

TRAINING SCHOOL STAFFS IN
CONCEPTS OF PARTICIPATORY MANAGEMENT
IN THE FAIRFAX COUNTY PUBLIC SCHOOLS:
AN EVALUATION STUDY

by

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(ABSTRACT)

The Fairfax County, Virginia, Public Schools made a commitment in 1981 to involve teacher leaders and principals in all schools in the improvement of school-based facilitation of instruction. It was decided that this school-based management emphasis would best be achieved through a training program that focused on concepts of participatory management. Therefore, beginning in the fall of 1981 (and for three successive semesters), principals, assistant principals, department chairpersons, and team leaders were selected to participate in a one-semester university credit course entitled "Distributed Management of Instructional Environments." The course provided a forum for the presentation of alternative decision-making models to the instructional leadership

within each school. Leadership theories based on the writings of Herzberg, Maslow, Levinson, et al., and models such as Likert's linking-pin structure and Hersey and Blanchard's situational leadership were presented in large group sessions followed by small group discussions. Each school was required to prepare a planning document detailing the management processes and structures to be used to facilitate instruction. This study evaluates the success of the program in achieving its objectives. The CIPP evaluation model proposed by Stufflebeam provided the overall design for the study.

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While many individuals contributed to this study, the final product is mine, and for it I take full responsibility.

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Chapter I

Setting, Purpose, and Literature

Related to the Study

Introduction to the Problem

The Fairfax County, Virginia, Public Schools made a commitment in 1981 to involve teacher leaders and principals in all schools in the improvement of school-based facilitation of instruction. It was decided that the school-based management emphasis would best be achieved through a training program that focused on concepts of participatory management. Therefore, beginning in the fall of 1981 (and for three successive semesters), principals, assistant principals, department chairpersons, and team leaders were selected to participate in a one-semester university credit course entitled "Distributed Management of Instructional Environments." The course provided a forum for the presentation of alternative decision-making models to the instructional leadership within each school. Leadership theories based on the writings of Herzberg, Maslow, Levinson, et al., and models such as Likert's linking-pin structure and Hersey and Blanchard's situational leadership

were presented in large group sessions followed by small group discussions. Upon completion of the course, each school was required to submit a planning document which outlined the decision-making approach to be used by the principal and teacher leaders in the school.

Implementation of this training program for selected staff in all Fairfax County schools represented a substantial investment of time and money. For a three-month period, teacher leaders and administrators in each of the selected schools were required to devote 16 hours of class time with other participating schools and five planning sessions of various lengths at their base schools. The school system paid the tuition and textbook cost for each participating school and provided substitute teacher coverage for teacher leaders.

All training was completed by the end of the spring 1983 semester. The School Board and Superintendent are interested in an evaluation of the D.M.I.E. program to determine its worth and to decide whether future program follow-up is appropriate. This dissertation represents a thorough evaluation of the program utilizing information

obtained from observations of class sessions, examination of planning documents, interviews with selected area and central office leaders in the system, and survey data of all teachers and administrators who participated in the fall 1982 and spring 1983 sessions. It is hoped that this evaluation of the program will be beneficial to the school system as well as contribute meaningful information to educational evaluation research.

Need for the Study

In order to insure the continuous improvement of instruction, structures and processes that support and facilitate instruction must constantly be examined. This is a form of organizational renewal and should occur in any school system on a continuing basis. The D.M.I.E. training program was designed to foster dialogue, examine structures and processes, and develop an integrated approach to school-site decision-making.

The stated purpose of D.M.I.E. was to develop in each school a climate in which a participatory approach to management would succeed. Through individual and collective involvement, decisions would be better accepted

by the entire teaching staff and, hopefully, the quality of decisions made would improve.

If school officials in Fairfax County are to continue planning and implementing organizational renewal activities, and if the system is committed to participatory management in each school, then it is important to obtain accurate and informative feedback from all levels of participants (Superintendent-Area Superintendent-Principal-Teacher) in the D.M.I.E. program. Officials from other school divisions need the same information in order to decide whether they should adopt such a training program and, if so, how to proceed.

Limitation of the Evaluation Study

The researcher began formulating initial plans for evaluation of the D.M.I.E. program during the fall of 1981. Approval was secured from the Superintendent of Schools to do an evaluation of the program with cooperation from the course instructor, a Professor of Educational Administration at George Mason University, and certain key administrators from the Fairfax County Schools' Office of Staff and Organizational Development. During

the length of the program (four semesters -- fall 1981, spring 1982, fall 1982, and spring 1983) several important events took place in the school system which may have affected the success of D.M.I.E. The Superintendent resigned from his position during the summer of 1982. Several key administrators below the Superintendent were changed due to retirements, changes in the organizational structure, lateral transfers, and resignations. This included changes of principals from schools who had completed the D.M.I.E. training. The newly-appointed Superintendent made the decision to continue the D.M.I.E. training through the spring of 1983 to permit the remaining schools to participate in the program. This evaluation study will not attempt to measure or explain the impact of these personnel changes on the success of D.M.I.E.

Definition of Terms

Distributed Management of Instructional Environments.

The course was designed to foster, in local schools, a participatory approach to management where teacher leaders would work cooperatively with administrators in sharing (distributing) management tasks. It was hoped that this

distribution of management would create, maintain, and facilitate the structures, processes, and tasks in instructional environments (classrooms and schools).

School-based Management. A concept which encourages as many decisions as feasible to be made at the school site. The principal becomes the central figure in the decision-making process within the school. Area/central office staff must delegate responsibility for certain decisions to the principal if this management approach is to be successful. Examples of decisions which could be moved from the area/central office to schools include: budgetary autonomy within broadly defined limits, selection of staff for schools, curriculum planning and assessment, and developing and conducting in-service programs.

Organizational Renewal. Organizations develop programs and processes to improve themselves through integrating the employees' need for growth with the goals of the organization (Kelly, 1980).

Participatory Management. This is a process of getting things done through other people by creating a situation in which subordinates may develop mental and emotional

involvement in a group situation which encourages them to contribute to group goals and share the responsibility for achieving them. The appropriate degree of participation is dependent not only on the interpersonal relationships existing in the organization but also on the situation in which the organization is operating, crisis or non-crisis (Scanlan, 1973).

Evaluation Questions

1. What was the purpose of the D.M.I.E. program?

What was the context within which the program was conceived and developed?

2. What program alternatives were considered prior to implementation of the D.M.I.E. program? Who was involved in making the decision?

3. Did D.M.I.E. participants understand the management concepts presented in the course? Did they find them useful? Were the course format instructional techniques and class assignments satisfactory as perceived by program participants and the evaluator?

4. What was the cost of implementing the D.M.I.E. training program?

5. What are the general attitudes of teacher leaders concerning present management practices in their schools one year following training?

6. To what extent are the identified teacher leaders participating in decisions being made in their base schools? Is there a discrepancy between the amount of actual involvement in decision-making by teacher leaders in their base schools and the amount of involvement they desire (in both policy development and policy implementation)? If so, in what types of decisions is this discrepancy the greatest?

7. Is there a difference in the degree of involvement in decision-making and the types of decisions staff are involved in at the elementary, intermediate, and high school levels as perceived by program participants?

8. What were the most beneficial and least beneficial aspects of the D.M.I.E. project to participants?

9. What follow-up activities to D.M.I.E. do participants and division-wide leaders feel should be planned?

10. What was the overall value of D.M.I.E. to individual schools and the school system as a whole as perceived by program participants and selected division-wide leaders?

Organization of the Study

The remainder of Chapter One will focus on a brief review of literature relating to (1) participatory management and its relationship to the human relations school of management and employee motivation, (2) working models of school-based management in school systems, and (3) an overview and rationale for the evaluation strategy selected for this study. The evaluation design will be documented in Chapter Two, followed by a description of the D.M.I.E. training program in Chapter Three. An analysis of data collected for the evaluation will be presented in Chapter Four, with the concluding Chapter Five devoted to a summary of findings, program follow-up recommendations, and conclusions relative to the value of D.M.I.E. to the school system.

The appendices contain survey and interview instruments used in collecting evaluative results. Also included are curriculum materials used in the course. The bibliography contains all sources of information utilized during the term of the study.

Relevant Research

Human Relations Model

The D.M.I.E. project emphasizes the need for a participatory approach to decision-making in schools. This is consistent with the ideas of Perrow (1978) and Elmore (1980), who have presented a conceptual framework for decision-making in complex organizations. Elmore states that the success of policy depends heavily on the capacity of people at the delivery level. His studies center on public policy implementation which approaches decision-making and implementation using two widely divergent philosophies; hierarchical control versus delegated control. The greater the hierarchical control, the more effort is expended on writing regulations, specifying procedures, monitoring performance, and enforcing compliance. Delegated control relies on individual judgment as a substitute for complex administrative procedures, but with less assurance of strict compliance. The trade-off in these two philosophies of management is: more hierarchical control yields compliance at the expense of greater complexity while delegated control increases delivery capacity at the expense of compliance.

According to Perrow (1978), the human relations model of management fits the reality of a decentralized form of school management. He states that teachers are assumed to desire full participation in the school organization, to satisfy their higher needs of autonomy and self-actualization, and to identify with the goals of the system. They will do this if the leadership and structure of the organization will permit it.

School principals cannot supervise the work of teachers in the same way as a shop superintendent might supervise machinists or a floor manager might supervise clerks in a department store. Much of the success in education depends on the teacher's efforts after the classroom door is closed. Teachers work with a high degree of discretion in the classroom. Direct administrative control over classroom activities is very difficult if not impossible. It is important for teachers to be meaningfully involved in instructional and administrative decisions in the school if principals and central office personnel are to expect a high level of compliance.

Maslow has developed a theory of human motivation based on the individual's desire to satisfy certain needs

(Maslow, 1970). The needs begin with basic physiological needs (food and shelter) which must be satisfied before higher level needs are aspired to by the individual. After physiological needs come the second level needs of safety (security, stability, freedom from fear, anxiety and chaos) which dominate the individual's motivational drive until they are partially or fully satisfied. The third level needs are referred to as the social needs of group acceptance and love. When one arrives at the level four and five needs -- esteem of self and others and self-actualization -- one has, according to Maslow, reached the highest level of documented needs.

It is here that the concepts of participatory management and need gratification merge. The human relations school of management thought has clearly tied the two concepts together. Herzberg, Argyris, Follett, McGregor, et al., developed management approaches which emphasized the importance of all individuals in the organization. Argyris described the phenomenon as a basic incongruence between the nature of relatively mature individuals and healthy formal organizations. The mature personality, according

to Argyris (1962), tends to develop from the state of being passive (infant) to increasing activity as an adult, from dependence to relative independence, from the ability to behave in only a few ways to the ability to behave in different ways, from occupying a subordinate position to one of leadership and relatively autonomous behavior. But formal organizations place the mature personality in an environment which permits little control over the environment, usually requires passivity rather than initiative, often forces the individual into a subordinate role thus making him feel dependent. The incongruence increases as employees become more mature, the organization becomes more formal, and as jobs become more routine.

Argyris (1962) calls for a radical restructuring of organizations to permit individuals to portray self-actualizing behavior. If individuals, in this case teachers, are not capable of self-actualizing behavior in the organization, then Argyris characterizes them as immature. He states that it is the responsibility of the organization to develop maturity in individuals.

School Systems' Applications

There have been numerous attempts by school systems to involve teachers in the decision-making structure of the local school and district. One notable example was the California Teacher Involvement Project (TIP), supported by a National Institute of Education grant from 1974 through 1977 (Crockenberg and Clark, 1979; Appendix VII). The goals of the project were to train teachers to participate with building principals in identifying and resolving local school problems and to sustain that involvement by implementing formal decision-making procedures at each school site. In an evaluation report following the third year of operation, the Stanford Research Institute stated that "TIP has succeeded, is well regarded by staff and is being used to produce local improvements" (Crockenberg and Clark, 1979, p. 115). Teachers became partners with building principals in making a variety of important school-site decisions with the realization that those decisions were more likely to be implemented if teachers participated in the formulation of those decisions.

An intuitive relationship would seem to exist between teacher involvement in decision-making and the level of satisfaction of teachers exhibited in the performance of their work. A study of this relationship was conducted in two school districts (not identified by the authors) in western New York State (Houghton, McHugh, and Morgan, 1975). The study measured the amount of decisional participation by teachers and compared it with job satisfaction. The variable, decisional participation, was conceptualized as the discrepancy between current and preferred levels of participation. Satisfaction was defined as the willingness to remain within the organization despite a variety of inducements to leave. The study conclusions indicated that decisional climate was a major factor influencing teacher satisfaction levels. Teachers with low satisfaction levels (those most willing to leave), possessed the highest level of decisional deprivation (large discrepancy between current and preferred levels of participation).

Another example of participatory decision-making is taking place in the Mansfield, Connecticut, public schools

(Weingast, 1980). For five years the Superintendent has progressively shared power by giving teachers responsibilities that in most systems are the Superintendent's own. In Mansfield, classroom teachers conceive and write curricula, help to screen and nominate professional staff, help prepare the budget, schedule students into their classes, and bring recommendations to the School Board. Weingast (1980) concludes that this shared leadership is not only genuine but it works. Conversations with one-fourth of the hundred-person staff confirmed that they were pleased with the results. The School Board was pleased with the well-conceived proposals evolving from this management team approach.

The Monroe County School District in Florida implemented a system of decentralization referred to as school-based management. A report prepared by the Commissioner of Education of the Florida Department of Education in 1975 documents the details of this managerial approach. School-based management placed control of personnel and material resources at the school building level. It enabled educational decisions to be made and educational

programs to be planned by the same people who were directly responsible for program implementation and who were accountable for program outcomes.

It was a comprehensive system which changed the organizational structure at all levels within the district. Implemented in the mid-70's, the system incorporated the following elements:

- Funds were allocated to schools based on the number of children served and the needs of the school.
- Decisions on how instructional funds were spent were made at the school level.
- Each school prepared its own comprehensive operating plan for the year.
- A shared decision-making process was used, replacing the typical top-down hierarchical process.
- Parents and community members participated in educational planning and decision-making.
- Team management replaced line-staff management where possible.

The school system projected it would take five years for the reorganization of the district office staff, for

training of district and local school personnel in the new skills that would be needed, and to permit a gradual shift in the control of resources from district level to the school center. Decisions in the Monroe County system were made by local teams rather than central office administrators. Leadership teams consisted of the principal, the assistant principal, the community-school coordinators, the guidance counselor(s), and the department chairpersons. They were responsible for assessing student needs, planning educational programs, formulating the budget, allocating and utilizing resources, designing data collection and monitoring systems, and evaluating processes and products.

Some meaningful consequences of implementing this system were reported. The central staff took on new roles. The organization was built on a team concept with leaders (assistant superintendents and principals), in turn, working with their school staffs in the decision-making process (using a Likert-type linking-pin structure). A reduction in number of central office staff from 28 to 16, was made following full implementation. Since local schools were making more of the decisions, positions such

as director of organizational development, music coordinator, coordinator of special education, media specialist, and a research assistant were abolished.

The major impact at the school level was the considerable amount of new responsibility vested in the principals and teachers. According to Pierce (1978) in his report to the American Educational Research Association, both principals and teachers had problems during evolution into their new roles but, in the long run, displayed a sense of ownership over their school's programs. The result was a high degree of staff morale and engagement in the on-going process of building programs designed to meet the specific and unique needs of students in each local community.

While many textbooks on organizational and management theory have included research information on the so-called "human relations" movement in private sector management, little research exists on the application of these concepts to public school administration. There are many reasons for this, among them the relatively short period of time that management principles have been studied and applied in public education.

The top-level management of Fairfax County Schools is attempting to apply concepts encompassing human relations theory through training staff in techniques of participatory management. The Fairfax system is among a few school systems nationwide that have attempted to move management in the direction of more involvement by staff in decision-making.

Evaluation Theory

According to Worthen and Sanders (1973), evaluation is an undertaking separate from research. The goal of evaluation must be to answer questions of selection, adoption, support, and worth of educational activities. It must look at essential questions like: "Are the benefits of the activity worth the cost?" Isaac and Michael (1981) see evaluation as a process emphasizing product delivery or mission accomplishment rather than theory building. Stufflebeam (1971) has said that "The purpose of evaluation is to improve, not to prove."

The evaluation design used with this training program must take into consideration that the program is not a one-shot treatment for changing administrator and teacher

attitudes concerning the focus and nature of school decision-making. The program is designed to foster dialogue and inquiry in each school to insure that obsolescence will not result. On-going renewal is necessary and requires knowledge input, assessment of current practices, identification of discrepancies, remediation through action research, and commitment to inquiry as an aspect of school improvement.

This type of activity, then, relates closely to the evaluation model suggested by Stufflebeam (1971). He states that evaluation is a cyclic, continuing process of delineating, obtaining, and providing useful information for judging decision alternatives. Using Stufflebeam's terminology, this study is judging the worth of an "incremental" decision, i.e., a decision to effect a small change with little direct results available to judge its worth.

In terms of the major evaluation types discussed by House in his paper entitled "Assumptions Underlying Evaluation Models," the evaluation of the D.M.I.E. training program would best be served utilizing a decision-making

model. The outcomes of the evaluation are stated in terms of effectiveness and/or quality control. The data gathering instruments used include surveys, questionnaires, and interviews. He cites Stufflebeam as a major proponent of the decision-making model.

Putting the training program in perspective, it represents an on-going renewal process as well as a school system commitment to a participatory management approach. It is important for decision-makers in the school system to know what values result from D.M.I.E. The perceptions of participants and interested key administrators in area and central offices are a valued part of the evaluation. The information resulting from a comprehensive evaluation of D.M.I.E. will benefit decision-makers in planning future renewal activities and determining the extent to which the school system adopts school-based management principles.

The CIPP model (Stufflebeam, 1971) provides a comprehensive evaluation approach for utilization by educational decision-makers. The ingredients of CIPP include:

- context evaluation - a needs assessment prior to determination of program objectives;

- input evaluation - analyzing alternative program designs in terms of resource, time, and budget requirements;

- process evaluation - an analysis of the procedure design as implemented; and

- product evaluation - measurement and interpretation of program attainments.

The product evaluation according to Worthen and Sanders (1973), provides "information for deciding to continue, terminate, modify or refocus a change activity and for linking the activity to other phases of the change process." (p. 129)

Although the author was not directly involved in the D.M.I.E. project from its inception, the intention is to use the CIPP model for formulation of the evaluation report. Context and input information have been reconstructed from papers, memos, and memories of managers involved in the decision to implement D.M.I.E. A survey conducted in the fall of 1980 soliciting input on the perceived "governance structure" for use in the school system provides data on the context (needs assessment) within

which D.M.I.E. was formulated (Appendix I). Interviews with central and area office administrators have been conducted to obtain additional context and input information.

The process phase has been reconstructed from interviews, previously administered surveys, and this author's participation in some of the fall 1981 sessions and all of the spring 1983 sessions. Isaac and Michael (1981) see this phase of evaluation as the opportunity for seeking out discrepancies between plans and reality and making mid-course corrections. Since the program terminated in the spring of 1983, the process evaluation will not result in feedback for program modification but will be combined with the product or summative phase of the evaluation. Here the interest is in whether or not the objectives of D.M.I.E. have been attained. Program strengths and weaknesses with recommendations for future activities are the desired results.

Although this study uses an after-the-fact evaluation design, some of the major design considerations outlined by Patton (1978) will be present, including:

- (1) the data being presented in such a way that decision-makers can understand the findings; and

(2) the information generated will give decision-makers knowledge that is important in planning future renewal activities.

This author's experience and knowledge of the school system as a whole should assist in obtaining survey and interview results from participants and key decision-makers with the Fairfax County, Virginia, Public School System.

Chapter II

Methodology of the Study

Introduction

Stufflebeam (1971) has formulated an evaluation model (CIPP) which is intended to provide continuous and relevant information to decision-makers during the process of deciding to and implementing a new program. The decision-making process includes:

- (1) a needs assessment and establishing of priorities;
- (2) analyzing and selecting among alternative programs;
- (3) setting objectives and implementing the program; and
- (4) evaluating program results.

As was stated earlier in this study, the CIPP model focuses on each of these four steps and is intended to provide evaluative feedback to decision-makers during program planning and implementation and following program completion. To the extent that this study was not formulated and integrated into the initial plans for examining

the needs of school-based administrators, nor was this evaluator involved in decisions related to the process phase of the D.M.I.E. program, significant benefits of utilizing the CIPP model have not been realized by decision-makers. However, discussions with the course instructor indicated that numerous mid-course corrections were made during implementation of D.M.I.E. These corrections (mostly minor and of a structural nature) were made as a result of process feedback solicited from school division leaders and program participants during program implementation.

The author has concluded, after studying the major models listed by Worthen and Sanders (1973) and House (1977), that the CIPP model is the most suitable for this study. It focuses on the aspects of evaluation which most thoroughly presents the history, implementation, and feedback from D.M.I.E. necessary to assist decision-makers in determining future directions which the Fairfax County Schools can take in implementing school-based management concepts or in developing other renewal plans for school-based personnel.

The intended focus of this evaluator's efforts is on the product phase of evaluation. As Alkin (1969) has stated, there are five areas where evaluation information can be used by decision-makers. They include:

- (1) providing information for decisions about the state of the system;
- (2) providing information for selecting among program alternatives;
- (3) providing information relative to the extent to which a program has been introduced in the manner and for the group which was intended;
- (4) providing information about how the program is functioning; and
- (5) providing information which could be used by decision-makers in making judgments about the worth of the program and its potential for generalizing to other related situations.

Clearly, this evaluator cannot satisfy decision-makers by providing after-the-fact information related to the first four areas listed by Alkin. Therefore, the primary objective of this study is to provide information for

decision-makers to make judgments on the worth of the program and its applicability to future renewal activities. Information related to the contextual, input, and process phases of the participatory management training provides additional historic information which should benefit decision-makers by putting the D.M.I.E. program within the general perspective of school-based management initiatives.

Stufflebeam (1971) documents a structure for an evaluation design which he indicates is applicable to all types of decisional evaluation studies. It includes: (1) focusing the evaluation in terms of use and variables to be measured; (2) collecting information by specifying sources, instruments, methods, schedules, and sampling procedures; (3) organizing the information obtained; (4) analyzing the information by selecting analytical procedures to be employed; and (5) reporting the information in a format suitable for the audience to be served.

In general, this structure is applied within each stage of the CIPP model. Throughout the design formulation, a general focus is on the ten evaluation questions

listed on pages 7 and 8 of this study. Content, input, process, and product data obtained from interviews, observations, surveys, etc., are used to answer these questions.

The objectives of the D.M.I.E. training program listed in the course syllabus follow. They provided a statement to participants relative to the general direction of the program. However, for evaluation purposes, the objectives were too general for operationalization and measurement. The evaluation questions (pages 7 and 8) more directly focus on measurable aspects of D.M.I.E. Answers to these questions will give decision-makers important information on the value of the program.

The objectives are:

1. Understanding the Superintendent's goals for improved school-based management;
2. Understanding rationales for participative management in schools;
3. Being able to use basic concepts of leadership and management in the analysis and improvement of management structures and processes in schools;

4. Becoming familiar with action-research strategies for organizational evaluation, improvement, and renewal;

5. Engaging the faculties of their respective schools in the renewal of management structures and processes; and

6. Developing strategies for the maintenance of what is working well in their respective schools; developing short-range and long-range plans for improvement; identifying additional training needs and interests; and identifying the external support which is needed from area and central offices.

Methodology

The evaluation model to be used for this study is the CIPP model representing context, input, process, and product evaluations of Fairfax County Schools' implementation of a participatory management training program. An evaluation design for each of the four stages in the CIPP model is presented and generally follows Stufflebeam's format of focusing the evaluation and collecting, organizing, analyzing, and reporting the information.

Context Evaluation

1. Focus

The school system in 1980, under a recently appointed Superintendent of Schools, was considering adoption of selected principles of school-based management. To accomplish this, it was first necessary for the system to determine what governance structures were appropriate for the system, i.e., where should the focus of various decisions be. Two questions were identified for examination in the Superintendent's memorandum to the Management Team (all central office, area office, and school-based administrators) on November 7, 1980. They were:

1. What decisions can legally and best be made at the division/area levels of governance?
2. What decisions can legally and best be made at the school level of governance?

To provide administrators' perceptions of where decisions were currently being made and whether or not those decisions should be made at that location, a School-Based Management Survey was administered to all school system administrators (Appendix I). The survey was intended to

measure administrators' opinions of where decisions were being made and where they ought to be made.

Evaluation questions answered in the context phase of this study are:

What was the purpose of the program? What was the context within which the program was conceived and developed? (See page 7 of this study.)

2. Collecting and Organizing Data

Data from the School-Based Management Survey was collected by the School System's Planning and Assessment Office. Of 760 surveys distributed, 480 (63.2%) were completed and returned. The survey results are organized and presented by management level (school-area-central). Data are reported in a tabular format. Respondents' choices were "yes," "no," and "do not know." Numbers and percents on some of the items will be given.

Data from interviews are presented in both tabular and narrative formats. Information from interviews provides the most accurate information for obtaining answers to the context evaluation questions.

3. Analyzing and Reporting Data

Administrators' perceptions by level will be analyzed for consensus on principles of school-based management in effect in the school system or those principles which are not in effect but should be. Also, an analysis of the data, at that time prepared by the Planning and Program Assessment Office, will be presented to assist in understanding the context within which the D.M.I.E. training program was formulated.

The evaluator uses information from interviews to determine the purpose of the program and the overall context within which the program was conceived and developed.

Input Evaluation

1. Focus

The consideration here is establishing a relationship, if one exists, between the school system's interest in adopting principles of school-based management and the decision to implement the D.M.I.E. participatory management training program. This will, by necessity, be done in an after-the-fact fashion since this evaluator has not been able to locate memos, data, or other historical

information relating the results of the School-Based Management Survey to the decision to develop and implement D.M.I.E.

Evaluation questions answered in the input phase of this study are:

What program alternatives were considered prior to implementation of the D.M.I.E. program? Who was involved in making the decision? (See page 7 of this study.)

2. Collecting and Organizing Data

A structured interview has been conducted with each of the following individuals:

- the former Division Superintendent,
- the current Division Superintendent,
- three Area Superintendents, and
- the Executive Assistant to the Superintendent (formerly Assistant Superintendent for Planning and Development Services).

The interview questions (Appendix II) resemble the format of a subjective questionnaire by permitting clarification and elaboration on answers given within narrow

limits. The interview explores issues related to all phases of the evaluation. It is recognized that because the interview is retrospective in nature and considerable time has elapsed, errors of memory, contamination because of intervening events, and biasing factors are present. The information collected is less reliable for the context, input, and process evaluations but should provide accurate perceptions by school system leaders related to the product phase of the evaluation.

3. Analyzing and Reporting Data

The interviews with the six individuals listed on page 35 focus, in part, on context and input decisions prior to D.M.I.E. implementation. The evaluator has attempted to identify program alternatives considered for implementation, and why the decision was made to implement D.M.I.E. Being an after-the-fact analysis, it necessitated in-depth questioning of individuals in order to accurately reconstruct the circumstances leading up to D.M.I.E. development and implementation. Some liberties were taken within the structured interview format to ensure an accurate description of the set of conditions leading up to D.M.I.E. implementation. All interviews were tape recorded.

The responses collected from interviews are analyzed and categorized where possible to identify consensus among interviewees. The information is reported utilizing tabular and narrative formats.

Process Evaluation

1. Focus

Once the school system made the decision to implement D.M.I.E., then considerable time and money were expended to train the hundreds of participants during the two-year term of the program. It is important to document, in as much detail as feasible, all information relevant to conducting the program.

Evaluation questions answered in the process phase of the study are:

Did D.M.I.E. participants understand the management concepts presented in the course? Did they find them useful? Were the course format, instructional techniques, and class assignments satisfactory as perceived by program participants and the evaluator?

What was the cost of implementing the D.M.I.E. training program? (See page 7 of this study.)

2. Collecting and Organizing Data

A survey was distributed in the fall of 1983 to all program participants (principals, assistant principals, department chairpersons, and team leaders) in the fall 1982 and spring 1983 sessions (Appendix IV). Of 555 surveys distributed, 327 were returned (58.9%). This rate of return was obtained by sending a second reminder to survey respondents.

Data from the D.M.I.E. Survey, Part C, Section 1, yields information related to participants' understanding of concepts presented in the course and their perceptions of how useful the concepts have been in the performance of their duties.

A detailed documentation of activities conducted in the spring 1983 session is included in Chapter III. The evaluator participated in all general sessions. Informal feedback was received from participants during and after class sessions. An analysis of contents of twelve school planning documents (four from each level) has been performed.

The cost of implementing D.M.I.E. has been estimated using the following information: the tuition contract with George Mason University, substitute teacher costs, textbook and other material costs, and in-kind costs.

3. Analyzing and Reporting Data

Data from the D.M.I.E. Survey, Part C, Section 1, is presented in tabular format. Participants' perceptions on their understanding of the concepts and the usefulness of the concepts to them in the performance of their duties is reported using percentages. Concepts are rank-ordered from most clear to least clear and from most useful to least useful. Data are presented by position and level. A correlation between understanding and usefulness of concepts has been calculated using the contingency coefficient.

A session-by-session documentation of the activities conducted during the spring 1983 sessions is provided in Chapter III of this study. The evaluator makes some value judgments based on observations of the general sessions. According to House (1977), this type of evaluation fits the art criticism model. Here, experience permits the

educational critic to make judgments concerning important facets of educational programs.

Information related to costs, course format, instructional techniques, and class assignments is presented in both narrative and tabular formats. Contents of school planning documents have been analyzed for their utility in the improvement of school-based management.

Product Evaluation

1. Focus

In the change process, product evaluation should provide information for deciding to continue, terminate, modify, or refocus the program (Stufflebeam, 1971). Since the D.M.I.E. program terminated at the end of the spring 1983 sessions, the purpose of this phase is to measure and interpret attainments at the end of training. Of necessity, the evaluation focuses on the value of the activity, what direction, if any, the school system can take in developing additional school-based management initiatives, and whether the general program design and implementation are applicable to future renewal activities. In addition, this evaluation makes rational, evaluative interpretations

utilizing data recorded from the context, input, and process phases of the study.

Evaluation questions answered in the product phase of the study are:

What are the general attitudes of teacher leaders concerning present management practice in their schools one year following training?

To what extent are identified teacher leaders participating in decisions being made in their base schools? Is there a discrepancy between the amount of actual involvement in decision-making by teacher leaders in their base schools and the amount of involvement they desire (in both policy development and policy implementation)? If so, in what types of decisions is this discrepancy the greatest?

Is there a difference in the degree of involvement in decision-making and the types of decisions staff are involved in at the elementary, intermediate, and high school levels as perceived by program participants?

What were the most beneficial and least beneficial aspects of the D.M.I.E. project to participants?

What follow-up activities to D.M.I.E. do participants and division-wide leaders feel should be planned?

What was the overall value of D.M.I.E. to individual schools and the school system as a whole as perceived by program participants and selected division-wide leaders? (See page 8 of this study.)

2. Collecting and Organizing Data

Two methods previously referred to in this study have been used to collect data for the product phase of the evaluation: the interviews conducted with six division-wide leaders and the results of the survey administered to program participants (Appendices II and IV).

The attitudes of teacher leaders concerning management practices in place in their schools (question 5) have been measured by the responses to Part A of the survey. Only department chairpersons and team leaders were requested to complete this part of the survey.

Evaluation questions six and seven were formulated to ascertain the amount of desired and actual involvement teacher leaders have in selected management functions as perceived by both administrators and teacher leaders. Survey items from Part B offered all respondents the opportunity to indicate whether or not teacher leaders should be involved in policy development and policy implementation of certain management functions, e.g., in-service programs, selection of materials, teacher handbook policies, etc.

Evaluation questions eight, nine, and ten are included to provide evaluative feedback on program strengths and weaknesses, to identify possible follow-up activities to D.M.I.E. training, and to obtain an estimate of the value of D.M.I.E. to local schools and the school system as a whole. Several questions from the interview document in addition to the open-ended questions in Part C, Section 2, of the survey provide data to answer these questions.

3. Analyzing and Reporting Data

The measurement of teacher attitudes concerning present management practices in their schools was obtained

from the results of Part A of the survey. Attitude mean and mean scores for the twelve items have been calculated. A calculation of coefficient alpha (α) provides a measure of the internal consistency for the twelve items. No attempt is made to compare Part A survey results with the staff surveys administered to the entire teaching and administrative staffs of schools before and after training. Differing populations and survey scales preclude meaningful comparisons.

Data on both the extent of teacher involvement in decision-making and the desired versus actual involvement of teacher leaders in decision-making (survey data, Part B) are presented in tabular format. Each management function is listed with the percent of yes and no responses for both involvement in policy development and policy implementation. This yields measures of the extent of teacher leader involvement in decision-making as perceived by both teacher leaders and administrators. The management functions with the largest discrepancies are listed to encourage

further examination by principals and division-wide leaders.

It is important for central and area office administrators to know if the degree of involvement of teacher leaders in decision-making and the types of decisions they are involved in varies from the elementary to the intermediate to the high school levels. Survey data from Part B is presented in tabular format with percent scores by level and position.

Evaluation questions eight and nine are answered utilizing information collected from the interviews and the D.M.I.E. survey, Part B. Responses from both instruments have been summarized. The evaluator has categorized the responses into general statements and has reported the information in tabular format indicating the number of responses for each statement. Of necessity, a narrative summary of the results has been provided to assist division-wide leaders in analyzing the strengths and weaknesses of D.M.I.E. and to determine what follow-up activities are suggested by participants.

The overall value of D.M.I.E. to schools and the school system in general (evaluation question number 10) was obtained by asking interviewees and survey respondents to rate the program using the following scale: excellent - good - average - poor. Means of responses have been calculated and are reported by position and level.

Chapter III

Description of the Training Program

Introduction

Improving the management of schools is a renewal process. It is an on-going activity - actually a quality which must be built into management behavior itself. The Distributed Management of Instructional Environments (D.M.I.E.) project was directed toward such renewal.

The Superintendent of Schools in 1981 proposed this project after an examination of the decision-making process utilized in the Fairfax County Public Schools. Prior to the beginning of the D.M.I.E. project in the fall of 1981, the Superintendent solicited input from the Leadership Team (associate, assistant, and area superintendents) and school principals with respect to principles of school-based management applicable to the Fairfax schools. The Superintendent referred to this process as a determination of appropriate "governance structures for delivery of instructional support services to all clients of the school division." He was concerned with the following two questions:

- What decisions can legally and best be made at the division/area levels of governance?

- What decisions can legally and best be made at the school level of governance?

A survey was administered to all instructional managers in the fall of 1980 (Appendix I). The results of this survey were used in the formulation and subsequent agreement to appropriate "governance structures" to be followed by school system managers in the process of decision-making. School-based management was found to be an appropriate management strategy for use in the school system.

Now that school sites were to be the focal point for many decisions, training of school-based managers and certain instructional support personnel (assistant principals, department chairpersons/team leaders) became important. The primary goal of D.M.I.E. was to assist participants in improving the management of their schools. As the Superintendent had said many times, "Our goal is to make a good school system better. This improvement begins at the school level."

The objectives of the training program as listed in the course syllabus are listed below. As a result of the projected activity, participants will:

1. Understand the Superintendent's goals for improved school-based management.
2. Understand rationales for participative management in schools.
3. Be able to use basic concepts of leadership and management in the analysis and improvement of management structures and processes in schools.
4. Become familiar with action-research strategies for organizational evaluation, improvement, and renewal.
5. Engage the faculties of their respective schools in the renewal of management structures and processes.
6. Develop strategies for the maintenance of what is working well in their respective schools; develop short-range and long-range plans for improvement; identify additional training needs and interests; and identify the external support which is needed from area and central offices.

The D.M.I.E. program was under the direction of a Professor of Education at George Mason University, with the Division Superintendent serving as a guest lecturer. The program contained a series of eleven sessions held during the semester with participants having the option of receiving three graduate credits. Six of the sessions (hereafter referred to as general sessions) were held in a central location with all participating schools attending. These sessions were led by the course instructor and included time for group lectures and small group discussions. The Superintendent made one large group presentation during session three. Five additional sessions were scheduled in each local school. With the principal as leader, administrators and teacher leaders devoted time to discussing concepts presented in the large group sessions and developing the organizational structure and renewal plan for their school.

Approximately one-fourth of the schools from each administrative area participated during each semester. The selection of schools which were to participate in D.M.I.E. was made by Area Superintendents. In all cases,

staff from a pyramid of schools (the high school, and its feeder intermediate and elementary schools) participated during the same semester. In order to reduce the size of the group, the course instructor ran two sets of general sessions - one for all participating elementary schools (approximately 170 individuals) and one for the participating intermediate and high schools (approximately 110 individuals). This arrangement facilitated discussions among participants. The curriculum presented in the two sets of sessions was the same.

Many hands-on activities were built into the curriculum of the training program. Some examples of activities to be completed by principals and/or teacher leaders included:

- charting the school's communication processes;
- determination of who typically makes what decisions;
- construction of an organizational chart for the school;
- construction of a linking-pin structure;
- observation and/or practice with various conflict management approaches; and

- development of a planning document.

The spring 1983 sessions represented the fourth and final scheduling of the D.M.I.E. program for presentation to school-based personnel. This author points out that there were rumors, and in some cases announcements from area offices, that this last group of schools would not be required to participate. The possibility of canceling the program occurred, in part, because of a change in superintendents during the summer of 1982. The newly appointed superintendent announced that both the fall 1982 and spring 1983 sessions would be held.

The D.M.I.E. program provided course credit for those electing it. Participants were graded based on the following criteria:

- attendance at general and in-school sessions with evidence of preparation and participation earning points as follows:

	<u>Point Value</u>
Large group afternoon sessions (4 at 20)	80
One all-day session	40
In-school sessions (5 at 16)	<u>80</u>
Total points possible	200

Minimum points needed for a B = 160

Minimum points needed for an A = 180, plus

- a statement describing personally directed inquiry and/or activity beyond the minimum requirements.

Description of Sessions

All general sessions of the spring 1983 offering of D.M.I.E. (intermediate and high schools only) were attended by the evaluator. No in-school sessions were attended; however, during general sessions, the evaluator devoted time to discussing the products prepared during in-school sessions with school staffs (primarily the teachers and administrators at Frost Intermediate School). A brief documentation of each session's activities follows. Information provided for each session will include: (1) the purpose of the general or in-school session as outlined in the course syllabus, (2) the activities undertaken during the general session as observed, and (3) additional information concerning the general session especially as it relates to this author's observations and feedback from participants.

General Session #1 - Principals only - January 18, 1983,
from 9:30-11:30 a.m., at Fairfax High School.

Purpose

"The instructor and a representative from the Office of Staff and Organizational Development provide an orientation which principals can share with their staffs. Copies of syllabus, profile development forms, and staff surveys will be distributed."

Observed Activities

The Specialist from the Office of Staff and Organizational Development led the session. Considerable time was devoted to administrative details such as course registration, purchasing of textbooks, and distributing other course materials. Textbooks required for the course were Hersey and Blanchard's Management of Organizational Behavior: Utilizing Human Resources, and Hoy and Miskel's Educational Administration Theory, Research and Practice. The school system paid for one set of the textbooks for each participating school (\$34.95). Many schools purchased additional sets of texts which were paid for by individual participants.

The course instructor, a Professor of Educational Administration at George Mason University, made some introductory comments concerning the purposes and procedures of the course. Some of the statements he made are paraphrased below.

1. D.M.I.E. is a process approach to improving school-based management. No two schools will have the same level of understanding or ability to deal with some of the concepts in the course; therefore, the products will vary from school-to-school.

2. The D.M.I.E. project assumes the following:

- schools have always been managed by teachers to some extent;
- the management of schools is satisfactory;
- improvement is always possible;
- improvement is self-generated;
- the principal is crucial to the success of the project;
- principals may not be delegating sufficiently to facilitate school improvement; and
- teachers want to participate in the management of their schools.

3. The system is committed to participatory management. Each school is encouraged to give sufficient time to the project to make the effort worthwhile. What happens in schools is the most important part of the project.

Additional Information

There was discussion among some principals prior to the beginning of the session concerning whether the school system was committed to this project. In general, the observer would characterize the session as purposeful and positive.

In-School Activity #1

1. Administer the D.M.I.E. Staff Survey (Appendix III) to the total professional staff. Tabulate the results and prepare a summary to give to the instructor at session #3. (Note the extra time you have for this.)

2. As a team, prepare Form 1-A (Appendix V). One copy will be given to the instructor at session #2. Each participant may want to complete the form privately, then as a team develop a consensus.

3. Additional preparation for session #2:

READ: "Complexity and control . . ." a reprint
(Appendix VI).

"Teacher participation . . . San Jose . . ." a reprint (Appendix VII).

"Distributed facilitation . . ." a hand-out (Appendix VIII).

Chapter 4, The school as a social system, in Hoy/Miskel, 2nd ed.

General Session #2 - Principals, assistant principals, and teacher leaders - February 3, 1983, from 1:30-3:30 p.m., at Robinson Secondary School.

Purpose

1. Please be prepared by reading the assignments made for in-school activity #1.
2. We will explore Likert's linking-pin concepts as they apply to D.M.I.E.

Observed Activities

The second general session was led by the course instructor. High school and their feeder intermediate school staffs were seated together. The author seated himself with the staff from Frost Intermediate School.

Following completion of course registration, the instructor lectured to the group on several topics enumerated below.

1. The major purpose of D.M.I.E. is to enhance instruction by distributing its management beyond the administrative level to teacher leaders.

2. The three criteria for effective management can be summarized in three words - timely, accurate, and sufficient.

3. The linking-pin organizational structure (see Appendix IX) was presented on a transparency. Several advantages of this structure were presented including: more horizontal communication, wider participation in decision-making, the principal becomes a facilitator in the process of making many decisions, and department chairpersons function between instruction and administration.

4. Each school was asked to come to a consensus concerning the similarity of their existing school structure with the linking-pin structure presented in the lecture. A form (Appendix X) was used for this purpose during an informal working session which followed.

Additional Information

At one point during the lecture, a teacher asked a series of questions concerning teacher participation in decision-making. The sequence was:

1. Why do we downgrade the position of master teacher?

2. Why do we think that anyone who has anything on the ball must leave the classroom?

3. Is the master teacher making a valuable contribution?

4. Do master teachers have to participate in decision-making?

The instructor responded that master teachers are an excellent resource for distributing management within the school and that they are probably doing so without realizing it.

In-School Activity #2

1. Complete your work on the staff survey and prepare a summary. Prepare one copy of the summary for the instructor.

2. As individuals, prepare for session #3 by reading in Hoy/Miskel, 2nd ed.: Chapters 10 and 11, Decision Making, Communication.

General Session #3 - Principals, assistant principals, and teacher leaders - February 24, 1983, from 8:00 a.m. to 4:00 p.m., at Robinson Secondary School.

Purpose

1. During the morning session, we will work with concepts, models, and tools which are helpful in planning for and managing renewal activity.

2. During the afternoon session, we will consider the implication of the decision-making model developed by Hoy/Miskel.

Observed Activities (morning session)

The former Division Superintendent was the guest lecturer for this session. He covered a large number of topics and concepts related to management which are enumerated below.

1. A three-minute test was the first activity to demonstrate the importance of skimming a paper before proceeding ahead (Appendix XI).

2. The second activity was an opinion survey given to all participants with group results tabulated and indicated in Appendix XII. Discussion followed.

3. The next activity was a series of four problems requiring decisions (Appendix XIII). Each participant

was requested to select the decision he or she would make in each case. Discussion was held after a presentation of the theoretical construct for decision-making.

4. The decision-making process outlined six steps including:

- recognizing, defining, and limiting the problem in terms of the goals of the organization;

- collecting and analyzing data relative to the problem to be solved, making logical assumptions in the absence of data;

- identifying possible solutions to the problem, being careful not to reject an alternative before evaluating it;

- establishing evaluation criteria and weighing each solution against the criteria;

- selecting the preferred solution(s), testing them utilizing critical thinking and imagination to reduce unanticipated consequences; and

- putting the decision into effect by programming, controlling, and evaluating.

5. The lecture continued with a presentation of strategies for dealing with conflict in an organization using concepts developed by Mary Parker Follett. The three strategies are: dominance, compromise, and integration. The latter strategy was favored by the Superintendent because it involved arriving at a new resolution to the conflict that would be creative and usually better than a unilateral decision (dominance) or a decision attempting to accommodate both parties to the conflict (compromise). Dominance was usually present in decisions where power was the ultimate determinant. There would always be a winner and always be a loser. In conflicts where compromise was used to settle the issue, neither party to the conflict would be satisfied. The strategy of integration insures that both parties to the conflict find some satisfaction in the new solution. It was indicated that an integrated solution required an intelligent, inventive, and open-minded decision-maker.

6. The final topic for presentation was organizational change. The types of change were enumerated: planned, interactional, technocratic, natural, indoctrinational, and socializational. Curt Lewin's force field

model was presented. It includes the phases of organizational stability (unfreezing), followed by organizational change (moving), and organizational stability (refreezing). Mann and Neff's models for managing change and the individual's response to change were presented at the end of the morning session (Appendices XIV and XV).

Observed Activities (afternoon session)

In the afternoon session, the course instructor devoted considerable time to a presentation of Hoy and Miskel's model for shared decision-making (Appendix XVI). A worksheet (Appendix XVII) was distributed to the staff in each school. For approximately one-half hour, the staff discussed decisions in which there was either a high degree of relevance and a high degree of expertise (e.g., in-service programming) or a high degree of relevance and a low degree of expertise (e.g., scheduling classes and students). In the latter case, this category of decision-making would require training of the staff. It would also require a definition of the proper amount of involvement by teacher leaders in scheduling.

Additional Information (morning session)

This session covered a large amount of material. The Division Superintendent was very effective and entertaining during the presentation. Discussions were open and frequent concerning concepts presented. Problem number four (Appendix XIII) was used to demonstrate an example of where an integrated decision was preferred to one of dominance or compromise. The best solution, according to the Superintendent, was to give the student another test. This decision would support the goals of the organization (teaching Jeff to spell). It is the leader's responsibility to see that the organizational goals are achieved. There was considerable diversity within the group concerning Problem number four. A large number (65%) felt that the teacher should be supported.

Additional Information (afternoon session)

The group had difficulty understanding the Hoy and Miskel model. An ensuing discussion about the roles of managers versus teachers led to more confusion. After several questions were asked, the group began to understand the model. The handout (Appendix XVI) assisted in this.

In-School Activity #3

1. As a team, begin to prepare the renewal document. Please review the directions for this project very carefully.

2. Preparation for session #4: READ Hersey/Blanchard, 4th ed., Chapters 4 and 7: Leader Behavior and Situational Leadership.

General Session #4 - Principals, assistant principals, and teacher leaders - March 10, 1983, from 1:30-3:30 p.m., at Robinson Secondary School.

Purpose

We will work with concepts of situational leadership as they apply to D.M.I.E.

Observed Activities

The instructor led the session devoted to situational leadership. Handouts were provided on the concepts and vocabulary of Hersey and Blanchard and problem situations to be resolved (Appendices XVIII and XIX). No formal presentation was made. School staffs as a group discussed possible solutions to the situations included in the handouts. The instructor reviewed each situation and provided the correct response(s) to the situation.

Additional Information

This session was characterized by a considerable involvement of participants. Following a number of questions, the group appeared to have a good understanding of the model. Lecturing on concepts at the beginning of the session may have been a more efficient approach for the group.

In-School Activity #4

1. Continue preparation of the renewal document.
2. Be prepared to share your thinking and planning to date during session #5.
3. READ: Hersey/Blanchard, 4th ed., Chapter 12: Planning and Implementing Change.

General Session #5 - Principals, assistant principals, and teacher leaders - April 14, 1983, from 1:30-3:30 p.m., at Frost Intermediate School.

Purpose

Each school will present a brief oral report of its D.M.I.E. thinking and planning to representatives from other schools. One person from each school will be the reporter. Team members will listen to the reports of

other schools. Each participant should be able to talk about what his or her school team has been thinking/planning.

Observed Activities

This general session was divided into four mini-sessions - one session in each of the administrative areas. The author attended Area II's session. The principal of the host school (Frost Intermediate) led the session. Schools, in turn, presented oral reports on their thinking relative to D.M.I.E. and progress made in developing the renewal plan. The report from Frost Intermediate is Appendix XX. These additional results led the Frost staff to conclude that their renewal plan should focus on three areas for additional involvement or improvement in decisions being made in the school:

- (1) scheduling,
- (2) communication, and
- (3) course selection.

A Leadership Council including all department chairpersons in the school would be established in the fall of 1983. The Council would address these and other issues of school-wide importance.

Additional Information

Of four schools attending, all but one had a report to make. One high school principal gave his opinion on the D.M.I.E. project. He felt the project would encourage more participation by teacher leaders in decision-making; however, he concluded that the most value to be received from participation in D.M.I.E. was the process of meeting together. He indicated that as a result of D.M.I.E., administrators and teacher leaders had the opportunity to know each other better and to better understand each other's problems. The overall tone of the session was positive.

In-School Activity #5

Complete your renewal document. Bring three copies to session #6: one for your area superintendent, the Division Superintendent, and the course instructor. School name and names of D.M.I.E. team members should be on each copy.

General Session #6 - Principals, assistant principals, and teacher leaders - May 5, 1983, from 1:30-3:30 p.m., at Robinson Secondary School.

Purpose

After a discussion period, the Superintendent will present Certificates of Participation.

Observed Activities

The sixth general session was led by the course instructor. Each participant was given a course evaluation form (Appendix XXI) to complete. The instructor gave a brief description of each concept included in items eight through fifteen prior to completion of the evaluation by participants. Principals were requested to turn in their D.M.I.E. renewal plan (Appendix XXII).

The second activity involved a discussion by the staff in each school during which they were to arrive at a consensus concerning two questions:

1. What has been the most positive payoff of the D.M.I.E. project realized to date?
2. What anticipated benefits are expected from participation in D.M.I.E. in the near future?

The principal of each school made an oral presentation to the group. Each principal briefly described the immediate and long-term benefits from his or her school's participation in D.M.I.E.

The final activity was the presentation of certificates to program participants by the Executive Assistant to the Superintendent.

Additional Information

A total of twelve oral reports were given. Some of the positive benefits to individual schools resulting from their participation in D.M.I.E. included:

- improvement of the school's communication process;
- the opportunity to be away from the daily activity in the school and have time to reflect and study;
- the actual participation of staff members in the process of developing the school's master schedule;
- the definition of roles for administrators, department chairpersons, and unit leaders in the school;
- the opportunity to blow off steam;
- the process permitted staff to voice concerns about the school program to the newly appointed principal; and
- an opportunity to increase the amount of interaction between administrators and teachers.

Some anticipated long-term benefits included:

- improved morale resulting from broader participation by teacher leaders in decision-making;
- a more effective communication process through a concerted effort to foster top-down, bottom-up, and horizontal communication;
- a working calendar for the year to improve coordination among all departments in the school; and
- the formation of a school council to participate in school-level decisions.

The session was characterized by the evaluator as positive; however, instructions to principals did not indicate that they could voice negative aspects of the D.M.I.E. training program.

Chapter IV

Findings of the Study

Introduction

In Chapter II of this study, the methodology used to perform the evaluation of the D.M.I.E. program was outlined in detail. The general format of the evaluation follows the CIPP (Context, Input, Process and Product) model proposed by Stufflebeam (1971), with each step including some of the ten evaluation questions listed on pages 7 and 8 of this study. Although Stufflebeam states that the CIPP model is intended for use as a decision-making tool before, during, and following completion of an educational program, the model was not used in a formal way by Fairfax County, Virginia, Public School decision-makers. Therefore the school system did not benefit from some of the significant aspects of the model, especially during the planning, development, and implementation stages of D.M.I.E.

The major emphasis of this evaluation study is placed on the product phase of the model with six of the ten evaluation questions focusing on program results. Information gathered on the context, input and process phases

of the evaluation (four questions) will provide both an historical perspective of the D.M.I.E. program under the leadership of two Division Superintendents and a record of the implementation of the program for present and future school division leaders.

The structure of this chapter will follow the format recommended by Stufflebeam as outlined in Chapter II of this study. Each evaluation phase will include: (1) a focus for the evaluation, i.e., the evaluation question(s) to be answered; (2) the data collected, organized, and presented in a manner to answer the evaluation question(s); and (3) an analysis of the data to answer the evaluation question(s).

Context Evaluation

1. Focus

Prior to the development and implementation of the D.M.I.E. program, a needs assessment relating to application of certain school-based management principles in the Fairfax County Public Schools was undertaken by the Division Superintendent. This needs assessment was in the form of a survey administered to all members of the

Management Team (principals, assistant principals, guidance directors, area and central office managers). See Appendix I. Part of the results of this survey as tabulated by the Planning and Assessment Office are used in this phase of the evaluation. Also, results of interviews conducted with six division-wide leaders provide additional insight into the context within which D.M.I.E. was developed and implemented. The evaluation questions to be answered are:

- What was the purpose of the D.M.I.E. program?
- What was the context within which the program was conceived and developed?

2. Collecting and Organizing Data

A survey developed by the Planning and Assessment Office sought information about school-based management and respondents' opinions concerning its applicability to the management of the Fairfax County Public Schools. The 34-item questionnaire listed conditions relating to school-based management and requested respondents to indicate if the conditions "were present" or "should be present" in the school system. Items covered broad

management areas such as personnel, finance, curriculum, and general management. Of 760 surveys distributed in the fall of 1980, 480 (63.2%) were completed and returned.

Listed below are the results of five items from the survey. This information is provided to illustrate that school system leaders were interested in determining administrators' perceptions concerning the appropriate amount of school-based/participatory management for use in the school system.

1. CONDITION

The building principal is the key educational decision-maker for the school, with broad decision-making powers which are not subject to veto by the central/area office staff.

RESULTS

<u>Level</u>	<u>Is Present (% of Respondents)</u>	<u>Should Be Present (% of Respondents)</u>
School (n = 305)	22	71
Area (n = 65)	20	52
Central (n = 110)	28	36

2. CONDITION

The principal delegates decision-making responsibility regarding the school program to other staff members.

RESULTS

<u>Level</u>	<u>Is Present</u>	<u>Should Be Present</u>
School	82	82
Area	69	75
Central	54	69

3. CONDITION

Teachers actively participate in the process of curriculum development in the school.

RESULTS

<u>Level</u>	<u>Is Present</u>	<u>Should Be Present</u>
School	66	92
Area	31	87
Central	35	86

4. CONDITION

Monies which are saved during a school year by staff ingenuity or sacrifice accrue to the school, and may be added to the following year's budget.

RESULTS

<u>Level</u>	<u>Is Present</u>	<u>Should Be Present</u>
School	9	85
Area	3	75
Central	5	67

5. CONDITION

Control over selection and termination of staff is based at the school level.

RESULTS

<u>Level</u>	<u>Is Present</u>	<u>Should Be Present</u>
School	18	90
Area	13	57
Central	20	48

Interviews with six division-wide leaders (the current Superintendent, the former Superintendent, the former Assistant Superintendent for Planning and Development Services, and three current Area Superintendents) were conducted during the summer and fall of 1983. Since the initial implementation of D.M.I.E., some of the interviewees have changed positions in the school system and

one individual has resigned (the former Division Superintendent). The interviews required interviewees to recall from memory the context within which D.M.I.E. evolved. This interview information and contents of a memorandum to the School Board from the Division Superintendent in July 1981 should provide additional historic information prior to implementation of D.M.I.E.

Nine questions were asked of all interviewees. One question specifically related to the context portion of the evaluation.

INTERVIEW QUESTION

What do you recall were the reasons for deciding to implement the D.M.I.E. training program?

SUMMARY OF RESPONSES

1. "The new Superintendent from outside the school system saw this as a means to reorganize. Saw a need to involve department chairmen in decisions at the school level."
2. "The system needed to enhance school-based management and to take advantage of the capable leadership abilities of principals. The culture

and folklore of the system was a leadership style not conducive to local school improvement. Focus for improvement should be at the school level. The formal organization must be subverted to get improvement; . . . a different power base is needed; . . . a means of personally identifying with principals and teachers; a means to improving a good thing by positive subversion of the organization."

3. "The Superintendent had a general interest in staff development and a specific interest in involving a colleague in the project. It was implemented because the Superintendent wanted it."

4. "The Superintendent needed a mechanism for involving local school personnel in making decisions that would affect the school."

5. "The Superintendent felt teachers should be involved in making certain decisions. The abilities of teachers are not being used. The system has a certain degree of autocratic structure built into it."

6. "In my position, at no time did I have much to do with D.M.I.E., therefore I have no idea what the reasons were for implementing it."

In the summer of 1981, the Superintendent informed the School Board of his intention to implement D.M.I.E. He did not request School Board approval of the project since it was a staff development activity under his control.

The project, according to the Superintendent, was aimed at improving management in the local schools. If this was done, improved instruction would result. The Superintendent emphasized to the School Board the importance of teachers and principals working together to improve organizational structures and communication processes. His goal for the project was for each participating school to be more satisfied with the structure of their organization for decision-making and the communication processes in their school, thereby being better informed and more involved with issues impacting on instruction.

3. Analyzing and Reporting Data

Information obtained from the school-based management survey, six interviews, and the contents of a memorandum from the Superintendent to the School Board in 1981 provides answers to the two evaluation questions in

this phase of the study. The ten evaluation questions to be answered in this evaluation study are found on pages 7 and 8.

Question 1. What was the purpose of the D.M.I.E. training program?

Although not all interviewees agreed on all the reasons for deciding to implement D.M.I.E., four mentioned a need for more participation by school-level personnel in decision-making. Contents of the Superintendent's memorandum to the School Board on D.M.I.E. supported this need. He wanted to improve management at the school level by having principals and teachers work together to improve organizational structures and communication processes. This would ensure more involvement by the school staff in issues related to instruction. The Superintendent also felt the formal power base of the school system (central/area offices) could be altered if more principles of school-based management were adopted and used by school principals and their staffs.

Question 2. What was the context within which the program was conceived and developed?

Results of the school-based management survey administered to all members of the Management Team demonstrated a high degree of interest at all levels in adopting principles of school-based/participatory management. These results were made available to the Superintendent six months before the D.M.I.E. project was presented to the School Board.

Table 1 shows that respondents perceived a discrepancy between "is" present and "should be" present for most of the 34 school-based management conditions listed; i.e., "should be" received a higher percent of responses than "is".

In the interview with the former Superintendent, it was clear that the D.M.I.E. project was very important to him. The former Superintendent perceived D.M.I.E. as a vehicle to:

- take advantage of the leadership abilities of principals which he felt were considerable and underutilized;
- communicate directly with principals so the power base and formal structure of the school system

Table 1

School-Based Management Conditions:
Number of Discrepancies

Level	Number of Discrepancies	Number of Discrepancies of 25% or More
School	30	15
Area	33	16
Central	33	20

could be changed from a more centralized approach to one that was decentralized;

- make each school a locus for improvement;
- facilitate interaction between the principal and faculty; and
- improve a good school system through positive subversion of the organization.

The five other interviewees perceived D.M.I.E. as being very important to the Superintendent. During the course of all interviews, the D.M.I.E. project was clearly identified as an idea coming from the Superintendent with little input from subordinates.

Input Evaluation

1. Focus

During the spring of 1981, the plans for implementation of a school-based management project were formulated. No memorandums or other records could be found to assist the evaluator in assessing the degree of input received on this project prior to its presentation to the School Board in the summer of 1981. The sole source of information for this phase comes from the six interviews held

with division-wide leaders. The primary input considerations are in the form of the following two evaluation questions.

- What program alternatives were considered prior to implementation of the D.M.I.E. program?
- Who was involved in making the decision to implement D.M.I.E.?

2. Collecting and Organizing Data

A summary of the interview responses to the two evaluation questions stated above is as follows:

INTERVIEW QUESTION

What alternatives were considered by means of arriving at the decision to implement D.M.I.E.?

SUMMARY OF RESPONSES

1. "Other alternatives were identified and implemented. D.M.I.E. was not accepted by Area Superintendents and that was fine. The project will have a residual effect because teachers learned some things (about participatory management) they are not going to let principals forget. It was a direct strategy to get to principals and teachers."

2. "It was my distinct impression that the project was conceived, developed, and mandated by the Superintendent. The project did not emerge as the solution to an identified problem."

3. "Not aware if other models were considered."

4. "No alternatives considered. The structured approach to school-based management was to be D.M.I.E."

5. "Do not recall discussions on alternatives."

6. "To my knowledge, none were considered."

The Superintendent directed a colleague from a local university to develop the program."

INTERVIEW QUESTION

Who was involved in making the decision to implement D.M.I.E.?

SUMMARY OF RESPONSES

1. "It was discussed at leadership team meetings. Representatives of principals' groups were informed of the plans."

2. "The project was conceived and designed by the Superintendent and a university colleague. Some

leadership team members doubted whether it would work. The Superintendent mandated it."

3. "The decision was unilateral. The project was coordinated with a university colleague."

4. "My distinct impression is that it was the Superintendent's project. No strong commitment was obtained from Superintendent's staff. It became person dependent."

5. "There were discussions at Leadership Team meetings about school-based management, but the Superintendent wanted the project. It was his priority."

6. "No doubt others were consulted but my distinct impression is that the Superintendent and a university colleague were principally involved."

3. Analyzing and Reporting Data

Information obtained from the six interviews provides answers to the evaluation questions in this phase of the study.

Question 1. What program alternatives were considered prior to implementation of the D.M.I.E. program?

Five of the six interviewees did not recall considering alternatives other than D.M.I.E. Responses indicate that the Superintendent wanted D.M.I.E. as the project for use in addressing school-based/participatory management issues with school-level personnel.

Question 2. Who was involved in making the decision?

Interviewees were in agreement that the Superintendent unilaterally mandated D.M.I.E. A university colleague participated with the Superintendent in developing the objectives and content of the project.

The School Board was informed of the project during the summer of 1981 just prior to fall implementation.

Process Evaluation

1. Focus

Implementation of the D.M.I.E. project took place during four consecutive semesters commencing in the fall of 1981 and ending in the spring of 1983. During that period selected teacher leaders and administrators in each of the county schools participated for one semester. The course content and activities for the semester project are outlined in Chapter III of this evaluation study.

This evaluator was not involved in providing feedback on D.M.I.E. during implementation. The school system's Office of Staff and Organizational Development did provide feedback to the university professor conducting the project. Also, several session evaluations were completed by participants and given to the course instructor.

The most important ingredients related to the process phase of the evaluation relate to the success of instruction, i.e., participants' understanding of concepts presented, the usefulness of the concepts as perceived by participants, the products prepared by participants, and the school system's financial commitment to the project. Evaluation questions answered in the process phase of the study are:

1. Did D.M.I.E. participants understand the management concepts presented in the course? Did they find them useful?
2. Were the course format, instructional techniques, and class assignments satisfactory as perceived by program participants and the evaluator?
3. What was the cost of implementing the D.M.I.E. training program?

2. Collecting and Organizing Data

Data for this phase of the evaluation come from three sources:

- A D.M.I.E. survey distributed in the fall of 1983 to all participants from the fall 1982 and spring 1983 sessions. Of 555 surveys distributed, 327 were completed and returned (58.9%). See Appendix IV.

- Conclusions reached by the evaluator following attendance at all sessions in the spring of 1983, informal discussions with participants at the sessions, and examination of school planning/renewal documents.

- Cost information obtained from the Department of Financial Services of the Fairfax County Schools and the evaluator's estimate of direct and in-kind costs.

3. Understanding and Usefulness of Concepts

The D.M.I.E. Survey included a section (Part C) which asked respondents to assess the training sessions in two ways. First, respondents were requested to indicate both

their understanding of six management concepts presented in the course and the degree of usefulness each concept had for them in the performance of their duties. Second, respondents were asked two open-ended questions concerning aspects of the course that were the most and least beneficial to themselves and to their school's involvement in the D.M.I.E. project. Much of this information will be reported in the product phase of the evaluation; however, certain responses relate directly to the process phase of the project and will be reported here.

Table 2 ranks the concepts in order from most clear to least clear and indicates the percent of respondents rating the concept as clear for the total group and for each instructional level. The ranking for each instructional level is shown in parentheses.

In all cases but one (situational leadership) a larger percentage of elementary respondents rated the concepts as clear than did their intermediate or high school counterparts. By a small margin, concepts presented in the course were rated as clear by a larger percentage of administrators (86.8%) than teachers (84.4%).

Table 2
 Participants' Understanding
 of Concepts

Concept	Total (n=327)	Elementary (n=187)	Intermediate (n=80)	High School (n=60)
1. Participatory Management	94.8%	96.2% (1)	93.8% (2)	91.7% (2)
2. Three-Directional Communication	94.5%	95.7% (2)	95.0% (1)	90.0% (3)
3. Situational Leadership	92.3%	93.0% (3)	88.8% (3)	95.0% (1)
4. Likert's Linking-Pin Structure	84.7%	88.2% (4)	80.0% (4)	80.0% (4)
5. Hoy & Miskel's Model for Decision-Making	78.0%	82.4% (5)	76.2% (5)	66.7% (5)
6. Follett's Conflict Resolution Styles	65.7%	69.5% (6)	60.0% (6)	61.7% (6)

Table 3 shows the ranking of concepts by these two groups with the percent rating the concept as clear shown in parentheses. In all cases, the concepts were rated as clear by more than 60% of each respondent group.

Respondents were asked to rate the usefulness of the concepts to them in the performance of their duties. The average usefulness rating for all concepts listed was moderate ($\bar{x}_t = 1.95$). Table 4 gives the average rating for each concept (low = 1.0; moderate = 2.0; high = 3.0) by level. It should be noted that the ranking of concepts by understanding and usefulness is the same for all respondents.

The overall mean "usefulness rating" by level shows that intermediate school respondents gave the least favorable rating to the concepts presented in D.M.I.E. ($\bar{x}_i = 1.78$) and elementary school respondents the most favorable rating ($\bar{x}_e = 2.04$).

Analysis of the data by position shows that both teachers and administrators gave the same overall usefulness rating of the concepts ($\bar{x}_t = 1.95$ for teachers and administrators). The concept judged most useful by both

Table 3
 Ranking of Concepts
 By Position

Concept	Total Group (n=327)	Teacher (n=246)	Administrator (n=81)
Participatory Management	1 (94.8%)	1 (95.1%)	3 (93.8%)
Three-Directional Communication	2 (94.5%)	2 (93.9%)	1 (96.3%)
Situational Leadership	3 (92.3%)	3 (91.4%)	2 (95.1%)
Likert's Linking-Pin Structure	4 (84.7%)	4 (85.8%)	4 (81.5%)
Hoy & Miskel's Model for Decision-Making	5 (78.0%)	5 (77.2%)	5 (80.2%)
Follett's Conflict Resolution Styles	6 (65.7%)	6 (63.0%)	6 (74.1%)

Table 4
 Mean Usefulness of Concepts
 As Rated by Participants
 (By Level)

Concept	Total	Elementary	Intermediate	High School
	(\bar{x}_t)	(\bar{x}_e)	(\bar{x}_i)	(\bar{x}_h)
1. Participatory Management	2.27	2.34 (1)	2.08 (1)	2.32 (1)
2. Three-Directional Communication	2.11	2.22 (2)	1.98 (2)	1.93 (3)
3. Situational Leadership	2.09	2.14 (3)	1.92 (3)	2.18 (2)
4. Likert's Linking-Pin Structure	1.84	1.96 (4)	1.59 (5)	1.80 (4)
5. Hoy & Miskel's Model for Decision-Making	1.80	1.90 (5)	1.66 (4)	1.63 (5)
6. Follett's Conflict Resolution Styles	1.61	1.71 (6)	1.44 (6)	1.55 (6)

teachers and administrators was participatory management; the least useful by both teachers and administrators was Follett's conflict resolution styles.

Table 5 provides the contingency coefficients for each concept indicating a medium to strong relationship between the understanding of the concepts and their usefulness to respondents. The maximum value for the coefficient is .71.

4. The Instructional Process

In Part 3, section 2 of the D.M.I.E. survey, respondents were asked to identify the most beneficial and least beneficial aspects of their involvement and their school's involvement in the project. Many responses reflected on the quality of instruction during the general sessions. Enumerated on page 98 are the most frequent responses from participants relating to instruction. The number of times the comment was repeated is shown in parentheses. A total of 327 surveys were completed and returned from a total of 555 distributed. The most beneficial instructional aspects of respondents' involvement in D.M.I.E. include the following:

Table 5
Relationship Between Understanding
and Usefulness of Concepts:
Contingency Coefficients

Concept	Contingency Coefficient
1. Likert's Linking-Pin Structure	.43
2. Situational Leadership	.44
3. Participatory Management	.39
4. Follett's Conflict Resolution Styles	.53
5. Three-Directional Communication	.35
6. Hoy and Miskel's Model for Decision-Making	.54

1. Interaction with other faculty members. (64)
2. Interaction between teachers and administrators. (63)
3. Sharing with peers from other schools. (22)
4. Superintendent's presentation. (17)
5. General session lectures. (13)
6. Readings in textbooks. (1)

The least beneficial aspects of respondents' involvement in D.M.I.E. include the following:

1. General session lectures. (77)
2. Readings in textbooks. (57)
3. General sessions (overall) (52)
4. Theory discussions. (15)
5. Superintendent's presentation. (2)

Throughout the spring of 1983 all general sessions of D.M.I.E. were attended by the evaluator. Following each general session, in-school sessions were held at the local school. During these sessions, principals and teacher leaders discussed concepts and assigned readings, and completed assignments for future general sessions. The content covered in all general sessions is outlined

in Chapter III of this study along with the evaluator's perceptions of the sessions.

One tangible product of the D.M.I.E. project was the preparation of a planning/renewal document by each school. The evaluator reviewed twelve of these documents. A sample is included as Appendix XXII.

The process to be followed in preparation of the planning/renewal document included three stages:

- (1) a needs assessment in each school using information obtained from the staff survey and opinions from the D.M.I.E. team (principal, assistant principal, and teacher leaders);
- (2) development of plans to address identified needs; and
- (3) identification of staff training required to implement plans.

This process was to be used to examine three general categories of school management: organizational structure, communication, and decision-making. Plans to meet identified needs were developed, put in written form, and submitted to the course instructor. Each Area Superintendent

received copies of planning/renewal documents prepared by schools within their administrative areas. All schools were required to complete this document.

A review of the planning/renewal documents of twelve schools yielded information on where schools perceived their problems to be. The number of schools by level with identified problems is shown in Table 6.

Each school developed plans for addressing identified problems. Some examples of plans included in the planning/renewal documents follow:

- establishing a Leadership Council to involve teachers in the decision-making process;
- improving communication between grade level teams and between teachers and administrators;
- adding a suggestion box in the main office;
- developing a proposal to train department chairmen; and
- establishing guidelines to determine when teachers should be involved in decision-making.

5. Financial Cost

The D.M.I.E. project involved a large number of participants during the four semesters it was in operation.

Table 6
Identified Problems

		Organizational Structure	Communication	Decision- Making
Elementary	(4)	2	3	4
Intermediate	(4)	2	2	3
High School	(4)	<u>2</u>	<u>2</u>	<u>2</u>
Total		6	7	9

The financial cost to the school system was significant, especially relating to the amount of time devoted to the project by local school staffs. Few records were available to the evaluator related to the cost incurred by the school system in the FY 1982 and FY 1983 budgets. A detailed list of participants and their schools was secured from the Office of Staff and Organizational Development.

Table 7 provides the number of participants by position by semester. The number of schools is listed in parentheses. This data is used to estimate the costs of the project to the Fairfax County Public Schools for both direct and in-kind costs which can be found in Table 8.

The largest cost figure, \$350,000 for in-kind participants' time devoted to the project, was conservatively estimated using the following information. The average number of hours participants spent in general sessions was 17.5. There were five in-school sessions scheduled with the assumption that each was one hour in length. The estimated total number of hours devoted to the project was 19,440. An average hourly rate of \$18 was used (equating to a \$28,000 annual salary for all participants). The

Table 7
Project Participants

	Fall 1981	Spring 1982	Fall 1982	Spring 1983	Total
	(33)	(30)	(51)	(50)	(164)
Teachers	102	137	187	211	637
Administrators/ Counselors/ Librarians	38	45	84	60	227
Total	140	182	271	271	864

Table 8
Estimate of Project Costs

A. Direct

Tuition Contract	\$ 9,396
Substitute Teachers	28,908
Textbooks	5,732
Refreshments	2,528
Travel (insufficient data)	<u>---</u>
	\$ 46,564

B. In-Kind

Participant Time in Project	\$350,000
Staff Development Support:	
Professional	5,000
Clerical	1,850
Materials	<u>2,000</u>
	\$358,850

Total Estimated Costs of D.M.I.E.	\$405,414
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salary estimate was based on the average experience of respondents to the D.M.I.E. survey applied to all project participants. The positions held by participants (teacher, counselor, administrator) were also considered in arriving at the salary estimate.

6. Analyzing and Reporting Data

Information obtained from the D.M.I.E. survey, a review of selected planning/renewal documents, the evaluator's observations of all spring 1983 general sessions, and cost and course enrollment data received from the school system provides answers to the following evaluation questions in this phase of the study.

Question 1. Did D.M.I.E. participants understand the management concepts presented in the course? Did they find them useful?

Data obtained from the D.M.I.E. survey clearly show that respondents understood the concepts presented in the course. Of the six concepts presented, five were understood by 78% or more of the respondents (Table 3). The concept understood by the largest percent of respondents was "participatory management" (94.8%). The concept

understood by the smallest percent of respondents was "Follett's conflict resolution styles" (65.7%). There was very little difference in teachers' and administrators' understanding of the concepts: 84.4% of teachers rating concepts as clear versus 86.8% of administrators rating concepts as clear.

Participants rated the concepts as moderately useful ($\bar{x}_t = 1.95$) in the performance of their duties (Table 4). "Participatory management" was rated as the most useful concept ($\bar{x}_t = 2.27$) and "Follett's conflict resolution styles" rated the least useful ($\bar{x}_t = 1.61$).

There was a wide range of opinion on the usefulness of the concepts. Examining the total ratings for all concepts yields the following information. The percent of respondents rating usefulness as high was 25.7%; the percent of respondents rating usefulness as moderate was 50.0%; and the percent of respondents rating usefulness as low was 24.3%.

Elementary school respondents rated the concepts as more useful than their intermediate or high school counterparts (elementary - $\bar{x}_e = 2.04$; intermediate - $\bar{x}_i = 1.78$; and high school - $\bar{x}_h = 1.90$).

The ranking of concepts for understanding and usefulness (Tables 2 and 4, respectively) were identical, i.e., "participatory management" had the highest ranking in terms of understanding and usefulness, "three-directional communication" the second highest ranking for understanding and usefulness, etc. The contingency coefficients in Table 5 indicate a medium to strong relationship between the understanding and usefulness of concepts to respondents.

Question 2. Were the course format, instructional techniques, and class assignments satisfactory as perceived by program participants and the evaluator?

The evaluator's assessment of each general session conducted in the spring of 1983 is included in Chapter III of this study. In summary, the evaluator would rate the general sessions as not being beneficial with one exception, the general session conducted by the Superintendent of Schools. His presentation was interesting, contained a large amount of information, and encouraged participation by the audience. Seventeen survey respondents indicated that this session was the "most beneficial" aspect of D.M.I.E.

The evaluator randomly obtained feedback from participants following each of the sessions. The reactions were mostly negative, especially relating to the quality of instruction provided. This is supported by the fact that when respondents to the D.M.I.E. survey were asked to identify the "least beneficial" part of the project, 144 of 327 (44.0%) identified instructional aspects of the general sessions (lectures, class discussions). Also, a large number of respondents (57) considered the textbook reading assignments to be the "least beneficial."

The "most beneficial" aspects of the project as identified by respondents related to the opportunity to discuss school management issues with other faculty members, with peers from other schools, and with administrators (149 responses). General sessions were not conducive to this type of interaction due to the large number of participants attending and the instructor's inability to provide the necessary leadership.

The review of twelve planning/renewal documents (selected by the instructor) indicated the following:

- Documents were typewritten and neatly presented.

- The formats were similar with all documents addressing three management processes; organizational structure, communication, and decision-making.

- All documents identified problem areas and specified plans to address the problems.

- The evaluator's conclusion is that significant time was devoted to planning for and preparing these documents. Since ideas presented in the documents were judged by the evaluator as good ones, the time devoted to this aspect of the project was beneficial.

Question 3. What was the cost of implementing the D.M.I.E. training program?

The estimated direct cost of the project over the two-year period is \$46,564. The in-kind costs (the majority being participant time devoted to the project) are estimated to be \$358,850, for a total project cost of \$405,414. This estimate is conservative due to the following considerations.

- No travel expenses were estimated.

- The five hours of time per participant devoted to in-school sessions is low. This does not include

the time required to administer the Staff Survey on two occasions to all faculty members in schools prior to and following completion of D.M.I.E. training. Also, an organizational climate questionnaire was administered to staffs of most schools participating in the fall of 1981 and spring of 1982 sessions.

- No estimate was made of time devoted to the project by the Superintendent, his immediate staff, or staff from the school hosting the project for the four semesters.

Product Evaluation

1. Focus

The most important phase of this evaluation study is the product phase. The evaluator is addressing issues such as:

- the worth of the project,
- the most and least beneficial aspects of the project,
- the degree of participation by teacher leaders in decision-making following training, and
- the follow-up activities to the project that are needed.

Evaluation questions answered in the product phase of the study are:

1. What are the general attitudes of teacher leaders concerning present management practices in their schools one year following training?

2. To what extent are the identified teacher leaders participating in decisions being made in their base schools? Is there a discrepancy between the amount of actual involvement in decision-making by teacher leaders in their base schools and the amount of involvement they desire (in both policy development and policy implementation)? If so, in what types of decisions is this discrepancy the greatest?

3. Is there a difference in the degree of involvement in decision-making and the types of decisions staff are involved in at the elementary, intermediate, or high school levels as perceived by program participants?

4. What were the most beneficial and least beneficial aspects of the D.M.I.E. project to participants?

5. What follow-up activities to D.M.I.E. do participants and division-wide leaders feel should be planned?

6. What was the overall value of D.M.I.E. to individual schools and the school system as a whole as perceived by program participants and selected division-wide leaders?

2. Collecting and Organizing Data

Data for this phase of the evaluation come from two sources:

- interviews with six division-wide leaders, and
- a D.M.I.E. survey distributed in the fall of 1983 to all participants from the fall 1982 and spring 1983 sessions.

A measure of the attitude of teacher leaders concerning present management practices in their schools was taken in the D.M.I.E. survey (Appendix IV). In Part A of the survey, twelve management conditions were listed and teacher leaders were asked to indicate their agreement or disagreement with each statement. A Likert-scale was used and three of the twelve items were negatively worded, e.g., "When I have information which should be known by the administration, I have difficulty getting it to them." The interest here is to obtain an overall attitude score

for teacher leaders and determine which management practices receive the highest and lowest rating. Table 9 gives the mean score for all items by instructional level.

All items received a positive rating by respondents. Since only teachers completed this part of the survey, the mean scores reflect a positive attitude on their part toward the administrative practices in their respective schools following training. Elementary teachers had a more positive attitude toward the administration in their schools than the intermediate or high school respondents. Listed below are the statements receiving the highest and lowest scores by teachers.

Statements receiving the highest scores include:

1. I am usually kept well informed by the administration in my school. ($\bar{x}_t = 1.29$)
2. The information which I receive is usually timely and accurate. ($\bar{x}_t = 1.20$)

Statements receiving the lowest scores:

1. In my opinion, teacher leaders (department chairpersons, team leaders) are assigned the right duties. ($\bar{x}_t = .81$)

Table 9

Overall Mean Attitude Scores of Teacher-Leaders
for Twelve Management Conditions

(n = 246)

	Elementary (140)	Intermediate (61)	High School (45)	Total
	(\bar{x}_e)	(\bar{x}_i)	(\bar{x}_h)	(\bar{x}_t)
Overall	1.11	.95	.74	1.05
Highest	1.31	1.43	1.02	1.29
Lowest	.78	.64	.40	.81

Scale:

Strongly agree	=	2.0
Agree	=	1.0
No opinion/uncertain	=	0.0
Disagree	=	-1.0
Strongly disagree	=	-2.0

2. When decisions which affect me or my work are being made, I am usually consulted before the decisions are final. ($\bar{x}_t = .87$)
3. The organization of this school facilitates effective decision-making. ($\bar{x}_t = .88$)

The coefficient α is a measure of the internal consistency of the items. For the twelve items, .929 indicates a very high level of consistency among the items.

An important objective of this evaluation is to determine perceptions of teacher leaders and administrators concerning the involvement of teachers in the decision-making process in their schools. Should teachers participate in making decisions about curriculum, budget, scheduling, grouping, evaluation, etc.? Do they actually participate in making decisions related to these school management functions? Results from Part B of the D.M.I.E. survey provide data on the amount of actual versus desired decision-making by teachers in the school.

Survey respondents were requested to indicate whether or not teachers should be involved in policy development and policy implementation for fourteen management functions

and whether or not they are actually involved in those decisions. In Table 10, the fourteen management functions are listed as they appear on the survey. For each function, the percent of respondents agreeing that teachers should be involved in that decision is shown. Of the fourteen management functions, ten received a positive response by more than 75% of the respondents for both policy development and policy implementation decisions. The ranking of items is shown in parentheses.

Are teachers actually involved in decision-making related to these fourteen management functions? The perceptions of teachers and administrators differ in this regard. As shown in Table 11, a smaller percent of teachers felt that they were actually involved in decision-making than did administrators for all but one management function: policy development related to "selection of instructional materials and textbooks." Of the fourteen management functions, there is a discrepancy of twenty or more percentage points between teacher perceptions and administrator perceptions for twelve of them.

Table 10

Decisions Teachers Should Be Involved in Making

Management Functions	Policy Development	Policy Implementation
	n = 327	n = 327
1. Selection of Instructional Materials and Textbooks	96.0% (1)	90.2% (4)
2. Inservice Programs	93.3% (2)	85.9% (7)
3. School-wide Discipline	90.8% (4)	90.8% (3)
4. Curriculum To Be Taught	89.0% (6)	91.4% (2)
5. Student Grouping Procedures	88.7% (7)	87.2% (6)
6. Budget Priorities	75.8% (12)	65.4% (12)
7. School-wide Objectives	93.3% (2)	93.0% (1)
8. Selection of Teaching and Support Staff	41.3% (14)	37.0% (13)
9. Student Activity Programs	89.6% (5)	88.1% (5)
10. Scheduling Classes	78.0% (11)	73.7% (11)
11. Evaluation of Instructional Programs	86.5% (8)	83.7% (8)
12. Evaluation of Instructional Personnel	47.4% (13)	32.7% (14)
13. Parent Involvement in Your School	84.4% (9)	78.0% (9)
14. Teacher Handbook Policies	81.3% (10)	76.1% (10)

Table 11

Decisions Teachers Are Involved in Making:
Teachers' and Administrators' Perceptions

Management Functions	Policy Development		Policy Implementation	
	Teachers n = 246	Adminis- trators n = 81	Teachers n = 246	Adminis- trators n = 81
1. Selection of In- structional Mate- rials & Textbooks	81.7%	81.5%	82.1%	91.4%
2. Inservice Programs*	56.1%	90.1%	64.6%	93.8%
3. School-wide Discipline *	64.6%	86.4%	82.5%	95.1%
4. Curriculum To Be Taught	61.8%	69.1%	79.7%	91.4%
5. Student Grouping Procedures *	67.9%	88.9%	70.7%	92.6%
6. Budget Priorities *	35.8%	79.0%	39.8%	85.2%
7. School-wide Objectives *	73.6%	97.5%	86.2%	97.5%
8. Selection of Teach- ing & Support Staff *	14.6%	46.9%	13.8%	49.4%
9. Student Activity Programs *	69.9%	93.8%	78.4%	90.1%
10. Scheduling Classes *	51.2%	77.8%	56.9%	75.3%
11. Evaluation of In- structional Programs*	54.9%	79.0%	61.4%	82.7%
12. Evaluation of In- structional Per- sonnel *	10.6%	49.4%	10.6%	50.6%
13. Parent Involvement in Your School *	58.5%	84.0%	63.4%	77.8%
14. Teacher Handbook Policies *	33.3%	77.8%	48.8%	86.4%

* Indicates a discrepancy of twenty or more percentage points between teacher and administrator perceptions.

Another consideration related to teacher involvement in decision-making is a determination of where discrepancies exist between actual and desired involvement. Table 12 lists the management functions with the largest discrepancies between actual and desired involvement in policy development decisions. Table 13 provides the same information for policy implementation decisions. Only teacher responses are shown. It should be noted that the two management functions with the largest discrepancies between actual and desired involvement received the lowest ranking in Table 10, "Decisions Teachers Should Be Involved in Making."

The management functions with the smallest discrepancy between actual and desired involvement in policy development and policy implementation decisions are:

1. Policy development: "Selection of instructional materials and textbooks" - 84.4% of teachers are satisfied.
2. Policy implementation: "School-wide objectives" - 93.4% of teachers are satisfied.

In general, teachers perceive more involvement in policy implementation decisions than in policy development

Table 12
 Discrepancy Between
 Actual and Desired Involvement of Teachers
 in Policy Development Decisions
 (n = 246)

Management Functions	Should Be Involved	Is Involved	Discrepancy	Percent Satisfied
1. Evaluation of Instructional Personnel	103	26	77	25.2%
2. Selection of Teaching and Support Staff	92	36	56	39.1
3. Teacher Handbook Policies	192	82	110	42.7
4. Budget Priorities	179	88	91	49.2
5. Inservice Programs	228	138	90	60.5
6. Evaluation of Instructional Programs	210	135	75	64.3
7. Scheduling Classes	192	126	66	65.6

Table 13
 Discrepancy Between
 Actual and Desired Involvement of Teachers
 in Policy Implementation Decisions
 (n = 246)

Management Functions	Should Be Involved	Is Involved	Discrepancy	Percent Satisfied
1. Evaluation of Instructional Personnel	66	26	40	39.4%
2. Selection of Teaching and Support Staff	77	34	43	44.2
3. Budget Priorities	148	98	50	66.2
4. Teacher Handbook Policies	177	120	57	67.8
5. Evaluation of Instructional Programs	204	151	53	74.0
6. Inservice Programs	208	159	49	76.4
7. Scheduling Classes	182	140	42	76.9

decisions as indicated in Chart 1 below. The same is true by a smaller margin when all respondents are considered.

CHART 1

	<u>% Satisfied: Teachers</u>	<u>% Satisfied: All Respondents</u>
Policy development decisions	72.5	77.9
Policy implementation decisions	85.3	88.9

The final consideration to examine relating to teacher involvement in decision-making is a comparison of respondents' perceptions by instructional level. Table 14 provides the percent of respondents satisfied with teacher involvement in decision-making by instructional level for policy development decisions. Table 15 shows the same information for policy implementation decisions. The ranking of decisions "most satisfied" to "least satisfied" is shown in parentheses.

As pointed out earlier, teachers perceive to be more involved in policy implementation decisions than in policy development decisions. The comparison of this data by instructional level is provided in Table 16 for all respondents.

Table 14
 Percent of Respondents Satisfied
 With Policy Development Decisions:
 By Instructional Level

Management Function	Elementary	Inter- mediate	High School
1. Selection of Instructional Materials and Textbooks	85.7% (4)	77.6% (4)	92.9% (1)
2. Inservice Programs	73.0% (9)	62.5% (10)	65.5% (7)
3. School-wide Discipline Policies	86.7% (3)	65.3% (7)	59.6% (10)
4. Curriculum To Be Taught	61.6% (11)	78.1% (3)	90.7% (2)
5. Student Grouping Procedures	89.4% (2)	63.8% (9)	67.3% (6)
6. Budget Priorities	63.2% (10)	59.1% (11)	58.7% (12)
7. School-wide Objectives	89.7% (1)	85.1% (2)	71.9% (5)
8. Selection of Teaching and Support Staff	49.2% (13)	65.0% (8)	53.3% (13)
9. Student Activity Programs	83.8% (5)	86.3% (1)	85.1% (3)
10. Scheduling Classes	78.1% (7)	58.5% (12)	78.3% (4)
11. Evaluation of Instructional Programs	74.4% (8)	67.2% (6)	60.8% (9)
12. Evaluation of Instructional Personnel	42.9% (14)	41.7% (14)	42.9% (14)
13. Parent Involvement in Your School	82.6% (6)	72.6% (5)	61.7% (8)
14. Teacher Handbook Policies	54.4% (12)	51.6% (13)	59.5% (11)

Table 15
 Percent of Respondents Satisfied
 With Policy Implementation Decisions:
 By Instructional Level

Management Function	Elementary	Inter- mediate	High School
1. Selection of Instructional Materials and Textbooks	94.0% (3)	89.2% (5)	98.1% (2)
2. Inservice Programs	84.8% (9)	80.0% (7)	85.1% (6)
3. School-wide Discipline Policies	96.0% (1)	93.1% (2)	89.8% (5)
4. Curriculum To Be Taught	85.8% (8)	91.9% (3)	101.8% (1)
5. Student Grouping Procedures	89.5% (7)	84.4% (6)	84.0% (7)
6. Budget Priorities	77.3% (11)	76.2% (11)	89.9% (8)
7. School-wide Objectives	96.0% (1)	95.9% (1)	94.5% (4)
8. Selection of Teaching and Support Staff	63.2% (14)	59.5% (14)	59.3% (13)
9. Student Activity Programs	91.7% (4)	91.5% (4)	95.9% (3)
10. Scheduling Classes	91.6% (5)	66.7% (12)	76.1% (10)
11. Evaluation of Instructional Programs	80.9% (10)	79.7% (8)	75.0% (11)
12. Evaluation of Instructional Personnel	66.7% (13)	65.4% (13)	51.9% (14)
13. Parent Involvement in Your School	91.3% (6)	78.9% (9)	73.7% (12)
14. Teacher Handbook Policies	75.3% (12)	78.9% (9)	76.2% (9)

Table 16
 Percent of Respondents Satisfied
 With Decision-Making Involvement
 of Teachers

	Elementary	Intermediate	High School
Policy Development Decisions	75.2%	68.2%	69.2%
Policy Implementa- tion Decisions	87.0%	83.0%	84.3%
All Decisions	80.9%	75.4%	76.5%

Elementary respondents were more satisfied with their involvement in decision-making than intermediate or high school respondents by a small margin. At all instructional levels, there was more satisfaction with involvement in policy implementation decisions than policy development decisions.

In order to assess the opinions of participants in the project and division-wide leaders concerning the positive and negative aspects of D.M.I.E., open-ended questions were included in the D.M.I.E. survey and the six staff interviews. Summarized below are responses to these questions obtained from the surveys and the six interviews. Survey responses are listed if they were repeated five or more times. The frequency of responses from survey questions are indicated in parentheses. All interview responses are included.

SURVEY AND INTERVIEW QUESTION

What were the most beneficial aspects of the D.M.I.E. project?

SURVEY RESPONSES.

1. It facilitated faculty interaction. (64)

2. It facilitated interaction between teachers and administration. (63)
3. The emphasis placed on communication. (38)
4. The opportunity to reassess local school practices and procedures. (29)
5. The emphases placed on the decision-making processes in schools. (23)
6. The opportunity to share with peers from other schools. (22)
7. Administering the Staff Survey. (20)
8. The former Superintendent's presentation. (17)
9. Knowing that participatory management will be implemented. (14)
10. Developing a school plan. (13)
11. There were no beneficial aspects of the program. (13)
12. An appreciation was gained of the complexity of school administration. (8)
13. It reinforced for the school that it already had participatory management. (7)
14. The lectures and concepts presented. (7)
15. Receiving college credit. (5)

INTERVIEW RESPONSES

1. "The improvement of human relationships within the faculty enabling them to work together to better understand school problems; improve relationships between faculty and principal."
2. "It put teachers and principals together to plan. It let teachers know they were being listened to. The project established a working relationship between the Fairfax County Schools and George Mason University."
3. "It brought teachers and principals together to discuss common problems and gave them time to do it. It forced them to think together in solving problems. It helped define roles. The process was the valuable part."
4. "Teachers and principals working together had a positive impact at the local school level."
5. "Principals (with positive attitudes) and their staffs gained from the process. It was the better principals that took advantage of D.M.I.E."

6. The project developed a greater awareness by both teachers and administrators of the need for more input into the decision-making process.

QUESTION

What were the least beneficial aspects of the D.M.I.E. project?

SURVEY RESPONSES

1. The lectures. (87)
2. The required textbook readings. (57)
3. The large group meetings in general were not beneficial. (52)
4. Everything was beneficial. (23)
5. The whole project was a waste of time. (10)
6. Being taken away from teaching. (5)
7. Entirely too much time was devoted to D.M.I.E. (5)

INTERVIEW RESPONSES

1. "The participation of school staffs was forced on them. The groundwork needed for participation to be successful was not set properly."

2. "Participants may be resistant to staff development activities because of their experience with D.M.I.E. In the eyes of our staff the George Mason University instructor was weak. It probably hurt George Mason. The Superintendent's presentation was the strength of the instruction."

3. "The impact of the project on the school system as a total entity was negative."

4. "The university's involvement in the project. Theory became more important than practicality in solving problems."

5. "Some principals felt it just wouldn't work for them."

6. "People were unhappy with the way classes were conducted. Only when the Superintendent was involved were the classes beneficial."

The D.M.I.E. project involved a large number of personnel from the school system at a considerable cost in terms of time and money. It is important to determine if program participants and division-wide leaders perceive a need for any follow-up activities to D.M.I.E. This

issue was addressed utilizing an open-ended question on the survey and during interviews. Survey responses are listed if they were repeated five or more times. All interview responses are included.

SURVEY AND INTERVIEW QUESTION

What, if any, activities should be planned as a follow-up to the D.M.I.E. project?

SURVEY RESPONSES

1. No additional activities are needed. (70)
2. Provide follow-up questionnaires to assess degree of participatory management in schools. (56)
3. Evaluate plans from planning/renewal documents after they have been implemented. (22)
4. Provide a refresher course or follow-up meeting a year later. (22)
5. Hold principals accountable for implementing concepts presented in D.M.I.E. (16)
6. No follow-up needed; participatory management already in place. (11)
7. More opportunities for small group sharing. (6)

INTERVIEW RESPONSES

1. "If more training were to be done, a totally different approach and name would be needed. It would be a mistake to revive it. It was not successful in Fairfax, perhaps a different vehicle but not D.M.I.E."

2. Yes, a follow-up is needed that would provide a mechanism for principals and teachers to plan and decide school issues together. "As an area superintendent, I see the value in involving principals in the decision-making process before the decision is made."

3. "This evaluation that is being done . . . look at recommendations from those involved. The system needs to develop a structure that would define department chairpersons' roles and permit them to be more active in the process of making decisions. This will help to elevate the teaching profession and make teachers feel their job is important."

4. "Identify skills of staff that need upgrading and train them. Simulation activities are good for sharpening the skills of administrators and key

faculty members. Try to effect change in the organization from the top and from the bottom (D.M.I.E.). The important aspect here is power."

5. "We need more system-wide efforts in the area of training, not related to D.M.I.E. specifically. We need more training for current and potential administrators."

6. Area Superintendents could work with schools that wanted to go further into the decision-making process. "We must capitalize on the strengths of the total work force."

The final consideration in the product phase of the evaluation is to determine the value of D.M.I.E. as perceived by program participants and division-wide leaders. Survey and interview respondents were asked to rate the value of D.M.I.E. on the following scale:

excellent = 4

good = 3

average = 2

poor = 1

Survey respondents rated the value of D.M.I.E. in two ways: the value to their school and the value to the school system. Interviewees were asked to rate the value of D.M.I.E. to the school system as a whole.

The results of survey respondents and interviewees are depicted in Table 17. All ratings were above average ($\bar{x} = 2.0$). The project received higher ratings from teachers than from administrators. Elementary respondents rated the project higher than did intermediate or high school respondents. The lowest rating was made by the six division-wide leaders.

3. Analyzing and Reporting Data

Information obtained from the D.M.I.E. survey and six interviews with division-wide leaders provides answers to the evaluation questions in this phase of the study.

Question 1. What are the general attitudes of teacher leaders concerning present management practices in their schools one year following training?

The attitudes of teacher leaders are positive. The twelve statements in Part A of the survey all received a positive rating, i.e., a rating greater than zero. The

Table 17

Mean Value of D.M.I.E.

As Perceived by Program Participants

and Selected Division-Wide Leaders

Respondents	To Your School	To School Division
	\bar{x}	\bar{x}
Elementary (n = 187)	2.60	2.55
Intermediate (n = 80)	2.45	2.40
High School (n = 60)	2.42	2.26
Total Survey Respondents (n = 327)	2.53	2.46
Interviewees (n = 6)	--	2.17
Teachers Surveyed (n=246)	2.56	2.50
Administrators Sur- veyed (n = 81)	2.44	2.35

overall attitude score was $\bar{x}_t = 1.05$, indicating agreement with the statements. The range of responses reflects more satisfaction with communication processes in the school and less satisfaction with decision-making processes as shown below. Statements receiving the highest scores are:

1. I am usually kept well informed by the administration. ($\bar{x}_t = 1.29$)
2. The information which I receive is usually timely and accurate. ($\bar{x}_t = 1.20$)

Statements receiving the lowest scores are:

1. In my opinion, teacher leaders (department chairpersons, team leaders) are assigned the right duties. ($\bar{x}_t = .81$)
2. When decisions which affect me or my work are being made, I am usually consulted before the decisions are final. ($\bar{x}_t = .87$)
3. The organization of the school facilitates effective decision-making. ($\bar{x}_t = .88$)

Elementary respondents' attitudes were more positive ($\bar{x}_e = 1.11$) than intermediate ($\bar{x}_i = .95$) and high school ($\bar{x}_h = .74$) respondents. The highest attitude score by a

respondent group was given to the negatively worded item number four by intermediate respondents indicating disagreement with it.

- When I have information which should be known by the administration, I have difficulty getting it to them. ($\bar{x}_i = 1.43$)

The lowest attitude score was given to item number nine by high school respondents.

- In my opinion, teacher leaders (department chairpersons, team leaders) are assigned the right duties. ($\bar{x}_h = .27$)

The coefficient α score of .929 indicates the items are homogeneous; therefore, the attitude perceptions can be accepted with a high degree of confidence.

Question 2. To what extent are the identified teacher leaders participating in decisions being made in their base schools? Is there a discrepancy between the amount of actual involvement in decision-making by teacher leaders in their base schools and the amount of involvement they desire (in both policy development and policy implementation)? If so, in what types of decisions is this discrepancy the greatest?

The data in Table 11 on page 118 shows the percent of respondents (separate for teachers and administrators) indicating involvement in decision-making by teachers related to the management functions listed.

There is a wide discrepancy among teachers and administrators on this issue. Of the fourteen management functions listed, there is a discrepancy of twenty or more percentage points between teacher perceptions and administrator perceptions for twelve of them, with administrators perceiving a greater involvement in decision-making than teachers. For two management functions listed ("selection of instructional materials and textbooks" and "curriculum to be taught") teachers and administrators were in agreement.

In examining teachers' perceptions of their overall involvement in decision-making, the data yields the information in Chart 2.

CHART 2

Decisions teachers <u>should be</u> involved in making	77.3%
Decisions teachers <u>are</u> involved in making	56.2%
Discrepancy or percent of teachers <u>not satisfied</u> with their involve- ment in decision-making	21.1%

This data shows that approximately four out of five teachers are satisfied with their overall involvement in decision-making related to the fourteen management functions included on the survey. The same analysis for administrators (Chart 3) yields a lower percent of administrators not satisfied with teachers' involvement in decision-making.

CHART 3

Decisions teachers <u>should be</u> involved in making	83.7%
Decisions teachers <u>are</u> involved in making	80.7%
Discrepancy or percent of adminis- trators <u>not satisfied</u> with teachers' involvement in decision-making	3.0%

Careful examination of responses by administrators on individual management functions indicates for a few functions more actual involvement by teachers in decision-making than administrators feel should be occurring. For example, item number 5, "student grouping procedures", indicates that 86.4% of administrators perceived teachers should be involved in making the decision and 90.7 percent perceived teachers were involved in making the decision.

The data reflects a greater degree of involvement in policy implementation decisions than policy development decisions. For all respondents, 88.9 percent were satisfied with teachers' involvement in decisions relating to policy implementation; 77.9 percent were satisfied with teachers' involvement in decisions relating to policy development.

In general, teachers reflected a lower degree of satisfaction with involvement in decisions that have been traditionally reserved for the administration as shown in Table 18. It should be noted that these management functions received low rankings in Table 10 on page 117, "Decisions Teachers Should Be Involved in Making".

In summary, teachers are participating in the decision-making process in their schools. Four out of five teachers are satisfied with their involvement. Ninety-seven percent of administrators feel the involvement is appropriate by teachers. This high percent is due in part to some administrators feeling that teachers are involved in making decisions in areas that they should not be involved in.

Table 18
 Management Functions
 Traditionally Reserved
 for Administration:
 Teachers' Perceptions*

Management Function	Should Be Involved	Is Involved	Percent Satisfied
Evaluation of Instruc- tional Personnel	169	52	30.8%
Selection of Teaching and Support Staff	169	70	41.4%
Teacher Handbook Policies	369	202	54.7%
Budget Priorities	327	186	56.9%

* Combined perceptions for policy development and policy implementation decisions.

Teachers are involved in the kinds of decisions they feel are important. The management functions with the lowest percent of satisfied teachers (Table 18) also received the lowest rankings for "decisions teachers should be involved in making " (Table 10).

Question 3. Is there a difference in the degree of involvement in decision-making and the types of decisions staff are involved in at the elementary, intermediate and high school levels as perceived by program participants?

The data in Table 16 on page 125 shows the percent of respondents satisfied with the decision-making involvement of teachers by instructional level. Elementary respondents were more satisfied by a small margin with teacher involvement in decision-making than their intermediate or high school counterparts. Decisions related to policy implementation reflected a higher degree of involvement than decisions related to policy development for respondents at all instructional levels.

An examination of the data in Tables 14 and 15 on pages 123 and 124, respectively, shows where decisional discrepancies exist by instructional level. The relative ranking of management functions by level is shown in

Table 19 and Table 20 for those functions with the largest discrepancy in rank (7 or more). It can be seen that for policy development decisions, four functions have significant discrepancies in rank. It would appear that elementary teachers do not have as much relative input into policy development decisions in the area of curriculum as intermediate and high school respondents. This may be reflective of a more wide-spread involvement by secondary teachers in developing and evaluating county-wide Program of Studies objectives. The management function, "scheduling of classes", shows a wide discrepancy between intermediate and high school levels. This may indicate more involvement by high school department chairpersons in development of the master schedule for the school. It appears intermediate and high school respondents do not have as much involvement in policy development decisions related to school-wide discipline as elementary respondents. Elementary respondents have more involvement in student grouping than intermediate and high school respondents.

The data in Table 20 also shows that there are fewer large discrepancies between instructional levels for policy

Table 19
 Ranking of Policy Development Decisions
 by Percent of Satisfied Respondents
 (Percent Satisfied in Parentheses)

Management Function	Elementary	Intermediate	High School
Curriculum To Be Taught	11 (61.6)	3 (78.3)	2 (90.7)
Scheduling Classes	7 (78.1)	12 (58.5)	4 (78.3)
School-wide Disci- pline Policies	3 (86.7)	7 (65.3)	10 (59.6)
Student Grouping Procedures	2 (89.4)	9 (63.8)	6 (67.3)

Table 20
 Ranking of Policy Implementation Decisions
 By Percent of Satisfied Respondents
 (Percent Satisfied in Parentheses)

Management Function	Elementary	Intermediate	High School
Curriculum To Be Taught	8 (85.8)	3 (91.8)	1 (101.8)
Scheduling Classes	5 (91.6)	12 (66.7)	10 (76.1)

implementation decisions. The two management functions shown in Table 20 also have the largest rank discrepancies in Table 19. Decisions in these areas may warrant further study to determine if the appropriate teacher involvement is occurring at all instructional levels.

Question 4. What were the most beneficial and least beneficial aspects of the D.M.I.E. project to participants?

The D.M.I.E. project facilitated interaction between teacher leaders in the school and between teacher leaders and administrators in the school. These two benefits were mentioned by 127 survey respondents. Other benefits mentioned by survey respondents include: the emphasis placed on communication and decision-making processes (61), the opportunity to reassess local school practices and procedures (29), and the opportunity to share with peers from other schools (22). Interviewees were unanimous in agreeing that the most beneficial aspects of the project were the opportunities realized through faculty and administration interaction.

The least beneficial aspects of the project related primarily to the type and quality of instruction provided

during the large group sessions. Lectures and the large group meetings in general were mentioned by 139 survey respondents as least beneficial to them. Textbook readings were judged least beneficial by 57 respondents.

There was wider diversity among interviewees related to the least beneficial aspects of D.M.I.E., although three of six interviewees did mention the quality of instruction provided by George Mason University as being unsatisfactory. Other negative aspects of the project mentioned by division-wide leaders include:

- insufficient need established for this training for principals and schools by Superintendent, and
- the overall impact on the school system was negative.

Question 5. What follow-up activities to D.M.I.E. do participants and division-wide leaders feel should be planned?

A large number of participants indicated that no additional activities are needed (70). In the opinion of the evaluator, this is due to two major factors:

- (1) poor quality instruction, and
- (2) too much time devoted to the project.

Other respondents saw a need to evaluate the degree of participatory management actually occurring in schools. Some mentioned follow-up training and follow-up to see if plans identified in planning/renewal documents were actually being implemented. Interview responses were diverse but did reflect a continued interest in staff development activities related to participatory management of a form very different from D.M.I.E. This is especially true in identifying decisions that department chairpersons and team leaders should be involved in making.

Question 6. What was the overall value of D.M.I.E. to individual schools and the school system as a whole as perceived by program participants and selected division-wide leaders?

On a scale of one to four, with one equal to poor, two equal to average, three equal to good, and four equal to excellent, survey respondents rated the project as above average (Chart 4). In the opinion of the evaluator, the positive rating was due to the opportunities provided for school staffs to meet and discuss issues relating to the management and decision-making processes in their

schools. This is supported by data gathered from the survey and observations of general sessions.

CHART 4

	<u>To Your School</u>	<u>To School Division</u>
	\bar{x}	\bar{x}
All Survey Respondents	2.53	2.46
Teacher Respondents	2.56	2.50
Administrator Respondents	2.44	2.35

The frequency of responses for each rating is shown in Chart 5, reflecting a consistent opinion of respondents relative to the projects value.

CHART 5

	<u>Excellent</u>	<u>Good</u>	<u>Average</u>	<u>Poor</u>	<u>No Response</u>
To School	45	127	101	47	7
To School Division	29	127	100	46	25

Interviewees rated the project ($\bar{x} = 2.17$) lower than survey respondents ($\bar{x} = 2.53$) but gave the project a slightly above average rating. Like survey respondents,

division-wide leaders' positive rating was due primarily to school staffs having the opportunity to meet and discuss issues related to the management in their local schools.

Chapter V

Summary, Conclusions and Recommendations

SUMMARY

Methodology

The evaluator concluded, after studying the major models listed by Worthen and Sanders (1973) and House, that the CIPP model was the most suitable for this evaluation study. It focuses on the aspects of evaluation which most thoroughly present the history, implementation, and feedback from D.M.I.E. to assist decision-makers in determining the worth of the project and in focusing on future directions which the Fairfax County, Virginia, Public Schools can take in implementing school-based/participatory management concepts or in developing other renewal/in-service plans for school-based, area, or central office personnel.

The model's four phases, context, input, process, and product, provide both a chronology and an evaluation of the project from its inception to its conclusion. The information gathered by the evaluator through research, observation, surveys of participants, and interviews with division-wide leaders is presented as answers to ten

evaluation questions. Questions are included in each of the evaluation phases and serve as the focus for that phase of the evaluation study.

Findings

1. Context Evaluation

The evaluator's interest here is to provide the institutional setting which resulted in development and implementation of the D.M.I.E. project and to identify the purpose of the project. The evaluation questions related to this phase of the study are provided below. Following each question, the findings of the study related to the question are summarized.

Question 1. What was the purpose of the D.M.I.E. training program?

Data obtained from research and interviews with six division-wide leaders point to two major purposes for commencing the program. First, administrators at all levels in the school system had indicated in a survey in 1980 considerable interest in a more decentralized approach to managing schools. As a group, school-based administrators overwhelmingly endorsed the idea of having

more decision-making authority at the school level. The Superintendent was also interested in giving schools more autonomy. He indicated to the School Board that facilitation of instruction would result from improved decision-making at the school level. D.M.I.E. would encourage school staffs to improve organizational structures and communication processes to ensure more involvement by school staffs in decision-making. Second, the newly appointed Superintendent was interested in modifying the traditional bases of power in the school system; to focus more decision-making authority at the local school level, thereby diminishing central and area office authority over decisions that could best be made at the local school. The Superintendent saw principals as a base of power he needed more interaction with.

Question 2. What was the context within which the program was conceived and developed?

Results of the school-based management survey administered to all members of the Management Team (assistant superintendents, directors, supervisors, principals, assistant principals, guidance directors) demonstrated a

high degree of interest at all levels in adopting principles of school-based/participatory management. Interviews with division-wide leaders indicated that D.M.I.E. was a very important project to the Superintendent and that the idea for implementing the project was clearly his. As he indicated in the interview, the Superintendent saw D.M.I.E. as a tool to be used to reach out to school-level personnel for assistance in improving the school system. He said that the locus for improvement of the Fairfax County Schools must be at the local school level. He felt that the leadership abilities of principals were considerable and essentially underutilized. He stated that D.M.I.E. was a strategy to improve the school system through positive subversion of the organization by tapping the extensive leadership resources present in schools.

2. Input Evaluation

It is important to determine what input was received from constituents within the school system that led to the selection of D.M.I.E. as the appropriate vehicle for addressing school-based/participatory management issues. The evaluator's only source of information was interviews

conducted with six division-wide leaders. Three of these individuals are presently in different positions in the school system than during the period in which D.M.I.E. was being considered for implementation. The Superintendent at the time has since resigned. The evaluation questions related to this phase of the study are provided below followed by a summary of the findings.

Question 1. What program alternatives were considered prior to implementation of the D.M.I.E. program?

Only the former Superintendent indicated any consideration of alternatives to D.M.I.E. In the interview, the former Superintendent stated that other alternatives were considered, but he did not elaborate on what they were. All other interviewees stated that D.M.I.E. was conceived and developed by the former Division Superintendent in cooperation with a colleague from George Mason University.

Question 2. Who was involved in making the decision?

All interviewees agreed that the decision to implement D.M.I.E. was made unilaterally by the former Superintendent. The former Superintendent acknowledged that Area Superintendents were not supportive of the concept,

but he gave no reasons for their lack of support, nor did he indicate an attempt to obtain it. The School Board was informed by the former Superintendent that the project was to be implemented, but they did not take any formal action on the program.

3. Process Evaluation

The third phase of this evaluation study is concerned with feedback on the implementation of the D.M.I.E. project, i.e., the quality of instruction, the value of concepts presented, and the cost of the project to the school system. A part of the process evaluation is contained in Chapter III, where a description of each general session is provided along with the evaluator's perceptions of the session. Evaluation questions related to this phase of the study are provided below followed by a summary of the findings.

Question 1. Did D.M.I.E. participants understand the management concepts presented in the course? Did they find them useful?

Results from the D.M.I.E. survey showed that in excess of seventy-five percent of the respondents indicated

their understanding of five of the six concepts presented in the course. The five concepts ranked from most clear to least clear follow:

- (1) Participatory management.
- (2) Three-directional communication.
- (3) Situational leadership.
- (4) Likert's linking-pin structure.
- (5) Hoy & Miskel's model for decision-making.

The concept "Follett's conflict resolution styles", was understood by two of every three respondents. This concept was presented by the Superintendent in his lecture to participants during the all-day session. The concept was included in the last part of his presentation when participants may not have been as attentive. Teachers and administrators rated the concepts as clear to the same degree. In all cases but one (situational leadership), a larger percentage of elementary respondents rated the concepts as clear than did their intermediate or high school counterparts.

Respondents were asked to judge the usefulness of the concepts presented in the course to the performance

of their duties. The average of all respondents' ratings was 1.95, equating to "moderately useful". A scale of low equal to one, moderate equal to two, and high equal to three was used. Teachers and administrators gave the same overall usefulness rating of the concepts (1.95). Elementary school respondents gave the most favorable usefulness rating (2.04), intermediate school respondents the least favorable rating (1.78). The concepts receiving the highest rating in terms of "understanding" were also judged by respondents as the most useful. Participants gave the highest ratings for understanding and usefulness to the following concepts:

- (1) Participatory management.
- (2) Three-directional communication.
- (3) Situational leadership.

The contingency coefficients shown in Table 5 on page 97 indicate a medium to strong relationship between the understanding of the concepts and their usefulness to respondents.

Question 2. Were the course format, instructional techniques, and class assignments satisfactory as perceived by program participants and the evaluator?

In the opinion of the evaluator, the general format of the course, i.e., general sessions involving lecture and large and small group discussion on assigned readings from textbooks, was not satisfactory. This was due in part to the quality of instruction provided by the course instructor and to the large numbers of participants attending general sessions (ranging from 140 in the fall of 1981 to 271 in the spring of 1983). Due to the size of the groups, the opportunity to interact with the instructor during and following lectures was diminished considerably. The instructor tended to focus on theory and did not transfer the theory to practical applications. Small group discussions following lectures (as small groups focused on assigned tasks) usually tended to be inefficient. Individuals had difficulty understanding the relationship between the theory presented and its applicability to issues in the local school. When respondents were asked to identify the least beneficial aspects of D.M.I.E., sixty-one percent made reference to the instructional aspects and format of the general sessions.

The value gained by participants in the D.M.I.E. process related to the opportunities to discuss management

issues with each other. These discussions occurred after lectures at the general sessions and during local school sessions. When survey respondents were asked to identify the most beneficial aspects of the D.M.I.E. project, forty-six percent indicated the value derived from interaction with faculty members, with the administration, and with peers from other schools.

A major impetus for local schools to discuss management issues was the requirement for each school to develop a planning/renewal document for submission to the course instructor and to the appropriate area superintendent. This document was to focus on three general categories of school management: organizational structure, communication processes, and decision-making. The twelve documents examined by the evaluator were judged to be of high quality, with specific problems identified in at least one of the three areas listed above and solutions to the specific problems proposed. No follow-up was made by the evaluator to determine if proposed solutions were actually implemented. Examples of plans proposed in the planning/renewal documents include the following:

- establishing a Leadership Council to involve teachers in the decision-making process;
- improving communication between grade level teams and between teachers and administrators; and
- developing a proposal to train department chairpersons.

Question 3. What was the cost of implementing the D.M.I.E. training program?

The total cost of D.M.I.E. (direct and in-kind) is estimated to exceed \$400,000. Due to insufficient financial data, all costs with the exception of the tuition contract with George Mason University had to be estimated. A large number of staff from the school system participated (864) and devoted considerable time (approximately 19,440 hours) to the project. A detailed estimate of costs accrued to the D.M.I.E. project can be found in Table 8 on page 104 of this study. It should be emphasized that the actual cost of the project (direct and in-kind) would be higher than \$400,000. Items such as the amount of time devoted by entire school staffs to completing surveys on D.M.I.E. were not considered.

4. Product Evaluation

Considerations in this phase of the evaluation include:

- the perceived value of the project to participants and to the school system in general;
- the most and least beneficial aspects of the project;
- the amount of decisional participation by teacher leaders in schools; and
- the follow-up activities to D.M.I.E. that are needed.

Many of the findings in this part of the evaluation cannot be attributed solely to the D.M.I.E. project. No pre-D.M.I.E. measurements were taken of teacher-leader attitudes toward management practices in schools or estimates made of the amount of involvement by teachers in the decision-making process in local schools. The evaluation questions related to this phase of the study are provided below. Following each question, the findings of the study related to the question are summarized.

Question 1. What are the general attitudes of teacher leaders concerning present management practices in their schools one year following training?

A measure of the attitude of teacher leaders concerning present management practices in their schools was taken in Part A of the D.M.I.E. survey. For the twelve management conditions listed, the overall rating by teacher leaders was 1.05, equating to agreement with the statements. The range of possible ratings was:

Strongly agree	=	2.0
Agree	=	1.0
No opinion/uncertain	=	0.0
Disagree	=	-1.0
Strongly disagree	=	-2.0

Since only teachers completed this part of the survey, the mean score of 1.05 reflects a positive attitude on their part toward administrative practices in their schools. Items relating to communication processes (e.g., I am usually kept well informed by the administration in my school) received the highest scores. Items relating to decision-making processes (e.g., In my opinion, teacher

leaders are assigned the right duties) received slightly lower scores. The internal consistency of the items (coefficient alpha equal to .929) is high indicating the items are homogeneous and therefore a satisfactory predictor of attitudes.

Elementary teacher leaders, with a mean attitude score of 1.11, were more positive concerning management practices in their schools than intermediate (.95) or high school (.74) teacher leaders. The positive attitudes cannot be directly attributed to the D.M.I.E. project since no similar measure of attitudes was taken prior to D.M.I.E. implementation. The positive ratings by teacher leaders do demonstrate general satisfaction with the communication and decision-making processes in schools. The evaluator concludes that these positive attitudes can be attributed, in part, to the high quality of leadership existing among the principals of surveyed schools.

Question 2. To what extent are identified teacher leaders participating in decisions being made in their base schools? Is there a discrepancy between the amount of actual involvement in decision-making by teacher leaders

in their base schools and the amount of involvement they desire (in both policy development and policy implementation)? If so, in what types of decisions is this discrepancy the greatest?

Respondents perceive that teachers are very involved in the decision-making process occurring in their schools. Analyzing the data from Table 11 on page 118 of this study demonstrates the extensive involvement of teachers in policy development and policy implementation decisions. Chart 6 shows the number of management functions (from a total of fourteen listed in the survey) in which fifty percent or more of the teachers are involved. The chart also shows that administrators are slightly more positive concerning teacher involvement in decision-making than are the teachers themselves.

CHART 6

<u>Decisional Type</u>	<u>Number of Functions with 50% or More Involvement</u>	
	<u>Teachers' Perceptions</u>	<u>Administrators' Perceptions</u>
Policy development decisions	10	12
Policy implementation decisions	10	13

A more important consideration is to determine if teachers are satisfied with their involvement in decision-making. Teacher satisfaction is measured by comparing their actual involvement in decision-making with their desired involvement. This comparison yields the following conclusions using data taken from Charts 2 and 3 on pages 138 and 139 of this study:

- (1) Approximately eighty percent of the teachers surveyed are satisfied with their involvement in decision-making in their schools.
- (2) Approximately ninety-seven percent of administrators surveyed are satisfied with teacher involvement in the decision-making process in their schools. This high percent is due, in some cases, to administrators responding that teachers are involved in some decisions that they should not be involved in.
- (3) For all respondents, the degree of satisfaction of teacher involvement in decision-making is greater for policy implementation decisions (88.9%) than for policy development decisions (77.9%).

The management functions with the largest discrepancy between actual and desired involvement in decision-making are those that traditionally have been reserved for the administration, e.g., evaluation of instructional personnel, selection of teaching and support staff, budget priorities, and teacher handbook policies. It is appropriate for the school system to examine if additional input from teacher leaders should be obtained for these types of decisions.

Question 3. Is there a difference in the degree of involvement in decision-making and the types of decisions staff are involved in at the elementary, intermediate, or high school levels as perceived by program participants?

There are only small differences in the desired degree of involvement of teacher leaders by instructional level. Elementary teachers have a lower decisional discrepancy (and a consequent higher degree of satisfaction) than intermediate or high school teacher leaders. The two management functions with the largest discrepancies are:

- curriculum to be taught, and
- scheduling classes.

The data shows that intermediate and high school respondents are more satisfied with their involvement in

the "curriculum to be taught" than elementary respondents. Elementary respondents are more satisfied than their intermediate or high school counterparts in making decisions related to "scheduling classes". In the area of curriculum, departmentalization in secondary schools lends itself to more involvement by teachers. In scheduling classes, teachers at the elementary level provide more input to principals, possibly because of manual scheduling versus the computerized scheduling that is prevalent at the intermediate and high school levels. Decisions in at least these two areas may warrant further study to determine if the appropriate amount of teacher involvement is occurring at all instructional levels.

Question 4. What were the most and least beneficial aspects of the D.M.I.E. project to participants?

The most beneficial aspects of the project related to the interaction between teacher leaders in the schools and between teacher leaders and the administration in the schools. These two benefits were mentioned by 127 survey respondents and all interviewees. Other benefits mentioned by survey respondents include: the emphasis placed on

communication and decision-making processes (61), the opportunity to reassess local school practices and procedures (29), and the opportunity to share with peers from other schools (22).

The least beneficial aspects of the project were the type and quality of instruction provided during large group sessions. Lectures and large group meetings were mentioned as least beneficial by 139 survey respondents. Textbook readings were judged least beneficial by 57 respondents. Three of the six interviewees mentioned the quality of instruction as being unsatisfactory.

Question 5. What follow-up activities to D.M.I.E. do participants and division-wide leaders feel should be planned?

A large number of survey respondents indicated that no additional activities were needed (70). Other respondents saw a need to evaluate the degree of participatory management actually occurring in schools (56). Some indicated interest in the school system providing follow-up training (22), and an equal number of respondents wanted the system to check up on schools to determine if plans

identified in planning/renewal documents were actually being implemented. Interview responses were diverse but did reflect a continued interest in staff development activities related to participatory management of a form different from the D.M.I.E. project. One interviewee stated that the most important follow-up to be completed was a thorough evaluation of the project.

Question 6. What was the overall value of D.M.I.E. to individual schools and the school system as a whole as perceived by program participants and selected division-wide leaders?

Selected data from Table 17 found on page 135 of this study is included in Chart 7 below. The scale used to interpret the mean values of the D.M.I.E. project is as follows: excellent = 4; good = 3; average = 2; and poor = 1.

CHART 7

	<u>Mean Value to School</u>	<u>Mean Value to School Division</u>
Survey respondents	2.53	2.46
Interviewees	--	2.17

The value of D.M.I.E. according to respondents was above average; interviewees rated the project's value as average. The opportunities provided to program participants to discuss management issues and practices in the local school was a major reason for the overall above-average rating. In interviews, division-wide leaders stated that the opportunities for interaction at the school level was very valuable; however, several indicated concerns about the way the decision was made to implement D.M.I.E., the quality of instruction provided, and the excessive time devoted to the project.

CONCLUSIONS

The D.M.I.E. project was worthwhile because it provided time and some structure for teacher leaders and administrators in local schools to address issues related to the organizational structure and decision-making processes in their schools. The value to the system could have been significantly greater had the instructional leadership in the project been better. Too much time was devoted to lectures and discussions that proved to be unproductive.

Teacher leader attitudes toward management practices in their schools is positive. Most teacher leaders also perceive that they are afforded the appropriate amount of involvement in decision-making. These positive attitudes may be attributed, in part, to the D.M.I.E. project.

Interviews with division-wide leaders indicate a continuing commitment on their part to participatory management. The current Superintendent indicates that participatory management may require more effort on the part of administrators but pays dividends in the long term; that the quality of decisions reached and the degree of acceptance of the decisions by subordinates will be improved.

The project suffered because one of the major tenets of D.M.I.E. was not followed, i.e., that the involvement of appropriate staff in the decision-making process produces better decisions. Area Superintendents did not support the implementation of D.M.I.E., yet the Superintendent mandated it.

RECOMMENDATIONS

1. The school division should utilize input obtained from respondents to the D.M.I.E. survey in designing future staff development activities.

2. The school division should examine the role of the department chairperson at the intermediate and high school levels and the team leaders at the elementary level to determine if they are involved in the appropriate types of decisions. Consideration should be given to developing policies and regulations in this area.

3. Follow-up training on concepts, procedures, and practices related to participatory management should be offered to school staffs (administrators and teacher leaders) on a voluntary basis. Information received from this evaluation should be used in designing the follow-up training.

4. Central, area, and school leaders should continue to examine at what levels in the organization certain decisions should be made with the goal of placing more decisions at the school level.

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Appendix I

Survey of Opinion of Characteristics
of School-Based Management

SURVEY OF OPINION OF CHARACTERISTICS
OF SCHOOL-BASED MANAGEMENT

This questionnaire seeks information about school-based management and your opinions concerning its applicability to the management of Fairfax County Public Schools. Each of the items is to be considered in two ways:

Condition Is Present Now

- A. Yes
- B. No
- C. Do Not Know

Condition Should be Present

- A. Yes
- B. No
- C. Do Not Know

Please react to the questionnaire by shading two responses for each item (after number 1), using the attached Scan-Tron form: first, whether the condition is now present; second, whether the condition should be present.

For example: if you believe that the condition stated in the item numbered 2/3 is now present, you would shade 2A on the Scan-Tron form. If you believe that condition is not present, you would shade 2B, and if you do not know, shade 2C. Also, if you agree that the same condition should be present, shade 3A; if you do not agree that it should be present, shade 3B, and if you do not know or have no opinion, shade 3C.

1. Please identify your position
 - A. School level management
 - B. Area office level management
 - C. Central office level management

CONDITION	
Is Present	Should be Present
2	3
4	5

Effective decision-making responsibility is delegated from the division level to the school-site level.

The building principal is the key educational decisionmaker for the school, with broad decision-making powers which are not subject to veto by the central/area-office staff.

The principal delegates decision-making responsibility regarding the school program to other staff members.

CONDITION	
Is Present	Should Be Present
	<p><u>The central/area-office staff sets broad objectives and standards for the school division/area which the school staff is held accountable to meet.</u></p>
28	29
	<ul style="list-style-type: none"> • Division-wide policies regarding educational standards and curriculum goals exist in some form and are made known to the school staffs.
30	31
	<ul style="list-style-type: none"> • Monitoring procedures are established and personnel are provided by the central/area-office staff to ensure that the policies are followed and standards met.
	<p><u>Within broad division guidelines, the final decision regarding budgetary matters is made at the school level.</u></p>
32	33 ^H
	<ul style="list-style-type: none"> • The principal receives unearmarked funds, which are allocated according to formulas, and has the responsibility for budgeting these funds; however, the principal must periodically report to the central/area office how the money is being used.
34	35
	<ul style="list-style-type: none"> • The budget is not subject to veto by the central/area office staff as long as school division policies are not violated.
36	37
	<ul style="list-style-type: none"> • Within school division policies and guidelines, funds allocated to the school site can be moved from one account to another to meet program needs.
38	39
	<ul style="list-style-type: none"> • Monies which are saved during a school year by staff ingenuity or sacrifice accrue to the school, and may be added to the following year's budget.
	<p><u>The planning and administration of the budget at the school level are marked by broad participation.</u></p>
40	41
	<ul style="list-style-type: none"> • Teachers, citizens, pupils, and central/area-office staff members work with the principal in developing the budget for the school.
42	43
	<ul style="list-style-type: none"> • The principal does not veto staff requisitions for materials if within budgetary limits for that particular program and within school division guidelines.
	<p><u>Although most financial decision-making with school division guidelines rests at the school level, certain financial procedures and services remain centralized.</u></p>
44	45
	<ul style="list-style-type: none"> • The purchasing and accounting functions are performed at the central/area-office level.
46	47
	<ul style="list-style-type: none"> • Requisitions which fall within school division policy guidelines and budgetary limits are not vetoed by the central/area-office staff.

CONDITION	
Us Present	Should Be Present
48	49
50	51
52	53
54	55
56	57
58	59
60	61
62	63
64	65
66	67
68	69

- Audits provide for central/area control and as a basis for advisement.

The staffing of a school is determined by the building principal to meet the programmatic needs of that building.

- Control over selection and termination of staff is based at the school level.
- Within accreditation and certification guidelines, the principal can manipulate the staffing pattern at the school according to plans developed at the school level.
- Determination of collective and individual staff development needs lies with the building principal.

In personnel matters, the central/area-office staff operates in a service capacity for the school staff, carrying out functions which are beyond the economic and organizational capabilities of the school staff.

- The central/area-office staff recruits to fill needs reported by the principal.
- The central/area-office staff provides for division-wide staff benefits and contract conditions.
- The central/area-office staff provides the technical assistance and coordination for staff development and supervisory assistance for teachers.
- Within the policies of the school division, the principal is primarily responsible for the evaluation of individual staff members.

School-based management is marked by wide and extensive citizen participation in school affairs.

- Citizens' advisory groups operate effectively (as perceived by the participants) at the local school.
- Periodic reports regarding progress of the local school are made to the public.
- The citizens' advisory groups are made up of representatives of interest groups in the community served by the school.

Thank you very much. Please return the answer sheet by December 1 to:

Planning & Assessment Office
Wilton Woods Center

Appendix II
Structured Interview for Use
in Evaluation Report on D.M.I.E.

Structured Interview for Use
In Evaluation Report on D.M.I.E.

Interviewee _____

Date _____

- I. Describe purpose of the interview.
- II. Provide general directions for completing the interview.
- III. Interview questions:
 1. What do you recall were the reasons for deciding to implement the D.M.I.E. training program? Who was involved in making the decision to implement D.M.I.E.?
 2. What alternatives were considered by means of arriving at the decision to implement D.M.I.E.?
 3. Do you believe that involvement of teacher leaders in the decision-making process will produce better decisions? Why or why not?
 4. To what extent do you see evidence of concepts presented in D.M.I.E. being implemented in school(s)?

5. In your opinion, what was the most beneficial aspect of the school system's involvement with the D.M.I.E. project? Why?

6. What part of the project was least beneficial to the school system? Why?

7. Do you feel that the school system is committed to a participatory approach to decision-making in schools? Why or why not?

8. On a scale from one to four, with one equal to poor, two equal to average, three equal to good, and four equal to excellent, how would you rate the value of D.M.I.E. to the school system in general?

9. Do you see the need or value for any follow-up activities to the D.M.I.E. training program? If so, what kinds of activities and who should be responsible for planning and implementing them?

Appendix III

Staff Survey: DMIE

Staff Survey: DMIE

Please respond with reference to the school in which you are now located - to the best of your ability.

Agree Disagree

- | | | |
|-------|-------|--|
| | | A. With reference to information which is needed in order to work efficiently and effectively: |
| _____ | _____ | 1. I am usually kept well informed by the administration of this school. |
| _____ | _____ | 2. The information which I receive is usually timely. |
| _____ | _____ | 3. The information which I get is usually accurate. |
| _____ | _____ | 4. In general, I am satisfied with the way information which I need is provided to me. |
| | | In addition: |
| _____ | _____ | 5. When I have information which should be known by the administration, I have no difficulty getting it to them. |
| _____ | _____ | 6. I have no difficulty giving and receiving information with my peers (other teachers, etc.). |
| | | B. Now, with reference to the ways decisions are made in this school: |
| _____ | _____ | 7. When I have information which should be considered <u>before</u> a decision is reached, the decision makers usually ask me for it one way or another. |
| _____ | _____ | 8. When decisions which effect me or my work are being made, I am usually consulted before the decisions are final. |
| _____ | _____ | 9. When I should help make a decision, I am usually given an opportunity to do so. |
| _____ | _____ | 10. I am usually allowed to make those decisions which I think should be made by me. |
| _____ | _____ | 11. In general, I am satisfied with the way decisions are made in this school. |
| _____ | _____ | 12. The decisions which are made in this school usually do not interfere with my ability to get my work done efficiently and effectively. |
| | | C. Shift your thinking to the way the school is managed. For example: |

Agree Disagree

- _____ _____ 13. Most of the management procedures (the way we get things done) serve my needs (as an instructor) more than they get in the way.
- _____ _____ 14. When I need materials, supplies, equipment, etc. (that are in the building) I have little difficulty getting them.
- _____ _____ 15. When I need to check something with an administrator, I usually have little difficulty doing so.
- D. And, finally, with reference to the way the school is organized: (For items 16 and 17, circle "not applicable" if your school does not have the feature in question.)

Agree Disagree

- _____ N.A. _____ 16. The associate, assistant, and/or sub-school principals are assigned the right duties, in my opinion.
- _____ N.A. _____ 17. Our team leaders (grade leaders) (department leaders) are assigned the right duties, in my opinion.
- _____ _____ 18. The way we are organized facilitates (does not inhibit) effective communication in this school.
- _____ _____ 19. The way we are organized facilitates (does not inhibit) effective decision making, in this school.
- _____ _____ 20. I think the administration of my school considers me an important "team member" in the process of keeping the school well-managed.

Thank you for completing this survey. The results will be used in your school's project to improve school-based management. The purpose of improving school-based management is to help you to do your work as easily and effectively as possible. Your continued cooperation will contribute to that goal.

Appendix IV
Survey Questionnaire
for D.M.I.E. Program Participants

SURVEY QUESTIONNAIRE FOR
D.M.I.E. PROGRAM PARTICIPANTS

DIRECTIONS: This survey is intended for administration to all participants in the fall 1982 and spring 1983 sessions of the training program entitled "Distributed Management of Instructional Environments." Results will be incorporated into a doctoral dissertation being prepared by Larry Byers, Principal at Glasgow Intermediate School. Evaluative results from this study will also be used to assist the school system in planning future staff development activities. This survey will be used to gather group data by instructional level (elementary, intermediate, or high school); therefore school and individual responses will remain anonymous.

Please respond to each survey item on the survey. You may use pen or pencil. Read the directions for each part of the survey before commencing with the items.

Return the completed survey to your principal who, in turn, will forward them via pony mail to:

Larry Byers, Principal
Glasgow Intermediate School

Your cooperation in this study of the D.M.I.E. Program is greatly appreciated.

BIOGRAPHICAL INFORMATION

Directions: Circle the appropriate letter in the left-hand column.

- | | |
|---------|--|
| a b c d | 1. What is your position?
(a) teacher
(b) principal
(c) assistant principal
(d) other, please specify _____ |
| a b c | 2. At what school level do you work? Staff in secondary schools indicate level where majority of time is spent.
(a) elementary
(b) intermediate
(c) high school |
| a b c | 3. How many years of experience do you have in Fairfax County Public Schools?
(a) 0-3
(b) 4-10
(c) 11 and over |
| a b c | 4. How many years have you worked at your present school?
(a) 0-3
(b) 4-10
(c) 11 and over |

PART A (Only teachers complete this part of the survey)

Directions: Using the scale below, please indicate your agreement or disagreement with each statement by circling the appropriate letter in the left-hand column.

a = strongly agree
b = agree
c = no opinion or uncertain
d = disagree
e = strongly disagree

- a b c d e 1. I am usually kept well-informed by the administration of my school.
- a b c d e 2. The information which I receive is usually timely and accurate.
- a b c d e 3. In general, I am satisfied with the way information which I need is provided to me.
- a b c d e 4. When I have information which should be known by the administration, I have difficulty getting it to them.
- a b c d e 5. When decisions which affect me or my work are being made, I am usually consulted before the decisions are final.
- a b c d e 6. When I should help make a decision, I am rarely given an opportunity to do so.
- a b c d e 7. In general, I am satisfied with the way decisions are made in this school.
- a b c d e 8. Most of the management procedures (the way we get things done) serve my needs more than they get in the way.
- a b c d e 9. In my opinion, teacher leaders (department chairpersons, team leaders) are assigned the right duties.
- a b c d e 10. The way this school is organized inhibits effective communication.
- a b c d e 11. The administration of my school considers me an important "team member" in the process of keeping the school well managed.
- a b c d e 12. The organization of this school facilitates effective decision making.

PART B (All respondents complete this part of the survey)

Directions: Indicate your opinion on the nature of teacher involvement in both developing policy and implementing policy in your school. For each of the management functions/decisions listed on the chart below indicate whether or not you should be involved in developing and implementing the policy and whether or not you are actually involved in developing and implementing the policy. You should have four responses to each management function:

1. Should be involved in policy development; yes or no.
 2. Should be involved in policy implementation; yes or no.
 3. Is involved in policy development; yes or no.
 4. Is involved in policy implementation; yes or no.
- Circle your response choice. Be sure to give four responses to each management function.

Management functions in your school	<u>Should be involved in:</u>				<u>Is involved in:</u>			
	Policy development		Carrying out policy		Policy development		Carrying out policy	
1. Selection of instructional materials and textbooks	Yes	No	Yes	No	Yes	No	Yes	No
2. Inservice programs	Yes	No	Yes	No	Yes	No	Yes	No
3. School-wide discipline policies	Yes	No	Yes	No	Yes	No	Yes	No
4. Curriculum to be taught	Yes	No	Yes	No	Yes	No	Yes	No
5. Student grouping procedures	Yes	No	Yes	No	Yes	No	Yes	No
6. Budget priorities	Yes	No	Yes	No	Yes	No	Yes	No
7. School-wide objectives	Yes	No	Yes	No	Yes	No	Yes	No
8. Selection of teaching and support staff	Yes	No	Yes	No	Yes	No	Yes	No
9. Student activity programs	Yes	No	Yes	No	Yes	No	Yes	No
10. Scheduling classes	Yes	No	Yes	No	Yes	No	Yes	No
11. Evaluation of instructional programs	Yes	No	Yes	No	Yes	No	Yes	No
12. Evaluation of instructional personnel	Yes	No	Yes	No	Yes	No	Yes	No
13. Parent involvement in your school (amount and type)	Yes	No	Yes	No	Yes	No	Yes	No
14. Teacher handbook policies	Yes	No	Yes	No	Yes	No	Yes	No

PART C (All respondents)

Directions: In this part of the survey, you are requested to assess the D.M.I.E. training sessions. Section One includes a list of concepts presented in the course. Please indicate your understanding of each concept and the degree of usefulness each concept has had for you in the performance of your duties. Check the box which best describes your understanding of the concept and its usefulness to you.

Section One

Concept	Understanding		Usefulness		
	Unclear	Clear	Low	Moderate	High
1. Likert's linking-pin structure					
2. Situational leadership					
3. Participatory management					
4. Follett's conflict resolution styles					
5. Three-directional communication; up, down, horizontal					
6. Hoy & Miskel's model for decision making					

Section Two

Directions: Please provide a brief response to each question below. Your comments will assist the school division in determining the worth of D.M.I.E. and whether or not follow-up activities would be beneficial.

1. In your opinion, what was the most beneficial aspect of your involvement and your school's involvement with D.M.I.E.?

-5-

2. What part of the D.M.I.E. project was least beneficial to you? To your school?

3. What, if any, follow-up activities do you feel are needed to ensure the school system's (and your local school's) commitment to participatory management?

4. If D.M.I.E. were to be implemented in a system similar to Fairfax, what changes would you recommend?

5. Using the scale below, please rate the value of D.M.I.E. to your school. To the school division. Circle your ratings.

	<u>Value</u>			
Your school	excellent	good	average	poor
School division	excellent	good	average	poor

Appendix V

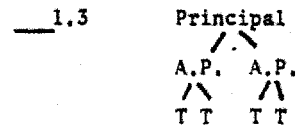
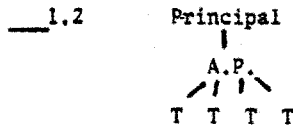
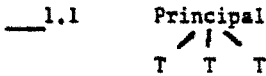
Developing a Management Profile

DEVELOPING A MANAGEMENT PROFILE

SCHOOL

PART I - STRUCTURE

1. Which of the following representations MOST CLOSELY matches the way your school is organized?



Note: In 1.1, teachers and principal deal directly with each other. There is no assistant principal, etc.
In 1.2, there is at least one assistant principal. However, teachers are not assigned some to one a.p., some to another.
In 1.3, whether sub-school or not, some teachers are assigned to one a.p., other teachers are assigned to another, etc.

2. Some schools organize staff by department, program, team, grade, etc. Which one of the following best describes your school?

2.1 No sub-groupings of staff 2.5 Other (Please describe):

2.2 Departmental

2.3 Grade level

2.4 Team

IF YOU CHOSE ANY RESPONSE OTHER THAN 2.1, PLEASE CHECK EACH OF THE FOLLOWING AS APPROPRIATE TO YOUR SCHOOL:

2.6 Every teacher (librarian, counselor, etc.) is in a department, team, grade level or other such grouping.

2.7 Every teacher (librarian, etc.) is in a department, etc., EXCEPT for the following: (Please list positions of such persons)

2.8 Our sub-groupings have leaders. The leaders are called:

2.9 Our sub-groupings do not have designated leaders.

3. Some schools have a management group called a council, committee, or team. (Note that this is not the same as a principal's advisory committee or communication group. Rather, in the context of this item, the group is a decision and action council.) Which one of the following most accurately describes your situation?

- 3.1 No management team or council
- 3.2 Management group composed of principal and other R-Scale personnel only.
- 3.3 Management group composed of principal, other R-Scale personnel (if present in building), and leaders of departments, teams, or grade level groups, etc.

IF YOU CHECKED 3.3, ARE ALL OF THE UNIT LEADERS MEMBERS OF THE MANAGEMENT GROUP?

YES NO

PART II: DECISION STYLES

Which one of the following descriptive statements most accurately describes your school?

- 4.1 The principal makes most management decisions, with little input from the instructional staff.
- 4.2 The principal makes most management decisions, usually after seeking relevant input from the instructional staff.
- 4.3 The principal makes many management decisions, after seeking relevant input from the instructional staff. In addition, some management decisions are made with participation by the instructional staff (as a total staff or through unit representatives) following the concept of one person - one vote (including the principal as just one vote).
- 4.4 In addition to 4.3 above, the principal has delegated some management decisions to the instructional staff (to departments, teams, etc.) and/or to their leaders. The principal helps and monitors, but does not make these decisions for the persons or groups to which they are delegated.

PART III: SELECTED MANAGEMENT TASKS

In this section of the profile, the following designations will be used:

T/O = Individual teachers deal with school (or sub-school) office

T/TL = Individual teachers deal directly with their department, team, or grade level group and leader. The leader deals with the office.

Place a check mark in the appropriate column for each item as applicable in your school:

<u>Management Task</u>	<u>T/O</u>	<u>T/TL</u>
5.1 Preparation of budget	—	—
5.2 Ordering materials	—	—
5.3 Developing master schedule	—	—
5.4 Assignment of work space	—	—
5.5 Distributing instructional supplies, materials, etc.	—	—
5.6 Compliance with program of studies (curriculum)	—	—
5.7 Effective instructional practices	—	—

Appendix VI

Complexity and Control: What Legislators
and Administrators Can Do
About Impending Public Policy

COMPLEXITY AND CONTROL: WHAT LEGISLATORS AND ADMINISTRATORS CAN
DO ABOUT IMPENDING PUBLIC POLICY

Richard F. Elmore, N.I.E., August 1980

Exerpts Related to DMIE

School administrators simply cannot supervise the work of teachers in the same way as, say, a shop superintendent might supervise machinists or a floor manager might supervise clerks in a department store. Much of the success of the service in education depends on the sensitivity of the teacher to the individual attributes of students and on the teacher's ability to maintain a well-organized, task-oriented classroom. The role of administrators in the instructional process is necessarily marginal. Teachers work almost exclusively in self-contained classrooms, exercising a high degree of discretion in the management of classroom activities. Direct administrative control over classroom behavior is not only extraordinarily difficult, but also very risky. Administrators simply do not command enough specific information about teacher-student interactions to be effective supervisors of instruction, even if they are so inclined.

To be sure, many things that school administrators do can influence classroom instruction in positive and negative ways. Administrators can select teachers, reward them in modest ways, establish schoolwide or districtwide performance goals, focus public attention on certain parts of the school program, and mobilize outside financial support for innovative projects. All of these things can have a positive effect on classroom instruction. But administrators can also select and reward teachers on completely arbitrary criteria that have no direct relationship to the quality of classroom instruction. They can create activities in schools that divert energy and attention away from classroom instruction; writing instructional objectives might be one of these activities. And they can expose certain parts of the school program to public criticism, leaving teachers to fend for themselves. In other words, administrators can do many things to obstruct or enhance classroom instruction, but they cannot directly control it. All of the things that administrators do are at least one step removed from the critical face-to-face transaction between teacher and student.

Think for a moment about the individual teacher's role in the 320(d) program.* Word comes to the teacher from a variety of sources--state and local school administration, parents, newspapers--that something needs to be done to improve reading and math skills. The teacher searches his or her experience for clues as to the accuracy of this conclusion, and forms a positive or negative attitude toward it. The district then formulates a program in response to the 320(d) legislation and guidelines; maybe teachers are involved in formulating the program, maybe not. Teachers will judge the net effect of the program by whether it enhances or obstructs the instructional process in the classroom. Training, special materials, and advice on classroom organization can be delivered to teachers as part of the implementation process, but if these things are not translated into tangible classroom behavior and if that behavior does not contribute to the teacher's sense of control over his or her own classroom, the program is a diversion of resources and a waste of teachers' time.

*Do not be concerned about what the "320(d) program" is. It is just an example of an improvement project.

Teachers receive a variety of signals about what to do in the classroom. In addition to the signals they receive from the 320(d) program about reading and math skills, they hear about their responsibility for teaching democratic values, discipline, the free enterprise system, health and nutrition, career choice, and the history of western civilization, to mention but a few topics. It is the teachers' responsibility to turn these signals into a well-organized strategy of instruction that responds to the range of skills and abilities they find among students in the classroom. In short, teachers will make most of the important discretionary choices in the implementation of the 320(d) program.

If school district administrators are smart, they will recognize this fact and design their implementation strategy around maximizing the individual teacher's control of the instructional process. But to do this, they, like the chair, the commissioner, and the program director, must recognize the difference between compliance and capacity. Teachers can be required to perform certain activities--attend training sessions, develop instructional goals, use certain materials--but the performance of these activities does not assure success. In fact, if it diverts too much attention away from the classroom, it will virtually guarantee failure. So the essential problem for local school administrators is how to direct teachers' attention to the basic skills problem and then provide the resources to respond to the problem in a way that acknowledges teacher control.

Another important feature of the teacher's role is that teachers work in a physically isolated environment, the classroom, with little opportunity for routine interaction with other teachers. Yet when teachers are asked where they get most of their ideas for new instructional practices, they reply that they rely mainly on other teachers. This suggests that the way to reach teachers is to put them in touch with other teachers; not to have administrators tell them what to do.

Backward Mapping

People at the top of the system tend to think of themselves as initiators of the implementation process; for them, implementation consists of a series of actions emanating from the top and reaching to the bottom. Suppose, for purposes of discussion, we simply reverse this logic. Begin with the assumption that implementation begins at the bottom, not at the top. At first this sounds like nonsense. It upsets our whole notion of the relationship between policymaking and administration. But with a little thought it turns out not to be such an alien idea.

It is clear that the success of policy depends heavily on the capacity of people at the delivery level. This is true in two senses. First, many policies originate with perceived failures of the delivery system. The 320(d) program was based on the perceived inability of schools to teach reading and math adequately. Second, even those policies that do not originate with delivery system problems require some form of organization to implement them. Eventually all policies require some form of organization, and that organization constrains and determines, in certain important ways, how the policy will be implemented. Understanding what is good policy depends, to some degree, on understanding the mechanism for its implementation. We might even say that we do not clearly understand what a policy should be until we have thought about how it will be implemented. This kind of reasoning tracks with the

commonsense intuition of legislators and high-level administrators. The smart policymaker will say early in any discussion of a new policy, "Before we go too far with this idea, can you tell me what it will look like in practice?" This is often an embarrassing question that sends staff scurrying back to the drawing board, because, as they begin to describe what the idea will look like in practice, they discover that it was not a very good idea to start with.

So it is not nonsensical to say that, in some ways, implementation begins at the bottom of the system. If a policy does not make sense at the delivery level, it is not going to make sense at the top of the system.

How, then, can policymakers protect themselves against ideas that make no sense at the delivery level? One way is by using a form of reasoning called "backward mapping."* Instead of beginning at the top of the system with a new policy and reasoning through a series of actions required to implement it, begin at the bottom of the system, with the most concrete set of actions, and reason backward to the policy. In the case of the J20(d) program, the reasoning process might look something like this:

What is the problem? Poor performance by children on standardized measures of reading and math skills.

Where do we attack the problem? In the classroom.

What has to happen in the classroom to improve reading and math performance?
 Teachers: more instructional time on reading and math, better instructional skills, materials closely related to the teacher's strategy and style of instruction, access to other teachers confronted with the same problem. Students: motivation to master the content, reward for learning.

What can the local school system do to increase the likelihood that these things will happen in the classroom? Remove conflicting instructional requirements, provide access to training for teachers, provide resources (released time, extra compensation, production of materials, etc.) for teachers to develop reading and math instruction, identify students with the greatest need, communicate program to parents.

What can the state education department do to increase the likelihood that these things will happen in local districts? Remove conflicting policy requirements (with legislative concurrence), transfer information on unusually successful practices from one setting to another, assure fiscal responsibility of local districts receiving state support for basic skills programs.

What can the legislature do to increase the likelihood that the state education department and local school districts will successfully address the basic skills problem? Remove conflicting policy requirements, authorize and appropriate funds, establish rules of fiscal responsibility, establish basic elements of program design: classroom as the basic delivery unit, local district support for teacher-produced curriculum, state support for transfer of unusually successful practices.

*The term "backward mapping" and the logic of analysis come from Mark Moore at the Kennedy School of Government, Harvard University. I am indebted to him for sharing these thoughts with me. For a more extended treatment of this idea, see: Richard Elmore, "Backward Mapping: Using Implementation Analysis to Structure Program Decisions," Political Science Quarterly, Vol. 94 (1979-80), 601-616.

This is a very crude version of backward mapping, but it demonstrates how closely the reasoning process accords with commonsense intuitions about policy implementation. It simply formalizes the thinking that follows from the question, "What will this idea look like in practice?"

But it also forces an analytic structure on discussions of implementation: Begin with a definition of the problem, define the delivery-level unit with the greatest effect on the problem, describe what needs to happen in that unit to solve the problem, then describe for each successive level above that unit what needs to be done to support activity at the delivery level. Notice that the process of reasoning is driven not by the policymaker's limited understanding of the problem, but by the mobilization of delivery-level expertise. Policymakers do not have to pretend, as they so often do, that they know how to solve the problem. But they do have to understand where in the system to focus the resources necessary for solving the problem. The role of policymakers is far from marginal. They are responsible for finding the critical transactions in the system and for ensuring that the largest proportion of resources reaches them.

Control has a new meaning if we take this point of view. The ability of one level of the system to control the behavior of the next is no longer the central issue. Instead, we are thinking of where to locate the maximum amount of delegated control, how to get resources into the hands of those who exercise it, and what forms of organization enhance the likelihood of success at the delivery level. Control exercised in this way minimizes investment in surveillance and maximizes investment in the capacity to exercise discretionary choices that directly affect quality of service. In this sense, delegated control is more efficient than hierarchical control.

Another way of thinking about this strategy of control is in terms of a contract between policymakers and service deliverers. Contracts turn liabilities into assets: each party to a contract lacks something that the other possesses. The contract allows each to capitalize on the assets of the other. Legislators and high-level administrators can make decisions that have systemwide effects. If they are skillful and clever, they can use their breadth of understanding to shift resources from one part of the system to another. But legislators and administrators cannot pretend to understand, in anything other than a superficial way, what makes the system work at the delivery level.

Moving down the delivery system from top to bottom, you make important trade-offs. You trade breadth of understanding for depth, and you trade the ability to make large allocation decisions for the ability to make small, but very significant, delivery-level choices. Delivery-level choices are very complex. The information needed to improve delivery-level performance is dense, specific, and situational. It is not the sort of information that can be easily understood and assimilated by the top of the system. But policymakers rely very heavily on performance level for their own success.

So we have the makings of a very strong contract. Legislators and agency heads cannot teach reading. Teachers cannot increase the amount of money the government spends on reading instruction. But policymakers can trade--bargain resources for increased attention to reading instruction and for information on the effects of that attention. And teachers can trade delivery-level performance for increased resources and the ability to make discretionary choices. This bargain is a two-way affair, inherently different from hierarchical control. A contract is not an instrument of coercion. Rather it is an efficient instrument for harnessing delegate control to policy objectives.

Appendix VII

Teacher Participation in School Decision Making:

The San Jose Teacher Involvement Project

Teacher Participation in School Decision Making: The San Jose Teacher Involvement Project

by Vincent Crockenberg and Woodrow W. Clark, Jr.

In just three years this modestly financed project won the overwhelming support of both teachers and administrators. Now the extraordinary strains imposed by Proposition 13 and collective bargaining threaten to destroy it.

REPRINTED FROM THE OCTOBER 1979 PHI DELTA KAPPAN

The argument that teachers would become more effective in their teaching if they participated more extensively in school decision making is not particularly new. In 1907 Ella Flagg Young argued in her presidential address to the National Education Association that "the isolation of the great body of teachers from the administration of the school must be overcome" and that teachers will be "stronger in their work when they have [a] voice in the planning of the great issues committed to their hands."

The February 1913 issue of the *American Teacher*, which later became the official journal of the American Federation of Teachers, published a "Call to Organize" that argued similarly: Since "teachers do the everyday work of teaching and understand the conditions necessary for better teaching . . . [they] should have a voice and a vote in the determination of educational policies . . . [and] a share in the administration of the affairs of their own schools."

In 1937 John Dewey wrote: "[T]he democratic principle requires that every teacher should have some regular and organic way in which he can, directly or through representatives democratically chosen, participate in the formation of the controlling aims, methods, and materials of the school of which he is a part."

Teacher participation in school management was tried sporadically here and there in the early part of this century, most notably in Chicago under Young's superintendency and at the University of Chicago Laboratory School when Dewey was principal. But there was little enthusiasm for it among newly trained professional school superintendents, and early experiments with it languished or were routinely co-opted by school boards and district administrators.

Recently, however, the idea of teacher participation in school decision making

has resurfaced, at least partly because of successful experiments with worker participation in private industry. Perhaps the most important of the teacher participation experiments to date is the San Jose (California) Teacher Involvement Project (TIP).

From 1974 to 1977 TIP received federal grant support as part of the National Institute of Education's program on local problem solving. The goals of the project were to train classroom teachers to participate with their building principals in identifying and resolving local school problems and to sustain that involvement by implementing formal decision-making procedures at each school site.

In its third-year evaluation report, the Stanford Research Institute (SRI), which conducted formal evaluations of the project in each of the three years of its funding, stated that "TIP has succeeded, is well regarded by staff, and is being used to produce local improvements." SRI cited three reasons for TIP's success: 1) the project was locally controlled, 2) teacher participation in decision making was instituted at the building level through the formal mechanisms of faculty constitutions and faculty councils, and 3) the project received the full support of building and district administrators.

Local Control

The original grantee for the project was the Institute for Teaching of the California Teachers Association (CTA), which had organized the project in cooperation with the San Jose Unified School District and the San Jose Teachers Association (SJTA). The grant was for \$114,000 the first year and for approximately \$100,000 each of the next two years. The money was used to pay the salaries of CTA staff people who worked on the project, to underwrite the costs of the workshops to train teachers in decision making, to buy secretarial help and released time for teachers to participate in the planning and organization of the project, and to pay SRI to perform yearly evaluations.

From the schools that expressed an interest in participating in TIP, the TIP staff — which initially consisted of two CTA staff members and four local teachers with whom those in CTA had worked closely on other projects — recruited up to three recognized teacher leaders from each school to attend workshops on the development of school-site decision-making mechanisms. These groups of teachers then trained the other teachers in their respective schools in the skills necessary to participate in building-level decision making. In all, about a dozen schools and approximately 120 teachers and administrators participated in TIP workshops throughout the funding period.

In the project's second year two classroom teachers, selected by the original CTA grant developer, were released from teaching to devote full time to directing the day-to-day activities of the project. In addition, of the teachers who participated at various times in the formal activities and workshops put on by the TIP staff during the first two years of the project, 20 were trained to participate in TIP's third-year development and implementation. Six of these then formed a group to serve as principal investigator of the NIE grant, which by this time had been transferred from CTA to SJTA. The other teachers served as consultants on an as-needed basis. By the third year, then, classroom teachers in San Jose had assumed the entire financial and administrative responsibility for the Teacher Involvement Project.

Building-Level Decision Mechanisms

In the spring of 1974, after CTA and the San Jose district agreed to experiment with teacher participation in school decision making, SJTA and the district agreed to the following clause in the teachers' contract:

Each school may elect a faculty advisory council. A faculty may develop its own constitution, by-laws, and/or standing rules by which it will operate. Such a council should foster mutual

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communication and mutual effort at enhancing the common good of the school.

That fall the TIP staff began conducting workshops to teach teachers how to determine specific decision-making interests of their faculties, how to establish priorities among the areas chosen, how to determine the degree of faculty involvement considered appropriate in each high-priority area, and how to formalize self-governance by establishing a faculty council and a school constitution. Workshops in the second and third years focused on the progress being made by individual schools, their special problems, and the details of writing formal constitutions for each school site.

The TIP staff identified 13 areas for teacher involvement in school decision making (Table 1) and five levels of possible involvement (Table 2). The teachers at each TIP school then incorporated in constitutions they themselves drew up, usually together with the principal, the decision-making areas they wanted to be involved in and the level of involvement they desired. As it turned out, the decision-making areas of particular concern to teachers were distinctly instructional rather than administrative. They also remained relatively stable over the three years of the project (Table 3). The one exception was involvement with budgetary decision making, which moved from sixth to third in priority from 1974 to 1977 as teachers discovered the relationship between the budget and what it was possible for them to do in their classrooms. As for the level of involvement, most faculties chose to operate on the first three levels, though some chose to operate on level five — authorization. Much depended on the issue, the degree to which it affected significant professional interests of the faculty, and the willingness of the teachers to take risks in assuming responsibility for these decisions.

The constitutions specified in detail the basic structure of government at each school site: the composition and operation of the faculty council, the faculty's decision-making prerogatives, and the procedures for recourse in the event of differences between the councils and the school administration. In addition, the constitutions provided guidelines for assuring the provision of administrative support to the councils, including the scheduling of minimum days, clerical and secretarial assistance, and the use of equipment, supplies, and workspace.

Most important, however, the faculty councils and constitutions coordinated the participation of teachers in school-site decision making and conferred formal institutional legitimacy on that participation. They were also the means by which individual schools eventually achieved autonomy from CTA, SJTA, and eventually from TIP itself. At the end of the

Table 1. Possible Areas for Teacher Involvement in Decision Making

1. **School Budget and Expenditures**
 - policy for instructional accountability in purchase of new equipment and materials
 - procedures for supplying all classrooms with necessary, basic supplies
 - procedure for planning and obtaining faculty input on learning resources purchases
 - allocation of school budget to program areas
 - petty cash instructional funds for each teacher
2. **Inservice Training and Faculty Meetings**
 - mandatory inservice requirements, i.e., advance notice of program and content, released time
 - teacher role in determining scheduling, program, content
 - assessment of teacher training needs, e.g., use of aides and paraprofessionals
 - teacher-designed inservice training for teachers with appropriate resources
3. **Principal/Teacher Relations**
 - policies defining equitable, consistent, and effective personnel management practices
 - development of guidelines for acting on parent concerns regarding teachers
 - guidelines for grievance procedures at the school level
 - reciprocal accountability
 - guidelines for principal consultation with all related teachers prior to action requested by a parent
4. **Certificated Support Personnel**
 - guidelines for staffing of school special programs and projects
 - parameters for use of specialist re ongoing programs
 - clarification of job responsibilities for counselors, vice principals, nurse, psychologist, etc.
 - policies and procedures for teachers to obtain services and refer students to counselors, vice principals, attendance officer, psychometrist, etc.
5. **Parent/Teacher Relationships**
 - guidelines for teachers to select their own representatives to parent/community organizations and service clubs
 - policies for appointments and visitations
 - consultation with involved teacher prior to action at other levels
 - teacher involvement in design of special programs, open houses, fairs, expositions, etc.
6. **Teacher Personnel Policies**
 - equitable policy for distribution of extra-duty assignments
 - procedure for changes in level and combination of personnel or subject in teaching assignments
 - policy for involvement of teachers in decisions relating to school assignments and programs
 - environment and conditions enabling teachers to instruct in style best suited to them
 - policy to accommodate individual differences and teaching styles of certificated personnel

third year, for example, teachers reported a decline in their participation in TIP workshops and meetings and an increase in their participation in school-level faculty council meetings. This reflected a shift from a focus on the project to a focus on building-level decision making. It also reflected the increased recognition by the teachers that they themselves, as part of a faculty and with the support of building

and district administrators, had become capable of dealing with local issues with little reliance on TIP for further leadership or assistance — which was exactly the outcome intended by the project.

In addition to the formal mechanisms of the constitutions and the faculty councils, one other strategy for encouraging TIP faculties to identify and pursue specific school-site issues was a program

Table 2. Levels of Involvement

1. **Recommendation:** The faculty or staff council would act in an advisory capacity to the principal, suggesting policies and ideas.
2. **Information:** The council would be informed of the principal's decisions and in turn inform the rest of the faculty of these decisions and what they required of the teachers by way of action and implementation.

3. **Consultation:** The council would be consulted by the principal for its recommendations before the principal took action.
4. **Approval:** The council would be consulted about decisions and have the right to alter, approve, or reject decisions of the principal.
5. **Authorization:** The council would initiate decision making, with the principal offering ideas and suggestions to the council and carrying out the decisions of the council.

7. Student Personnel Policies

- equitable student personnel and discipline policies
- fair assignment and transfer policies based on individual student needs and differences
- instructional resource options to accommodate individual student learning styles
- scheduling procedures sensitive to student socioeconomic and ethnic needs
- policy regarding psychological referrals and their impact on other students and teachers

8. Evaluation

- procedure for open information feedback to staff on both positive and negative outcomes of continuing projects/programs
- pre-evaluation consultation with staff to avoid duplication of effort and needless data collection
- coordination of A127 project objectives and Stull objectives to meet *minimum* standards
- reciprocal evaluation

9. Curriculum Content and Philosophy

- policies for teacher involvement in developing innovative programs and discontinuing existing programs
- teacher role in defining curriculum and educational philosophy (open education, modular scheduling, team teaching, etc.)
- method of articulation between and among programs
- time and opportunity to study results of potential new programs and projects within and outside the district
- coordination of school rules and curriculum emphasis with recreation and other after-school programs

10. Instructional Materials

- procedure for allocating instructional resources
- evaluating and obtaining complete curricular packages for full instructional benefit
- equitable policies for student use of library/media materials

11. Instructional Methods and Grouping

- policies for teacher load, staffing patterns, class composition, scheduling patterns
- options for implementation of a variety of teaching and learning styles

12. School Procedures

- guidelines to limit classroom interruptions
- guidelines for messages and referrals
- methods for obtaining assistance in proposal writing
- methods of obtaining teacher and parent input for proposal writing
- distribution of association mail

13. School Priorities

- procedure for setting priorities
- teacher participation in generating items for priority setting

of migrants administered through TIP. Beginning with the second year of the project, this program made available to TIP school grants of up to \$500 to fund proposals for curriculum and instruction improvements drafted and approved by the faculty councils of those schools. These grants were used by teachers in their particular schools to do such things as purchase special instructional equipment, hire consultants to review troublesome aspects of a school's operations and suggest improvements, develop student discipline policies and handbooks, and buy released time for teachers to develop new teaching materials.

Administrative Support

The district superintendent supported TIP from its inception. He also recognized that the building principals would have to be involved in TIP if the project were to succeed. That concurrence was

eventually obtained, but not without some conflict.

The superintendent had insisted from the beginning on administrative participation in instructional decision making. The teachers, however, disagreed. Eventually

this conflict was resolved when the superintendent and the teachers agreed that the self-governance mechanisms — the constitutions and the faculty councils — would require the support of the building principal but that they could be developed by the teachers alone. As things worked out in most schools, the teachers and the principals cooperated in drawing up the constitutions.

At another point in the project a group of building principals objected to TIP on the ground that it undermined their authority as business managers. The superintendent then convened a meeting in which each principal was accompanied by the TIP faculty representative from that school. After the pros and cons of the project had been debated, most of the principals came out in favor of TIP. Why? In the judgment of SRI, it was at least partly because TIP representatives and the principals realized they were now interacting in ways that were quite new to them, candidly sharing views on basic and previously unvoiced concerns and discovering common and compatible interests. Those principals who remained opposed to TIP were effectively neutralized by the superintendent's clear support of the project.

Another important move by the superintendent in gaining the support of building principals was to appoint his chief labor negotiator to review the language and substance of all constitutions. This review was meant to assure the principals that they could give up some or all of their unilateral decision-making power with support at the highest levels of the administration.

As a consequence of these and other events, by the middle of the second year building administrators began to participate seriously in the project and the TIP schools began to make great progress in developing and implementing their self-governance mechanisms. By the end of the third year 12 schools had developed councils and constitutions providing for legitimate and effective faculty participation in a wide variety of decision-making areas.

Table 3. Involvement Areas of Interest to Respondents

Involvement Area	Percent Endorsing as Most Important		
	1975 (rank)	1976 (rank)	1977 (rank)
Roles of certificated and classified support personnel	16.5 (7)	12.0 (7)	11.4 (7)
Guidelines for teacher/parent relationships	5.3 (8)	4.9 (8)	7.2 (8)
Curriculum content and philosophy	43.1 (1)	51.0 (1)	50.6 (1)
Instructional methods and grouping	32.8 (2)	33.7 (2)	39.8 (2)
Student personnel policies and discipline	29.8 (3)	27.7 (3)	21.7 (4)
School budget and expenditures	17.0 (6)	19.0 (6)	25.9 (3)
Inservice training and faculty meetings	25.3 (4)	21.7 (4)	19.3 (5)
Teacher personnel policies	24.9 (5)	20.7 (5)	16.3 (6)

Source: Stanford Research Institute, 1977, Table 12.3, 29.

"... [M]ore than nine out of 10 teachers believed that TIP would enhance their effectiveness and produce important benefits for students."

Four points should be made about the project in conclusion. First, TIP succeeded because it was supported throughout by SRI, CTA, SJTA, and the San Jose superintendent; because local teachers were involved in the planning of TIP from the very beginning; because training sessions focused on specific needs and problems of local schools; because the formal mechanisms clearly specified who had legitimate authority to make what decisions in the new governance structure; and, finally, because the project proceeded slowly and with due regard for the difficulties teachers and building principals would confront in reconstructing the long-established and well-entrenched governance structure of the public schools.

The primary assumption underlying TIP, however, was that this kind of formal, legitimate involvement by teachers in school-site decision making would also enhance effectiveness — the effectiveness of teachers and of schools. The TIP teachers certainly agreed with this assumption. By the end of the third year, for example, more than nine out of 10 teachers believed that TIP would enhance their effectiveness and produce important benefits for students.

And local improvements were clearly

brought about by the program of mini-grants. There is also evidence that students in the TIP schools experienced a greater increase in their test scores during the time of the project than did students in comparable non-TIP schools. The project may have had something to do with this. But there are so many problems of instrumentation, methodology, and statistics that need to be solved before the relationship between what teachers do and what students do — (for example, on achievement tests) — can be established with any confidence, the best we can say at this point is that the data on achievement test performance are at least compatible with the assumption of greater effectiveness.¹

The second point has to do with the NIE grant, which ended in 1977. From then on the important question was whether teacher participation would continue without outside institutional support. In this regard the project was only partly successful. Two years after grant support ended, TIP is thriving in only six of the original 12 schools. Proposition 13 and collective bargaining are, more than anything else, the villains of the piece.

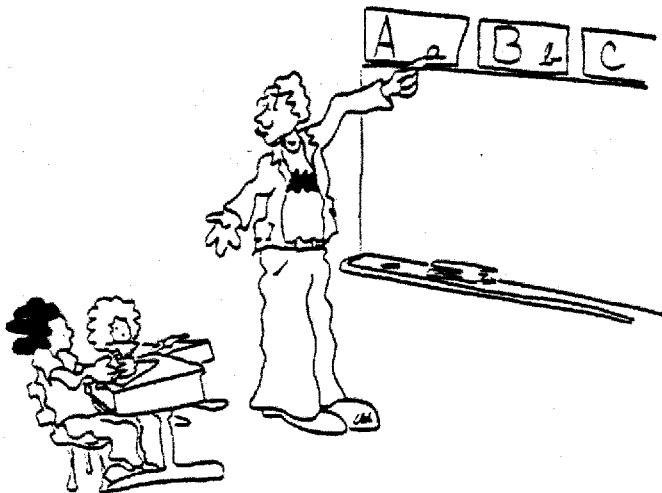
Collective bargaining is inherently an adversarial process, and the adversarial nature of bargaining has been magnified

in California by a severe reduction in money available to local school districts because of Proposition 13. San Jose has been particularly hard hit by program and staff reductions occasioned by reduced budgets. Relations between teachers and administrators have consequently been severely strained over such issues as teachers' salaries and personnel layoffs. As a result, support for the project is down from SJTA, which has other battles to fight now, and from the superintendent's office. The cooperative relationships necessary for participative management to work are difficult to develop in the best of times and may be altogether impossible in times of hostility over layoffs and salaries.

Third, projects like TIP can be undertaken quite easily without federal grant support. The cost of TIP was not excessive. CTA's role in the project could just as easily be played by district administrators and teachers association officers. The money to fund the released time, secretarial assistance, and workshop expenses could be readily drawn from staff development funds already available to local districts.

Finally, it is important to emphasize that TIP was not and is not an attempt by teachers to take over and run schools without principals. The attempt was, rather, for teachers to become full partners with building principals in making a variety of important school-site decisions. In fact, TIP operated most effectively in schools where the principal willingly shared formal power with the teachers.

Along these same lines it should be pointed out that school decisions that bear directly on the classroom practices of teachers are simply more likely to be implemented if teachers participate with administrators in formulating those decisions. Such participation should also reduce the incidence of teachers — all too often good teachers — leaving the profession because of perceived administrative interference with and constraints on their autonomy.



"And after you learn the ABCs we start on the ACTs, the SATs, and the GREs."

1. John Dewey, "Democracy and Educational Administration," *Schools and Society*, vol. 45, 1937, p. 460.

2. Stanford Research Institute, *Evaluation of Phase III of the San Jose Teacher Involvement Project: Findings and Recommendations* (Menlo Park, Calif.: Stanford Research Institute, 1977), p. 11.

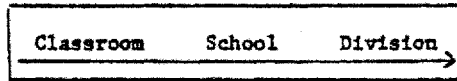
3. David Berliner, "A Status Report on the Study of Teacher Effectiveness," *Journal of Research in Science Teaching*, vol. 13, 1976, pp. 169-82.

Appendix VIII

Distributed Facilitation of Instruction

Distributed Facilitation of Instruction

A School-Based Management Project



I.

Instruction is arranged for and supported by a host of structures, processes, and decisions. Some of these are located right in the classroom and are the responsibility of the instructor. Many are removed from the classroom - they are school-wide or division-wide - but have direct or indirect impact on the classroom. In addition, the school and school division are responsible for functions other than instruction (health, feeding, transporting, fiscal management, personnel services, etc.). Structures, processes, and decisions about these functions often have an impact on instruction.

II.

In the one-room school house, there was little differentiation between teaching and the managerial support of instruction. As schools became larger, principal-teachers (head-teachers) were identified, but much of what we now identify as instructional management continued to be associated with the classroom itself or with the teachers acting as a group. With the advent of the full-time principal and with the increase in size and realms of responsibility of schools, more distinction between instruction and the support of instruction became common. These distinctions were not always developed methodically and rationally. Often they just developed.

III.

Instructional environments in schools are unique enterprises. We cannot depend totally on what has been learned in psychological laboratories as we plan for the instruction of students. Neither can we transport to the schools, intact, systems of management developed for industry, military, or government. Wherein we are unique we must develop and use structures and processes which truly facilitate our goals - which truly match with our circumstances.

IV.

Schools are human-intensive institutions. Humans have developmental tasks which must be moved through and met successfully if their mental and physical health are to be maintained. Structures and processes developed to meet the goals of the schools must be compatible with the needs and developmental tasks of the human components if maximum efficiency and effectiveness are to be realized.

V.

Through time, obsolescence may develop in even the most carefully instituted structures and processes. Continuing relevance depends on processes of renewal. Renewal involves inquiry, dialogue, action-research, and continuing processes of restructuring.

VI.

School-based managers, instructional personnel, the superintendent, and the School Board of Fairfax County Public Schools have given high priority to the improvement of school-based facilitation of instruction. Achievement of this goal requires the following:

1. Those who are to facilitate must have common perceptions of what is to be facilitated, i.e., the instructional environment.

2. Effective facilitation requires timeliness, informed and skillful behavior of facilitators, and the simultaneous presence of necessary behaviors in a given environment at a given time.
3. Effective facilitation of instruction requires role-responsibilities cooperatively identified and continually reviewed by all participants in the enterprise. Research indicates that models of "shared leadership" depend for success on accurate identification of zones of concern and expertise.
4. Each school is a unique "situation" in which instruction and its facilitation takes place. Facilitative behavior is most effective when based on an accurate assessment of and response to "situational" realities. Behavior "models" must be situationally adjustable if individual units are to be managed well.
5. On-going renewal is necessary, and requires input of knowledge, assessment of current practices, identification of discrepancies and distinctions, remediation through processes of action-research, and commitment to inquiry as a component or aspect of all school activity.

VII.

Time for renewal may take a "front-end load" investment, but ultimately is generated by increased efficiency in on-going behavior. That is, when renewal activity results in fewer discrepancies and disfunctions, then the time saved from dealing with the results of these discrepancies and disfunctions is available for the renewal process itself.

Appendix IX

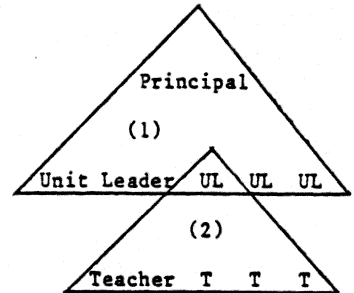
Applications of the Linking Pin Concept

CODE B:

APPLICATIONS OF THE LINKING PIN CONCEPT
(Based on R. Likert)

The basic model:

- (1) The school level leadership group is composed of principal and unit leaders, who are leaders of teacher level groups
- (2) of which they are a natural member.

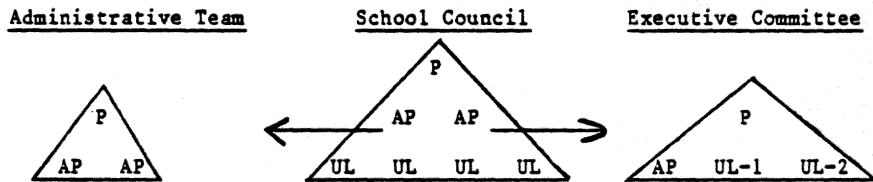


The basic model supports two basic concepts:

1. Every person is joined in the organizational structure through "linking pins."
2. The school level leadership group is composed of both administrative and instructional frames of reference.

Variations on the Basic Model

Large schools may need such variations as follows:

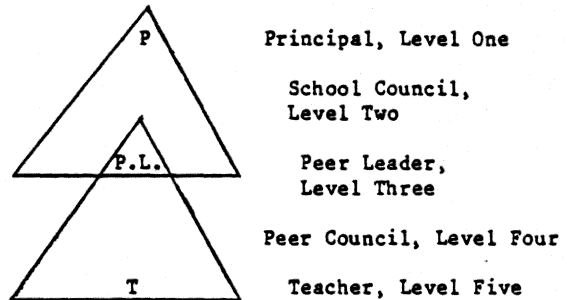


Explanation:

The school council may have so many members that it is too large for day-to-day functions. The administrative team would be composed of all the designated (R-Scale) administrators in the school. The executive committee would be composed of the principal, a representative of the assistant principals (plus the associate principal if there is one), and representatives of various clusters of unit leaders. For instance, at the secondary level, one unit leader (say the English leader) may represent the points of view of English, Social Studies, Science, Mathematics, etc. Another might represent the various fine arts. Another the practical and vocational arts, etc.

These variations provide for efficiency, while protecting the basic concepts presented with the basic model.

Small schools may use the basic model, but combine groups of instructional staff members (as functionally as possible) in order to have groups of effective sizes.

Concept of Decision/Behavior Levels:

- Level One: Principal, usually after consultation with appropriate persons/groups, makes decision or takes action.
- Level Two: Members of council, after consideration, make decision or take action AS A GROUP (one person, one vote).
- Level Three: Peer leader, usually after consultation, makes decision or takes action.
- Level Four: Members of peer council, after consideration, make decision or take action AS A GROUP (one person, one vote).
- Level Five: Teacher, within guidelines and perhaps after consultation with appropriate others, makes decision or takes action.

KEY CONCEPTS FOR APPLICATION OF THE LINKING PIN CONCEPT

1. Form or identify basic peer groups - each group having enough members for effective group interaction.
2. Appoint or elect (through cooperative processes) capable and interested peer group leaders.
3. All professional staff members (instructional level) should be in an appropriate peer group or hold individual membership at council level.
4. Form a council of the peer group leaders, any individual instructional level personnel, and management personnel.
5. If necessary because of size, form an executive committee of the council. Such a committee should be representative of all basic frames of reference. Each frame of reference should be represented by one of the council members of each frame of reference. (For example, one assistant principal might represent all assistant principals. One department leader might represent one group of departments, another might represent another group of departments, etc.)

6. Use the structure for communication and decision processes. Emphasize effective down-the-line, up-the-line, and horizontal communication. Emphasize the location of decisions as close to the locus of basic information and as close to the level of basic implementation as possible.

Assign to each level of individuals and groups appropriate management behaviors and appropriate participation in decision processes. (These assignments should be cooperatively designed.)

Periodically, focus attention on how the structure and processes are working.

Pay particular attention to concepts of situational leadership, recognizing that individuals and groups have varying needs, interests, capabilities, experience, etc.

Finally, provide for growth and renewal of individuals, structures, and processes.

Appendix X
Comparison of Linking Pin Concepts
and Existing School Structures
(Form 1-B)

SCHOOL

COMPARISON OF LINKING PIN CONCEPTS AND EXISTING SCHOOL STRUCTURES

Note: Consider only professional staff in this analysis.

Place in the blank next to each item, the code which most accurately compares what your school now has with Likert's linking pin concept.

CODE: E = exact, complete match-up
 S = similar feature, but not exact
 N = Likert's feature not present in your school

- ___ 1. Instructional staff members are organized as basic peer groups, each group having enough members for effective group interaction.
- ___ 2. Each group of instructional staff members has a capable and interested leader (who is a natural member of the group).
- ___ 3. All instructional staff members are in an appropriate peer group, or hold individual membership at "council" level. (See #4.)
- ___ 4. There is a "council" composed of peer group leaders, any isolated individuals per item #3, and management (R-scale) personnel.
- ___ 5. The structure is used for:
 - ___ a. down-the-line communication (principal to peer leader to peer group)
 - ___ b. up-the-line communication (reverse of a)
 - ___ c. horizontal communication (peer group leader with other peer group leaders and members of peer groups with each other)
- ___ 6. Decision-making and other management behaviors are distributed appropriately to the various levels of the linking pin structure.

Appendix XI
Three-Minute Test

Three-Minute Test

1. Read everything before doing anything.
2. Put your name in the upper right-hand corner of the paper.
3. Circle the word "name" in the second sentence.
4. Draw five small squares in the upper left-hand corner of this paper.
5. Put an X in each square mentioned in number 4.
6. Put a circle around each square.
7. Sign your name under the title of this page.
8. After the title, write "yes, yes, yes."
9. Put a circle around sentence number 7.
10. Put an X in the lower left-hand corner of this page.
11. Draw a triangle around the X you just made.
12. On the back of this page, multiply 70 x 30.
13. Draw a circle around the word "paper" in sentence number 4.
14. Loudly call out your first name when you get to this point in the test.
15. If you think that you have carefully followed directions, call out, "I have."
16. On the reverse side of this paper, add 107 and 278.
17. Put a circle around your answer to this problem.
18. Count out in your normal speaking voice from 1 to 10 backwards.
19. Punch 3 small holes in your paper with your pencil here . . .
20. If you are the first person to get this far, call out loudly, "I am the leader in following directions."
21. Underline all even numbers on the left side of this page.
22. Now that you have finished reading carefully, do only sentences one and two.

Appendix XII
Management Functions
and the Decision-Making Process

MANAGEMENT FUNCTIONS AND THE DECISION-MAKING PROCESS

OPINION SURVEY

If you tend to agree with a statement below, mark "A" in the space before it; if you tend to disagree, mark "D" before it.

- A=100%; D=0% 1. Staff personnel policy and practices should seek to enhance the dignity, integrity, and self-respect of the teacher.
- A=100%; D=0% 2. Staff personnel policy and practices should generally encourage the creativity, individuality, and self-realization of the teacher.
- A=50%; D=50% 3. If one must decide between equal treatment of teachers or permitting variations in personnel practices to accommodate individual differences among teachers, the principal should generally favor the former.
- A=70%; D=30% 4. If a serious conflict arises between two teachers in school, it is usually a good idea for the principal to moderate a discussion between the two in an effort to reduce the conflict.

Appendix XIII

Problems 1-4

PROBLEM 1

TO: All Principals
 FROM: , Superintendent
 DATE: March 5
 SUBJECT: Sick Leave Provisions

As you know, the Personnel Committee of the Board of Education is reviewing certain aspects of our personnel policies. Presently under consideration is our provision for up to five days absence annually, cumulative up to thirty days after six years, for absence with pay because of illness. There is good reason to believe that a few teachers are taking advantage of this generous provision by claiming illness while absent for other reasons.

Please indicate below how you would feel about our requiring a doctor's certificate certifying illness for all such absences of two or more consecutive days duration.

_____ I favor the requirement of a doctor's certificate.

_____ I disfavor the requirement of a doctor's certificate.

PROBLEM 2

TO: All Principals
 FROM: , Superintendent
 DATE: March 6
 SUBJECT: Reconsideration of Retirement Policy

I tend to favor principals having a major responsibility in determining the proper time for the retirement of teachers. If the board were to delegate this authority to you, would you generally favor

_____ the automatic retirement of all teachers at a predetermined compulsory retirement age for all.

_____ the retirement of teachers at various ages beyond, say 65, as determined by the merits of the individual case.

Please check your preference and return it to me. There will, of course, be opportunity for further discussion before any change of policy is undertaken, if consideration of such change seems appropriate from your responses.

PROBLEM 3

You are the principal of a school and the afternoon dismissal bell will ring in a minute or two. Two memos from your secretary are on your desk upon your return from a class visit. You have time to deal with only one of them before you must leave for a late afternoon visit with regional officials from the State Department of Education. Place an X before the one matter which you would attempt to handle before your departure.

1. A memo from your secretary stating that while you were out of the office the president of the PTA asked that you return his call.
2. A memo from your secretary stating that while you were out of the office one of the teachers had come by to see you and wanted you to know that she had a matter which she wished to discuss with you.

PROBLEM 4

Miss Harriman, a teacher of basic language arts in your school, sent you this note yesterday:

I found Jeff Baker cheating on his test today. I destroyed his paper and told him that I could give him no credit for such work. I wanted you to know of this in case his father decides to make an issue of it.

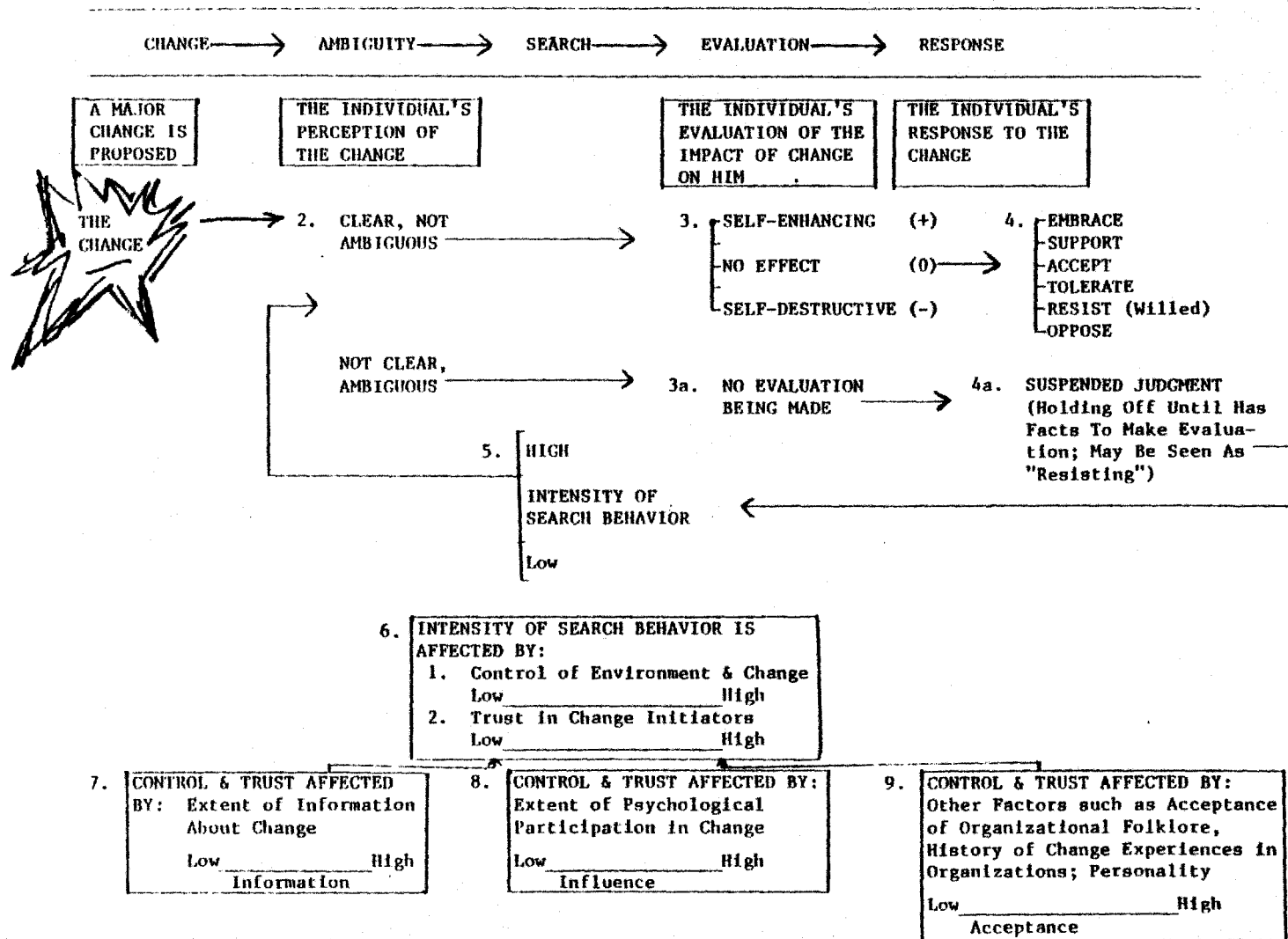
Rachel Harriman

Sure enough, Mr. Baker and Jeff are on your doorstep this morning awaiting your arrival, both of them proclaiming Jeff's innocence, protesting Miss Harriman's action, and requesting that you intercede in the matter.

In such circumstances, when I can't establish the facts for myself, I WOULD

- support the teacher
- support the parent and/or child
- ask Miss Harriman to give Jeff another spelling test
- take no stand, simply try to pacify both parties.

Appendix XIV
Model for Understanding
and Individual's Response to Change



FROM: Mann, F. C. and F. W. Neff (eds.) MANAGING MAJOR CHANGE IN ORGANIZATIONS.
Ann Arbor: Foundation for Research on Human Behavior, 1964.

Appendix XV

Strategies for Managing Change

Strategies for Managing Change

(-) ← Management's Estimate of Impact of Change on Individual → (+)

	Estimate as incompatible with individual's personal goals	Don't know	Estimates as compatible with individual's personal goals
(+) ↑ Estimates as Self-Enhancing (compatible with personal goals) The Individual's Estimate of Impact of Change on him ↓ Estimates as Self-Destructive (incompatible with personal goals) (-)	When finding (A) <u>Support and Acceptance:</u> Start scaling down expectations to realistic basis so that disillusionment is not destructive	When finding (D) <u>Support and Embracement:</u> Provide full information with knowledge that course of change is not fully predictable	When finding (C) <u>Embracement and Support:</u> No problems except to maintain favorable definition of change
	When finding (B) <u>Resistance:</u> Begin to review objectives and give information about the change to reduce ambiguity	When finding (E) <u>Resistance:</u> Provide full information about necessity for change as seen by management Share control in putting change into effect	When finding (H) <u>Resistance:</u> Increase information about change to reduce ambiguity
	When finding (C) <u>Opposition:</u> Review change objectives Change objectives or Change personnel (Change would have to be made in period of power imbalance in favor of management)	When finding (F) <u>Opposition:</u> Provide full information Share control in putting change into effect	When finding (I) <u>Opposition:</u> Increase information about change and its implications Recognize that climate of trust is unfavorable Identify and publicize how steps being taken are compatible with individual goals -- distinguishing this change from others in the past

FROM: Mann, F. C. and F. W. Neff (eds.) MANAGING MAJOR CHANGE IN ORGANIZATIONS, Ann Arbor: Foundation for Research on Human Behavior, 1964.

Appendix XVI

Material from Hoy/Miskel

Material from HOY/MISKEL is reprinted with permission.

A. BASIC VOCABULARY

1. Zone of acceptance: read zone of acceptance of leader-made decision/ leader behavior. Subordinate WILL ACCEPT decisions made for him (affecting him) by superiors.
2. Test of relevance: degree of personal stake associated with the decision.
3. Test of expertise: degree of subordinate's ability (based on scope of experience/competence) to participate meaningfully. (Task specific maturity)
4. Democratic-centralist: leader makes decision after consultation.
5. Parliamentarian: one person, one vote, including leader-majority rule, with protection of minorities.
6. Participant-determining: consensus (very frustrating even when useful.)

B. BASIC QUESTIONS

1. Shall subordinates be involved in this? (Zone of acceptance, test of relevance, test of expertise).
2. If there is involvement, how frequent shall it be?
3. If there is involvement, how extensive shall it be? (At what steps shall there be involvement?)

EXTENT OF INVOLEMENT: HIGH _____ LOW
 Step 1, plus
 Step 2, plus
 Step 3, plus
 Step 4

The earlier the involvement, the more steps included-the higher the extent of involvement. STEP 1: Defining the problem
 STEP 2: Listing alternatives
 STEP 3: Predicting consequences for alternatives
 STEP 4: Making the choice

4. If there is involvement, what decision making arrangement is appropriate? (vocabulary 4, 5, 6 in first list above.)
5. If there is involvement, what is the appropriate role of the leader (superior)?

CODE B

IN WHAT MAJOR AREAS OF MANAGEMENT BEHAVIOR/DECISION-MAKING:

- I. Do teachers (instructional personnel) have high personal stake (the behavior/decision affects them/their work significantly) AND high capability of contributing to the behavior/decision-making processes?
- II. Do teachers have high personal stake, BUT perhaps do not have high expertise, i.e., high capability of contributing to the behavior/decision processes.
- III. Do teachers have little personal stake, BUT do possess knowledge which should be included in the behavior/decision processes of management personnel.
- IV. Do teachers have little personal stake, little expertise.

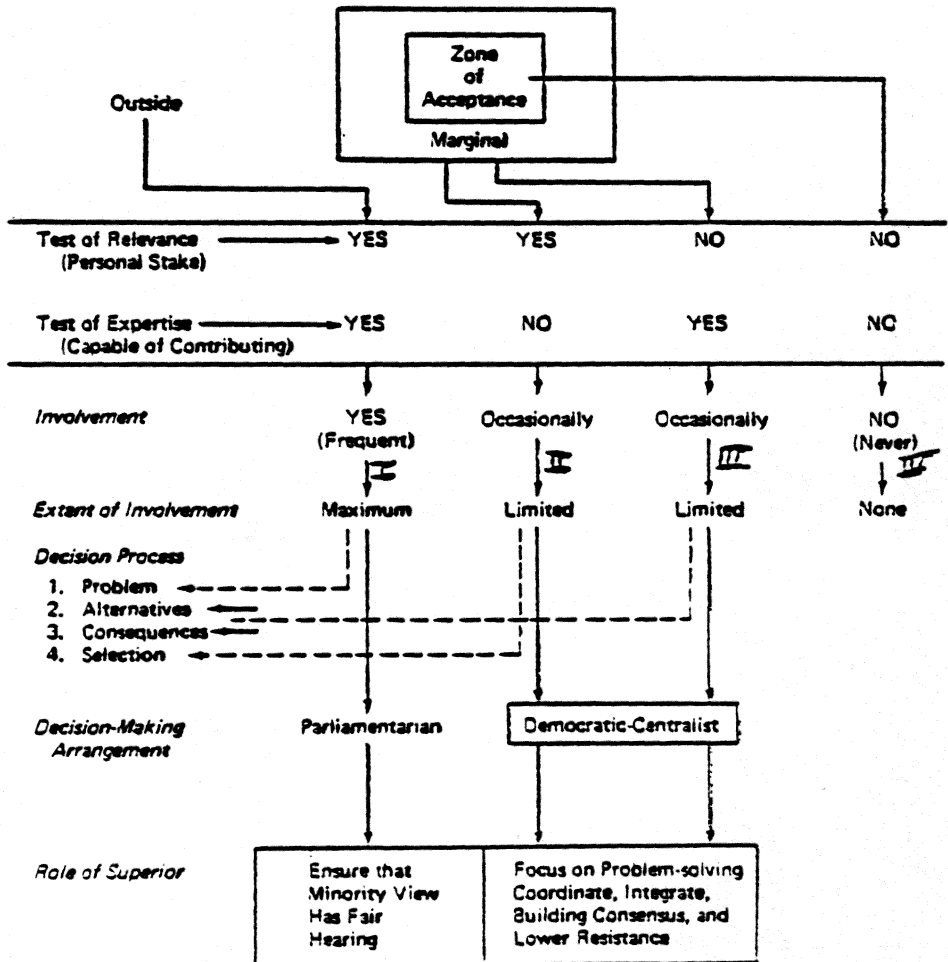


Figure 9.4 Model for Shared Decision Making

Appendix XVII

Application of the Hoy/Miskel/Bridges Decision Model

School _____

APPLICATION OF THE HOY/MISKEL/BRIDGES DECISION MODEL

Relevance: YES Expertise: YES

Frequent and Extensive Involvement

Task: List several significant school management behavior systems in which instructional staff have expertise and the test of relevance applies. Analyze your school processes to ascertain if involvement is frequent and extensive per the H/M/B model.

(OVER)

Relevance: YES Expertise: NO

Occasional and Limited Involvement

Task: First, identify in your school several examples of management behavior systems per the above criteria and analyze current levels of involvement of instructional staff, using the H/M/B model.

Second, briefly note some ways that staff expertise could be improved so that involvement could be more frequent and extensive.

Appendix XVIII

Hersey/Blanchard Situational Leadership

CODE B

H/B - 1

Hersey/Blanchard
Situational Leadership

BASIC VOCABULARY

MATURITY

Both job maturity (ability and technical knowledge) and psychological maturity (feeling of self-confidence and self-respect) are associated with the SL concept of maturity.

In SL, maturity is not necessarily associated with age.

Maturity may be understood as "readiness."

In SL, maturity is usually TASK SPECIFIC, may refer to GROUP, to INDIVIDUALS

Indicators: 1. capacity to set high but attainable goals (achievement motivation)

<u>High capacity</u>	<u>Low capacity</u>
Mature	Immature

2. willingness and ability to take responsibility

<u>Willing/able</u>	<u>Not willing/unable</u>
Mature	Immature

3. education and/or experience

<u>Much education</u>	<u>Little education</u>
<u>Much experience</u>	<u>Little experience</u>
Mature	Immature

TASK BEHAVIOR: Emphasis on ONE-WAY communication

Emphasis on WHAT, WHEN, WHERE, HOW tasks are to be accomplished

(Does NOT mean an unfriendly way of working)

RELATIONSHIP BEHAVIOR: Emphasis on TWO-WAY communication

Socioemotional support

"psychological strokes"

Behavior designed to be facilitating to work and well-being of others

AWE/DMIE
9/82

Hersey/Blanchard
Worksheet

Application of situational leadership to simulated situations:

SITUATION #1

A second-year teacher must be used as a teacher-leader in a small peer group. By chance, the other members of the group are all first-year teachers.

The task specific maturity of the teacher leader, that is serving as a teacher leader, is
M Level

Therefore, the appropriate leadership style for the principal to use with the TL is
S Level

SITUATION #2

A team of experienced teachers has been working well together for years. Each has been team leader at one time. As budget preparation time arrives, a completely new system must be used.

Probable maturity level of team with previous system _____

Probable appropriate leadership style used by principal _____

Task specific maturity level with new system _____

Appropriate leadership style for principal _____

Probable appropriate leadership style AFTER orientation of team to new style _____

SITUATION #3

A team of experienced teachers has been working well together for years. Each has been team leader at one time or another. Their principal has given them much autonomy in the past - with good results. During the spring, the group seems unable to solve a problem involving scheduling. The team leader has reported the problem to the principal and has expressed concern about the difficulty the group is having.

Probable maturity level of the team with most tasks _____

Leadership style of principal with team to date _____

Appropriate leadership style now on this problem _____

Appropriate style in areas where team is having no problems _____

SITUATION #4

A newly appointed principal discovers a staff which is generally experienced and capable in teaching. Student performance has been good. The previous principal used very autocratic methods of leadership, but was respected because of hard work, ability, and fairness. The new principal is accustomed to using participative leadership.

Staff maturity with participative leadership at this time _____

The new principal announces a linking pin structure, appoints unit leaders, and sits back to watch the faculty blossom.

Principal's leadership style (sitting back) _____

Leadership style suggested by task specific maturity level of faculty _____

Prediction of principal's face in a short time: Check One:

Situation #5

A peer unit has not been working well together. No leader has emerged. The principal is able to bring an experienced teacher-leader to the group as a result of a vacancy in the group. In this school, each group is supposed to function rather autonomously. All other groups have done so, but the principal has had to be very direct in the leadership of this group.

Maturity level of this group regarding effective group functioning _____

Principal's leadership style with group to date _____

Appropriate leadership style of principal with new teacher-leader _____

Appropriate leadership style of TL with group regarding group functioning _____

What is the maturity level of this group regarding teaching?

___ M1 ___ M2 ___ M3 ___ M4 ___ We don't know

If the teaching maturity is M3, what is the appropriate leadership style that the TL should use regarding most teaching matters? _____

Appendix XIX

Working with Situational Leadership Concepts

DMIE

WORKING WITH SITUATIONAL LEADERSHIP CONCEPTS

School Applications

1. Using INSTRUCTION as a focus, (a) identify an area in which the faculty, in general, is M-3 or M-4. (b) Is leadership style S-3 or S-4? How so? (c) If not, shouldn't it be? How can it be more so?

2. Using participation in school management (getting materials, scheduling, grouping...) as the focus, (a) identify an area in which the faculty in general is or can be assumed to be M-3 or M-4. Is leadership style S-3 or S-4? How so? If not, shouldn't it be? How can it be more so?

3. Identify an area in which the faculty in general is or can be assumed to be M-1 or M-2. Is leadership S-1 or S-2? How so? If not, shouldn't it be? How can it be more so?

Appendix XX

Results of DMIE Survey of All Staff Members

RESULTS OF DMIE SURVEY OF ALL STAFF MEMBERS OF MICHIGAN 19844. Staff Members Responded

<u>QUESTIONS</u>	<u>YES</u>	<u>NO</u>	<u>UNCERTAIN</u>	<u>SOMETIMES</u>
1. I should have more input in the area of scheduling.	24	11	7	2
2. My opinions are valued by the administration.	21	5	14	3
3. For those areas where I have competence, I am allowed the proper amount of decision making.	27	7	8	2
4. The decisions currently being made are usually correct in relation to accomplishing stated objectives in the most efficient manner.	26	2	14	2
5. The departmental organization allows me the opportunity for the proper amount of decision making.	20	3	9	2

COMMENTS1. I SHOULD HAVE MORE INPUT IN THE AREA OF SCHEDULING

-Department input should be put in writing and submitted by the chairman in writing so that there is no doubt regarding requests.

-Art

-Maximum use of facilities

-Effective scheduling can often reduce planning for teachers. Shared "wealth" is also something to be considered.

-Special population grouping (LD)

-When students are rescheduled, teachers should have more input

-Skills classes: number, time of day, back to back scheduling, teachers involved

-Changing GRADE LEVEL periods

-I should be allowed to give my preferences, but scheduling is the principal's option. There are too many parameters for me to have much say.

-Would like to know classes before September to make plans in summer.

-It helps to know what your schedule might be rather than find out the first day back in the school year.

-What to teach and which periods.

-No. of preparations—competency in subjects assigned—I am not qualified for science and find preparations and class locations/grade levels discrepancy/ a problem

-Course selection—request of free period

-Asking of choices

-I would like to see grades from 7th biology class before scheduling students semester or full year. Students could have a recommendation from 7th grade bio teacher as to whether they should be semester or full year.

-As to number of students in a lab type class.

-I believe that 7th grade science teachers should have some input in placing 8th graders into either full year or semester APS. The class lists should also be available to teachers a few days before students arrive so that potential problem students can be separated.

-Seventh grade English teachers could recommend students for eighth grade foreign language classes. Usually a student making a C or below in seventh grade English will not be successful in a full-year of foreign language.

RESULTS OF DMIE SURVEY OF ALL STAFF MEMBERS OF March 1983 S2-2
COMMENTS: CONTINUED

1. I SHOULD HAVE MORE INPUT IN THE AREA OF SCHEDULING

-Scheduling involves several areas. All of these areas have one common factor which is when we return in August. We are presented with a schedule (including conference/planning period, types of classes, lunch duty if any, etc.) which is locked in concrete. It would also seem that these schedules are developed during the summer, although the information required to do the scheduling is actually available in September. Using historical data and actual numbers of 7th graders and 8th graders in feeder schools, a preliminary schedule for the following year could be developed in late September or early October.

-There are some specific items which could depart from this "Father Knows Best" attitude. First, the conference/planning period. One statement I have heard is "someone has to have first and sixth period off." The statement is true, but why should one teacher have first period off five years in a row when he would really like another period off. I feel that the system could still operate if teachers were allowed to at least indicate a preference for a planning/conference period. I realize that there are a lot of variables or fixed conditions such as half-time teachers, teachers with split schools, etc., but the teachers could at least be asked.

-Too much emphasis is placed on "non-teaching" administrative problems in administrative scheduling. One would think that the primary function of the school was to load and unload busses and monitor the school lunch program rather than to teach academic material. Perhaps the administration could look into ways of "handling administrative duties" by administration (principals, assistant principals, guidance personnel) rather than by teachers, who have another, more essential, more demanding duty.

2. MY OPINIONS ARE VALUED BY THE ADMINISTRATION

-When they concur with those of the administration.

-The split between C-3 and C-4 classes causes problems every year. The largest problem is that there are never enough C-3 classes. Since I have been here I have written one rather lengthy memo each year. These memos have not even been acknowledged.

3. FOR THOSE AREAS WHERE I HAVE COMPETENCE, I AM ALLOWED THE PROPER AMOUNT OF DECISION MAKING

-Back-to-back scheduling (NC)

-I think that more grouping should take place when scheduling full year and semester classes. I think science should have a skills level class. I think department meetings should be optional.

-Department chairmen should have a say in faculty hiring.

-I think that when members of a department, who are professionally competent and dedicated, do not have a need for a department meeting, the department chairperson should be allowed to decide against having a meeting.

-The answer to this is "yes" simply because we are pretty much left to our own devices as regards to planning classroom instruction.

-Because of their COMPETENCE, some individuals are "overburdened" with demands by the administration, while others, because of their LACK OF COMPETENCE, are not called upon to do anything "extra", much less perform their jobs adequately. It seems that all staff members should be raised to such a level of "competency" that all could share in the proper amount of decision making as well as an equal sharing of tasks.

RESULTS OF DMIE SURVEY OF ALL STAFF MEMBERS ON 3 March 1987 S2-3
COMMENTS: CONTINUED

4. THE DECISIONS CURRENTLY BEING MADE ARE USUALLY CORRECT IN RELATION TO ACCOMPLISHING STATED OBJECTIVES IN THE MOST EFFICIENT MANNER.

- Often, objectives for decisions are not stated.
- Efficiency seems to be lacking at times.
- Back-to-back scheduling.
- This is unclear. Had no input.
- Why not ask for more department input in areas that affect it?
- I have no idea how to answer this, because I do not know which decisions are being referred to in this statement.
- I don't know what is meant by this statement. It is too open-ended.
- Decisions regarding total staff being "reprimanded" in memos, meetings, etc. rather than "offenders" being advised individually.
- Decisions regarding TIME and CONTENT of faculty in-service meetings/programs—use of delayed opening time.
- More attention needed by administration to FAC concerns.
- More follow-through needed on FAC recommendations.
- More effort on part of administration to INCREASE and IMPROVE teacher morale.

5. THE DEPARTMENTAL ORGANIZATION ALLOWS ME THE OPPORTUNITY FOR THE PROPER AMOUNT OF DECISION MAKING

- Perhaps, but bimonthly meetings aren't always necessary and departments should have more discussion.
- Department meetings should be called only at the request of the particular department chairman. Teachers' time is too valuable to waste for nonsense.
- Our department is somewhat loose. As long as we achieve the stated objectives and cover material in the Program of Studies, we do it pretty much our own way. When the department as a whole decides on something, it is a consensus, and when we do make a decision, we will do our best to implement it, even though we may not completely agree with the final decision. The reason we do is that we all feel we had a part of the decision making process.
- Concerning matters over which we have no control, such as directives from the local, area, or county administration, our department chairman will usually give us a clue as to a way to accomplish the objective with the least amount of time and effort on our part. Concerning matters over which we do have control, our department chairman allows us to make the decision as a department without any pressuring.

Appendix XXI

D.M.I.E. Evaluation - Spring, 1983

The following is a list of concepts, models, theories, etc., which have been presented to you as tools for analysing, renewing, and improving school-based management.

First, check the amount of familiarity you had with each item before DMIE. This is labeled "I."

Second, indicate how well you feel you understand the tool now. (II)

Third, indicate how helpful you think the tool is or can be in the renewal/improvement of school-based management at your school.

Tool	I			II			III		
	Familiarity Before DMIE			Understanding Now			Helpfulness		
	None	Some	Much	Unclear	Clear	Very Clear	Low	Moderate	High
8. Likert, linking pin									
9. Hoy, Miskel-participation									
10. Hersey, Blanchard-situational leadership									
11. Follett-conflict resolution styles									
12. Lewin-Force field concepts									
13. Mann and Neff, models for understanding and planning change									
14. Concept of three-directional communication- up, down, horizontal									
15. Edgemon's model for understanding, planning distribution of management behaviors									

16. In your opinion, what is the most positive or favorable characteristic or activity associated with the DMIE project?

17. What is most in need of improvement - the weakest characteristic or activity?

Thank you for participating in this evaluation.

Appendix XXII
DMIE Renewal Plan

DMIE RENEWAL PLAN

SCHOOL ROBERT FROST INTERMEDIATE AREA II SPRING 1983Directions

1. Complete the assessment sections which follow each criterion.
2. Describe your renewal plans as attachments to this document, following the directions in each section.
3. Prepare two duplicates of the entire package so that three copies can be brought to the final session.

Criterion I: Each school will have an organizational structure which supports effective institutional management and instruction.

ASSESSMENT I: ORGANIZATIONAL STRUCTURE

1. The staff survey indicates No problem Problem.
2. The DMIE TEAM follow-up indicates No problem Problem.*
3. The Likert linking pin concept was developed in part as a tool for assessing structural effectiveness. Does your school have:

	(I) Pre-DMIE	(II) Now
(a) Peer units (teams, departments)	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No*

If (II) is yes, go to (b).

If (II) is no, please use Attachment I: Organizational Structure to indicate why this is not appropriate for your school, or to describe your plans for developing such a structure.

- (b) Each instructional staff member is included in a peer unit OR (in the case of isolates) is included in the school council (see d)).

(I) Pre-DMIE	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	(II) Now	<input type="checkbox"/> Yes <input type="checkbox"/> No*
--------------	---	----------	---
- (c) Each unit has a peer leader (I) Pre-DMIE Yes No (II) Now Yes No*
- (d) Unit leaders for a "council" with administrators as a decision and action group.

(I) Pre-DMIE	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	(II) Now	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No*
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*Projected for Fall 1983 as depicted in attached DMIE PLAN FOR FROST INTERMEDIATE SCHOOL

*For each problem or no, use Attachment I: Organizational Structure, to describe your plans for improvement. If an item is not appropriate to your school, please explain. Add any comments which are appropriate.

Criterion II: Each school will have effective communication processes.

ASSESSMENT II: COMMUNICATION PROCESSES

Direction	Staff Survey Indicates		DMIE TEAM Follow-Up Indicates	
	No Problem	Problem	No Problem	Problem *
Down the line	✓		✓	*
Up the line	✓		✓	*
Horizontal	✓		✓	*

*For each problem area, use Attachment II: Communication, to describe your plans for improvement. Include a timetable as appropriate.

Criterion III: Each school will have decision processes which result in accurate and timely decisions for effective institutional management and for effective facilitation of instruction.

ASSESSMENT III: DECISION PROCESSES

- Data from the staff survey indicate: No problem Problem *
- DMIE TEAM follow-up indicates: No problem Problem *
- The Hoy, Miskel model suggests that when decisions affect instruction, instructional staff members should participate extensively in the decision processes. Does this occur regularly in your school?
 (I) Pre-DMIE Yes No (II) Now Yes No *

*On Attachment III: Decision Processes, please describe your plans for improving any problem area. Remember, if staff ought to participate but lack expertise, then this condition itself is a problem which should be addressed.

*Problem should be eliminated with implementation of DMIE PLAN FOR FCST INTERMEDIATE SCHOOL which is attached to this document.

Roster of DMIE team members assisting in the preparation of this plan:

Donald Colvin	Jackie Luce
Barbara Davis	Daniel Letern
Diane Forfan	Henry York
Karen Hamilton	

ATTACHMENT: DMIE PLAN FOR ROBERT FROST INTERMEDIATE SCHOOL

IMPLEMENTATION: The DMIE plan for effecting change will be incorporated into the Frost Management Plan for 1983-1984.

BACKGROUND: The DMIE team conducted the DMIE Staff Survey in February, 1983. The survey indicated a need for more staff involvement in the area of decision making. To further clarify specific areas of concern, the DMIE team developed a second survey and distributed this form in early March, 1983. The tabulation of this survey indicated three areas of staff concern where the faculty designated a need for more staff decision making. These areas were scheduling, communication, and course selection.

OBJECTIVES: The DMIE team has established objectives to meet the areas designated as priority items by staff members. These objectives incorporate the Hersey/Blanchard model for appropriately changing leadership style. These objectives are aimed at moving both maturity level and leadership style from M2 to M4 and from S1 to S4 levels in the areas of concern. The maturity level in the areas of concern are deemed to be at M2, therefore, the DMIE team plan proposes to provide opportunities to raise this level to M4. Therefore, the leadership style can also progress from S1 to S4 as appropriate. The objectives for Frost Intermediate are:

- To improve staff involvement in decision making
- To improve up-line/down-line communication
- To provide opportunities to increase staff expertise in master scheduling
- To provide opportunities to increase staff involvement in course selection

WORKPLANS: The Frost DMIE team has used the Linking Pin Concept by R. Likert to develop a workplan to facilitate and incorporate the designated objectives. The Frost DMIE team proposes that a LEADERSHIP COUNCIL be established to serve at level 2 of the Linking Pin Concept.

The membership of the Leadership Council will be:

- Administration: Principal and 1 Assistant Principal
- Guidance Director
- Department Chairmen (all departments will be represented)
- Librarian
- Faculty Advisory Council Chairman

The purpose of the Leadership Council will be to:

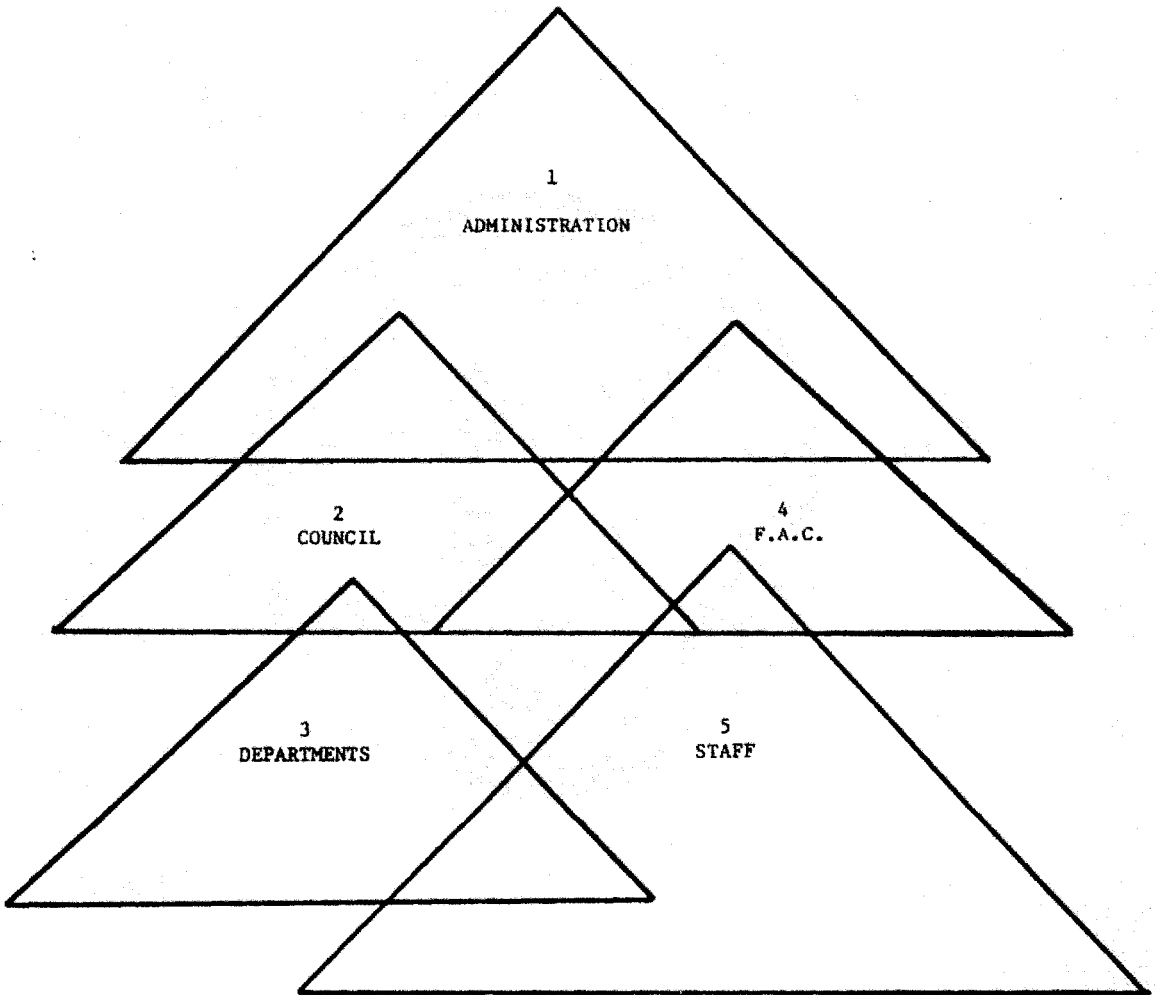
- Serve as a decision making group with one person, one vote
- Participate in activities to increase council members' expertise in the master scheduling procedures/problems
- Participate in investigating course offerings at other intermediate schools in order to increase expertise in revising/modifying course offerings at Frost
- Aid Faculty Advisory Council in addressing staff concerns

The implementation and organization of the Leadership Council will:

- Begin in 1983-1984
- Elect a chairman and recorder
- Hold regularly scheduled meetings determined by the council
- Provide a pre-planned agenda to each member
- Provide opportunities to revise and change organizational structure as deemed necessary during 1983-1984

PLAN FOR FACULTY INVOLVEMENT

ROBERT FROST INTERMEDIATE SCHOOL



**The vita has been removed from
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