

Percentages of responding teachers indicated very low levels of participation in all areas of budget decisions for all eight Study Groups. In the decision-making area of personnel, percentages of responding teachers indicated very low levels of participation in decisions of this nature for Study Groups one, and three through eight. Study Group two had higher percentages of respondents participating in the personnel

area, **"evaluation of administrative staff"**. This would indicate that teachers in SSSG 2 participate more in decisions regarding the **"evaluation of administrative staff"** than they participate in the other aspects of personnel. These data are inconclusive as to reasons for this particular outlier related to personnel decisions in SSSG 2. However, the overall percentages for teacher respondents across all eight Study Groups indicated the lowest levels of participation in the decision-making areas of budget and personnel. As indicated in Chapter Two of this document, the literature alluded to the fact that perhaps these two areas are the last to be shared, even though they appear to be the easiest to implement, and how not sharing in these areas may be tied to the principals' need to hold on to their authority in these areas.

The overall total of percentages for responding teachers also indicated low levels of participation in decisions regarding policy development. However, in comparing the percentages for responding teachers across the Study Groups for the different aspects of policy development, it should be noted that discrepancies occur around two items in particular. These items, **"student discipline"** and **"school**

calendar issues", received the highest percentages of response for participation in the policy development area for all eight Study Groups. Percentages ranged from a low of 42% for SSSG 3 to a high of 61% for SSSG 8 for **"student discipline"**. Percentages ranged from a low of 35% for SSSG 4 to a high of 63% for SSSG 5 for **"school calendar issues"**. This would indicate that teachers in all Study Groups participate more in decisions regarding these issues than they participate in other aspects of policy development.

Based on these results, it can be concluded that a pattern exists for teachers across all eight Study Groups indicating higher percentages of respondents participating in all curriculum and instruction decisions, and in the areas of **"student discipline"** and **"school calendar issues"** for policy development decisions. However, it appears that teachers have, overall, low levels of participation across the eight Study Groups in the areas of budget, personnel, and the policy development aspects of **"assignment of non-teaching duties", "seeking waivers for state or local regulations"**, and **"establishing school district policies"**.

Research Question Four

Research question four asked, "Is there a difference between the size of the secondary school and the status of site-based management?" The determination of what questionnaire data constitutes the existence of site-based management was described in Chapter Four as a percentage rate for the combined responses of item selections A - I participate a great deal, and B - I participate somewhat, of 50% or higher for either position (teacher or principal). With overall percentage rates for responding principals more than 50% in all decision-making areas, it was concluded that SBM existed, and therefore, principal responses were used to answer research questions four and five.

When reviewing the questionnaire results, no meaningful differences were noted in the percentages of responses for participation, regarding the status of SBM between the varying sizes of secondary schools (see Table 5). However, in comparing the returned response percentages across the eight Study Groups, specific results indicated that percentages for participation were lower in SSSG 1 from schools of 501-1000 students, and from schools of over 1500 students in the decision-

making area of curriculum and instruction, than the response percentages for the other Study Groups, regardless of school size (see Appendix I). The same can be noted about the response percentages for SSSG 7 from schools of 1001-1500 students. This may be directly related to the data collected, indicating high levels of teacher participation in the area of curriculum and instruction, and may also be interpreted as shared decision-making in this area.

Results also indicated that percentages for participation in the area of budget were lower in SSSG 1 and SSSG 8 from schools of 0-500 students, and in SSSG 7 from schools of 1001-1500 students. These percentages were not only the lowest across all eight Study Groups for that particular school size, but they were also the lowest for those particular Study Groups regardless of school size.

In the decision-making area of personnel, response percentages for participation were lower in SSSG 1 from schools of 0-500 students and from schools of over 1500 students. The same was true in SSSG 3 from schools of 501-1000 students. Again, these results indicated low percentages not only for the Study Group, regardless of school size, but

also across the Study Groups for that particular school size.

In the decision-making area of policy development, response percentages for participation were lower in SSSG 8 from schools of 0-500 students. However, response percentages for participation were higher in SSSG 1 from schools of 1001-1500 students in this same decision-making area.

Study Group one exhibited the most inconsistencies within the decision-making areas and within the varying school sizes. It appears that some school systems within SSSG 1 may be experimenting with the implementation of SBM/SDM to varying degrees. This could explain these inconsistencies among the various school sizes and within the decision-making areas.

Although there were some isolated lower response percentages noted among the eight Study Groups in regards to size of school, overall results indicated that SBM exists (as defined by the researchers) in all of the listed decision-making areas, across all eight Study Groups regardless of the size of the secondary school.

Research Question Five

Research question five asked, "Is there a difference between the geographic location of the secondary school and the status of SBM?" In reviewing the questionnaire results, no apparent differences in decision-making participation were indicated between the geographic location of the secondary school and the listed decision-making areas (see Table 6). However, percentages for responding principals that participated were lower across all geographic locations for the decision-making area of policy development (see Appendix J). There does not appear to be a difference between the geographic location of the secondary school and the status of SBM.

These results, related to the geographic location of the secondary school, are similar to the results reported in the study conducted by Jacobson and Woodworth (1991). They found that principals from schools in rural settings tended to participate in decision-making at the 98.8% level, as compared to principals from schools in urban settings, who participated at the 98.3% level. The results for this 1996 study indicated response percentages for participation of 89% for principals in

rural settings, and 93% for principals in urban settings.

Research Question Six

Research question six asked, "Is the practice of SBM in the public secondary schools of Virginia based upon written School Board policy?" In reviewing the questionnaire results, 75% of the respondents indicated that there was no School Board policy directing the implementation of SBM (see Table 7). These results were similar for all eight Study Groups with one exception. Fifty-two percent of Study Group two respondents indicated that a School Board policy regarding SBM does exist. Respondents from SSSG 3 had the highest percentage rate of respondents (100%) indicating that no School Board policy directs the implementation of SBM.

It can be concluded that, even without the existence of a School Board policy directing the implementation of SBM, this restructuring strategy is in operation in the majority of responding secondary schools across the eight Study Groups. The differences between the total percentages of responding principals that participate and the total percentages of responding teachers that participate in the decision-

making process at the building level appear to indicate that SBM exists in all of the listed decision-making areas, across all eight Study Groups, for the principals only. SDM appears to be occurring in most of the eight Study Groups in the decision-making area of curriculum and instruction, and in the subareas of **"student discipline"** and **"school calendar issues"** for policy development. It does not appear to be occurring, overall, in the areas of budget, personnel, or in the remaining subareas of policy development.

Discussion

In reviewing the findings and conclusions, several items appear worthy of discussion and possible speculation. These items include questionnaire return rates for both teachers and principals, participation in the decision-making process itself, and the varying levels of shared decision-making involved.

The returned response rates of 60% for principals and 26% for teachers were lower than anticipated. This could have been affected by a breakdown somewhere within the chain of communication/distribution. Superintendents were asked to ensure that principals received the

questionnaire packets, and principals were asked to ensure that teachers received the questionnaires and to return them collectively to the researchers. Teachers were asked to complete the questionnaires and return them to the principal. If any one of these groups were unable to perform their part, then the response rate would be affected. It could also be speculated that because principals and teachers are constantly inundated with requests to complete surveys and questionnaires, that someone (or many) along the continuum decided not to complete this particular questionnaire. Hence, the response rates were lowered.

The findings indicated that principals participate in all areas of decision-making at the school level, while teachers participate only in the areas of curriculum and instruction, as well as "**school calendar issues**" and **"student discipline"** in the policy development area. The decision-making areas in which teachers participate are directly related to the classroom. These may be the only decision-making areas in which teachers choose to participate because they directly affect what they do. Teachers may choose not to participate in decision-making areas such as budget, personnel and the other areas of policy development because

they could be held accountable for the decisions they make. They may not want to invest the time needed in order to collaboratively arrive at a decision regarding these areas since that time involved may directly affect the time they have for instruction. Some teachers may not participate in the decision-making process because they feel principals make the "big bucks" to make such decisions, and that its part of the principal's job to do so.

Principals may not invite teachers to participate in the decision-making process because they want to hold on to their authority in certain areas, particularly budget and personnel. The level of participation that principals share with teachers may be directly related to the amount of decision-making authority they are granted by the central office administration.

The findings indicated that principals have less participation in the policy development area of "**seeking waivers for state or local regulations".** The lack of participation by principals in this area may be related to the central office administration's level of comfort in allowing schools to participate in an area that directly affects the entire school

division. It could also reflect the central office administration's desire to retain the decision-making authority for certain areas, thereby, duplicating the same process that principals may use in allowing selective participation by teachers in the decision-making process.

In summary, the purpose of this study was to describe the status of SBM/SDM in the public secondary schools of Virginia. Based upon the results of this study, the researchers conclude that SBM is occurring in the public secondary schools of Virginia for all of the listed decision-making areas. SDM has also emerged in the public secondary schools of Virginia, but not to the same extent as SBM, in regards to certain decision-making areas. SDM appears to be occurring at the building level in the areas of curriculum and instruction (including selection of instructional materials, curriculum revision, criteria for student evaluation, and staff development), and policy development (including only student discipline and school calendar issues). It remains to be seen as to whether or not SDM will expand into the remaining decision-making areas for the public secondary schools of Virginia.

Recommendations for Further Research

The recommendations for future research related to the issues identified in this study include:

1. Conduct a study to determine what issues are involved with not implementing SDM in all of the decision-making areas. How can these issues be resolved in order to expand SDM at the school level?
2. Conduct a follow-up case study involving interviews of teachers and principals to determine the highlights and pitfalls involved with the implementation of SBM/SDM.
3. Explore the leadership styles of building administrators to determine how these differing styles affect the implementation of SBM/SDM.
4. Examine the affect of SBM/SDM on the success of the school program in general. Can it be said that SBM/SDM has a positive impact on student performance, overall school improvement efforts, employee job satisfaction, etc.?
5. Conduct a study to examine the attitude of principals

regarding teacher participation in decision-making processes.

6. Examine the data collected in this study to compare teacher responses for shared decision-making based on size of school and geographic setting.

7. Conduct a qualitative study that would examine the collaboration involved in a dissertation study such as this one.

Chapter Six

The Collaborative Process

Introduction

This chapter on collaboration is reflective of the process and emotion utilized to make this dissertation a reality. The collaboration began over ten years ago when P. J. Lynn and I began our administrative careers in a small, rural school division. Since that time, our relationship as colleagues, and more importantly friends, has grown and been nurtured through many opportunities to collaborate at work and in various graduate projects.

I have chosen to write this final chapter on our collaboration by composing three letters describing the different voices that occur in a collaboration such as this. These voices include the "me", the "she", and the "we". The "me" letter, reflecting my feelings regarding the collaborative process, will be the final entry into the personal journal that I have kept throughout this process. The next letter, reflecting my view of P. J.'s role in this collaborative process, will be the "she" voice, and the final letter regarding the "we" voice, reflecting our collaborative

relationship in this process, will be to the Chairman of our dissertation committee, Dr. Wayne (Dempsey) Worner. These letters will speak of the many voices of the collaborative process, as well as include a review of the literature on collaboration.

"Me"

Dear Journal,

Well, I would never have guessed that I would be making this last journal entry so soon. Throughout this dissertation process, I have been trying to have a successful year in a new job, and trying to find adequate time to devote to the collaborative process required in writing a dissertation with P. J. When working on a project with a partner, you do not want to cheat that person in terms of having uninterrupted time to devote to the project.

I can now say that I was naive about a true collaborative project. Recently, I read an article by Smulyan, 1987, which stated that "effective collaboration requires frequent and open communication, adequate time and resources, facilitative leadership, and a commitment to the concept of parity, i.e., each individual contributing his or her unique insight and

skill to the group project" (p.57). When P. J. and I had worked on projects in the past, the distance between our homes and where we lived was not a barrier for the process of collaboration to be effective. During this dissertation process, we have had to constantly balance and rebalance the element of time, and distance.

Many relationships have emerged or become stronger through this dissertation. Those recognizable relationships are between P. J. and me, the relationship between the research and our professional activities, our relationship with the research itself, and our relationship with the dissertation committee, which allowed us access to this nontraditional endeavor.

During the prospectus examination, one of the committee members made a remark to P. J. and me that before our dissertation was over, our relationship would be one similar to that of a marriage. Dr. Vaught did not realize in making this response that P. J. and I had already established a collaborative relationship both personally and professionally. In reflecting on this dissertation process, I cannot fathom an effective collaboration between individuals without first having a

strong relationship. It is the relationship which accounts for how the collaboration came to be in the first place. Our dissertation has been embedded in our overriding relationship, and that relationship has been more than an instrumental means to the completion of our collaborative project.

I have recently written a letter to P. J. describing the "she" voice that has emerged from this collaborative process. Within this letter, I have chatted about the emotional side of this relationship. It is a relationship based upon trust and respect, the same required qualities to a good marriage. Obviously, Dr. Vaught was very insightful with her comment during the prospectus examination.

Another relationship that has been noted is the relationship between the dissertation and our professional careers. Certainly, time has been a critical element both from the standpoint of working on the dissertation and the structuring of time within our careers. Even though there were no designated times during my workday to pull out the dissertation, I did find myself thinking about aspects of the research, often being triggered by an issue I was working on at the time.

In regards to having an influence on my professional career, this collaborative dissertation has reemphasized the processes of deliberation and inquiry in my career. I have found myself asking questions of staff members in different ways. My style of inquiry, or gathering information, has changed. Once the inquiry has occurred, the deliberative process as been one of facilitating consensus rather than majority opinion.

The relationship between the research and me has validated many thoughts and practices in regards to site-based management and shared decision-making. As a superintendent, I have realized the power of shared decision-making in terms of empowering staff. This major undergirding is imperative to both an informal and formal site-based management processes. The readings for this dissertation, as well as the research itself, strengthened my beliefs in this school reform and its major components.

The final relationship is one with the dissertation committee. Each member has played a role in guiding and facilitating this dissertation to closure. The members of this committee were carefully selected based

on their expertise in particular areas. In addition to these areas of expertise, the entire committee has broken the traditional paradigm by allowing this collaborative dissertation to take place. It has been interesting to observe a group of college professors engage in the collaborative process. Each of them has modeled the arts of discussion and dialogue.

"She"

Dear P. J.,

As we have talked about on numerous occasions, our friendship, which began years ago, led to this collaborative research relationship. Our work over the years has included separate and joint research projects. I know this project was only possible after our longstanding relationship, a relationship based on friendship and mutual trust. I have recognized that the areas of respect and ownership are directly connected to the honesty of our relationship. You ask honest questions in an effort to understand and clarify what I am saying or doing. Hidden agendas and questions that have already been answered were not part of our collaborative dialogue. Moreover, I knew that I could be honest

with you, and not try to put up a front when it looked as if my work or my words did not match my professed ideals.

Our collaboration was successful because we took time and made a commitment, not only to the dissertation but to each other. We soon learned that in order to complete this dissertation and sustain our collaborative relationship, time was absolutely essential. It was apparent on numerous occasions that we needed more time than we had available, but we made the time we didn't think we had. Still, there were other occasions when we needed each other's time and couldn't get it because of other demands. What kept us trying, and talking, and meeting, and making time when we felt we really didn't have it, was that we were both committed not only to the project, but also to doing it together. With only one of us, there would not have been the same level of quality involved.

Throughout this collaborative process, I have observed an interesting mingling of roles as we attended to the research. This role reversal was described in the literature from Edlesky and Boyd (1993) as student and expert. There were times during our dialogue that we would

switch back and forth in these roles depending upon the demands of the situation. Again, this is an example of how our relationship has evolved to such a comfortable level. Neither one of us was intimidated in relinquishing the control over a particular thought during a dialogue session. It was during these sessions that one of us would see and explain an idea in one way, the other person would see and explain it in a different way, or in some cases, reconfirm. This process kept our heads clear and kept us open to each other's renditions of what was happening with the dissertation.

As we have collaborated over the past year, I have seen our time together move from discussions to dialogue as described in Senge (1990). For Senge, discussion is the art of presenting and defending different views while searching for the best view to support an arrived upon decision. On the other hand, Senge describes dialogue as "...a free and creative exploration of complex and subtle issues, a deep 'listening' to one another and suspending of one's own views" (Senge, 1990, p.237). Senge later writes that dialogue is a way of helping people to "...see the representative and participatory nature of thought and...to

become more sensitive to and make safe, to acknowledge the incoherence in our thought" (Senge, 1990, p.241). At times, each of us would have an incoherence of thought. The other person would quickly redirect and not allow the discussion to falter.

Besides being my fellow researcher during this process, you were also my mirror and challenger. It is because of our inquiry, reflections, and critical thinking together that we have generated the answer to whether there is site-based management/shared decision-making in the secondary schools of Virginia. Because we did it together, I am convinced of the reality of another quote from Senge, "The IQ of the team can, potentially, be much greater than the IQ of the individual" (Senge, 1990, p.239).

I look forward to our next collaborative process. There has to be one, you know. We have this down to an art and a science.

David

"We"

Dear Dempsey,

Thank you for recognizing in P. J. and me the ability to move beyond a cooperative process to a collaborative process with our dissertation. Collaboration, in contrast to cooperation, implies a relationship over time, as stated by Beck and Black (1991). I have come to realize that the foundation of P. J.'s and my collaboration has rested on the trust and respect we have for each other, something we developed long before we began this dissertation.

As we began to think about this collaborative dissertation, I reread certain chapters of Peter Senge's book, The Fifth Discipline. In this book, Senge distinguishes between the concepts of discussion and dialogue. Dialogue to the Greeks, "dia-logos meant a free-flowing of meaning through a group, allowing the group to discover insights not attainable individually" (Senge, 1990, p.10). Senge expands upon this view of dialogue by stating, "there is a free and creative exploration of complex and subtle issues, a deep listening to one another and suspending of one's own views" (Senge, 1990, p.237). This concept of

of dialogue was practiced between P. J. and I over the many hours needed to complete this dissertation.

According to Senge, dialogue can occur when a group of people see each other as colleagues in mutual quest for deeper insight and clarity. It is difficult for me to imagine this dialogue occurring without having the well-established friendship between the two of us. I agree with Senge when he says that seeing each other as colleagues and friends is extremely important. We talk differently with friends than we do with people who are not friends. Being a friend with P. J. provided the proper foundation to ensure success in this collaboration.

Quite often during our collaborative process, we encountered many opportunities to "storm" with one another. I coined this phrasing while facilitating groups in the Effective Schools process. In fact, I usually state that a group will "storm" before they "norm". P. J. and I did storm on several issues as one of us would become passionate about an idea. Senge recognizes this "storming" as conflict when he stated in his book, "...one of the most reliable indicators of a team that is continually learning is the visible conflict of ideas. In great teams conflict becomes

productive" (Senge, 1990, p.249).

After going through this process, I remember our last full meeting with the dissertation committee. During that meeting, a member of the committee stated that we should design the blueprint for others to follow in undertaking a collaborative dissertation. I now know that the major underpinning for a collaborative process to be successful is the relationship of the researchers. Respect and trust are the critical elements in any relationship. P. J. and I respect each other professionally and trust each other emotionally. It is important for me to work with someone I respect. I tend to operate on the edge of what I know, a tenuous place where I don't allow observers. P. J. was a great observer who held a safety net in one hand to support and a pair of boxing gloves in the other to challenge.

Within our collaborative relationship, P. J. and I recognized the strengths and weaknesses that we brought to the process. We discovered the writer, the editor, the reflector, and the thinker in each one of us. We identified our own system of checks and balances, utilizing our individual strengths and weaknesses. Again, this system was

developed over the many years that we have worked together.

This journey that you have allowed P. J. and me to take has been worthwhile, not just from the standpoint of completing the requirements for our degree, but in that it has deepened our understanding of one another. Beck and Black (1991) stated it best when they said, "It was, after all, a journey well taken. And so, we continue to travel and...learn by going where to go" (p. 139). Thank you for encouraging us to buy the ticket to take this dissertation journey.

David

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REFERENCE MATRIX

Authors/Sources Used to Determine Descriptive and Decisions Domains

	DESCRIPTIVE DOMAINS					DECISION DOMAINS			
Author/Source	**History**	**Current**	**R&R**	**Adv/ Dis**		**Personn.**	**Budget**	**C&I**	**Policy**
AEL -1989		X		X	*				
Bartlett -1993		X			*				
Bernas -1992		X			*				
Berry -1993			X		*				
Bertrand-1994		X		X	*	X	X	X	X
Candoli -1991		X			*				
Candoli, et al. -1978		X			*		X		
Clune & White -1988		X			*	X	X	X	X
Conley & Bacharach -1990		X			*				
Cruz -1994		X	X	X	*				
Duttweiler & Mutchler -1990			X	X	*				
Garms, et al. - 1978		X			*	X	X	X	
George & Potter -1991		X			*				
Gips & Wilkes -1993				X	*				
Heller -1993		X	X	X	*				
Hixson -1990		X		X	*			X	X

Author/Source	History	Current	R&R	Adv/ Dis		Personn.	Budget	C&I	Policy
Huddleston, et al. -1991		X			*				
Jacobson & Woodworth - 1991			X		*				
Jenni -1993	X				*				
Johnson - 1990			X		*	X	X	X	X
Kirby & Bogotch - 1993			X		*				
Koppich, et al. -1990			X		*				
Lawler -1986				X	*				
Lindelow & Heynderickx - 1989					*	X	X	X	
Lindquist & Mauriel -1989		X			*	X	X	X	
Liontos -1993		X	X	X	*	X			
Liontos -1994		X	X	X	*				
Lomotey & Swanson - 1989			X		*				
Malen, et al. - 1990	X	X	X	X	*	X	X		
Murphy -1994		X	X		*	X	X	X	X
Murphy -1991		X			*	X	X	X	
Nystrand - 1973	X				*				
Purkey -1990		X			*				

Author/Source	History	Current	R&R	Adv/ Dis		Personn.	Budget	C&I	Policy
Reynolds - 1973	X				*				
Roberts & Dungan -1993				X	*				
Rungeling & Glover -1991		X			*	X	X	X	X
Sagor -1991			X		*				
Schlechty - 1990			X		*				
Stinnette - 1993		X		X	*	X	X	X	
TEA -1992		X			*				
Thomas - 1991		X	X		*	X	X	X	X
U.S. Dept. of Educ. -1993		X		X	*	X	X	X	
Young -1989		X			*	X	X	X	

Note. "R & R" stands for Roles and Responsibilities; "Adv/Dis" stands for Advantages and Disadvantages; "Personn." stands for Personnel; and "C & I" stands for Curriculum and Instruction.

SITE-BASED MANAGEMENT/SHARED DECISION MAKING QUESTIONNAIRE

Definitions: For the purpose of this study, site-based management is defined as an educational reform designed to improve public education by moving decisions regarding budget, personnel, curriculum/instruction, and policy from the central office to the school building. A major component undergirding site-based management is shared decision-making.

DIRECTIONS: Select one letter that best describes your response to each statement. Record your responses on the machine-scorable answer sheet using a No. 2 lead pencil.

1. Approximately how many students are enrolled in your school?
   A. 0-500 B. 501-1000 C. 1001-1500 D. 1501+

2. Which word best describes the setting in which your school is located?
   A. Rural B. Suburban C. Urban

3. Are there opportunities for teachers to participate in the decision-making process for your school?
   A. Yes B. No

4. Does your school division have a written School Board policy which defines site-based management/shared decision making?
   A. Yes B. No

5. Does your school have a group of adults who serve as a decision-making body to make decisions for your school?
   A. Yes B. No

6. If yes was chosen for question number 5 above, have you ever been a member of this group?
   A. Yes B. No

DIRECTIONS: Using the following scale, select one letter that best describes your response to each statement. Record your responses on the machine-scorable answer sheet using a No. 2 lead pencil.

A	**I participate a great deal**
B	**I participate somewhat**
C	**I do not participate**
D	**Not applicable**

Indicate the extent to which you participate in the decision-making process regarding the following curriculum and instruction decisions for your school.

7. Selection of instructional materials (textbooks, etc.)	A	B	C	D
8. Curriculum revision	A	B	C	D
9. Criteria for student evaluation	A	B	C	D
10. Staff development regarding curriculum/instruction	A	B	C	D

Indicate the extent to which you participate in the decision-making process regarding the following budget decisions for your school.

11. Development of a budget for the school	A	B	C	D
12. How funds allocated to the school will be expended	A	B	C	D

Indicate the extent to which you participate in the decision-making process regarding the following personnel decisions for your school.

13. The selection of instructional staff	A	B	C	D
14. The evaluation of instructional staff	A	B	C	D
15. The selection of service personnel (paraprofessionals, custodians, etc.)	A	B	C	D
16. The evaluation of service personnel	A	B	C	D
17. The selection of administrative staff	A	B	C	D
18. The evaluation of administrative staff	A	B	C	D

Indicate the extent to which you participate in the decision-making process regarding the following policy development decisions for your school and/or school system.

19. Student discipline	A	B	C	D
20. Assignment of non-teaching duties	A	B	C	D
21. Seeking waivers for state or local regulations	A	B	C	D
22. Establishing school district policies	A	B	C	D
23. School calendar issues	A	B	C	D

24. In regards to teacher participation in the decision-making process within your school, which of the following would you like to see occur in the future? (Check one)

_____ A. Much more involvement

_____ B. More involvement

_____ C. Same level of involvement

_____ D. Less involvement

_____ E. Much less involvement

February 1, 1996

Dear Colleague:

Site-based management and shared decision-making are restructuring strategies being utilized in school systems throughout the country in an attempt to improve public education. Although, as teachers and principals, you are directly involved with the day to day operations within the schools, it is not known what your level of participation is in the decision-making processes taking place in your schools. This research is being conducted to describe the current status of site-based management and shared decision-making in the public secondary schools of Virginia, and to attempt to identify the factors related to its utilization/implementation. Therefore, your participation and input are essential if we are to truly determine the status of site-based management and shared decision-making in our secondary schools. Although this research is being conducted as part of a collaborative doctoral study through Virginia Polytechnic Institute and State University, the Virginia Association of School Superintendents also has expressed an interest in the results of this research.

Would you please do us a favor and complete the attached questionnaire, providing your input on these reform strategies? Please record your answers on the attached machine-scorable answer form, using a #2 pencil to completely fill in the circles. We estimate it will take you no more than 5 minutes to give us your feedback. When completed, please place your machine scorable answer form, without folding it, in the large clasp envelope, we have given your principal. You have our assurance that all responses will be kept confidential. While the questionnaire is coded so that we can determine the differences between teacher and principal responses, as well as differences associated with geographic locations, only aggregated results will be reported. Individual responses will not be listed.

Thank you so much for your valuable input and assistance with this research. We would be most happy to answer any questions you might have, so please feel free to write or call either of us collect. Our numbers are listed below. We would be happy to send you a copy of the final results should you so desire them. Please put your name and address on a separate piece of paper, and place it in the clasp envelope if you would like a copy of the results. Once again, our sincere thanks, in advance, for your assistance.

Our grateful appreciation,

J. David Martin, Superintendent
Henry County Public Schools
P.O. Box 8958
Collinsville, Virginia 24078
(540) 634-4712 (W)
(540) 656-1318 (H)

Patricia P. Lynn, Principal
Page-Jackson Elementary School
Rt. 1, Box 322M
Charles Town, West Virginia 25414
(304) 725-8409 (W)
(540) 869-3341 (H)

PRINCIPALS

1. Please read these directions carefully before proceeding.

2. Please distribute one packet (consisting of the letter, a questionnaire and a machine-scorable answer form) to each full time teacher on your staff. A full time teacher is defined as one who teaches more than 50% of each day in your building. We recommend that the packets be distributed at a faculty meeting. There is also a packet designated for you, the principal.

3. The questionnaires are coded with a "T" for teacher or a "P" for principal. They are also coded with a number from 1 to 8 to denote predetermined geographic regions. In order to ensure confidentiality, no other coding has been used.

4. Please ask the teachers to complete the questionnaire within one week.

5. Please have your teachers return the machine-scorable answer forms to the large stamped, self-addressed clasp envelope. The envelope should be kept in a central location perhaps the office. Please place your form in the envelope, too.

6. One week following the distribution of the questionnaires, after the teachers and you have placed the machine-scorable answer forms into the clasp envelope, please seal the envelope and mail it back to us.

7. Please feel free to contact us should you have any questions. You have our sincere thanks and appreciation for assisting in this research.

J. David Martin, Superintendent
Henry Co. Public Schools
P.O. Box 8958
Collinsville, Virginia
24078
(540) 634-4712 (W)
(540) 656-1318 (H)

Patricia P. Lynn, Principal
Page-Jackson Elementary School
Rt. 1, Box 322M
Charles Town, West Virginia
25414
(304) 725-8409 (W)
(540) 869-3341 (H)

February 1, 1996

Dear Superintendent:

As you are aware, site-based management and shared decision-making are restructuring strategies being utilized in school systems throughout the country in an attempt to improve public education. The premise of our research is to describe the current status of site-based management and shared decision-making in the public secondary schools of Virginia, and to attempt to identify the factors related to its utilization/implementation. This research is being conducted as part of a collaborative doctoral study through Virginia Polytechnic Institute and State University.

Although we are asking all principals of public secondary schools in Virginia to participate in this study, we have randomly selected only one-third of the public secondary schools in Virginia for teacher participation. Individual schools and/or divisions will not be identified, as we have coded the questionnaires using only the eight (8) regional Superintendents' Study Groups. We have also coded the questionnaires with either a "P" for principal or a "T" for teacher so that we may distinguish between these two groups of responses. We are requesting your assistance in distributing these packets to the principals in your division, as designated. We have enclosed a copy of the questionnaire and the accompanying letter for your perusal.

We offer you our sincere thanks, in advance, for your assistance with this important research. Should you have any questions regarding this study, please feel free to contact either of us collect. Our numbers are listed below. Thank you, again.

Our grateful appreciation,

J. David Martin, Superintendent
Henry County Public Schools
P.O. Box 8958
Collinsville, VA 24078
(540) 634-4712 (W)
(540) 656-1318 (H)

Patricia P. Lynn, Principal
Page-Jackson Elementary School
Rt. 1, Box 322M
Charles Town, WV 25414
(304) 725-8409 (W)
(540) 869-3341 (H)

REMINDER

David Martin, Superintendent of Henry County Schools, and Patricia Lynn, Principal, ask that you please remind your principals to complete and return the surveys regarding site-based managment and shared decision-making that were recently distributed to you through the State Superintendent's Study Groups (or were mailed directly to your office). Should you have any questions, please call us at (540) 634-4712. Thank you for your prompt attention to this matter.

ginia Tech
VIRGINIA POLYTECHNIC INSTITUTE
AND STATE UNIVERSITY

College of Education

226 War Memorial Hall
Blacksburg, Virginia 24061-0317
Phone: (540) 231-6426 Fax: (540) 231-3717
Email: wworner@vtvm1

March 28, 1996

I have been asked by J. David Martin and Patricia P. Lynn to write a letter regarding the research they are conducting under my direction. Mr. Martin and Mrs. Lynn are in the final phases of their graduate work and are anticipating completion of their study in early summer. As chairman of this collaborative dissertation which examines site-based management and shared decision-making in the secondary schools of Virginia, I hope you will provide the assistance of your office to facilitate the collection of survey data from principals and teachers in your school division. A good return will help us provide a true "snapshot" of these important topics in Virginia and add to the body of research on educational reform.

If I can be of further assistance, please don't hesitate to contact me.

Sincerely,

Wayne M. Worner
Interim Dean

ATTENTION: PRINCIPALS

If you have not already done so, please return the surveys regarding site-based management/shared decision-making that you recently received from your Superintendent. Many surveys from throughout the state have already been received; however, we want to ensure that your valuable input is included in our study. These surveys should be returned to J. David Martin, Superintendent of Henry County Public Schools, in the self-addressed stamped envelope that was enclosed with the survey packet. If you have already returned the surveys, please accept our deepest appreciation for your time and input. If you have not yet returned them, please do so now. Thank you for your attention to this matter.

J. David Martin, Superintendent
Henry County Public Schools
P.O. Box 8958
Collinsville, VA 24078
(540) 634-4712 (W)
(540) 656-1318 (H)

Patricia P. Lynn, Principal
Page-Jackson Elementary
Rt. 1, Box 322M
Charles Town, WV 25414
(304) 725-8409 (W)
(540) 869-3341 (H)

Appendix I

Percentage of Responses, According to School Size, Decision-Making Area and State Superintendent's Study Groups (SSSG) in Which SBM Exists for the Public Secondary Schools in Virginia

	0 - 500								501 - 1000							
	1	2	3	4	5	6	7	8	1	2	3	4	5	6	7	8
Curr./Inst.	100	100	100	88	100	88	98	100	69	100	100	85	93	90	100	100
Budget	75	100	100	100	100	100	92	50	100	100	100	100	100	97	96	81
Personnel	71	100	90	100	100	100	94	*	100	96	71	93	95	92	96	83
Policy	75	80	92	70	93	70	87	60	70	100	90	73	82	88	87	85
Total	79	94	91	88	98	88	93	53	84	99	84	86	91	90	94	87

* No schools of this size responded in this study group.

Appendix I (Continued)

Percentage of Responses, According to School Size, Decision-Making Area and State Superintendent's Study Group (SSSG) in Which SBM Exists for the Public Secondary Schools in Virginia

	1001 - 1500								1501 +							
	1	2	3	4	5	6	7	8	1	2	3	4	5	6	7	8
Curr./Inst.	94	100	92	83	100	92	50	*	60	90	*	89	*	100	100	100
Budget	100	88	100	83	100	100	50	*	100	96	*	100	*	100	100	100
Personnel	96	92	100	89	96	100	100	*	77	99	*	93	*	83	100	100
Policy	95	80	80	69	89	83	100	*	76	87	*	80	*	78	100	100
Total	95	90	92	81	95	92	82	*	76	93	*	88	*	88	100	100

* No schools of this size responded in this SSSG.

Appendix J

Percentage of Responses, According to Geographic Setting, State Superintendent's Study Group (SSSG) and Decision-Making Area in Which SBM Exists for the Public Secondary Schools in Virginia

	Rural								Suburban								Urban							
	1	2	3	4	5	6	7	8	1	2	3	4	5	6	7	8	1	2	3	4	5	6	7	8
Curr/Inst.	83	100	97	85	94	88	97	100	75	96	100	84	100	92	100	100	93	91	100	100	100	100	*	*
Budget	100	100	100	96	100	92	91	78	100	93	100	88	100	100	100	100	100	95	100	100	100	100	*	*
Personnel	94	100	81	86	100	89	95	74	90	93	100	95	92	100	100	100	93	100	100	100	89	100	*	*
Policy	90	93	91	72	89	78	85	82	88	83	80	72	87	83	100	100	74	89	80	90	73	89	*	*
Totals	91	98	90	83	95	86	92	83	87	91	94	84	93	93	100	100	88	94	94	97	88	97	*	*

* No schools in this geographic setting responded in this SSSG.

Supt.'s Study Group 1

15 Districts	40 Secondary Schools
Charles City	Charles City Co. *
Chesterfield	Clover Hill
	James River
	Lloyd C. Bird
	Manchester
	Matoaca
	Meadowbrook
	Midlothian *
	Monacan
	Thomas Dale *
Dinwiddie	Dinwiddie Co.
Goochland	Goochland *
Hanover	Atlee *
	Lee Davis
	Patrick Henry *
Henrico	Freeman
	Godwin *
	Hermitage
	Highland Springs *
	Tucker *
	Varina *
New Kent	New Kent Co. *
Powhatan	Powhatan
Prince George	Prince George
Surry	Surry
Sussex	Sussex Central
Colonial Heights	Colonial Heights
Hopewell	Hopewell
Petersburg	Petersburg
Richmond	Armstrong *
	Thomas Jefferson *
	George Wythe
	Huguenot
	John F. Kennedy *
	John Marshall

Supt.'s Study Group 2

16 Districts — 47 Secondary Schools

Accomack	Arcadia
	Nandua *
Isle of Wight	Smithfield *
	Windsor
Northampton	Northampton
Southampton	Southampton *
York	Bruton
	Tobb
	York
Chesapeake	Deep Creek *
	Great Bridge
	Indian River
	Oscar F. Smith *
	Western Branch
Franklin	Franklin *
Hampton	Bethel
	Hampton *
	Keroughtan
	Phoebus *
Newport News	Denbigh *
	Homer L. Ferguson
	Menchville *
	Warwick *
Norfolk	B.T. Washington
	Granby
	Lake Taylor
	Maury *
	Norview
Poquoson	Poquoson
Portsmouth	Churchland
	I.C. Noreom
	Woodrow Wilson
Suffolk	Lakeland *
	Nansemand River
Virginia Beach	Bayside
	Green Run
	Ocean Lake
	Frank Cox
	Kempsville *
	Princess Ann
	Salem *
	Tallwood *
	First Colonial
	Floyd Kellam
Williamsburg/ James City	Lafayette

Supt.'s Study Group 3

17 Districts	21 Secondary Schools
Caroline	Caroline *
Essex	Essex
Gloucester	Gloucester
King & Queen	Central
King George	King George
King William	King William *
Lancaster	Lancaster
Mathews	Mathews *
Middlesex	Middlesex
Northumberland	Northumberland *
Richmond	Rappahannack
Spotsylvania	Chancellor *
	Courtland
	Spotsylvania
Stafford	Brooke Point
	N. Stafford *
	Stafford
Westmoreland	Washington & Lee
Fredericksburg	James Monroe
Colonial Beach	Colonial Beach *
West Point	West Point

Supt.'s Study Group 4

20 Districts	53 Secondary Schools		
Arlington	Wakefield *	Prince William	C.D. Hylton
	Washington & Lee *		Garfield
Clarke	Clarke Co. *		Osbourn Park
Culpeper	Culpeper Co.		Potomac *
Fairfax	Annandale		Stonewall Jackson *
	Centreville *		Woodbridge
	Chantilly	Rappahannock	Rappahannock
	Edison *	Shenandoah	Central *
	Fairfax		Stonewall Jackson
	Falls Church		Strasburg
	Herndon	Warren	Warren Co.
	Langley *	Alexandria	Minnie Howard
	Lee		T.C. Williams
	Madison *	Falls Church	George Mason
	Marshall	Manassas	Osbourn
	McLean	Manassas Park	Manassas Park
	Mount Vernon	Winchester	Handley *
	Oakton *		
	South Lakes *		
	Stuart *		
	West Potomac *		
	West Springfield *		
	Woodson		
Fauquier	Fauquier		
	Liberty		
Frederick	James Wood *		
	Sherando		
Loudoun	Broad Run		
	Loudoun Co.		
	Loudoun Valley *		
	Park View		
Madison	Madison		
Orange	Orange Co.		
Page	Luray		
	Page Co.		

Supt.'s Study Group 5

22 Districts	32 Secondary Schools
Albemarle	Albemarle *
	Western Albemarle *
Amherst	Amherst Co. *
Appomattox	Appomattox Co.
Augusta	Buffalo Gap
	Ft. Defiance *
	Riverheads
	Stuarts Draft
	Wilson Memorial
Bath	Bath Co.
Bedford	Jefferson Forest
	Liberty
	Staunton River
Campbell	Brookville
	Rustburg *
	William Campbell
Fluvanna	Fluvanna Co.
Greene	William Monroe *
Highland	Highland *
Louisa	Louisa Co. *
Nelson	Nelson Co. *
Rockbridge	Rockbridge Co. *
Rockingham	Broadway
	Spotswood
	Turner Ashby
Bedford	
Buena Vista	Perry McClure
Charlottesville	Charlottesville
Harrisonburg	Harrisonburg
Lexington	
Lynchburg	E.C. Glass *
	Hertage
Staunton	R.E. Lee
Waynesboro	Waynesboro

Supt.'s Study Group 6

15 Districts	26 Secondary Schools
Allegheny Highlands	Allegheny
Botetourt	James River *
	Lord Botetourt
Craig	Craig Co. *
Floyd	Floyd Co. *
Franklin	Franklin Co.
Henry	Magna Vista *
	Bassett
	Fieldale Collinsville
	Laurel Park *
Montegomery	Blacksburg
	Christiansburg *
Patrick	Patrick Co.
Pittshylvania	Chatham
	Dan River
	Gretna
	Tunstall
Roanoke	Cove Spring
	Northside *
	William Byrd *
Covington	Covington High
Danville	George Washington *
Martinsville	Martinsville
Roanoke	Patrick Henry
	William Fleming
Salem	Salem

Supt.'s Study Group 7

19 Districts	45 Secondary Schools		
Bland	Bland *	Wythe	Fort Cheswill
	Rocky Gap *		George Wythe *
Buchanon	Council		Rural Retreat
	Garden	Bristol	Virginia
	Grundy	Galax	Galax
	Hurley	Norton	J.I. Burton
	Whitewood	Radford	Radford *
Carroll	Carroll Co. *		
Dickenson	Clintwood		
	Ervinton		
	Hayse		
Giles	Giles *		
	Narrows *		
Grayson	Grayson Co.		
Lee	Lee *		
	Thomas Walker *		
Pulaski	Pulaski *		
Russell	Castlewood		
	Honaker		
	Lebanon *		
Scott	Gate City *		
	Rye Cove *		
	Twin Springs *		
Smyth	Mariion		
	Northwood		
Tazewell	Graham		
	Richlands		
	Tazewell		
Washington	Abington		
	Holston		
	John S. Battle *		
	Patrick Henry		
Wise	Appalachia		Pound
	Coeburn		
	J.J. Kelly		
	Powell Valley		
	St. Paul		

Supt.'s Study Group 8

11 Districts	12 Secondary Schools
Amelia	Amelia Co. *
Brunswick	Brunswick Sr. *
Buckingham	Buckingham *
Charlotte	Randolph Henry
Cumberland	Cumberland
Greensville/Emporia	Greensville Co.
Halifax/So. Boston	Halifax Co.
Lunenburg	Central
Mecklenburg	Bluestone
	Park View
Nottoway	Nottoway
Prince Edward	Prince Edward *

VITA

BIOGRAPHICAL DATA: John David Martin

Born: Charlottesville, VA September 16, 1952

Address: 101 St. John's Circle
Martinsville, VA 24112

Telephone: (540) 656-1318 (H) ***Married:*** No Children
(540) 634-4712 (W)

Education:

Ed.D.	Virginia Polytechnic Institute Blacksburg, VA 1988-1996 Education Administration
	West Virginia University Morgantown, WV 1977-1980 Education Administration
M.S.	West Virginia University Morgantown, WV 1975-1976 Rehabilitation Counseling
B.S.	James Madison University Harrisonburg, VA 1971-1975 Special Education: Mental Retardation
High School	Culpeper County High School Culpeper, VA 1967-1971

PROFESSIONAL EXPERIENCE:

Position

Superintendent, Henry County Public Schools, Collinsville, VA 24078, July, 1995-Present: Administration and supervision of all aspects of the school system (including implementation of systemic change through Effective Schools research;

facilitated an inclusionary budget process with school division staff; facilitated the development of a school-based Master's Program; facilitated an on-going building and facilities program; and developed various communication vehicles to staff, School Board, governing body, and community).

Superintendent, Manassas Park City School, Manassas Park, VA 22111, July, 1991-June, 1995: Administration and supervision of all aspects of the school system (including the implementation of systemic change through Effective Schools research; facilitated an inclusionary budget process with all school division staff; developed various communication vehicles to staff, School Board, governing body, and community; orchestrated a division-wide school facilities study in preparation for future building projects; implemented a U.S. Department of Education Partnership Program grant in building business partnerships; established an educational foundation for the division; facilitated a new evaluation system for teachers; facilitated a shared decision-making model for all staff that resulted in staff development opportunities including Integrated Language Arts, Effective Teaching, a school-based Master's Program, and Tech-Prep).

Assistant Superintendent, Clarke County Public Schools, Berryville, VA 22611, July, 1989-June, 1991: Administration and instructional duties (including developing and administering organizational budgets, and supervising & evaluating personnel for Family Life Education, Homebound Education, Gifted Education, Counseling/Guidance, Alternative Education, as well as interviewing and recommending personnel for position vacancies); performing the duties of Deputy Clerk of the School Board; chaired a committee to re-write all School Board Policies related to personnel; conducted all recruitment activities; organized a corp of substitute teachers; administered state accreditation activities; and acting Superintendent in his absence.

Adjunct Faculty, Lord Fairfax Community College, Middletown, VA, Spring, 1991: Provided instructional experiences to college-level students. Course was entitled "Introduction to Exceptional Children."

Director of Administrative Services, Personnel, and Special Services, Clarke County Public Schools, Berryville, VA 22611, July, 1988-June, 1989: Administration and instructional duties (including developing and administering organizational budgets, and supervision/evaluation of personnel for Family Life Education, Homebound Education, Gifted Education, Counseling/Guidance, Alternative Education, as well as interviewing and recommending personnel for position vacancies).

Director of Pupil Personnel Services, Clarke County Public Schools, Berryville, VA 22611, July, 1985-June, 1988: Administration and instructional duties (including developing and administering organizational budgets and supervision/evaluation of personnel for Special Education, Family Life Education, Homebound Education, Gifted Education, Counseling/Guidance, and Alternative Education).

Coordinator of Mentally Handicapped Services, Winchester Pubic Schools, Winchester, VA 22601, July, 1983-June, 1985: Provided instructional leadership in curriculum and services, served as Chairman of the school district eligibility meetings.

Teacher (Special Education-MR), John Handley High School, Winchester Pubic Schools, Winchester, VA 22601, August, 1976-June, 1985: Provided instructional experiences to mentally retarded students aged 14 to 21.

HONORS/AWARDS:

Pathfinders Award, Virginia Association of Elementary School Principals, 1994

Certificate of Recognition from the Speech and Hearing Association of America, 1989

Citation of Recognition from Grafton School, 1987

Outstanding Area Volunteer, Special Olympics, Winchester, VA 1984

CERTIFICATION:

Virginia Post Graduate Professional Certificate: Superintendent, Assistant Superintendent for Instruction, General Supervisor, Elementary Supervisor, Secondary Supervisor, Secondary Principal, Supervisor of Special Education, Teacher-Special Education (Mental Retardation) Kindergarten-Twelfth