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THE RELATIONSHIP BETWEEN SCHOOL-BASED DECISION MAKING AND STUDENT ACHIEVEMENT IN ELEMENTARY SCHOOLS IN A LARGE URBAN SCHOOL DISTRICT

DISSERTATION

Presented to the Graduate Council of the
University of North Texas in Partial
Fulfillment of the Requirements

For the Degree of

DOCTOR OF EDUCATION

By

Louise Norton Standridge, B.S., M.A., C.A.S.

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The purpose of this study was to explore whether school-based decision making (SBDM) impacts student achievement. Specifically, the study involved determining if the degree of teacher involvement in SBDM across eight decision dimensions differed between schools that demonstrated the most and schools that demonstrated the least district improvement in student achievement.

The population consisted of elementary schools in a large urban school district with more than ten years of SBDM implementation. Student achievement scores from 1993 to 1995 were examined for all 68 elementary schools. Based on degree of improvement for fourth grade scores over the three years, 15 schools from the 25% most improved and 15 schools from the 25% least improved were selected for study. Schools from the two extreme-groups sample were matched on five demographic variables.

The Teacher Involvement Participation Scale--TIPS-2 (Russell,1992), an instrument for measuring the degree of SBDM in eight different decision dimensions, was given to

all certified personnel at each school. A return of 575 surveys represented 63% of the sample schools' staff. Two short questionnaires were administered to principals and SBDM teams to collect descriptive data.

Findings, using MANOVA followed by univariate tests, indicated significant differences between groups in six of the eight SBDM decision dimensions. The most improved schools had a higher degree of participation ($p < .01$) in SBDM decisions in dimensions of: 1) goals/vision/mission, 2) curriculum/instruction, 3)standards, and 4) facilitating procedures/structures. Although neither group participated widely in decisions about staffing and operations, the most improved schools were more involved in those decisions than the least improved schools ($p < .05$). No significant difference was found between the two groups in the dimensions of budget and staff development.

It is concluded that student achievement is positively impacted by greater participation in SBDM in at least six of eight SBDM dimensions, with "goals/vision/mission" and "curriculum/instruction" being the most critical factors. Although these findings indicate that SBDM contributes to improved student achievement, further research is needed to determine if this study's findings are supported.

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CHAPTER 1

INTRODUCTION

"Site-based management may be the most significant reform of the decade--a potential force for empowering educators and communities" (David, 1996, p. 4). David, a leading researcher and expert in the field, continues, "Yet no two people agree on what it is, how to do it, or even why to do it",...[although] "virtually all reasons are cloaked in the language of increasing student achievement" (p.5). Another often used term for site-based management (SBM) is school-based decision making (SBDM). As a major restructuring initiative, school-based decision making merits continued study, especially as it relates to student learning.

In the current school reform movement schools are being fundamentally transformed, or restructured (Goodman, 1995). Restructuring implies more drastic changes than reform, calling for a redesign of the organizational structure. Those who have studied the problem concur that educational change should promote an organizational model of school that utilizes the expertise of school personnel. For example,

Linda Darling-Hammond (1992) states that educators are called upon to "rethink how schools are designed, how school systems are organized, how teaching and learning are pursued, and what goals for schooling are sought" (p.1). Groups such as the National Governors' Association, the Holmes Group, the Carnegie Task Force on Teaching as a Profession, and the National Commission on Excellence in Educational Administration agree that the current structure of the schools does not promote excellence in teaching and learning (Conley and Bacharach, 1990).

One form of organizational change within school districts is movement from a bureaucratic factory model involving hierarchical decision making to a more participatory site-based management model (Schlechty, 1990). Site-based management moves some of the decision-making process from the central office to the individual school where decisions can be more responsive to the needs of the learners.

As with many other educational initiatives, there are many names for site-based management (SBM). Some of the various terms include: school-based management, site-based management, school-based decision making, shared decision-making, collaborative decision-making, participatory management, and decentralization. The definitions are as

diverse as the terminology. Site-based management is typically described as a change in school governance structure that disperses some of the authority for school decisions from the central office level to the school site level (Hatry, 1993).

Site-based management does not automatically result in shared decision-making. In some instances principals may retain all or most of the decision-making power. Therefore, "shared decision-making" and "school-based decision making (SBDM)" are terms frequently used to delineate real collaborative decision making at the local school level.

The focus of this study will concentrate on school-based decision making (SBDM) in which stakeholders participate in collaborative shared decision making. The stakeholders in the local school, such as principals, teachers, parents, students, and community members, are generally represented by a school team or council.

Changing a school organizational pattern to SBDM greatly impacts the roles, responsibilities, and relationships of all school district personnel (Schlechty, 1990). The principal may function as the chief executive officer of the school and as an equal peer member of a decision-making team. Teachers must assume more responsibility as they become more directly involved in the

decisions of the school. Central office staff become support staff offering assistance to schools rather than bosses and directors.

The concept of school-based decision making is better understood when viewed by the primary areas, or dimensions, in which school decisions occur. According to Russell's (1992) review of the literature on school-based management, implementation of shared decision making occurs across eight dimensions (Conley and Bacharach, 1990; Sirotnik and Clark, 1988; David, 1989). The eight dimensions identified by Russell are: goals/vision/mission, facilitating procedures and structures, curriculum/instruction, budgeting, staffing, staff development, operations, and setting standards.

School-based decision making is a means toward desired ends. It should not be thought of as the end goal (Hanson, 1986; Conley and Bacharach, 1990). Cuban (1990) states, "Change is not necessarily improvement....Change may or may not be progress . . ." (p. 72). Therefore, the evaluation of a given educational initiative should be based on the effectiveness of the desired outcomes, not on the implementation of the initiative itself.

School-based decision making is a major restructuring initiative in the current wave of educational reform. As in many other states, Texas has legislated SBM for all publicly

funded schools for the purpose of improving school performance. In 1991 two significant pieces of legislation that mandated school-based management became law. Senate Bill 1 required each school district to establish student performance objectives by convening district and campus committees with specified membership. House Bill 2885 defined school councils and identified five areas for decision-making by the school councils, or teams. The five specified areas include: goal setting, curriculum and instruction, school organization, staffing, and budget (Praskac and Powell, 1993).

Most research on SBDM deals primarily with implementation and attitudes of participants. Experts in the field indicate that a considerable portion of the SBDM literature consists of advocacy pieces, position papers, conceptual theories, and implementation guidelines (David, 1989; Malen, Ogawa, & Kranz, 1990; Ellis & Fouts, 1994). David (1989) notes that there is little empirical research on SBDM, with much of the research focusing on case studies. Studies focusing on attitudes have established a positive correlation between SBDM and teacher morale, feelings of empowerment, receptivity to change, and school culture (Conley and Bacharach, 1990).

David (1996) indicates that although the ultimate goal of site-based management is to improve student performance, the intermediate goals of involving teachers in decisions about their work, and parents in their schools, are also worthwhile goals. She believes that it would be a mistake to judge SBM solely on test scores, but that it would be an even worse mistake to not judge SBM on any goals.

Peterson (1991), Lopez (1992), and others conclude that there is no evidence that school-based decision making contributes to consistent and stable improvement in student performance. The significance of this study can be found in a discussion of a research agenda for site-based management by Ellis and Fouts (1994). They state:

> The majority of the research on site-based management thus far has focused on process and not product. Our review of the literature on this topic shows that there is an abundance of materials on what to do, how to do it, and what to avoid. At some point the research must link SBM to student outcomes in a more direct manner. After all, improved student outcomes represent a major reason for the whole restructuring movement. And yet, so far, SBM has not been shown to be effective to this end... It is time to answer the more difficult, more important question: Does site-based management lead to improved student learning? (p. 81).

Statement of the Problem

The problem of this study was to explore the premise that the process of school-based decision making contributes to improved student achievement.

Purpose of the Study

The purpose of this study was to determine if there were differences in the extent of shared decision making in eight dimensions of decisions between elementary schools that demonstrated the most improvement in student achievement and elementary schools that demonstrated the least improvement in student achievement.

Research Questions

1. Do schools that have shown most improvement in student achievement and schools that have shown least improvement in student achievement differ in the degree of school-based decision making in the dimensions of:

   a) goals/vision/mission?

   b) standards?

   c) curriculum/instruction?

   d) budget?

   e) staffing?

   f) operations?

   g) facilitating procedures and structures?

   h) staff development?

2. How do SBDM teams in schools that have shown most improvement in student achievement compare to SBDM teams in schools that have shown least improvement in student achievement in the following areas:

   a) number and composition of the team?

   b) time and frequency of meetings?

   c) operational procedures?

   d) team training in SBDM processes?

Definition of Terms

For the purpose of this study the following operational definitions were used:

1. ***School-based management (SBM)***--a system of governance that decentralizes appropriate decision making power and resources to the school site.

2. ***School-based decision making (SBDM)***--a process in which the school community, including teachers, staff, administrators, parents, and community representatives, collaborate in making school decisions directed toward increasing levels of achievement for all students.

3. ***Stakeholders***--the people who have a stake in school improvement including, but not limited to, the groups involved in school-based decision making.

4. ***Dimensions of decision making***--the eight areas of shared decision making as identified by Russell (1992). The eight dimensions include: 1) goals/vision/mission, 2) setting standards, 3) curriculum/instruction, 4) budgeting, 5) staffing, 6) staff development, 7) operations, and 8). facilitating procedures/structures.

5. ***School student achievement***--the school's aggregate 4th grade score of all tests (Reading, Writing, Mathematics) on the Texas Assessment of Academic Skills (TAAS)as reported

by the Texas Education Agency's Academic Excellence Indicator System (AEIS) report card.

6. ***Most improvement in student achievement***--an increase of at least 20 percentage points over the 1993-1995 period in the percentage of fourth graders meeting minimum expectations on all tests of TAAS as reported by Texas AEIS.

7. ***Least improvement in student achievement***--an increase of less than 10 percentage points over the 1993-1995 period in the percentage of fourth graders meeting minimum expectations on all tests of TAAS as reported by Texas AEIS.

Assumptions

A major theoretical assumption of this study and of school-based decision making is that collaborative shared decision making by the teachers, parents, administrators, and other stakeholders directly involved with the school, results in increased student learning.

For this study, it is assumed that the Teacher Involvement and Participation Scale (TIPS 2) measures the degree of shared decision making (Russell, 1992) and that a schools' fourth grade aggregate score on the Texas Assessment of Academic Skills is a measurement of student achievement.

Limitations

This study was intended as exploratory. The design of the study examined relationships to determine plausible causal explanations.

A number of changes occurred in the district that may have impacted the results of the study. The superintendent of eight years retired and a new superintendent took charge beginning with the '94-'95 school year. This was the first of many personnel changes throughout the district. Twenty-seven principal positions were changed for the '95-'96 school year. Certain elementary schools were targeted for major restructuring in a district school improvement initiative. This resulted in faculty reassignment affecting a number of schools. The new personnel within the sample schools may not have had knowledge of the school's SBDM process at the time the study.

The study was limited in scope to the elementary schools in a large urban school district. Selection of schools utilized the extreme case method based on state test scores over a three year period. The sample was further defined by the willingness of the building principal or SBDM Team to be included in the study. There was no attempt to randomly select schools from a larger population.

Methodology

Setting

The school district used in this study is located in a large metropolitan area in Texas. The school district had approximately 72,000 students and 8,200 employees. The ethnic makeup of the student population consists of about 34% African American, 33% Hispanic, 30% White, and 3% other. The 115 schools within the district are comprised of 12 high schools, 21 middle schools, 68 elementary schools, and 14 schools which serve special populations.

School-based decision making was piloted in the district in 1981. After yearly growth, some form of school-based decision making was implemented in all district schools during the 1984-1985 school year. A refocus on school-based decision making in 1991 resulted in a district plan for SBDM. The renewed commitment is evidenced by the following statement from the SBDM District Plan and Handbook: "The purpose of school-based decision making within [the district] is to improve the quality and level of student achievement through the use of participatory processes" (p. i).

The history and commitment to SDBM, the diversity of the population, and large size of the district made it an appropriate site for this study.

Population/Sample

The defined population for this study included 68 Pre-K through fifth grade elementary schools within one large urban school district in Texas. Student achievement scores for fourth graders meeting minimum expectations on the Texas Assessment of Academic Skills (TAAS) for the school years 1992-1993, 1993-1994, and 1994-1995 were examined for all 68 population schools.

Using school TAAS scores as reported in the Texas Academic Excellence Indicator System (AEIS), the extreme groups sample was selected by identifying the 15 most improved schools on percent gain from 1993 to 1995 and the 15 least improved schools by percent loss, or less than 10 percentage points gain, from 1993 to 1995. In order to verify that the two groups were homogeneous, the schools in the two groups were matched on school district demographic information.

Instrumentation

Data were collected through questionnaires and examination of state and district documents. The Teacher Involvement and Participation Scale, Version 2 (TIPS-2), an instrument to determine participation in shared decision making in eight dimensions of decisions, was administered to certified staff of the 30 sample schools. The instrument used a Likert behaviorally anchored rating scale to measure teacher participation in each of the eight dimensions. The instrument's reliability (See Appendix C) and validity were established by Russell (1992). An additional SBDM Team questionnaire and Principal questionnaire were administered to SBDM teams and principals from each sample school for descriptive information.

Analysis

In this causal-comparative design, multivariate analysis of variance was used to examine the relationships between variables. The unit of analysis was the school. The independent variable had two levels of school student achievement (most improved and least improved) as measured by TAAS. The dependent variables were the degree of teacher participation in SBDM in each of eight dimensions of decision making as measured by TIPS-2.

CHAPTER 2

REVIEW OF LITERATURE

This chapter presents an overview of literature pertinent to the study. The first section provides a broad context by examining recent educational restructuring reform. The focus is narrowed to the issue of school-based decision making (SBDM); first with a general view and then from a state perspective. Specific research findings related to the study are explored in three areas: student achievement, school-based decision making, and research design.

Educational Restructuring Reform

As a system, the school has been traditionally represented as a model of top-down management, with authority resting at the top. Traditional theories of organization locate major power sources at the top of the hierarchy and limited power and influence at the lower end. School-based decision making is one aspect of current school

restructuring that attempts to move some of the power and influence for school decisions down to the campus level.

Authorities of administrative process, such as Getzels and Guba, and Hoy and Miskel (Moody, 1984) have indicated that to view schools in the light of modern systems theory, one can begin to understand that authority for decision making is not so much a function of an individual, or a position in a hierarchy, as it is one of the subsystems or elements of the system. Decision making within the organization cannot be defined or described in an organizational chart. The formal organizational chart fails to take into consideration the informal power structure and the individual differences of the people who move in and out the positions within the organization.

Some might argue for the distinction between power and authority in organizational decision making. An example of such a distinction may exist where authority would be inherent in a given position as might be defined with an organizational chart, but power would exist with certain individuals either formally or informally (Owens, 1991).

The report, A Nation at Risk, (1983) made substantial impact on reform and change initiatives in schools. Goldberg and Harvey (1983) observed, "This report sparked a national debate on education that could prove to be seminal

to the development of an ethic of excellence in education and in American life" (p. 119). Not only did A Nation at Risk spark a national debate, it also set a direction for state educational reform.

The response from state legislatures following publication of A Nation at Risk (1983) was reactive. Public interest was widespread, and the states responded with laws, mandates, and new guidelines. Between 1983 and 1987, 43 states raised high school graduation requirements, 37 states assessed student achievement, 30 states raised teacher certification requirements, and 300 state-level education study groups adopted key national report recommendations (Parker, 1987).

In the current wave of educational change, the term *reform* is replaced with the term *restructuring*. While many restructuring initiatives are not new, the term restructuring did not, according O'Neil (1990), enter the lexicon until 1986 with the publication of A Nation Prepared. Hord (1992) indicates that the term restructuring has become the educational watchword of the 90s. In fact, she states that "restructuring is such a popular term that it is in real danger of becoming so widely applied to so many different things as to be meaningless" (p. 26). To restructure something means to make fundamental changes in

the pattern of the organization of the interdependent parts of a system. Ellis and Fouts (1994) indicate that "restructuring calls for wholesale changes in the very fabric of the structure or in the very nature of the educational enterprise" (p. 7).

Anne Lewis, in her book Restructuring America's Schools (Lewis, 1989) reviews definitions offered by a number of educational leaders in the restructuring movement. The following are some of the examples she presents. Frank Newman, president of the Education Commission of the States, interprets restructuring to mean "changing the nature of the schools from the interior, so that students become active learners, partners in the learning process" (Lewis, 1989). Albert Shanker, president of the American Federation of Teachers, has asserted that the reform movement of the early eighties tried to improve schools without significantly altering the basic structure of education. He believes restructuring "seeks to create new relationships for children and teachers by giving teachers the greatest possible flexibility in matching students with the appropriate learning experience" (Lewis, 1989). Phillip Schlechty, a leader in the restructuring movement in Kentucky, defines restructuring as "altering systems of rules, roles, and relationships so that schools can serve

existing purposes more effectively or serve new purposes altogether"(Schleclty, 1990).

Lewis (1989) summarizes the key features of restructuring. Restructuring:

> -Is student and teacher centered.
> -Changes the way students learn and teachers teach, requiring both to assume greater initiative.
> -Applies to all students and all schools, not just the disadvantaged.
> -Affects curriculum as well as organizations.
> -Needs a central vision within a school to which all subscribe.
> -Requires becoming "unstuck" from many current reforms and from a built-up central bureaucracy.(p. 6)

Although the term restructuring is difficult to define due to the multiple interpretations, Conley (1991) clarifies the term by contrasting it with other often used terms in the lexicon of educational change. He groups change activities into three categories, but indicates that it is not the activity in and of itself, but the intended purpose of the activity that determines the classification. Conley (1991) defines his classification of educational change as follows:

> Renewal--activities designed to help the organization do what it currently does better and more efficiently.
> Reform--activities that change existing procedures, rules, and requirements to enable the organization to adapt the way it functions to changing circumstances.
> Restructuring--activities that change fundamental assumption, practices, and

> relationships, both within the organization and between the organization and the outside world in ways that lead to improved student learning outcomes. (p. 12)

Others distinguish between different types of educational change by sequencing the major changes and describing the differences in terms of periods of time, or "waves of reform." The waves vary in both number and duration depending on the view of the author. Cuban (1990) describes this phenomenon as follows:

> Within each series of waves breaking on the shores of public attention, there are smaller ones. There is the mini-wave of rising and falling expectations; there is the mini-wave of policy talk where new phrases are coined and become part of reformers' vocabularies only to fall into disuse; there is the mini-wave of the change process itself, where talk leads to some policies getting adopted, partially or wholly implemented, and, in the case of a few, incorporated into organizational practices. As mini-waves within the larger wave action, they overlap, often lagging behind or forging ahead of a companion mini-wave producing, over time, one large wave of public attention that comes to a close as another begins. (p. 9)

Many date the beginnings of the first wave of reform with the publication of A Nation at Risk in 1983. In describing the reform efforts of the eighties, Passow (1990) characterizes the first wave, as top-down, state actions to promote excellence and public confidence by raising standards. The second wave of reform which began in the latter part of the decade is characterized by a focus on

preparation of teachers and higher education. The Holmes Group Report and the Carnegie Forum's Task Force on Teaching as a Profession were significant in setting the direction of this wave of reform. The third wave of reform overlapped the second wave as it began yet another focus on educational change. Conley (1991) summarizes Passow's (1990) description of this current wave as having the following characteristics:

> -Decentralization of decision making through-site-based management, waivers of regulations,restructuring experiments...
> -States set standards but provide flexibility in how local districts meet them.
> -Teacher ownership and involvement in change.
> -Restructuring with emphasis on bottom-up rather than top-down.(Conley, 1991, p. 13)

Restructuring of schools is a complex ongoing process that involves every aspect of public education. Many educational leaders have developed models of restructuring to facilitate schools in the process. Some of the more wide-spread restructuring efforts which involve selected schools throughout the nation include: John Goodlad's *School Renewal Consortium*, Carl Glickman's *League of Professional Schools*, Ted Sizer's *Coalition for Essential Schools*, Hank Levin's *Accelerated Schools*, and James Comer's *School Development Program* (Mohrman & Wohlstetter, 1994). Restructuring efforts have been initiated on a state-wide

basis, Kentucky for example, and in large school districts such as Chicago and Dade County, Florida. One of the common threads of all of these restructuring efforts is the process of school-based management.

Because there are numerous restructuring activities in which schools are involved, it becomes easy for the school to get lost in the means, or individual activities of restructuring, and thereby lose sight of the central purpose. In an attempt to clarify the multitude of projects and activities, Conley (1991) divided the major components of restructuring into three categories. Conley's Dimensions of Restructuring " identify three central variables of restructuring that focus directly on student learning, four enabling variables capable of enhancing the learning process rather directly, and four supporting variables that hold the potential to restructure education but are more removed from the classroom (p. 21)." The three central variables are curriculum, instruction, and assessment and evaluation. The four enabling variables consist of time, technology, learning environment, and school-community relations. The four supporting variables encompass governance, working relationships, personnel, and teacher leadership.

The "restructuring" educational wave of reform has been increasing in momentum since the latter half of the 1980's.

However, it is difficult to determine the effectiveness of the movement even after five or ten years. Hord (1992) states that there is "not a clear and definitive--or even a vague and tentative--set of research findings to tell us whether (or what about) restructuring works (p. 26)." A 1990 RAND Corporation report (Hord, 1992) states that, "The current state of research knowledge is insufficient to establish a causal link--or even an empirical one in some cases--between restructuring and student outcomes (p. 26)."

Restructuring efforts often incorporate the process of school-based decision making as one of the major components. Therefore school-based management is only a means in the restructuring process toward improved student learning. However the two processes often become confused. Mark Tucker, of the Carnegie Forum on Education and the Economy, observes, "A lot of people have equated restructuring with site-based management or shared decision making. I think districts who follow that are headed for disaster"(Conley, 1991, p. 34). Taylor and Levine (1991) make similar distinctions. They state, " School-based management can be an important component of school improvement projects. By itself, however, it does not provide a comprehensive model for bringing about fundamental reform in elementary and secondary schools." (p. 397).

Praskac and Powell (1993)conducted a study on site-based decision making in Texas schools one year after the state mandate required that districts submit plans for implementing site-based management to the state education agency. In their summary they state, "While the rhetoric of site-based decision making (SBDM) is popular, the notion remains 'empirically elusive' with regard to form, shape, type, pattern, or model of decentralization adopted. Nonetheless, policymakers have forged ahead" (p. 1). They also conclude by identifying three of the most important areas for future research. They are "training for SBDM, the tie between SBDM and curriculum and instruction, and the effect of SBDM on student achievement" (p. 54).

The focus of this study was to explore the relationship between school-based decision making and student achievement, or what Conley (1991) refers to as the central variables and the supporting variables in a school restructuring effort. School Based Decision Making (SBDM) is a dominant restructuring activity being implemented in schools throughout the United States and the world. It involves redefining school governance for the goal of supporting improved student learning.

School-Based Decision Making

The term most universally used in the literature to describe the various arrangements of decentralization of school decisions is "site-based management", or SBM. There are a number of other terms in the literature which may be used either synonymously or to denote a different connotation of the term site-based management. Some of the terms include: school-based management, shared decision-making, school-based decision making, site-based decision making, collaborative decision-making, participatory management, teacher empowerment, and decentralization. Although school-based decision making (SBDM) is the subject of this study, because of the many variations in terms, this review of literature incorporates the terminology of the cited authors.

Liontos (1993) indicates that the terms "decentralization" and "site-based management" are often incorrectly interchanged with "shared decision making." She indicates that decentralization and site-based management refer to the transfer of authority to local school units, whether decisions are shared at the school is at the discretion of the principal. Therefore, site-based management may include shared decision making, but shared

decision making is not always a component of site-based management. David (1989) further clarifies this difference: "In the context of school-based management, shared decision making refers generally to the involvement of teachers (also parents, community representatives, or students) in determining how the budget is spent, who is hired, and whatever other authority has been delegated to the school". (p. 48)

Although the most widely used terms in the literature are site-based management or school-based management (SBM), Mitchell (1990) provides a rationale for the terminology used in this research and by the school district under study. He indicates that the widespread use of the term "site-based management" is a misnomer because it implies that teachers, parents, and others are going to be involved in managing the school. He states:

> Site-based decision making is neither principal autonomy nor teacher control. It means moving some decisions traditionally made by the central office to the building level and, in turn, allowing staff members and community members to participate in some decisions normally made unilaterally by the principal. It is not an opportunity for principals and schools to secede from the school district. It doesn't infer that teachers have an opportunity to manage the schools. This is an administrative function.(p 2)

Mitchell (1990) further says that if a title is to reflect its philosophy then the terms "shared leadership", "site-

based decision making", or "school-based decision making" would be more appropriate.

The definitions of the concept of school-based decision making are also diverse. Mitchell (1990) provides the following definition:

> SBDM is a process in which a variety of members of the school community collaborate, where appropriate, in identifying problems, defining goals, formulating policy, shaping direction, and ensuring implementation. Those individuals who are responsible for the implementation of a decision at the building level are actively and legitimately involved in making the decision.(p.3)

At a joint conference, in 1989, of the American Association of School Administrators, the National Education Association, the American Federation of Teachers, and the National Network for Educational Renewal, the delegates renamed "site-based management" as "school-centered decision making" (Fulbright, 1989) in order to better reflect their concept for implementation.

John Prasch (1990), in a publication which he authored for the Association of Supervision and Curriculum Development (ASCD), does not view the multiple definitions of school-based management, or decision making, as a problem. He states:

> In deference to the flexibility inherent in SBM, I purposely avoid a tight definition of the term. It is more practical and more useful if allowed different meanings for different school

> districts. Renaming the movement to "school-centered decision making," is a legitimate attempt at a more precise definition. Yet the search for precision only plays semantic games with a concept whose very essence encourages variability.(p. 3)

David (1989) also indicates that school-based management is not a prescription or a fixed set of rules. In fact, she states "by definition it (SBDM) operates differently from one district to the next and from one school to the next and from one year to the next." (p. 49). The goal is to empower school staff by providing the authority, flexibility, and resources to solve the educational problems particular to their schools.

The stated purposes and rationale of SBDM do not show as much variability as the terminology and the definitions. Although some variation does exist, the one almost universal goal of SBDM is improved student achievement and learning. Cotton (1992) synthesizes the rationales for SBDM from the works of a dozen authors of studies in the area of school-based decision making. She summarizes:

- The school is the primary unit of change.
- Those who work directly with students have the most informed and credible opinions as to what educational arrangements will be most beneficial to those students.
- Significant and lasting improvement takes considerable time.
- The school principal is a key figure in school improvement.

- Significant change is brought about by staff and community participation in planning and implementation.
- School-based management supports the professionalization of the teaching profession and vice versa.
- School-based management structures keep the focus of schooling where it belongs--on achievement and other student outcomes.(p. 5)

As with many other educational trends, school-based management is not a new concept. The earliest schools dating from the common-school era were locally controlled and funded by the school community (Ellis & Fouts, 1994). A change in the fundamental power structure of the schools began just before the end of the 19th century and continued into the 20th century. This ushered in the era of scientific management with the growth of centralized bureaucracies at the district and state levels. Cuban (1990) in an article on the cyclical nature of educational reform efforts, points out that "over a century ago, there were more than 100,000 school districts in the nation" (p. 5). The reformers of the progressive movement viewed the system as inefficient and corrupt. They proposed consolidating many tiny rural districts into larger ones and centralizing power in school boards that would hire trained professionals to run the schools (Cuban, 1991). However during this same period, John Dewey (1916) advocated

autonomy for the individual schools in order to provide a more child centered environment.

In the 1960s a movement toward decentralization was underway. Taylor and Levine (1991) credit a school improvement program known as Individually Guided Education (IGE) pioneered by Herbert Klausmeier at the University of Wisconsin, Madison as the impetus for the this change in direction. As schools began to implement IGE, it was found that day-to-day decision making had to take place at the school site and involve the teachers and principal.

Changing characteristics of neighborhoods and the schools in the late 1960s and early 1970s also contributed to a move toward decentralization. Schools and educators were urged to be more responsive to their communities. Cuban (1990) indicates that "Values of participation and equity lay at the core of the impulse to decentralize authority of govern schools. However, by the mid-1970s the surge of interest in decentralization had spent itself"(p. 5).

In the 1980s centralizing authority again gained support from state policymakers who legislated school improvement. Several years later it was recognized that state-driven reforms were not producing the expected impact. "New reform proposals to decentralize decision making were

heavily influenced, first, by the research literature on the individual school as the unit of change and, second, by corporate executives who pointed to their organizations, where decision making occurred at the site at which products were made or services delivered" (Cuban, 1990, p. 5). Thus began the present decentralization movement with many various forms of school-based decsion making.

The movement toward SBDM parallels industry's move toward decentralization and participatory management. American businesses and industries have followed other world economic powers, such as Japan, in implementing participatory management processes that are designed to allow those closest to the problem to provide direct input into the solution. School-based decision making has become the education counterpart of industries' Theory Z concept and W. Edward Deming's philosophy as evidenced in Total Quality Management (TQM).

The research or theoretical base for SBDM is found in organizational theories derived from the business world. In his book, Organizational Behavior in Education (1991), Robert Owens describes the opposite ends of a continuum on which are found two competing theoretical models. Owens describes bureaucratic theory as the traditional hierarchical model with top-down management and decision

making. At the other extreme, human resources development theory holds that organizational effectiveness is increased when those on the "lower rungs" are involved in the decision making process. Owens based his description on the works of such theorists as Douglas McGregor (Theory X and Theory Y), and Chris Argyris (Pattern A and Pattern B leaders). School-based decision making (SBDM) is based on the latter of these models.

School-Based Decision Making in Texas

As of September 1992, all Texas school districts were legislatively mandated to submit plans to the Texas Education Agency (TEA) describing their decision-making processes. The definition used by TEA includes the elements of decentralization and collaboration. In the Resource Guide on Site-Based Decision Making and District and Campus Planning published by TEA(1992) site based decision making is defined as:

> a process for decentralizing decisions to improve the educational outcomes at every school campus through a collaborative effort by which principals, teachers, campus staff, district staff, parents, and community representatives assess educational outcomes of all students, determine goals and strategies, and ensure that strategies are implemented and adjusted to improve student achievement.(chII, p. 1)

Two laws, Senate Bill 1 (1990) and House Bill 2882 (1991), mandate that each school district implement site-based decision making and the development of collaboratively developed campus educational improvement plans (CEIPs). Wohlstetter and Buffett (1991, p. 13) point out, there is a paradox when the central authority legislates or regulates specific outcomes while encouraging schools to make operational management decisions. Brown (1991, pp. 47-48) warns that state-mandated reform that is prescriptive yet general is antithetical to the philosophy of SBDM and stunts the exploratory process that district and school personnel need to go through in restructuring.

In May of 1991, House Bill 2885 was enacted requiring "site-based decision making" in all of Texas public school districts. As stated in Texas Education Agency's Resource Guide on Site-Based Decision Making and District and Campus Planning (1992), the law directs local school districts to outline the role of campus committees already mandated in Senate Bill 1 to include "responsibility for improving student outcomes through goal setting, curriculum, budgeting, staffing patterns, and school organization." (p. 13) These five areas form the core areas of decisions to be addressed by the campus SDBM teams.

The State Advisory Committee on Site-Based Decision Making identified six basic components of SBDM. The committee stated the following expectation for Texas schools:

> Site-based decision making will be implemented in a way that:
> -reflects a commitment to improved outcomes for all students;
> -outlines a collaborative structure and process;
> -provides a statement of purpose for site-based decision making;
> -defines decentralization parameters;
> -provides adequate time, ongoing human resource development, and technical support; and
> -establishes procedures for planning and evaluating the decision-making process;
> so that learning can be improved for *all* children and youth in the state of Texas.(TEA, 1992, p. II-3).

In order to guide districts in their creation of SDBM implementation plans, the commissioner of education was empowered by law to provide assistance. Accordingly, TEA issued a resource guide for SDBM in Texas schools. The guide outlined the process of developing a plan and reviewed the structure as specified in the law, such as the composition of the school SDBM committees and the specific areas of decisions that occur at the campus level. Schools were also given the leeway to apply for waivers from state rules that they believe impede student learning.

Under Senate Bill 1, both district-level and campus-level committees were established to determine school district and campus student performance objectives. The district committee was required to be composed of two-thirds teachers and one-third administrators. Composition of the campus committee was specified by SB 1 to include teachers, parents, and community members with the principal chairing the committee. (Praskac & Powell, 1993, p. 26).

Over the years, Texas schools have had various statewide student testing programs designed to measure academic proficiency and achievement. Currently the state administers the Texas Assessment of Academic Skills (TAAS) criterion-referenced test to public school students in grades three through eight and at grade ten. The TAAS test is designed to measure academic skills in a range, rather than just above or below a minimum skill level. Beginning in 1993 student performance on the TAAS test was used to rate individual campuses under the state's performance accountability system. The purpose of the Academic Excellence Indicator System (AEIS) is to drive educators toward seeking further proficiency gains for their students (Powell, 1993).

Related Research on Student Achievement

School improvement is multi-dimensional and therefore very difficult to measure. Student achievement is only one component of school improvement and open to questions concerning its measurement. Good and Brophy (1986) state that student achievement on standardized test scores cannot be equated with effectiveness per se. They indicate that measures of student achievement are both relevant and interesting, but should be considered as only one dimension of an effective or improving school.

Good and Brophy (1986) report that "most research indicates that family background variables affect student achievement more than school variables (p. 571)". However, they indicate that there is growing evidence that social and instructional variables, rather than resource variables, account for important variation among schools.

Rutter (1983) argues that the impact of schooling on achievement is underestimated. If research utilizes some average measure of an entire school, all children at that school receive the same school score. Therefore, results based on such statistical analyses will likely underestimate the size of school effects.

Student progress varies from school to school, but the most important issue is whether variation in achievement among schools is affected by school process or whether this variation can be explained completely in terms of student factors (Good & Brophy, 1986). In their summary on research on student achievement, Good and Brophy (1986) indicate that some of the factors not associated with achievement are small class size, achievement grouping, and physical facilities of the school.

Cohen (1983) provides an overview of the research on schooling practices that contribute to student achievement. He points out that by attempting to explain differences between schools' average levels of student achievement, most research overlooks the fact that most of the variance in student achievement occurs within the school.

Brookover, Beady, Flood, Schweitzer, and Wisenbaker (1979) studied 68 elementary schools that represented a random sample of Michigan fourth and fifth grade students. The measure for academic achievement used in their study was the average percentage of students who mastered the objectives in the Michigan School Assessment Test. They used the mean percentage of all reading and mathematics objectives mastered to reflect achievement.

Related Research on School-Based Decision Making

David (1989), in an article entitled "Synthesis of Research on School-Based Management", indicates that, "...there is surprisingly little empirical research on the topic. Searches of education indexes yield numerous references for school-based management, but virtually all are conceptual arguments, how-to guides, and testimonials from practitioners" (p. 45). She draws on the related research topics of school improvement and organizational change to describe the theory of school-based management and the connections between the process and the achievement of improvement goals.

The rationale for school-based decision making rests on two well-established propositions. According to David (1989) they are:

> 1. The school is the primary decision-making unit; and its corollary, decisions should be made at the lowest possible level (e.g. Smith and Purkey 1985).
> 2. Change requires ownership that comes from the opportunity to participate in defining change and the flexibility to adapt it to individual circumstances; the corollary is that change does not result from externally imposed procedures (e.g. Fullan 1982).(p. 46)

In practice these propositions translate into two polices that define the essence of school-based decision

making: 1) school autonomy, especially in budgetary control, curriculum, and waivers for release from constraining rules; and 2) sharing the authority to make decisions with major stakeholders, such as teachers, parents, community members, and even students (David, 1989).

Ogawa and White (1994) sum up the main themes that appear in the literature on SBDM. The four main themes are:

1). The lack of evidence on the efficacy of school-based management.
2). The popularity of the reform.
3). The diversity of school-based management.
4). The difficulty of defining the concept (p. 53-54)

The research on school-based management seems to focus on three areas. Most of the research on school-based decision making has been descriptive on the nature of school-based management by addressing what it is, how it has been implemented, and the problems involved. A second area deals with how participants feel about site-based management. The third area, that has been examined only to a limited degree, addresses the question of how site-based management affects student learning. (Ellis and Fouts 1994)

Mohrman and Wohlstetter (1994) conducted an in-depth, three-year study of 27 schools in Jefferson Country, Kentucky; Prince William County, Virginia; San Diego, California; Edmonton, Canada; and Victoria, Australia that

had been operating under some form of SBDM for four years or more. They interviewed close to 200 individuals from school board members, superintendents, and other central office staff to principals, teachers, parents, and students in local schools. They categorized the schools into two groups: one group of schools that were successfully restructuring in the areas of curriculum and instruction and the other half that were struggling with SBDM by just going through the motions without any real change occurring in the school. The researchers found that the two categories of schools differed on four dimensions of high involvement management. High-involvement management as a construct was developed by Lawler (1986) and provided the framework for Mohrman and Wohlstetter's (1994) study on SBDM. They describe the framework as:

> Getting people involved in the success of their organization depends upon increasing their ability to influence their jobs and work settings, to participate in identifying and solving problems in the organization, and to understand and contribute to organizational success. This requires increasing the availability of the following four resources downward, throughout the organization:
>
> 1. Information that enables the individual to participate and influence decisions....
> 2. Knowledge and skills required for effective job performance....
> 3. Power to influence decisions about work processes, practices, policies, and strategy.
> 4. Rewards that align the self-interest of employees with the success of the organization. (p. 30)

As a framework for their study and to provide guidance in implementing SBDM, Mohrman and Wohlstetter (1994) translated the above four resources into behaviors or actions that they observed in the more change oriented SBDM schools than in the struggling SBDM schools. They state:

> 1. Information about student performance and comparisons with other schools, about whether parents and community leaders are satisfied with the school, and about the resources available.
> 2. Knowledge of the organization so that employees can improve it. Teachers and other stakeholders need curriulum and instructional knowledge, such as how to employ new approaches to teaching, business knowledge, such as how to develop a budget, and problem-solving skills so they can apply what they know to achieving school goals.
> 3. Power to make decisions that influence organizational practices, policies and directions. The two major power authorities are those of budget and personnel. How much power is transferred to the school and who wields it are among the central SBM policy issues.
> 4. Rewards to acknowledge the extra effort SBM requires as well as to recognize improvements. Thus for, SBM programs generally have not focused on rewards. (pp. 67,69,81-82)

In their study, Mohrman and Wholstetter (1994) identified three types of barriers to effective decision making. They are: "1) principals who were autocratic or who failed to utilize input; 2) staff factionalism, including competition between departments or divisiveness between

those in favor of reform and those opposed; and 3) staff apathy and unwillingness to get involved" (p. 176).

In the area of examining effects of SBDM on student achievement, Ellis and Fouts (1994) conclude , "The evidence is slim to none ...that student learning has increased at schools that have adopted site-based management" (p. 79). Others who have looked at the research have reached similar conclusions:

> Thus far, researchers have identified no direct link--positive or negative-- between school-based management and student achievement or other student outcomes, such as attendance. In some settings, student scores (on standardized or local tests) have improved slightly, in others they have declined slightly, and in most settings no differences have been noted (Cotton, 1992, p. 9).
>
> In sum, research as a whole does not indicate that site-based management brings consistent or stable improvements in student performance. Reasons for SBM's insignificant impact are attributed to piecemeal implementation, neglect of classroom instruction and curriculum, and lack of teacher authority. (Peterson, 1991,p. 2).

Establishing a relationship between school-based decision making and student learning is problematic. Malen and her colleagues (1990) point out that very little quantitative research has been done in this area. They also argue that factors other than SBDM might account for any gains in student achievement made after instituting the reform. These research problems are further complicated by

the absence of a standard definition of SBDM and that studies do not always indicate to what degree schools have redistributed power. Malen et al.(1990), after reviewing nearly 200 documents, conclude that site-based management in most instances does not achieve its stated objectives. They point out that gains in achievement scores appear in only a small number of select pilot schools over a short period of time.

In a three-year long study by Jenkins, Ronk, Schrag, Rude, and Stowitschek. (1994), the results indicate positive teacher attitudes toward the change process, participatory decision making in new approaches to organizing instruction, and mainstreaming of special education students; but no change was found in either student achievement or student behavior. Measures of teachers' perceptions, students' achievement, and teachers' ratings of student behavior were obtained from 72 teachers and 1362 students in 12 experimental schools and from 76 teachers and 1062 students in 10 control schools. The treatment in the experimental schools involved principal training in participatory decision making, staff training in strategies for instructing and organizing services for remedial and special education students, the collaborative development by the

staff of a school reform plan, followed by a one year implementation of the new program.

Jenkins, et al. (1994) collected and analyzed data in a number of dimensions using a multistage, multimeasure research strategy. They identified three stages of the reform change process: (1) planning and decision making, (2) implementation of program changes, and (3) outcomes resulting from the changes. The areas that were measured include: (1) teachers' perceptions of the change process, (2) number and types of new approaches, (3) service-delivery patterns, (4) teachers' perceptions of their support service programs, (5) achievement tests, and (6) behavior ratings.

In this study (Jenkins, et al., 1994) there was no significant difference between the student achievement in experimental schools that used a school-based participatory decision making model for school improvement and the control group. Achievement was measured using the reading, math, and spelling subtests of the Metropolitan Achievement Test. In a three-way MANOVA, using Wilks's lambda, neither interaction was statistically significant ($p>.10$), nor did the interaction terms reach significance (all p's$>.10$) on any of the univariate tests for the separate achievement areas.

A study by Lopez (1992) ,which examined SBDM in Texas schools, provides information on the reported involvement in dimensions of decisions and operations of the SBDM team. His study involved 13 Texas school districts which implemented school-based management. A survey questionnaire was sent to the principals of 266 campuses. A total of 163, or 61.2 percent, of the surveys were returned. The study revealed that in many areas (dimensions) there was wide discrepancy in the importance of an area in the school-based management plan and the actual decisions made in that area at the campus level.

The areas that Lopez (1992) found to have the greatest discrepancy between the reported importance and the actual number of decisions were staffing pattern determinations, establishment of the campus budget allocations, dropout program selection, and personnel selection. "Areas where there was general agreement between what was important to a school-based management plan and what was occurring at the campus level included the establishment of campus priorities, campus priorities being determined based on the educational needs of the students, selection of instructional materials and instructional methods, and addressing staff morale issues" (pp. 141-142).

Other findings in Lopez's (1992) study described the workings of the SBDM team. It was found that 59 percent of the school-site councils were elected by the groups they represented, 71 percent of the principals chaired the council, 70.3 percent of the councils met more than three times a year, and 86.9 percent of principals said that their school-site council was mainly advisory.

Lopez (1992) reported "Very few principals believed that school-based management had an influence on graduation rate and teacher attendance. But most principals believed that school-based management had influenced test scores, student passing rates in courses, and student attendance" (p,143).

In a study on perceptions of participation in shared decision making, Ferrara (1992) uses the term "domains" to categorize the areas, or dimensions, of decision making. A random sample of 640 public school teachers (K-12) from the state of New York was surveyed. The researcher measured actual and desired levels of teacher participation in SBDM to determine deviation scores. The domains she studied were planning, policy, curriculum/instruction, pupil personnel, staff personnel, staff development, school/community relations, and budget/management. Ferrara (1992) reported:

> Overall, data from the deviation measures indicated that equilibrium was the predominant

> condition for policy, curriculum/instruction, pupil personnel, and staff development categories; high deprivation for the budget/management, staff personnel, and school/community categories; and moderate deprivation for the planning category.... When the 68 individual actual and desired scores on a given item were subjected to t-tests, all differences were significant at the .01 level (p. 142).

Overall, the results from Ferrara's (1992) study supports past findings which reported that when teachers are involved in school-based decision making, they participate more in curriculum/instruction and pupil personnel decisions than in decisions relating to staff personnel and budget/management. She also found that teachers desire more participation in decisions in all areas of school-based decision making. However, a major problem in this study was the return rate of 46% resulted in a sample of 292 that was underrepresented in certain areas.

Even under the umbrella of school-based decision making, the districts and the states still influence the school curriculum. Andersen and Klein (1990) examined the interaction of levels of decision making and curriculum elements in a qualitative study. Their findings indicate that the context of curriculum decision making is dominated by the state curriculum framework at all levels of the educational system.

Ovando (1994) also found that "school districts provide curriculum frameworks and guidelines for the purpose of assuring an overall direction of the school district" (p. 327). She examined the extent schools using site-based management were engaged in decision making associated with curriculum and instruction roles and issues. Analyses of data gathered in extensive interviews from six school districts suggest schools that have implemented site-based management are progressively addressing curriculum and instruction issues as they are developmentally ready.

Research indicates that participation in the decision making process is associated with a number of positive factors, including increased teacher morale and satisfaction, organizational commitment, and cooperation. In a comparison of schools with and without school-based decision making, Weiss (1992) found that the presence of participatory decision-making structures resulted in improved teacher morale even when the principal limited the boundaries of shared decision making. Dondero (1993) found that teachers on SBM teams reported higher mean scores for school effectiveness and job satisfaction than did their non-team colleagues.

Related Research Design

In their extensive review of research on school effects, Good and Brophy (1986) discuss what they term "two of the most rigorous and salient process-product studies of school effectiveness... in order to more adequately assess the particular research strategies utilized" (p. 574). One of these studies is that of Brookover and his associates (1979). They argue that the social system of a school affects students' achievement, and academic self-concepts. Their model suggests that the behavior students learn and their achievement will vary among schools and that this variation can be explained by differences among schools in the quality of teachers and students, social structure, and climate. They further believe that the initial characteristics of teachers and students is modified by school structures, processes, and beliefs.

The Brookover et al.(1979) study involved 68 schools drawn as a random sample of Michigan fourth and fifth grade students. Data were obtained from the Michigan School Assessment Reports and questionnaires administered to students, teachers, and principals. The major school input variables were (a) the social composition of the student body, defined as the mean socioeconomic status , percentage

of white students, and average daily attendance (b) the school social structure, as defined by parent involvement, classroom organization, time allocation, and staff satisfaction; and (c) school climate, as defined by the perceived composite of norms, expectations, and beliefs about the school social system (Good & Brophy, 1986).

The measure of the output variable of student achievement was the average percentage of students who mastered each of the 40 objectives in the Michigan School Assessment Test administered in the fall of 1974. Brookover et al.(1979) used the mean percentage of all reading and mathematics objectives mastered to reflect achievement. The study utilized a self-concept of academic ability scale as a measurement of the students' self concept.

In the Brookover et al. (1979) study, three of the five variables used to define social structure were positively and significantly correlated with social composition and other input variables as well as being intercorrelated with each other. A negative correlation of -.55 was found between mean school achievement and mean self-concept of academic ability. Thus, students in lower-achieving schools actually averaged higher self-concept scores than students in higher-achieving schools. Brookover et al. (1982) summarize the 1979 study as follows:

> .... School climate was found to explain as much of the variance in achievement between schools as SES and percent white. This research demonstrates that schools can and do make a difference in achievement outcomes over and above family background characteristics of the students. (p 21)

The schools in this present research study are matched in a similar fashion to the Brookover et al. (1979) study. Schools were put in pairs with similar racial composition, SES levels and comparable communities, but had different achievement levels. Good and Brophy (1986) state, "Because schools within each pair were matched closely on demographic variables, it seems plausible to attribute differences in school achievement to social and process variables within schools" (p. 593).

Conceptual weaknesses have existed in some past studies on SBDM due to viewing teacher decision participation as a single domain. More recent research now suggests that the current emphasis placed on teacher participation demands a reexamination of the issue of domain specificity (Bacharach et al., 1990; Conley, 1991). The multi-domain approach provides a more meaningful conceptualization and understanding of teacher involvement in decision making. It is more beneficial to identify empirically distinct domains of participation in decision making (Bacharach et al., 1990; Conley, 1991). According to Bacharach et al. (1990), "It is

critical that we examine the issue of domain specificity as a means of determining whether the reallocation of influence and authority in schools should be alone the domain framework or along some other decision-domain framework" (p. 134).

In her study of teacher perceptions of actual and desired shared decision making, Ferrera (1992) developed an instrument to examine eight domains of decision making. The Teacher Decision-making Instrument (TDI) utilized a six-point Likert scale to measure both the actual participation and desired participation by teachers in the following eight domains: 1) planning, 2) policy, 3) curriculum/instruction, 4) pupil personnel, 5) staff personnel, 6) staff development, 7) school/community relations, and 8) budget/management. As a result of factor analysis, seven of the eight domains were supported as contributing to the variance. Only the domain of policy consistently did not contribute. Ferrera (1992)concludes: "Overall, the results derived from the conceptual framework of this study support the fact that future research should continue to follow these methodologies of inquiry" (p. 236).

A study by Russell (1992) also examined shared-decision making by domains, or as he characterized them, dimensions of decision making. As a result of reviewing the

literature, Russell found that decision making under SBDM fell into categories; and like Ferrera, he noted a lack of instrumentation to measure the different areas of decision making. Based on the work of researchers in the field such as Conley (1990,1991), Bacharach (1990), David (1989), and others, Russell discovered that implementation of shared decision making occurs across eight dimensions:

- Goals/Vision/Mission: the degree to which teachers are involved in framing the goals and mission of the school.
- Facilitating Procedures and Structures: the degree to which teachers have adequate time, reduced teaching loads, waivers from regulations, and changed schedules to permit collegial work to occur.
- Curriculum/Instruction: the degree to which teachers participate in determining the school program, curriculum goals, textbook selection, educational materials, and classroom pedagogy.
- Budgeting: the degree to which teachers participate in matters related to designing and implementing the school budget.
- Staffing: the degree to which teachers are involved with the administration in making decisions such as recruiting, interviewing, hiring , and assigning staff.
- Staff Development: the degree to which teachers can design and implement staff development activities that meet their own needs.
- Operations: the degree to which teachers are involved in scheduling and managing the building (its use, improvement, and maintenance).
- Standards: the degree to which teachers share in setting standards for their own performance and for student performance and discipline.(Russell, Cooper, & Greenblatt; 1992, p. 39)

Russell (1992) utilized these eight dimensions to define shared decision making in development of an instrument to measure the construct over eight dimensions. This instrument, Teacher Involvement and Participation Scale, Version 2 (TIPS 2), became the primary measurement tool of shared decision making in this present study.

Items on the TIPS 2 instrument are rated on a Likert Scale from one to five indicating level of teacher participation in each decision dimension. Each dimension is represented as a subscale. In the analysis of this instrument each subscale was paired with every other subscale and the intercorrelation coefficient for each pairing was calculated. The intercorrelation coefficients were then compared to the reliability coefficients. Russell (1992) reports, "The results of this comparison indicate that the subscales are measuring distinct dimensions of shared decision making and that the items forming a subscale are closely linked empirically as well as conceptually" (p. 91).

Summary

In the restructuring reform movement of the late 1980s and the first half of the 1990s, school-based decision making has become one of the primary initiatives. Though much has been written about the topic of shared decision making, few rigorous empirical studies have been conducted (Malen, et al. 1990). David (1989) points out that despite all of the interest in local school management and shared decision making, very little research exists on the topic. Most of the literature addresses conceptual arguments, how-to guides, and experiences of practitioners.

There is no conclusive evidence of a relationship between SBDM and student achievement. Michael Fullan (1993) , a leading researcher in the area of educational change, concludes that "restructuring reforms that devolved decision making to schools may have altered governance procedures but did not affect the teaching-learning core of schools and the evidence continues to mount" (p. 144).

The more recent research on school-based decision making supports looking at the categories, domains, or dimensions of decision making to gain a more accurate

view of the construct.(Russell, 1992; Ferrera, 1992; David, 1989; Conley and Bacharach, 1990).

Participation by teachers in school-based shared decision making has shown positive results in improving teachers' receptivity of change (Jenkins, et al. 1994), morale, and motivation (Malen, et al., 1990). Other benefits include more positive school climate feelings of empowerment on the part of the staff (David, 1989).

Perhaps the reported benefits provide sufficient reason to continue participation in shared decision making. Malen and colleagues (1989) examined six purported benefits of school-based decision making: 1) stakeholders will influence school policy decisions; 2) employee morale and motivation will be boosted; 3) school-wide planning processes will be strengthened; 4) instruction will improve; 5) effective schools' characteristics will develop; and 6) students' academic achievement will improve. Extensive reviews of the literature by Malen et al. (1989) and Ogawa and White (1994) found little evidence to support most of these benefits of SBDM. Especially the few studies examining the relationship between the process of shared decision making and improvement in student learning are inconclusive.

The purpose of this study was to examine the relationship between SBDM and student achievement. The design involved the identification of schools that had most improvement and least improvement in student achievement over a three year period and then measuring the degree of school-based decision making in each of eight dimensions to determine differences.

CHAPTER 3

RESEARCH DESIGN AND METHODOLOGY

This study utilized a causal-comparative design to determine the relationship between a school's level of student achievement and the degree of teacher involvement in school-based decision making. This chapter includes a description and discussion of the research design and methods used in this study. The presentation includes a description of the population and selection procedures, instrumentation, data collection, and data analysis procedures.

The goal of the causal-comparative method is to discover possible causes and effects of a behavior or characteristic. This method is sometimes referred to as ex post facto research, because causes are studied after they presumably have exerted their effect (Borg and Gall, 1989). The design involves two groups that differ on an independent variable and compares them on the dependent variable. Causal-comparative studies may include a number of dependent variables. The advantages of this research design include being able to study cause-and-effect relationships under

conditions where experimental manipulation is not possible and the ability to study several relationships at one time. A disadvantage of the causal-comparative method is that it is difficult to establish causality (Borg and Gall, 1989).

The use of the causal-comparative design in this study was intended to examine most improved and least improved schools for differences in the extent to which SBDM was implemented. Dependent variables (eight areas, or dimensions) of school-based teacher shared decision making were measured in each of the schools. The hypothesis that there is no difference in the degree of shared decision making on the eight dimensions between the two groups of schools was then tested.

Population/Sample

The population for this study included elementary schools in a large urban school district in Texas. The school district is comprised of 12 high schools, 21 middle schools, 14 schools for special student populations and 68 elementary schools with a PK-5th grade organization.

Schools were selected using the extreme groups method (Borg & Gall, 1989). The independent variable of student achievement was operationally defined into two levels: most

improvement in student achievement and least improvement in student achievement. All 68 elementary schools were ranked from most improvement to least improvement over a three year period based on student achievement criteria.

Student achievement for the school was determined to be the school's aggregate 4th grade score of all tests (Reading, Writing, Mathematics) on the Texas Assessment of Academic Skills (TAAS) as reported by the Texas Education Agency on the Academic Excellence Indicator System (AEIS). Fourth grade was selected as the target focus because the TAAS test was administered only to 4th graders in Texas elementary schools in the 1992-1993 school year, and it is the only elementary grade in which a writing sample is assessed. The reported aggregate 4th grade score represents the percent of the 4th grade regular education students who took and passed (met minimum expectations) in all 3 areas (reading, writing, mathematics) tested. These scores were examined and charted for all 68 elementary schools for the '92-'93, '93-'94, and '94-'95 school years.

The operationally defined measurement of school improvement on student achievement was determined by calculating the difference in the 4th grade aggregate score on all 3 tests over the three year period that scores were examined. The schools were then ranked from most

improvement to least improvement made on 4th grade student achievement scores from 1992-1995. Appendix A shows scores and change for all district elementary schools.

Two extreme groups were formed using the 15 most improved schools and the 15 least improved schools based on 4th grade TAAS scores. Borg and Gall (1989) state, "In causal-comparative...research, it is desirable to have a minimum of 15 cases in each group to be compared "(p. 233). Because two levels of the independent variable were to be compared on the eight dimensions of SBDM, a multivariate analysis of variance (MANOVA) was used. Tabachnick and Fidell (1983) indicate that in addition to the theoretical issues of selecting a sample, MANOVA requires that more cases than dependent variables are required in every cell. The sample size of 30 schools, 15 in each of the two levels of the independent variable, was selected for several reasons. The main criteria was to have an adequate sample for the statistical requirements of power on MANOVA. Other considerations were based on the TAAS data so that separation on the degree of school improvement would be maintained. For fourth grade student achievement scores and degree of change of the 30 sample schools see Table 4 in Chapter 4.

In causal-comparative studies, the two comparison groups should be similar except for the variables being studied. Borg and Gall (1989) indicate that this can be accomplished by either a randomly selected sample from the same population or use of a matching procedure.

A matching procedure was used by pairing schools from the two groups. Characteristics of student populations of participating schools were examined using school demographic information. This was done by examining Texas Education Agency (TEA)'s AEIS Report: Campus Comparison Group Listing, 1993-1994. This report lists all 3414 public elementary schools in descending order based on an index which reflects the percent of the school student population in the following categories: limited English proficient, minority, economically disadvantaged, student mobility, and district wealth. TEA defines a like, demographic, comparison group as the 50 schools above and the 50 schools below a given elementary school on the index. These criteria were used to match the schools in the two groups. Out of the 15 pairs of schools, 10 pairs were matched within the 100 point spread and the other 5 pairs fell within a 250 spread. After careful examination of index variables on the five pairs of schools, it was concluded a 250 point spread yielded similar schools (See Chapter 4, Tables 5 & 6).

Because participation in the study was voluntary and schools were involved in numerous school improvement initiatives, four of the original 30 schools declined to participate. In order to keep the groups equal and the sample size adequate, the next schools on the improvement continuum were contacted and agreed to participate. This caused two of the matched pairs of schools to have more than a 100 point spread on the AEIS grouping index.

School decision involvement was determined by surveying all certified staff and SBDM teams of participating schools.

Instrumentation

The goal of the study was to measure the degree of participation in school-based decision making and determine if differences existed between elementary schools that have made the most improvement in student achievement and elementary schools that have made the least improvement in student achievement.

A recent study by Russell (1992) addressed the measurement of shared decision making in the schools. His study involved development of a valid and reliable instrument for measuring school-based shared decision making. The instrument is research-based with eight

subscales and items with a rating scale format. Russell's (1992) instrument was selected for use in this study because it reflects the language and philosophy of shared decision making with wording that closely parallels Texas SDBM guidelines; and its development was based on an elementary school population.

The Teacher Involvement and Participation Scale (TIPS) Version 2 (Russell, Cooper, and Greenblatt, 1992) was designed to measure involvement of teachers in decision making. The TIPS 2 questionnaire instrument appears in Appendix B with the consent of the author.

TIPS-2 consists of 50 Likert scale items covering eight involvement subscales, four items for overall impressions and eight items for demographic information. Respondents were asked to indicate the degree to which teachers in the school participated in each decision (5=Almost Always, 4=Frequently, 3=Sometimes, 2=Seldom, 1=Almost Never). Subscale scores were formed by summing subscale item repsonses.

School-based decision making in Texas involves five areas: goal setting, curriculum and instruction, budgeting, staffing, and school organization. Russell (1992) established empirical support for eight dimensions of shared decision making. The eight subscales are:

1)goals/vision/mission, 2)standards, 3)curriculum/instruction, 4)budget, 5)staffing, 6)operations, 7)facilitating procedures/structures for SBDM, and 8)staff development. Russell (1992) described the conceptual basis for each of the eight dimensions.

Goals/Vision/Mission -- The vision of a school is a statement of where the school is going; it defines the school's mission. The vision is frequently operationalized in a set of school-wide goals. A shared vision is critical to shared decision making because it makes it possible for all stakeholders to engage in a search for solutions guided by the shared vision and goals. This subscale includes nine items.

Standards -- In this study standards refer to the criteria that are set for evaluating various aspects of the educational program. Shared decision making can be used to establish requirements for students' academic performance and to set standards for student behavior. Teacher evaluation criteria may also be included. This section contains five items.

Curriculum/Instruction -- This factor refers to the degree to which teachers and other members of the school community participate in setting curriculum goals and objectives. Methods and resources for instruction are

mutually decided. Although the state and district may dictate core curriculum or frameworks, in shared decision making schools are able to decide the sequencing and pacing of instruction and latitude in the methodology that they employ. Ten items are included in this subscale.

Budget -- Shared decision making in the budgeting process does not mean that schools can spend whatever they want, but it does mean that all the stakeholders have input into the development of the district and school budget. Rather than district formulas determining how moneys will be spent at the school, discretionary funds and portions of district budgets are allocated to the school to be used in meeting the collaboratively developed goals and objectives. This section contains six items.

Staffing -- Under shared decision making, the administrators, teachers, and members of the school community participate in the selection of the school personnel. The candidates are generally from a district approved list and technically only a recommendation for a selected candidate is made, since the district and the board hire personnel. Other aspects of staffing at the school level involve determining what positions and specific assignments will best contribute to meeting the goals of the school. The staffing subscale has four items.

Operations -- This area overlaps the area of organization as defined by TEA. It involves specific organizational decisions at the school such as scheduling. It also encompasses building operations and maintenance. This section has four items.

Facilitating Procedures and Structures -- Structures for shared decision making are the decision making bodies within a school and the logistical supports that allow them to function. In addition to the actual SBDM team, or school council, formal bylaws or informal guidelines and norms define the process of shared decision making at the school. Logistical support in the form of waivers and sufficient time contribute to the degree of shared decision making. There are seven items in this section.

Staff Development -- For effective decision making, access to new knowledge and skills is critical for all stakeholders. New roles and relationships in working together collaboratively also makes it necessary for opportunities to learn the skills needed for shared decision making. Five items measure this dimension.

The Overall Impressions section asks for an overall perception on how well SBDM is working at the school and provides space for written comments. The Demographics section includes eight items.

The TIPS 2 instrument is a valid measure of shared decision making. Russell established validity using a one-way analysis of variance. The ability of the instrument to discriminate among schools was tested by comparing the variance in teacher ratings of shared decision making within schools with variance in teacher ratings across schools on each of the eight subscales. An instrument is not considered valid if the variation in ratings within schools is greater than the variation in ratings between schools. All eight of the subscales measured greater between-school than within-school significance at the .05 level.

Content validity for TIPS 2 was established by examining the literature and carefully extracting critical behaviors associated with teacher involvement and participation in shared decision making. A jury of experts then categorized these behaviors into eight subscales. Overall agreement was eighty-nine percent among the jury members for all items on the instrument.

Construct validity is the extent to which a particular instrument can be shown to measure a hypothetical construct. Construct validity was determined by pairing each subscale with every other subscale and calculating the intercorrelation coefficients for each pair. The intercorrelation coefficient was then compared to the

reliability coefficient of the subscale. In every case reliability coefficients for subscales were greater than intercorrelation coefficients. This indicated that items in each subscale were closely linked to each other and that subscales measured distinct aspects of shared decision making.

Reliability refers to the ability of a measure to produce consistent results. TIPS 2 has an overall internal consistency reliability of .96 (Cronbach's alpha). Reliability coefficients for subscales ranged from a low of .71 (Standards subscale) to a high of .92 (Staffing) (see Appendix C).

Two, one-page questionnaires were developed by the researcher to collect descriptive data from principals and SBDM teams. Appendix D contains the SBDM Team Questionnaire while the Principal Questionnaire is reproduced in Appendix E.

Data Collection

After approval to conduct the study was granted by the district, an introductory packet was sent to school principals in September 1995. The packet included an attention-getting cover flyer, an introductory letter to the

principal (Appendix F), a copy of the letter of informed consent (Appendix G), and a sample of surveys for review (Appendices B,D, & F). A follow-up phone call was made to nonresponding principals after one week. It took more than two weeks to reach all principals for confirmation of participation. Several principals requested additional information or wanted time to discuss the study with the SBDM team. Schools were not told how they were selected for participation.

Many changes in personnel had occurred in several of the schools since the last school year. A random or stratified sample of staff at each school may have resulted in a skewed number of new faculty at the school. The district had also made a number of principal changes for the 1995-1996 school year. For schools in this study, 11 of the 30 principals were new to their schools and only five of the principals had been at their schools more than six years.

Administration of the TIPS 2 questionnaires was scheduled with the principal at each school site. The timeline called for the return of all questionnaires by mid-October, but due to school conflicts and schedules, the return was not completed until November, 1995. Another factor that contributed to the delayed return date was the fact that eight of the sample schools were on a year-round

school calendar and were out of school on intercession for the first three weeks of October.

Teachers received the "Letter of Informed Consent" by school mail several days before the scheduled administration of TIPS-2. The return of a completed TIPS 2 questionnaire indicated their agreement to participate in the study. For a higher return rate on the questionnaires and because it takes 15 minutes to complete the questionnaire, principals were encouraged to allow the questionnaire to be administered and returned at the end of a regularly scheduled faculty meeting. Several options for administration of the questionnaire were offered. A research assistant was available to come to the school to administer the questionnaire before or after regular school hours; or detailed directions (see Appendix H) and all materials would be sent directly to the principal for administration.

Participants were provided the choice of returning the completed questionnaire directly to the researcher through school mail or in self-addressed, stamped envelopes. Most questionnaires were returned by school mail and collected by the research assistant. All 30 sample schools returned completed questionnaires. The return rate of the TIPS 2 was 63% (575 returned out of the 920 certified staff).

SBDM Team Questionnaires and Principal Questionnaires , along with letters of informed consent to the SBDM team and addressed return envelopes, were mailed to principals. SBDM team materials were color-coded blue and principal materials were color-coded yellow for ease of distribution and return. Principals distributed SBDM team questionnaires at a scheduled October SBDM team meeting. Respondents had a choice of returning their questionnaire through school mail or in the provided self-addressed, stamped envelope. The number of the SBDM Team Questionnaires returned was 127 out of 280 (45%). Twenty-eight of thirty (93%) Principal Questionnaires were returned.

Data Analysis

Analysis of data involved both descriptive and inferential procedures. The procedure for addressing the eight research hypotheses in question one involved a multivariate analysis of variance. Statistically significant MANOVA results were followed by univariate analyses. Dependent variables were the eight subscales, defining the dimensions of shared decision making.

MANOVA is the preferred statistical technique when determining whether groups differ on more than one dependent

variable. The use of MANOVA has several advantages over ANOVAs for each dependent variable. The main consideration is protection against Type I error. With individual comparisons, the significance level of each analysis is considered. Using comparison-wise significance levels causes the probability of a Type I error to increase with each test of statistical significance. MANOVA corrects for this by using an experiment-wise significance level which holds the error rate constant (Kachigan, 1986). It also may reveal differences that may not be found with separate ANOVAs (Tabachnick & Fidell, 1983).

If MANOVA produces a statistically significant difference, then univariate analyses are carried out to determine which dependent contributed to the significance. Statistical procedures were carried out using SAS software.

Research question two was analyzed qualitatively using data collected from SBDM Team and Principal's questionnaires and district reports.

CHAPTER 4

RESULTS

The purpose of this study was to determine if there were differences in the extent of shared decision making and the dimensions of decisions between elementary schools that demonstrated the most improvement in student achievement and elementary schools that demonstrated the least improvement in student achievement. This chapter reports results of statistical analyses and descriptive data on schools and SBDM teams. Major hypotheses were tested using multivariate analysis of variance. Statistical analyses were performed using the SAS System software.

Research Sample

The sample consisted of 30 elementary schools; 15 schools that had demonstrated the most improvement in student achievement and 15 schools that demonstrated the least improvement in student achievement. A total of 575 individuals returned TIPS 2 questionnaires from all schools. Principals and SBDM team members responded to additional

questionnaires providing descriptive data. Description of the sample is presented under two headings. The section on characteristics of professional staff describes the individuals in the study. Schools are described in the section on data of the sample schools.

Characteristics of Professional Staff

Certified faculty and staff at each of the 30 sample schools were included in the administration of TIPS 2 questionnaires. Table 1 contains the number of staff members by school that participated in the study by returning the questionnaire. The return of 575 questionnaires represents 63% participation by faculty and staff in the 30 sample schools.

Table 2 contains frequencies and percentages of the professional characteristics by group. Individuals in the two groups had similar characteristics. More than 90% of the respondents were classroom teachers. More than half of the sample had ten or fewer years of teaching experience. At the time of the study, more than 28% of the respondents had taught five years or fewer, 24% had taught between six and ten years, 31% had taught for 11-15 years, 12% had taught for 16-20 years, and 17% had taught for more than 20 years.

Table 1

Number & Percent of Faculty/Staff in Sample Schools

School	N Faculty/Staff	N Returned	% of Returns
A-1	21	10	48
A-2	18	10	55
A-3	22	18	82
A-4	35	23	66
A-5	41	25	61
A-6	23	21	92
A-7	34	31	91
A-8	38	27	71
A-9	39	39	100
A-10	27	18	67
A-11	22	17	77
A-12	34	18	53
A-13	25	21	84
A-14	21	9	43
A-15	34	8	24
	434	295	68
B-1	27	9	33
B-2	30	16	53
B-3	28	19	68
B-4	21	18	86
B-5	30	18	60
B-6	30	25	83
B-7	33	10	30
B-8	41	38	93
B-9	32	13	41
B-10	38	38	100
B-11	40	11	28
B-12	31	18	58
B-13	54	12	22
B-14	23	19	83
B-15	30	16	53
	486	280	58
Total	920	575	63%

Note: Group A schools were most improved and Group B schools were least improved on TAAS student achievement scores, but schools are not necessarily listed in order of improvement.

Table 2

Characteristics of Individuals in Sample by Group

Characteristic	Group A Most Improved		Group B Least Improved		Total	
	N	%	N	%	N	%
Job Position						
Teacher	263	91.32	248	90.18	507	90.70
Counselor	6	2.08	3	1.09	9	1.61
Bldg. Adm.	3	1.04	2	0.73	5	0.89
Staff	11	3.82	19	6.91	30	5.37
Other	5	1.74	3	1.09	8	1.43
	288	51.15	275	48.85	559	100.00
Frequency Missing = 12						
Gender						
Female	255	90.83	243	89.67	498	90.05
Male	27	9.57	28	10.33	55	9.95
	282	50.99	271	99.01	553	100.00
Frequency Missing = 22						
Age						
20-29 yrs.	57	19.93	43	15.93	100	17.99
30-39 yrs.	82	28.67	91	33.70	173	31.12
40-49 yrs.	88	30.77	82	30.37	170	30.58
50-59 yrs.	50	17.48	41	15.19	91	16.37
60+ yrs.	9	3.15	13	4.81	22	3.96
	286	51.44	270	48.56	556	100.00
Frequency Missing = 19						
Years Teaching						
1-5 yrs.	85	29.51	73	27.14	158	28.37
6-10 yrs.	60	0.83	75	27.88	135	24.24
11-15 yrs.	58	20.14	44	16.36	102	18.31
16-20 yrs.	33	11.46	32	11.90	65	11.67
20+ yrs.	52	18.06	45	16.73	97	17.41
	288	51.71	269	48.29	557	100.00
Frequency Missing = 18						
Years at Present School						
< 1 year	41	14.24	48	17.65	89	15.89
1-5 yrs.	132	45.83	122	44.85	254	45.36
6-10 yrs.	62	21.53	57	20.96	119	21.25
11-15 yrs.	30	10.42	21	7.72	51	9.11
16-20 yrs.	14	4.86	17	6.25	31	5.54
20+ yrs.	9	3.13	7	2.57	16	2.86
	288	51.43	272	48.57	560	100.00
Frequency Missing = 15						

Many of the certified staff were new to their school. A reorganization and restructuring effort had occurred in the district during the spring and summer prior to this study. Table 2 shows that almost 16% of the faculty was newly assigned to their school. Another 45% of the respondents had taught at their school from one to five years. Table 3 illustrates the length of time that principals had been at sample schools at the time of the study. Eleven of the 30 principals (37%) were newly assigned to their schools. Another 37% of the principals had been at their school between two and five years.

Table 3

Length of Principals' Tenure at Sample Schools

	Group A Most Improved	Group B Least Improved	Total N	Total %
Years at Present School				
< 1 year	5	6	11	37
1-2 yrs.	2	4	6	21
3-4 yrs.	2	3	5	16
5-6 yrs.	4	1	5	16
7-8 yrs.	0	0	0	0
9-10 yrs.	1	1	2	7
10+ yrs.	1	0	1	3
	15	15	30	100

In general, more than half of the individuals in the sample had ten or fewer years of teaching experience and more than 80% had taught at the sample school for less than ten years. Because of the high rate of newly assigned professional staff, many of the respondents were not knowledgeable of the SBDM process of the school. New principals, in particular, commented that they were not responsible for previous student achievement scores or previous school-based decision making decisions and processes.

Data on Sample Schools

Schools were selected for the sample on the basis of improvement in fourth grade TAAS (Texas Assessment of Academic Skills) scores in reading, writing, and mathematics over a three year period. Reported scores represent the percent of fourth graders meeting state minimum expectations on all three sub-tests. Table 4 contains fourth grade scores for each of the 3 years and the degree of change from 1993 to 1995.

Table 4

Percent of 4th Graders Meeting Minimum Expectations on All TAAS Tests

	TAAS			
Name of School	All Tests 1993	All Tests 1994	All Tests 1995	Change from 1993-1995
	%	%	%	
A-1	02.7	22.6	71.4	+68.7
A-2	22.7	61.5	85.0	+62.3
A-3	11.1	80.0	58.1	+47.0
A-4	26.8	84.1	69.9	+43.1
A-5	25.5	20.0	64.4	+38.9
A-6	17.2	13.0	50.0	+32.8
A-7	30.4	41.2	63.0	+32.6
A-8	58.6	63.2	90.1	+31.5
A-9	35.4	66.1	66.7	+31.3
A-10	44.2	32.4	72.1	+27.9
A-11	55.6	58.5	81.8	+26.2
A-12	57.9	67.1	83.1	+25.2
A-13	23.3	62.2	46.5	+23.2
A-14	43.3	62.8	64.9	+21.6
A-15	07.3	17.9	28.8	+21.5
B-1	59.6	45.2	24.1	-35.5
B-2	74.5	59.1	68.1	-06.4
B-3	41.5	23.4	35.6	-06.0
B-4	54.8	58.5	48.9	-05.9
B-5	38.6	31.1	34.4	-04.2
B-6	26.5	54.9	27.7	+01.2
B-7	46.6	54.1	47.9	+01.3
B-8	25.0	14.7	27.8	+02.8
B-9	27.3	14.3	31.9	+04.6
B-10	17.3	34.1	24.3	+07.0
B-11	13.0	29.7	20.8	+07.8
B-12	25.9	44.8	34.1	+08.2
B-13	47.1	38.7	55.9	+08.8
B-14	71.2	60.7	80.3	+09.1
B-15	19.2	20.0	28.6	+09.4

The Texas Academic Excellence Indicator System (AEIS) 1994 Grouping Index was examined to determine the likeness of the two groups of schools. This grouping index is generated to determine which Texas schools are similar in school demographic and to create a comparison group on the excellence indicators. Elementary schools in Texas are placed on a continuum based on five school demographic characteristics. Table 5 presents four of the school demographic characteristics by percent of student population. The fifth characteristic is a state index of district wealth. There is no difference among schools on the fifth characteristic because all schools are located in the same district.

According to the AEIS Grouping Index, schools that fall within a range of 100 on the grouping index continuum comprise an individual school's comparison group. Schools in group A (most improved) were paired with the closest school in group B (least improved) using the grouping index. Table 6 lists the pairings and the difference in the placement on the grouping index. Ten of the 15 pairs of schools fall within the 100 school range guideline for comparison. The other five pairs range in difference from 200 to 245. It was determined after an examination of each schools' characteristics that a difference of 245 on the

AEIS index (out of 3414 elementary schools in Texas) still provided matched schools for comparison.

Table 5

School Demographics by Percent of Student Population

School	% Minority	% Economically Disadvantaged	% LEP	% Mobility	District Wealth Index
A-1	94.9	87.8	7.8	29.4	7
A-2	90.9	89.6	30.8	31.4	7
A-3	96.2	79.9	45.4	22.5	7
A-4	58.9	60.7	3.7	23.1	7
A-5	86.3	84.3	50.9	27.1	7
A-6	88.0	83.1	18.9	32.3	7
A-7	46.2	51.8	18.2	21.8	7
A-8	26.7	17.3	1.9	16.8	7
A-9	83.4	78.2	27.1	29.9	7
A-10	39.0	68.2	7.5	32.8	7
A-11	59.7	64.7	36.8	21.9	7
A-12	7.1	10.6	0.3	13.9	7
A-13	59.7	46.4	31.9	23.7	7
A-14	37.6	22.8	3.8	8.7	7
A-15	98.1	86.3	8.9	27.7	7
B-1	31.1	45.9	5.5	41.0	7
B-2	45.4	43.0	18.0	22.5	7
B-3	91.2	89.5	52.8	32.3	7
B-4	21.1	25.8	0.1	25.5	7
B-5	77.4	62.5	3.8	26.9	7
B-6	99.6	78.4	2.4	21.1	7
B-7	28.3	26.4	1.9	25.2	7
B-8	93.6	85.7	15.8	31.1	7
B-9	99.8	83.0	3.2	23.2	7
B-10	93.1	85.4	51.7	22.7	7
B-11	79.3	73.2	15.8	24.3	7
B-12	96.1	86.7	37.5	30.8	7
B-13	68.0	59.8	29.9	22.9	7
B-14	11.6	9.7	1.5	16.2	7
B-15	95.3	82.8	23.7	28.1	7

Note - Based on AEIS 1993-1994 Grouping Index.

Table 6 shows the two group pairings and the difference in the pair on the AEIS index,

Table 6

Matched Pairings of Schools

Like School Pairings		Point Spread Between Paired Schools
Group 1	Group 2	
A-1	B-15	21
A-2	B-12	54
A-3	B-8	2
A-4	B-1	214
A-5	B-10	30
A-6	B-15	36
A-7	B-1	17
A-8	B-4	245
A-9	B-9	68
A-10	B-1	209
A-11	B-13	1
A-12	B-14	63
A-13	B-13	236
A-14	B-7	200
A-15	B-15	25

Note - Based on AEIS 1993-1994 Grouping Index

Analysis of the descriptive data on the sample schools indicated that the two groups were homogeneous in student population demographics and in faculty/staff demographics.

Findings

Research Question One

The primary purpose of this study was to determine if the degree of shared decision making differed on eight decision dimensions in schools that demonstrated most improved student achievement and schools that demonstrated least improved student achievement. Therefore, research question one consists of eight hypotheses, one for each dimension of school decision making.

A one-way MANOVA was carried out with eight dependent variables: goals/vision/mission, standards, curriculum/instruction, budget, staffing, operations, facilitating procedures, and staff development. The independent variable had two levels: most improved and least improved in student achievement.

Sample means and standard deviations for each dependent variable are displayed by levels of independent variable in Table 7. Group A consists of schools that demonstrated most improved student achievement and Group B consists of schools that demonstrated least improved student achievement.

Table 7

Means and Standard Deviations for Dependent Variables by Group/Total

Dep. Variable	Group A Most Improved			Group B Least Improved			Total		
	N	M	SD	N	M	SD	N	M	SD
Goals/Vision/Mis	295	35.5	6.4	280	32.8	6.9	45.2	34.4	6.8
Standards	295	19.9	3.4	279	19.1	3.8	451	19.5	3.7
Curr/Instruction	293	35.8	7.1	276	33.8	6.7	448	34.8	7.1
Budget	292	19.2	5.7	277	18.9	5.9	447	19.2	5.9
Staffing	290	7.6	3.5	278	6.9	3.1	445	7.4	3.4
Operations	292	11.6	4.0	278	11.0	4.0	447	11.4	3.9
Fac Proc/Struct	291	23.9	5.7	276	22.2	6.2	446	23.3	6.1
Staff Developmt	291	19.5	3.6	276	18.2	3.9	446	19.2	3.9

Note: Totals may not add to 100% due to rounding.

[N= 231 for A N=211 for B]

Internal consistency was measured for the TIPS 2 instrument and each of the eight subscales. Results are shown in Table 8. The overall reliability for TIPS 2 using Cronbach's alpha was 0.96. The subscale reliability ranged from 0.93 on goals/vision/mission to 0.81 on standards. All measures had acceptable coefficient alpha values. These findings are in line with the published reliability scores found in Appendix E.

Table 8

TIPS-2 Reliability

Subscale	Cronbach's alpha
Goals/Vision/Mission	.93
Standards	.81
Curriculum/Instruction	.86
Budget	.87
Staffing	.84
Operation	.87
Facilitating Procedure/Structures	.88
Staff Development	.84
All Items	.96

Results were analyzed using a one-way MANOVA, between groups design. Total N was reduced to 442 with deletion of cases for missing data. Results of evaluation of assumptions of normality, homogeneity, and linearity were valid.

The multivariate analysis of variance for difference between most improved student achievement schools and least improved student achievement schools was found to be statically significant with Wilks' Lambda = .94, $p < .01$ ($F = 2.91$, $df = 8/433$. $p = .0035$). Therefore, the null

hypothesis of no difference between groups on the degree of SBDM was rejected.

To determine which dimensions of SBDM contributed to the multivariate effect, univariate ANOVA tests were performed for each of the eight subscales. Table 9 displays these results. Six subscales were statistically significant: goals/vision/mission, curriculum/instruction, operations, facilitating procedures/structures, standards and staffing. No statistically significant differences were found for the variables of budget and staff development.

Table 9

Univariate Analysis of Variance

Dependent Variable Subscales	F(1,440)
Goals/Vision/Mission	12.38 **
Standards	5.45 *
Curriculum/Instruction	9.68 **
Budget	0.02
Staffing	3.93 *
Operations	7.32 **
Facilating Procedures/Structures	7.07 **
Staff Development	3.04

Note: ** $p < .01$ * $p < .05$

Goals/Vision/Mission. Schools that made most improvement in student achievement were found to be significantly ($p < .01$) different from schools that made least improvement in student achievement in the dimension of goals/vision/ mission. This dimension assessed the level to which teachers were actively involved as a group in framing the school's goals, vision, and mission.

Curriculum/Instruction. The next most significantly different ($p < .01$) dimension of school-based decision making between groups was curriculum and instruction. This dimension refers to the degree to which teachers participate in determining the school program in the areas of curriculum goals, textbook and material selection, and classroom pedagogy (Russell, 1992). With shared decision making, the main difference is that the school's SDBM team and teachers, instead of the district or state, initiate and lead the efforts to develop curriculum, decide the pacing and sequencing of instruction, and determine the pedagogy to employ (Conley & Bacharach,1990; Guthrie,1986).

Operations. The two groups of schools differed significantly ($p < .01$) in the dimension of operations. This area of decision making allows participation in managing the school as a building; its use, improvement, and maintenance

(Russell, 1992). Operations also involve the ability to have input into school schedules.

Facilitating Procedures/Structures. Facilitating procedures and structures was another dimension of shared decision making that was found to be significantly different ($p < .01$) between school that improved and schools that did not improve in student achievement. Shared decision making requires time, energy, money, and organizational change. This dimension measures the degree to which the district and the school have allowed and provided for the structures to support actual shared decision making. Besides the formal structure of SDBM teams and a decision matrix delineating authority, David (1989), Conley & Bacharach(1990), among others, have found the need to reorganize teacher roles, provide waivers, and change schedules to permit collegial work to occur.

Standards. The dimension of standards was found significantly different ($p < .05$) between groups. "The shared decision making about school standards is the means by which the mission of the school is operationalized and the achievement of goals evaluated" (Russell, 1992, p. 85). This dimension measured the degree to which the school set the accountability standards for student achievement

performance, student discipline, and professional behavior for staff.

Staffing. Schools that showed most improvement in student achievement differed significantly ($p < .05$) from schools that made least improvement in student achievement in the decision dimension of staffing. The recruiting, selection, and assignment of staff members are areas of joint concern to teachers and administrators (David, 1989). Although formal hiring authority is retained by the school board through the administration, staffing decisions can be shared with those at the school level who might best assess their own needs. This dimension measures the degree to which teachers have input into the staffing decisions regarding teachers, staff, and administrators at the building level.

Budget. The degree of participation in budget decisions did not differ between the two groups of schools. The budget dimension measured the degree to which stakeholders were involved in the allocation of school resources to meet collaborative goals instead of following mandated allocation formulas.

Staff Development. Staff development was the other dimension of decision making in which no significant differences were found between the two groups. In the

context of shared decision making, staff development means that there are opportunities for continuous professional growth for principals and teachers. David (1989) contends that when school districts delegate decision making to schools, access to new knowledge and skills is critical. This includes learning skills to facilitate the collaborative decision making process.

In summary, analysis of the eight hypotheses in research question one found that schools that showed most improvement in student achievement differed significantly from schools that showed least improvement in student achievement in these areas of school-based decision making: goals/vision/mission, curriculum/instruction, operations, facilitating procedures/structures, standards, and staffing. Two areas of decision making, budget and staff development, did not result in significant differences between the two groups of schools.

Research Question Two

How do SBDM teams in schools that demonstrated most improvement in student achievement compare to SBDM teams in schools that demonstrated least improvement in student achievement in the following areas: a) number and composition of the team, b) time and frequency of meetings,

c) operational procedures, and d) team training SBDM processes? The purpose of question two was to gather data that would provide insight into procedures and workings of the SBDM teams in the two groups of schools.

Descriptive data were gathered from principal and SBDM team questionnaires and district records for qualitative analyses.

SBDM Team Composition. State and district guidelines for school-based decision making provide parameters for the composition of SDBM teams. The School-Based Decision Making District Plan and Handbook states:

> The SBDM team is the primary mechanism for implementing participatory decision making at the school level. ...SBDM teams include a minimum of eight members consisting of:
> -the principal;
> -three teachers (elected by the faculty);
> -three parents elected by the predominate parent group;
> -a community representative selected by the other members.
> In addition, individuals as determined by the eight members listed above may be added in order that all the school's constituent groups are adequately represented.... The core group shall ensure that ethnic groups are represented on the team. (pp.7-8)

Table 10 shows the composition of SBDM teams in the sample schools by group. There does not appear to be major differences in the composition of the teams in the two groups of schools.

Table 10

Composition of SBDM Teams

School	Administrators	Teachers	Support Staff	Parents	Community Representatives	Total
A1	1	2	1	3	1	8
A2	1	3	0	3	0	7
A3	1	3	0	3	1	8
A4	1	3	0	3	3	10
A5	2	5	0	4	1	12
A6	1	5	3	3	1	13
A7	2	4	0	4	1	11
A8	1	5	0	4	1	11
A9	1	3	0	3	1	8
A10	1	3	0	3	0	7
A11	1	3	1	3	0	8
A12	2	4	0	5	1	12
A13	1	3	0	3	2	9
A14	1	3	2	3	1	10
A15	2	3	0	3	1	9
						143
B1	1	4	0	3	1	9
B2	2	4	0	4	1	11
B3	2	3	1	3	1	10
B4	1	3	0	3	0	7
B5	1	3	0	3	1	8
B6	1	3	0	2	1	7
B7	2	4	1	3	2	12
B8	1	2	1	3	1	8
B9	1	4	1	3	2	11
B10	1	5	0	3	1	10
B11	2	5	1	4	1	13
B12	1	3	0	3	1	8
B13	1	3	0	3	1	8
B14	1	4	0	4	1	10
B15	1	3	1	3	1	9
						141

Table 11 describes SBDM team respondents to the SBDM Team Questionnaire.

Table 11

SBDM Team Respondents to Questionnaire by Group/Total

	Group A Most Improved		Group B Least Improved		Total	
	N	%	N	%	N	%
Team Role						
Faculty	29	43	29	50	58	46
Administrator	7	10	5	9	12	10
Staff	8	12	7	12	15	12
Community	5	7	4	7	9	7
Parent	19	28	13	22	32	25
	68	54	58	46	126	100
Years on Team	38	56	34	68	72	61
<1 year	17	25	10	20	27	23
1 year	11	16	2	4	13	11
2-4 years	2	3	4	8	6	5
5 or more	68	58	50	42	118	100

Missing data from 4 schools.

SBDM Team Meeting Schedule. Most SBDM teams follow a similar meeting schedule. Twenty-seven of the 30 schools (90%) have a regular monthly meeting time. Three schools meet biweekly. The most common time of day for the meetings is immediately after school at either 3:30 or 4:00. One school team meets early in the morning before school, one team meets during school hours, and two teams schedule meetings at 5:00 p.m. or later in the day.

SBDM Team Operational Procedures. Operational procedures for running the team meeting were also similar across all schools. Twelve schools in the improved group reported having both written bylaws and a formal process of communication between the SBDM team and stakeholders. Two schools in the improved group reported that they do not have written bylaws or a specific communication process in place and one school in this group did not report. In the group of less improved schools, three schools did not return questionnaires. Of the twelve reporting schools in this group, all of them indicated that they have a specific communication process between the SBDM team and stakeholders. Three of the twelve schools did not have written bylaws or guidelines. Overall, 80% of the SBDM teams have developed written bylaws and more than 90% have a two-way communication process in place with stakeholders.

A question on the SBDM team leader, or facilitator, was asked in order to ascertain if there were differences between groups on who conducts the meetings and method of determining the leader. The two groups were evenly divided on the leadership of team meetings. Of the 14 responses from the more improved group, seven indicated that the principal facilitated the meeting and seven indicated that the role of facilitator was either elected or rotated among

members. Of the 12 responses from the less improved group, six indicated that the principal facilitated the meeting and six indicated that the facilitator role was rotated or elected.

SBDM Team Staff Development Training. School-based decision making training for administrators, team members, and central office personnel is provided by the district. Many training sessions are available in a number of time schedules or may by requested on-site by the school. Table 12 shows the number of present SBDM team members who have participated in school-based decision making process training sessions offered by the district professional development department. The data were compiled from the SBDM team questionnaires, principal questionnaires, and district records. A description of district SBDM team training is found in Appendix I.

SBDM team members and principals were asked to give their perception of the effect of SBDM on the school curriculum, instruction, and student achievement. About 15% of the respondents felt that SBDM had no or very slight impact on school curriculum, instruction, and student achievement. Most respondents rated the impact of SBDM in the moderate to high moderate range in all three areas.

Table 12

Frequency of Participation in SBDM Team Process Training

	New Members Session	SBDM Over-view	DuPont Leadership Training	Facilita-ting Meetings	Budget Process	Conflict Resolu-tion	Consensus & Team Building
A1		2					
A2	2	2					
A3	4	4	1		1		
A4	0	1			2	2	
A5							1
A6		1	5				1
A7	2	4	3		1		1
A8	10	1					
A9	3	3					
A10							
A11		3					
A12	2	7	1			1	
A13		6					
A14	1	7		1	2	1	
A15	1				1		
B1	8	3					
B2	3	6					
B3		2					
B4							
B5		3					
B6		5					
B7	6	3					
B8		11	3			4	
B9	4	3					
B10	4						
B11	1	7	1				
B12	1	5	1				
B13		5	1	1		1	
B14	2	6					
B15							

However, more than 20% felt that SBDM had a major impact on school student achievement. Table 13 shows the SBDM team and principal responses on their perceptions of the impact of SBDM on curriculum, instruction, and student achievement at the school level.

Table 13

Perceptions of SBDM Impact on the School

	SBDM Team N = 124		Principals N = 25	
	N	%	N	%
Impact of SBDM on: School Curriculum				
0 - none	11	9	1	4
1 - slight	8	6	3	12
2 -	13	11	1	4
3 - moderate	35	28	9	36
4 -	39	31	8	32
5 - major	18	14	3	12
Instructional Strategies				
0 - none	11	9	1	4
1 - slight	7	6	2	8
2 -	7	6	1	4
3 - moderate	45	36	5	20
4 -	33	27	12	48
5 - major	21	17	4	16
School Student Achievement				
0 - none	4	3	0	0
1 - slight	10	8	1	4
3 - moderate	6	5	2	8
4 -	33	27	5	20
5 - major	42	34	12	48
	29	23	5	20

Summary

The study involved determining if 15 elementary schools that had made the most district improvement in student achievement were more involved in school-based decision making than 15 elementary schools that made the least district improvement in student achievement. Improvement in student achievement is a complex process and involves many uncontrollable, as well as controllable, variables. Student learning cannot be reduced to a test score and time is required for real improvement to occur. For purposes of this study, the operationalized definition of improved school achievement is an increase of at least 20 percentage points during the 1993-1995 period in the percentage of fourth graders meeting minimum expectations on all TAAS tests as reported by Texas AEIS. Least improvement in student achievement is defined as an increase of less than 10 percentage points over the 1993-1995 period in the percentage of fourth graders meeting minimum expectations on all TAAS tests as reported by Texas AEIS. The three year period of change in student achievement was used in this study because it was the only period with comparable tests and grade level.

A major premise of SBDM and the stated district goal of SBDM is the improvement of student learning. The schools in

the district have participated in some form of school-based decision making for about ten years. But the degree of teacher involvement in school decisions still varies from school to school. The purpose of the study was to determine if there were differences in the degree of decision making across eight dimensions of decisions between the two groups of schools.

A statistically significant difference was found between the two groups on six of the eight dimensions of SBDM. Examining the means and standard deviations for each of the eight subscales, the difference can to attributed to a higher degree of shared decision making in schools with most improved student achievement. These six dimensions were: goals/vision/mission, curriculum/instruction, standards, staffing, operations, and facilitating procedure/structures. Because the eight dimensions are correlated areas of shared decision making, it is difficult to separate the dimensions in applying practical significance to the findings. The research supports both the separate dimension concept of SBDM and the correlation and interdependence of the dimensions in implementing SBDM effectively.

Budget and staff development were two dimensions that were not statistically different. Based on an

interpretation from the means between groups, it is projected that the two groups felt equally uninvolved in the budget process at the school and equally involved in participating in staff development directed toward SBDM.

An examination of characteristics of individuals in the sample SBDM teams and schools indicate a similarity of the two groups in all areas measured except for improved school student achievement and degree of shared decision making in six of eight dimensions.

CHAPTER 5

DISCUSSION

This chapter includes a summary of the study, including the research questions, the methodology, and the major findings; conclusions derived from those findings; implications for practice; and recommendations for future research.

Summary

School-based decision making (SBDM) is one of the major change initiatives in the current wave of educational reform and restructuring. SBDM is a process of decentralization of power and resources to the school site where building administrators, teachers, staff, parents, and community engage in collaborative decision making directed toward the goal of school improvement and student learning. There are numerous variations in terminology and implementation of SBDM, but a universal goal of SBDM is increased student achievement for all students.

The question of how SBDM affects student learning has been investigated to a very limited degree (Ellis and Fouts, 1994; Malen, et al., 1990). Most studies on SBDM have examined implementation strategies or feelings of participants. Previous findings indicate positive impact of SBDM on teachers' receptivity to change (Jenkins et al., 1994), teacher morale (Malen, et al., 1990), and school climate (David, 1989).

Although a limited number of studies have addressed the relationship between SBDM and student learning, of the reported studies, the findings have not established a link between the two. Ellis and Fouts (1994) state, "The evidence is slim to none...that student learning has increased at schools that have adopted site-based management" (p. 79). Similar conclusions are made by others (Jenkins, et al., 1994; Cotton, 1992; Peterson, 1991; Malen et al. 1990). Cotton noted, "In some settings, student scores have improved slightly, in others they have declined slightly, and in most settings no differences have been found" (p. 9).

Establishing a relationship between school-based decision making and student learning is difficult. Malen and her colleagues (1990) argue that factors other than SBDM

may account for any gains in student achievement made after implementing the initiative.

In spite of the difficulties, it seems imperative to continue to search for evidence to determine whether or not SBDM contributes to the goal of improved student learning. Because student learning is problematic to measure and even more problematic to control by researchers, it would seem that the question should be addressed in divergent ways.

The design of this study approached the question from a different perspective. The study explored the relationship between SBDM and student achievement by examining the degree of participation in eight dimensions of school-based decision making to determine if there were differences between schools that had demonstrated the most and least improvement in student achievement. The target population was elementary schools in a large urban school district in Texas. The focus was the degree of improvement made in school student achievement scores over a three year period, rather than the highest scoring schools on student achievement.

The primary question of the study was to determine if schools that have shown most improvement in student achievement and schools that have shown least improvement in

student achievement differ in the degree of shared decision making in the following dimensions:

a) goals/vision/ mission

b) standards

c) curriculum/instruction

d) budget

e) staffing

f) operations

g) facilitating procedures/structures

h) staff development.

The purpose of a second research question was to gain information concerning the organization and operation of the SBDM teams. It explored how SBDM teams in schools that have shown most improvement in student achievement compare to SBDM teams in schools that have shown least improvement in student achievement in the following areas:

a) number and composition of the team

b) time and frequency of meetings

c) operational procedures

d) team training in SBDM processes.

The causal-comparative design involved selecting two extreme groups of sample schools based on improvement in previous student achievement scores and then measuring the

degree of school-based shared decisions across eight dimensions.

The independent variable of student achievement had two levels, most improved and least improved. Target population schools' test scores were examined for the past three years (1992-1995) to determine trends of school improvement. For consistency and comparability, the measurement of school improvement in student achievement was based on the school's percentage of regular education fourth graders meeting state minimum expectations on all tests (reading, writing, mathematics) of the Texas Assessment of Academic Skills (TAAS) as reported in the Texas Academic Excellence Indicator System (AEIS). All 68 elementary schools in the district were placed on an improvement continuum based on the degree of change in TAAS scores over a three-year period. Fifteen schools were selected from both the top 25% and the bottom 25% to form the 30 extreme groups sample. In this study, most improvement in student achievement is defined as an increase of more than 20 percentage points, and least improvement in student achievement is defined as an increase of less than 10 percentage points on the improvement continuum. The 15 schools in each group of student achievement were matched on school demographics.

Recent research in the study of SBDM supports viewing shared decision making as multi-dimensional, rather than as a single domain (Bacharach et al., 1990; Conley, 1991; Ferrara, 1992; Russell, 1992). In this study, eight dimensions of shared decision making were examined as dependent variables. The eight dimensions were defined and measured based on Russell's (1992) study in which he developed a valid and reliable instrument for measuring research-grounded dimensions of school-based decision making. The Teacher Involvement Participation Scale-Version 2, or TIPS-2,(Russell, 1992) was used to measure the degree of participation in decision making in each of the eight dimensions. All certified professional staff members in the 30 sample schools were asked to complete and return the questionnaire. The return of 575 questionnaires represented 63% of the individuals in the sample schools.

A one-way multivariate analysis of variance (MANOVA) was used to address the eight hypotheses of difference in the degree of SBDM between schools with most improvement and least improvement in student achievement. Results showed an overall significance of $p < .005$, $F(8,433)=2.91$, Wilk's lambda = .94. Univariate analysis of variance tests were then used to determine which of the eight dimensions of

decision making contributed significantly to the overall effect.

A statistically significant difference was found between the two groups on six of the eight decisions of SBDM. An examination of means and standard deviations for each of the eight subscales, shows that the difference can to attributed to a higher degree of shared decision making in schools with most improved student achievement. Four subscales were found significant with $p < .01$. They are goals/vision/mission, curriculum/instruction, operations, and facilitating procedures/structures. The two subscales that were significant with $p < .05$ are standards and staffing. The two variables that did not show a significant difference between groups are budget and staff development.

Question two addressed the procedures and operation of the SBDM teams. The assessment of this question was determined by analyses of descriptive data gathered from principal and SBDM team questionnaires and district records.

Guidelines for the composition of SBDM teams were provided by the state and district. The number of members ranged from seven to thirteen with similar distribution between the two groups of 15 schools. Representatives of

the stakeholder groups on the teams showed similar ratios between the two groups.

The majority (90%) of the SBDM teams from both groups meet on a monthly basis immediately after school. Several teams meet every other week, and some meet before school or during school. Only two teams schedule the time of their meetings after 5:00 p.m., which more easily accommodates working parents' schedules.

Operational procedures for running the team meeting were also similar across all schools. Overall, 80% of the SBDM teams have developed written by-laws or guidelines, and 90% reported having a two-way communication process with stakeholders. In both groups of schools, 50% indicated that the principal facilitated or led the meetings. Half of the schools in each group reported that the meetings were facilitated by an elected or rotating chairperson.

Examination of professional development in SBDM processes by team members indicates a similar pattern of participation between the teams in the two groups.

Conclusions

The intent of this study was to explore the relationship between school-based decision making (SBDM) and student achievement. The basic question was to determine if there were differences in the degree of participation in eight dimensions of SBDM in schools with most and least improvement in student achievement. Major findings indicated that increased student achievement schools had a greater degree of school-based decision making in six of eight decision dimensions. It appears that the most critical dimensions of SBDM contributing to improving student achievement are "goals/vision/mission" and "curriculum/instruction". When teachers, as well as other stakeholders, are more involved in developing mutual school goals that focus on curriculum and instructional stategies, they will feel more ownership for the outcomes. Therefore, teachers are more likely to implement innovative curriculum and instruction directed toward improving student learning on a routine basis. Parents will be more supportative of the school goals when they are involved as equal partners.

Additional conclusions and discussion based on findings of the study follow:

1) The positive relationship between SBDM and student achievement indicates that the greater the participation in SBDM the greater the contribution to increased student achievement. The variance is attributed to schools with most improved student achievement based on higher group means in all eight decision dimensions.

2) Goals/vision/mission. This is an essential dimension of SBDM which positively impacts student learning. This conclusion is based on findings that this dimension showed both the greatest variance between groups and the highest degree of participation by both groups. Of the eight dimensions of SBDM, goals/vision/mission had the highest degree of participation by both groups of schools. Collaboratively developed vision and mission translated into goals that focus on learning is essential in increasing overall student achievement throughout the school.

3) Curriculum/instruction. A focus on curriculum and instruction is another critical dimension of SBDM that positively impacts improved student achievement. Appropriate curriculum and instructional issues must be addressed in order to achieve school goals directed toward improving student learning.

4) Operations. Schools with most improvement in student achievement are involved in decisions of school operations, such as scheduling and utilization of buildings and grounds, more than schools with least improvement. All schools surveyed had an overall low level of participation in school operations. It is concluded that participation in school operations is an important dimension of SBDM, but schools need to participate to a greater degree in this decision making dimension.

5) Facilitating procedures/structures. Since state and district guidelines establish the formal structure to facilitate SBDM, the significantly higher degree of participation in this dimension is attributed to the most improved schools utilizing the waiver process (Appendix L) and restructuring of schedules to provide time for professional collaboration and planning.

6) Standards. The most improved schools set standards which establish expectations for student behavior and achievement. They also demand accountability for professional performance by faculty and staff. The statewide accountability system establishes standards for all schools, and helps focus school decision-making on student achievement.

7) Staffing. Although the most improved schools were involved in staffing decisions to a significantly higher degree than the least improved schools, the stakeholders at all schools have a very limited "voice" in the recruitment and selection of teachers and administrators or in defining needed school positions and assignments. This conclusion is derived from an examination of means by group and by questions. Out of the eight dimensions, both groups indicated the lowest level of participation on the staffing dimension. The mean on the questions in the staffing subscale indicates a range from "almost never" to "seldom" for all respondents. As one of five areas of SBDM stipulated by the state, it is concluded that more involvement in school staffing decisions is needed.

8) Staff development. TIPS-2 results did not discriminate between groups on the SBDM dimension of staff development. It is concluded that all schools are involved in the direction of, and participation in, staff development activities to an equally high degree. It is the belief of the researcher that staff development is a high priority and a critical factor in school improvement.

9) Budget. The involvement in the school budget process does not appear to be a contributing factor to improved student achievement. The result of no difference between

groups in budgeting may be due to a low degree of participation by both groups. This conclusion is based on the group and question means for this dimension of SBDM. The only question to which most respondents indicated having much budgetary input was the expenditure of their own classroom or department allotment of funds. The low participation in the school budgeting process may be further attributed to the fact that the total staff was responding to a dimension that is delegated to the SBDM team.

10) Involvement by teachers in SBDM decision dimensions shows the degree of participation to be as follows: highest in dimensions of goals/vision/mission and curriculum/instruction; moderate in dimensions of standards, facilitating procedure/structures, staff development, and budget; and lowest in operations and staffing.

11) SBDM teams were similar in areas of team composition, meeting schedules, team leadership procedures, and team training in SBDM processes.

12) Perceptions by principals and SBDM team members concerning the impact of SBDM on school curriculum, instruction, and student achievement indicate the following: about 15% believe there is no or very slight impact, almost 65% believe the impact to be moderate to high, and a little over 20% believe that SBDM has a major impact on the school.

Results of this study support the findings of other studies which have reported that when teachers are involved in school-based decision making, they participate more in curriculum/instruction than in decisions relating to staff personnel and budget management (Ferrara, 1992; Jenkins et al., 1994). Lopez (1992), in a study of Texas schools, also found the least teacher participation in decisions on staffing patterns, selection of personnel, and budget.

A study similar to this one by Jenkins et al. (1994) did not find an effect of SBDM on student achievement. Their three-year study examined multi-dimensional decision making and student achievement on three sub-tests of the Metropolitan Achievement Test. Their design differed from the present study in that the two groups of schools represented an experimental group that used a SBDM model and a control group that did not use SBDM. After measuring student achievement, a three-way MANOVA did not result in significant differences ($p > .10$), nor did the interaction reach significance (all p's $> .10$) on any of the univariate tests.

The research design of this study, in comparison to Jenkins' et al., identified schools showing most and least improvement in school student achievement and then measured the degree of participation in school-based decision making.

Because sample schools were identified based on improvement in student achievement rather than random selection a matching procedure was used to examine similarity of student populations between school groups. This was comparable to the procedure utilized by Brookover et al. (1979) in a major study on school effectiveness. In reviewing the Brookover study, Good and Brophy (1986) state, "Because schools within each pair were matched closely on demographic variables, it seems plausible to attribute differences in school achievement to social and process variables within schools" (p. 593). A similar conclusion may be made in this study.

One drawback of the Jenkins' study and others is a one-time measure of student achievement. It takes a number of years both to fully implement SBDM and to see resulting gains in student achievement.

The design of the present study incorporates a longitudinal view of both independent and dependent variables. All schools in this study have been involved in SBDM for at least ten years. The district under study initiated school-based management in 1981 with several pilot schools. Following training sessions for SBDM teams, all district schools implemented school-based management to some extent beginning in the 1984-85 school year. A renewed district effort for SBDM was made in 1990 and again in 1993.

Ongoing districtwide training in SBDM processes was initiated in 1991 with the development of a SBDM Academy. (District SBDM Plan and Handbook p. 2)

Texas has been involved in statewide testing of student learning for a number of years, but because of changes in the purposes, formats, and standards of the testing program, only the past three years of test scores could be compared for use in this study. Five years of comparable student achievement scores would have been preferred.

Fullan (1993) indicates that an educational change initiative generally takes five to ten years to produce stable results. In fact, according to his theory of an "implementation dip", where results generally decline about three years into a change initiative, many studies report negative results too soon. This phenomenon may explain the lack of positive effects in other studies.

Bacharach et al.(1990) and Conley (1991) support the multi-dimension approach to SBDM used in this study for a more meaningful conceptualization of understanding teacher involvement in school-based decision making. They assert that conceptual weaknesses have existed in some past studies due to the single domain view of shared decision making.

Because the dimensions of goals/vision/mission and curriculum/instruction contributed the most variance between

groups and showed the highest means for participation, they appear to be critical components in effectively utilizing SBDM for improvement of student learning. However, because of the interrelatedness between the dimensions of SBDM, more teacher involvement in the other dimensions possibly would have produced more significant results. Mohrman and Wohlstetter (1994) found that more effective implementation of SBDM involved the combination of four resources that interrelate the dimensions of decision making. For example, the power to determine resources of budget and staffing influences decisions in improving curriculum and instruction. The decisions affecting curriculum and instruction are also influenced by the knowledge and skills the decision makers develop through staff development. If facilitating procedures and structures are not in-place to support teachers in the process and time requirement for collaborative decision making, then curriculum and instructional decisions may not be as effective. School operations, such as scheduling, organization, etc., also must be compatible with enhancing curriculum and instruction.

Malen and her colleagues (1990) in reviewing almost 200 SBDM documents, indicate that research in the area of SBDM is complicated by the absence of a standard definition of

SBDM and studies that do not indicate to what degree schools have redistributed power. In 1990 the district under study developed a decision-making matrix that was expanded in 1993 into a more comprehensive discussion of decision authority. Appendix J includesthe district definition and purposes of SBDM. Appendix K.presents guidelines for SBDM decisions.

Implications

This study contributes to the limited knowledge of the effects of school-based decision making on school student achievement. A possible reason that more studies have not addressed the relationship of SBDM and student learning is due to the problematic nature of measuring student learning and isolating factors contributing to student achievement. In spite of these difficulties, impact of educational initiatives on student learning should be a continuing priority for examination.

Current theory and practice for increasing quality in an organization support collaborative decision making by those closest to the situation. School-based decision making is the educational equivalent to corporate participatory management. The bottom line for schools is maximizing student learning. SBDM is only one means to this

end. If the process of shared decision making focuses on the appropriate goals that contribute to increasing student learning, then it becomes a viable restructuring initiative worth pursuing.

The findings of this study provide direction for schools in the implementation of school-based decision making. Considering the interrelatedness of the dimensions of SBDM, it is recommended that involvement in all decision dimensions of SBDM be maximized. However, the dimensions of shared goals/vision/mission and curriculum/instruction appear to be critical factors that contribute to increased student achievement. It is recommended that teachers be more involved in the process of school decisions in the areas of budget, staffing, and school operations.

The sample for this study was not randomly selected. Therefore, there is no claim that generalizations beyond the sample population are valid. However, it may be assumed that the design of the study allows generalization of results to elementary schools in large urban school districts with similar populations. Some generalization may also be made to districts throughout Texas because of the overall continuity of the statewide accountability system.

School-based decision making (SBDM) in Texas is mandated for all districts in the following five areas: 1)

goal setting, 2)curriculum, 3) budgeting, 4) staffing patterns, and 5)school organization. The results of this study indicate that a greater degree of participation in shared decision making occurs in four of the five mandated areas (all except budgeting) by schools with most improvement over schools with least improvement in student achievement. Based on this study, it is concluded that elementary schools are involved in SBDM to a higher degree in goal setting and curriculum, and to a lower degree in school organization, budgeting, and staffing. The dimension of staffing shows particular low levels of decision involvement at the school level.

A major limitation in this study was the high percentage of school personnel with only a few years of experience at the school. Fifteen percent of the faculty was new to the school and another 45% had between one and five years of experience at the school when the SBDM survey was administered. Thirty-seven percent of the principals in this study had been at the school for only three months. The role of the principal as instructional leader, team builder, and visionary is a critical factor in the effectiveness of SBDM. It takes three to five years for a principal and staff to make progress toward accomplishing school goals.

This study was limited to three years of consecutive test data using an aggregate 4th grade TAAS score. Rutter (1983) reports that research utilizing some average measure of an entire school actually underestimates the size of school effects. If Rutter is correct, this study's findings of differences between groups on degree of teacher participation may be even greater.

Recommendations

More research is needed on the question of effects of SBDM on student achievement. The overall evidence in this area is too limited to be conclusive and should be pursued.

It is recommended that more studies of a longitudinal nature be conducted to determine if the results of this study are supported. Another variation would utilize a five year examination of school student achievement to determine trends. Dissagregation of student achievement data would be even more enlightening in terms of school improvement for all students.

Staff development and budget, the two dimensions of SBDM that did not show differences between groups, are areas for further study. The strong research base supporting collaborative planning for school staff development made

this finding particularly surprising. The conclusion of this study concerning these two dimensions is that all schools in both groups were involved in shared decision making in the area of staff development to a high degree and in the area of budget to a very low degree. More in-depth research into these two dimensions of SBDM is needed to support or refute this conclusion and to find possible causes.

Another recommendation for study is the comparison of results from faculty, SBDM teams, and administrators on the perceived degree of participation in the eight dimensions of SBDM. Do these groups differ on their perception of the degree of participation in the shared decision process?

In order to provide more insight into the dimensions of goals/vision/mission and curriculum/instruction, follow-up investigations of the school planning process and products are recommended. All schools in Texas are involved in long-range and short-range planning in the development of a Campus Educational Improvement Plan (CEIP). In the studied district, the SBDM process is designed to be the vehicle for development of the CEIP. An examination and comparison of the CEIPs of the 30 sample schools may shed more information on how the schools address the goal of improved student learning.

Another area for investigation is the congruence between the written plan and the actual implementation. Were the differences on goals/vision/mission and curriculum/instruction between the two groups of schools due to differences in the planning process or the implementation of the plan?

This study set out to explore the relationship between SBDM and student achievement in elementary schools in a large urban district in Texas. As a result of the disciplined inquiry, a positive relationship was found between six of eight dimensions of SBDM and improvement in school student achievement. This result provides promise that involvement in school-based decision making is a viable process which contributes to increased student learning.

APPENDIX A

FOURTH GRADE TAAS SCORES FOR POPULATION SCHOOLS

APPENDIX

TASS Tests For Fourth Grade

School	Spring 93		Spring 94		Spring 95		1993-1995
	N Tested	% Passed	N Tested	% Passed	N Tested	% Passed	% Change
1	91	57.9	87	67.1	65	83.1	25.2
2	64	7.3	38	17.9	52	28.8	21.5
3	64	59.6	48	45.2	29	24.1	(-35.5)
4	51	32.4	53	47.8	49	49.0	16.6
5	57	27.3	68	14.3	47	31.9	4.6
6	105	25.0	86	14.7	72	27.8	2.8
7	78	36.5	73	25.8	67	49.3	12.8
8	62	74.5	72	59.1	47	68.1	(- 6.4)
9	62	26.5	59	54.9	47	27.7	1.2
10	37	43.3	51	62.8	37	64.9	21.6
11	101	47.1	114	38.7	111	55.9	8.8
12	74	19.7	45	54.8	71	39.4	19.7
13	54	41.5	57	23.4	62	35.5	(- 6.0)
14	65	60.4	74	54.3	63	71.4	11.0
15	63	12.5	68	29.8	65	30.8	18.3
16	98	29.9	124	31.0	72	49.3	19.4
17	36	54.8	58	58.5	45	48.9	(- 5.9)
18	58	30.4	61	51.8	59	39.0	8.6
19	102	33.3	86	36.1	80	43.8	10.5
20	78	22.2	83	40.0	50	36.0	13.8
21	95	13.0	89	29.7	77	20.8	7.8
22	55	22.9	44	33.3	35	37.1	14.2
23	71	26.8	79	84.1	73	69.9	43.1
24	50	48.9	45	50.0	34	61.8	12.9
25	53	44.2	40	32.4	43	72.1	27.9
26	84	35.4	67	37.5	65	46.2	10.8
27	74	20.3	74	30.4	99	44.4	24.1
28	27	19.2	39	20.0	35	28.6	9.4
29	56	9.8	67	17.2	48	12.5	2.7
30	60	15.7	63	27.5	55	18.2	2.5
31	49	25.9	53	44.8	44	34.1	8.2
32	80	36.5	61	53.8	44	50.0	13.5
33	59	41.9	57	57.1	54	48.1	6.2
34	72	14.9	60	26.0	54	29.6	14.7
35	117	20.0	70	45.6	74	47.3	27.3
36	128	51.0	122	53.6	112	62.5	11.5
37	25	22.7	18	61.5	20	85.0	62.3
38	55	23.3	39	62.2	43	46.5	23.2
39	83	17.7	68	25.0	112	30.4	12.7
40	40	17.2	28	13.0	32	50.0	32.8
41	90	12.8	71	23.4	80	26.3	13.5
42	61	42.0	74	54.8	46	52.2	10.2
43	89	65.3	69	71.2	64	85.9	20.6
44	70	17.3	48	34.1	37	24.3	7.0
45	83	35.4	71	66.1	51	66.7	31.3
46	72	38.62	58	31.1	61	34.4	(- 4.22)
47	69	46.6	73	54.1	48	47.9	1.3
48	79	17.5	66	29.1	74	40.5	23.0
49	68	27.6	62	35.1	65	40.0	12.4
50	77	28.62	89	30.8	79	39.2	10.5
51	88	30.4	78	41.2	73	63.0	32.6
52	42	55.6	47	58.5	37	81.8	26.2
53	104	58.6	106	63.2	81	90.1	31.5
54	66	18.0	65	29.1	56	19.6	1.6
55	58	76.4	62	89.3	73	94.5	18.1
56	55	25.5	47	20.0	45	64.4	38.9
57	41	2.7	33	22.6	21	71.4	68.7
58	74	9.2	50	25.6	47	25.5	16.3
59	21	11.1	24	80.0	31	58.1	47.0
60	64	63.3	47	88.1	58	79.3	16.0
61		n/a		n/a	40	40.0	
62	74	55.6	74	43.3	58	69.0	13.4
63	146	53.8	111	72.9	118	78.0	24.2
64	100	42.0	77	42.1	65	53.8	11.8
65	58	71.2	66	60.7	66	80.3	9.1
66	48	15.4	43	20.5	34	26.5	11.1
67	118	53.9	108	63.3	101	65.3	11.4
68	76	24.6	67	46.0	52	44.2	19.6

APPENDIX B

TEACHER INVOLVEMENT AND PARTICIPATION SCALE--VERSION 2

(TIPS-2 included with written permission of author)

John J. Russell
Bruce S. Cooper
Ruth B. Greenblatt
March, 1992

T.I.P.S. 2

Teacher Involvement and Participation Scale

Version 2

This instrument is designed to measure the involvement of teachers in decision making. Please read each statement carefully. Circle the number that indicates the degree to which you believe teachers in your school participated in each decision during the past school year. A 5 represents "Almost Always," a 4 represents "Frequently," a 3 represents "Sometimes," a 2 represents "Seldom," and a 1 represents "Almost Never."

	Almost Never	Seldom	Sometimes	Frequently	Almost Always
I. Goals/Vision/Mission					
1. Teachers have developed the same shared vision for this school.	1	2	3	4	5
2. Teachers participate in the goal setting process for the school.	1	2	3	4	5
3. Teachers help to establish school priorities.	1	2	3	4	5
4. Teachers as a group accept the school's goals.	1	2	3	4	5
5. Teachers are able to get other teachers to support their vision of the school.	1	2	3	4	5
6. Teachers are able to get administrators to support their vision of the school.	1	2	3	4	5
7. The school's goals are consistent with my vision of this school.	1	2	3	4	5
8. Teachers contribute to the development of a plan to meet the school's goals.	1	2	3	4	5
9. Teachers play an active role in evaluating school goals.	1	2	3	4	5
II. Standards					
10. Teachers working together set their own work standards.	1	2	3	4	5
11. Teachers contribute to the standards set for discipline in the school.	1	2	3	4	5
12. Teachers set standards for their students' work.	1	2	3	4	5
13. Teachers help to set standards for student promotion and/or retention.	1	2	3	4	5
14. The school staff assumes responsibility for student performance.	1	2	3	4	5

*Copyright John J. Russell, 1992, NYC

	Almost Never	Seldom	Sometimes	Frequently	Almost Always
III. Curriculum/Instruction					
15. Teachers have authority to make adjustments in the school's curriculum.	1	2	3	4	5
16. Teachers help to determine the pace of instruction for students.	1	2	3	4	5
17. Teachers initiate changes in the curriculum.	1	2	3	4	5
18. Teachers participate in making school-wide curriculum decisions.	1	2	3	4	5
19. Teachers participate in the selection of textbooks.	1	2	3	4	5
20. District-wide committees of teachers coordinate curricula.	1	2	3	4	5
21. Teachers participate in curricula development.	1	2	3	4	5
22. Teachers determine grouping for the purpose of instruction.	1	2	3	4	5
23. Teachers determine the instructional activities they use in their classroom.	1	2	3	4	5
24. Teachers monitor the effectiveness of curricula.	1	2	3	4	5
IV. Budget					
25. Teachers contribute to the development of the school budget.	1	2	3	4	5
26. Teachers are able to decide how they will spend their allotted funds.	1	2	3	4	5
27. Teachers manage their own budgets.	1	2	3	4	5
28. Teachers have budgetary support to achieve the educational objectives of the school.	1	2	3	4	5
29. When the school budget has to be cut, teachers help to establish priorities.	1	2	3	4	5
30. Teachers receive a lump sum portion of the school budget to spend in their classroom as they see fit.	1	2	3	4	5
V. Staffing					
31. Teachers have a voice in the recruiting and selecting of teachers.	1	2	3	4	5
32. Teachers help to decide teaching assignments of staff members.	1	2	3	4	5
33. Teachers take part in staffing decisions including such trade-offs as using instructional aids, or hiring vice-principals, counselors, and other special area staff.	1	2	3	4	5
34. Teachers have a voice in the recruiting and selecting of administrators.	1	2	3	4	5

VI. Operations	Almost Never	Seldom	Sometimes	Frequently	Almost Always
35. Teachers have a voice in the development of the schedule for the school.	1	2	3	4	5
36. Teachers play a part in determining how the school building is utilized.	1	2	3	4	5
37. Teachers are involved in the development of plans to improve building facilities.	1	2	3	4	5
38. Teachers play a role in establishing building maintenance priorities.	1	2	3	4	5

VII. Facilitating Procedures and Structures					
39. Teachers have access to the information they need to make school-wide decisions.	1	2	3	4	5
40. Teachers are represented on a council or group that makes school-wide decisions.	1	2	3	4	5
41. Sufficient time is provided for teachers to share in decision making activities.	1	2	3	4	5
42. It is possible to obtain waivers from the teachers' contract for school based decisions.	1	2	3	4	5
43. Teachers working together arrive at decisions on the basis of majority rule.	1	2	3	4	5
44. We would not make a decision until almost everyone is in agreement.	1	2	3	4	5
45. Decisions are not made until everyone can accept the proposal to some extent.	1	2	3	4	5

VIII. Staff Development					
46. Teachers have access to current research on effective programs and practices.	1	2	3	4	5
47. Teachers help to determine the staff development they will receive	1	2	3	4	5
48. Teachers have opportunities to share their expert knowledge.	1	2	3	4	5
49. Teachers participate in staff development activities.	1	2	3	4	5
50. Teachers have access to special training when necessary.	1	2	3	4	5

IX. Overall Impressions

Please indicate your level of agreement or disagreement with the following:

	Disagree Strongly	Disagree Somewhat	Neutral	Agree Somewhat	Agree Strongly
51. I think that teachers are accountable for decisions made through a shared process.	1	2	3	4	5
52. I think teachers' involvement in Shared Decision Making is important:					
for increased professionalism	1	2	3	4	5
for school improvement	1	2	3	4	5
for better school morale	1	2	3	4	5
for increased job satisfaction	1	2	3	4	5
53. Overall, I think Shared Decision Making in my school is working well.	1	2	3	4	5

54. I would improve Shared Decision Making at my school by:_____

_____

_____

X. Demographics

Please provide the following information about yourself by checking one response in each section.

55. Gender 1. [ ] Female 2. [ ] Male

56. Age
1. [ ] 20-29 years old
2. [ ] 30-39 years old
3. [ ] 40-49 years old
4. [ ] 50-59 years old
5. [ ] 60 years or older

57. Years teaching (include this year as a full year)
1. [ ] 1-5 years
2. [ ] 6-10 years
3. [ ] 11-15 years
4. [ ] 16-20 years
5. [ ] more than 20 years

58. Years in this school
1. [ ] Less than one year
2. [ ] 1-5 years
3. [ ] 6-10 years
4. [ ] 11-15 years
5. [ ] 16-20 years
6. [ ] more than 20 years

59. To what extent do teachers participate in decision making at your school?
1. [ ] Very little
2. [ ] Somewhat
3. [ ] Very much

60. To what extent do you participate in decision making at your school?
1. [ ] Very little
2. [ ] Somewhat
3. [ ] Very much

61. My current school role is:
1. [ ] Teacher
2. [ ] Guidance Counselor
3. [ ] Administrator (building)
4. [ ] Administrator (central)
5. [ ] Support Staff
6. [ ] Other: _____

62. Level of School:
1. [ ] Elementary
2. [ ] Mid-level
3. [ ] High School

63. School (name or code _____

_____)

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APPENDIX C

TIPS 2 SUBSCALE RELIABILITY

TIPS 2 SUBSCALE RELIABILITY

Subscale	Cronbach's alpha
Goals/Vision/Mission	.8960
Standards	.7091
Curriculum/Instruction	.8670
Budget	.7897
Staffing	.9242
Operations	.8647
Facilitating Procedures/Structures	.8134
Staff Development	.8970

APPENDIX D

SBDM TEAM SURVEY QUESTIONNAIRE

SBDM Team Survey Questionnaire

Please respond to the following items based on your knowledge or perceptions involving the logistical workings of the SBDM team at your school. **You may make comments or list conditions concerning SBDM or student achievement on the back**. Please return the survey in the provided school envelope by Oct. 20th. Individual self-addressed envelopes are available from the principal if you prefer.. Thank you for your response.

Name of school_____

Check the group that you represent on your school's SBDM team:

_____faculty _____staff _____parent
_____administrator _____community representative

How long have you served on your school's SBDM team?_____

Check the category that best describes how often and how long your SBDM team meets:

_____every week _____about 30 minutes
_____every other week _____about 60 minutes
_____every month _____about 90 minutes
_____every other month _____usually more that 90 minutes
_____on a "as needed basis" _____as long as needed to finish

On what day and time of day does your SBDM team usually meet?_____

Who generally faciltates or leads the SBDM team meetings?

_____principal
_____another team member: ___teacher ___parent ___staff ___community
_____rotation among all members of the leader role
_____district level faciltator or other outside faciltator

To what extent has the SBDM process : [Circle from 0 for none to 5 for major change]

a) made an impact on the curriculum of the school 0 1 2 3 4 5
b) made an impact on the instructional strategies of teachers 0 1 2 3 4 5
c) made an impact on the overall student achievement of the school 0 1 2 3 4 5

List the topics of professional development training in which you have participated on SBDM issues at either the district level or at the school level:

APPENDIX E

PRINCIPAL SURVEY QUESTIONNAIRE

SBDM Principal Survey Questionnaire

Please respond to the following items involving the school's SBDM team. **You may add comments concerning SBDM or student achievement on the back of the survey.** Please return the survey in the provided envelope by Oct. 20th. Thank you for your cooperation and response.

Name of school:_____

Number of years you have been principal at this school: _____

List the number of each category represented on the SBDM team:

_____administrators
_____teachers
_____staff
_____parents
_____community representatives

How often and when does the SBDM team usually meet?_____

Does the SBDM team have written bylaws or guidelines?_____

Does the SBDM team have a process for receiving and disseminating information to all the stakeholders?_____Describe_____

_____

Who generally facilitates or leads the meetings?_____

Are other roles, such as recorder, elected, appointed, or rotated?_____

To what extent has the SBDM process : [Circle from 0 for none to 5 for major change]

a) made an impact on the curriculum of the school 0 1 2 3 4 5
b) made an impact on the instructional strategies of teachers 0 1 2 3 4 5
c) made an impact on the overall student achievement of the school 0 1 2 3 4 5

List the topics of professional development training in which you have participated on SBDM issues:

APPENDIX F

INTRODUCTION LETTER TO PRINCIPALS

September 1, 1995

«Title» «FirstName» «LastName»
«JobTitle», «Company»

Dear «Title»

My name is Louise Standridge and I am a former employee of _____ ISD. Most recently I worked as an elementary assistant principal at _____ Elementary. I am now living and working in Fayetteville, Arkansas while trying to complete my Ed.D. Degree from the University of North Texas at Denton. I need your help in conducting a research study on school-based decision making (SBDM) in the elementary schools. I believe you will find the information useful to you and your staff.

The study has been reviewed and approved by ____ISD Research Department and Dr. _____. The sample, which includes your school, is comprised of 30 elementary schools within the district. The 30 schools have been matched into 15 pairs based on demographics obtained from the Texas Academic Excellence Indicator System (AEIS) report. Because of the matched demographics, it is necessary that as many of the sample schools participate as possible.

I hope that you and your faculty will participate in this study. It will require 15-20 minutes for the faculty to complete a survey on areas of participation in SBDM. It also will include a short one page questionnaire for the SDBM team on background data, such as years on the team, training, etc. The purpose of the research is to study SBDM and its effects on student achievement in elementary schools.

The time line for conducting the study requires that the surveys be administered and collected by October 13, 1995. I will contact you by phone during the week of September 18-22 to find out if your school will participate in the study. I will need to coordinate a time with you to meet with the individuals who agree to complete the survey. I will provide light refreshments for the participants. A copy of the survey is enclosed for your review.

Participation in this study is voluntary at the school and individual level. All data are confidential and will be used for research purposes only. Data from all surveys and questionnaires are anonymous. Names of participants will not be connected to information and scores. Results of the study will be shared with participating schools.

Thank you for your assistance. Please call me at (501)444-0004 if you have questions.

Sincerely,

APPENDIX G

LETTER OF INFORMED CONSENT TO FACULTY

Letter of Informed Consent

September, 1995

Dear Faculty Member:

My name is Louise Standridge and I am a former employee of _____ ISD. I am currently involved in research to study the degree of participation in School-Based Decision Making and its effects on student achievement in elementary schools in ____ISD. The study is performed as a partial fulfillment of the requirements for my Ed.D. degree in curriculum and instruction at the University of North Texas and has been approved by the ____ISD Research and Evaluation department. This project has also been reviewed and approved by the UNT Committee for the Protection of Human Subjects.

Your participation in this study will provide useful information on school based management to both your school and to the district. Your school is one of 20 elementary schools selected to be in the sample of this study. It is essential to have as many staff members from each school to participate as possible. You will be asked to respond to a 60 item survey which takes approximately 15 minutes to complete. The survey deals with your perception of the degree to which the faculty participates in shared decision making through your school based management team. The survey will also identify the kinds of decisions made at the campus level.

Participation in this study is strictly voluntary. All data are confidential and will be used for research purposes only. Data from questionnaires are anonymous. Names of participants will not be connected to information and scores. Any participant may withdraw at anytime without penalty, prejudice, or loss of benefits. Results of the study will be shared with participating schools.

The survey will be administered at your school. A date will be scheduled and announced in advance. I appreciate your consideration and hope you will participate in this research study.

Thank you for your assistance.

Louise N. Standridge
(501) 444-0004

APPENDIX H

MEMORANDUM ON TIPS 2 ADMINISTRATION PROCEDURES

Memorandum

DATE: September 22, 1995

TO: Principals of Schools in SBDM Study

FROM:. Louise Standridge

RE: Materials and Directions for SBDM Study

Thank you for your assistance in this research project. I've tried to keep the time involvement to a minimum. Enclosed you will find the materials needed to complete and return the surveys.

Steps to complete the study at your school:

1. **Place provided copies of the LETTER OF INFORMED CONSENT in the faculty mailboxes prior to conducting the survey**. The purpose of the letter is to inform the participants of the reason for the survey and that participation is voluntary and confidential.

2. Arrange a time when the faculty is together (15 minutes at the end of a scheduled meeting) to **give the survey to all certified professional staff who agree to participate**. Have the participants complete the survey while the group is together so that they can be collected as they finish.

Please **READ the following directions** so that all teachers in all the schools get the same information:

"This survey is for research purposes only. The study will NOT identify the names of the individual schools or the name of the school district in which the study was conducted. Your input is strictly anonymous and confidential. Please follow the directions at the top of the survey. You are asked to circle the degree to which you believe teachers in your school participated in school based decision making . Because it is early in the school year, your responses may reflect teacher participation in the last school year. The responses to the questions are individual and personal and should not be discussed as a group. When you are finished, place the survey in the provided manila envelope which will be sealed and returned at the end of this session. The researcher has provided some self-addressed, stamped envelopes if an individual prefers to send their completed survey directly to her."

3. **Distribute the letter of Informed Consent and SBDM Survey questionnaire to as many of your SBDM Team as possible** (100% is not essential, but would be helpful). Collect and place in the provided manila envelope or provide the researcher's self-addressed, stamped envelope to individuals who prefer to send their questionnaire to me directly. (I hope I have provided enough, I don't anticipate many will request them because the questions are not of a sensitive nature.)

4. **Complete the short Principal's Survey.** Place the principal's yellow and SBDM Team blue question surveys together in the labeled return envelope.

5. RETURN the completed and unused materials(except the pencils) in the 3 labeled envelopes by OCTOBER 13th.

APPENDIX I

DISTRICT SBDM TEAM TRAINING

Academies, Workshops, Seminars, Other Professional Training for SBDM Team

"Although school-based management takes many forms, the essence is school-level autonomy plus participatory decision-making."

--How to Organize for School-Based Management, ASCD

Professional growth activities for SBDM teams have been provided annually since 1981 through SBDM academies, workshops, and seminars sponsored by ISD and/or Education Service Center, Region Senate Bill 1 and House Bill 2885 now mandate training in five areas: goal setting, budgeting, curriculum, school organization and staffing patterns. A scope and sequence of SBDM training and support activities for school-based decision making teams is currently being developed for existing teams, new team members and central office staff. The identification and development of the SBDM training activities listed here is a collaborative effort of the SBDM training and support work group of principals, teachers, central office administrators, parents and community members. Training activities and information materials are drawn from several sources, including the Texas LEAD Center.

A. OVERVIEW OF SBDM TRAINING

A basic three-hour session for all school-based decision making team members, campus-level administrators, and central office administrators conducted by ISD trainers provides the participant teams, central office staff, and other participants with:

- information about the district's philosophy of school-based decision making and the district framework essential to refining, expanding, and supporting SBDM at the school level;
- a review of fundamental concepts in the school-based decision making process as they relate to new roles; and
- a review of the major issues addressed in state and local policies.

This module will be updated periodically and provided to SBDM team members as the need arises.

America's organizational salvation, Deming taught and continues to teach, is the development of a philosophy of management that creates an organizational culture in which continuous learning and quality are valued.

--Toward Quality in Education--
National LEADership Network
Study Group

B. SCHOOL-BASED DECISION MAKING

The following sessions are listed in a suggested order but may be taken in any sequence based upon individual/team needs. Participants will increase their knowledge and skills in each of the five identified decision making areas.

Goal Setting

This session identifies the need for a planning and goal setting process to turn a mission statement into reality. Critical decision-making questions that guide the goal setting process are presented. The integration of long- and short-range planning is addressed.

Resource Management and Budgeting

The budgeting session considers the aspects of centralized or decentralized budgeting and examines questions about budget administration. It reviews the potential areas of decentralization in the budgeting process and emphasizes the importance of budget evaluation as one measure of accountability.

Staffing Patterns

This session focuses on the district and campus staffing process. The issues surrounding staffing decisions and the need for flexibility in staffing allocations will be discussed.

Curriculum

This workshop identifies the key planning elements and critical decisions needed for the development/modification, implementation, and evaluation of the school's curriculum. Strategies for modifying the curriculum for diverse student populations will be explored.

School Organization

In this session participants will discuss the impact of school organization decisions on student performance and the teaching-learning process as well as the need for a rational decision making model that guides the selection of appropriate school organization options. Information about the many creative uses of time, staff, facilities, and other resources to support an effective teaching/learning process will be provided.

C. TEAM LEADERSHIP AND PROCESS SKILLS

A grant from the JCPenney Company in 1992 provided the first opportunity to train members of school teams and central office personnel in the DuPont Leadership Development Process. The DuPont LDP process is a five-day session which trains participants to improve the quality of decisions in their organization by applying collaborative decision-making tools with co-workers. All training is provided by certified district trainers.

D. SKILL BUILDING FOR TEAMS

The following sessions provide training in strategic planning initiatives and effective communications among team members.

- Facilitating Effective Meetings - Provides guidelines for organizing effective meetings that produce results. The complimentary roles of leader, resource person, and scribe are explained and a planning method for effective, productive meetings is discussed.
- Communications Framework - Presents specific steps a team can follow to develop unity by communicating their experiences, expectations, and aims.
- Task Cycle - Helps the group identify their task, product, or outcome. Teaches and illustrates the elements involved in performing a task more effectively. Teaches people to plan the work and work the plan.

Team Building is a process that involves transforming a collection of individuals into a unit which more effectively completes a task than the individuals would have been able to do if they had worked independently.

"Achieving Excellence," Noteworthy, 1992, Mid-continent Regional Educational Laboratory

- Quality and Excellence - Discusses how to identify "customers" and what it means to meet customer needs. Emphasizes that quality is both an individual and team effort that should focus on increasing student achievement.
- Systems Framework - Enables a group to define the current problem, identify the barriers to progress, and focus on resolving the problems or issues. An effective tool to use in the pursuit of quality and to focus a group towards its goal.
- Logic Loop - Begins with the concept (vision) statement, then moves a group to focus on: developing strategies, developing the design, determining the actions, examining the results of the actions, and assessing the performance towards the action relative to a predetermined standard.

E. HOT TOPIC SEMINARS

Hot Topic Seminars conducted by experts in the specific fields, are two- to three-hour sessions, (lectures followed by questions and answers) on a variety of topics pertaining to leadership development and school improvement. Topics include multi-cultural/diversity issues, grant and proposal writing, trends in education, and alternative assessment. These sessions will provide team members, faculties, and central office staff with information on "best practices" and research.

F. SBDM NETWORKING SESSIONS

Networking, both formal and informal, allows people to talk to each other and share ideas, information and resources to enhance the process of shared decision making. The SBDM training and support group and the professional development department will ensure that networking opportunities include teachers, parents, principals, and central office administrators. Networking will be done through pyramid clusters, special interest groups, reflective study groups, and shared decision making groups.

Effective Organizations and Effective Individuals must be Learners.

-- The Deming Management Method, 1986

G. NEW SBDM TEAM MEMBER ORIENTATION

A training packet and video will be available for the principal or an experienced team member to use to acquaint new team members to SBDM. The orientation will include an overview of the new team member handbook describing the legislative requirements, local policies regarding SBDM, and procedures and guidelines for team members.

H. ESC WORKSHOPS

In addition to workshops provided/sponsored by district personnel, a variety of workshops are provided by the Education Service Center. Topics include High Performance Schools, Getting Started in SBDM, Conflict Resolution, Communication Skills and other topics of interest to school and community personnel.

Additional information regarding school-based decision-making training is available by contacting the Professional Development Department

People should think things out fresh and not just accept conventional terms and the conventional way of doing things.

--R. Buckminster Fuller

APPENDIX J

DISTRICT SBDM DEFINITION, PURPOSE, AND ROLES

Definition, Purpose and Expected Results of SBDM

In January, 1992, members of the State Advisory Committee on Site-Based Decision Making prepared and distributed a document, "Resource Guide on Site-Based Decision Making and District and Campus Planning." This document was to help local districts implement site-based decision making and develop district and campus plans for improved student performance. The State Advisory Committee developed a definition of and expected outcomes for school-based decision making. These serve as the basis for the following local definition and outcomes.

Definition

School-based decision making in the Independent School District **is a process for decentralizing decisions to improve the educational outcomes for students at every campus.** Through a collaborative effort, principals, teachers, campus and district staff, parents and community representatives assess the educational outcomes of all students, determine goals, objectives and strategies, and ensure that strategies are implemented and adjusted to improve student achievement.

Purpose

The purpose of school-based decision making within ISD is to improve the quality and level of student achievement in all schools through the use of participatory processes. As a result, students will exhibit positive self-concept and develop the skills, knowledge and attitudes necessary to be successful in further education, in the workplace and in community life.

School-based management and shared decision making strategies directly challenge and seek to change the complex and well-entrenched patterns of institutional and individual behavior that have remained untouched by top-down reforms.

School Improvement Research Series, Dec. 1992

Redefining Roles to Support School-Based Decision Making

"School-based management means creating ownership for those responsible for carrying out decisions by involving them directly in the decision-making process."

--How to Organize for School Based Management, ASCD

For school-based decision making to function successfully, campus, district and community personnel must understand their individual and collective roles and responsibilities. Further, if student performance is to be increased at each campus, administrators, teachers and parents must plan together and make informed decisions about teaching and learning.

The following list of roles and responsibilities is intended as a general frame of reference in redefining traditional roles and is not intended to represent the full range of roles and responsibilities of each group/individual listed.

SBDM TEAMS

- observe federal, state and local policies unless officially waived;
- provide leadership to school-level decisions related to goal setting, resource management and budgeting, staffing, curriculum and school organization;
- provide leadership for developing an annual campus improvement plan focusing upon student outcomes as identified in the district improvement plan;
- provide for the review/development/recommendation of innovative programs, practices, related initiatives and/or proposals designed to increase student achievement and any related waivers;
- use current data related to student performance, attendance, discipline, school environment, instructional programs/strategies and other relevant information in the planning and decision-making processes;
- establish mechanisms to provide for broad-based input into the decision-making process;
- establish a structure and process for how the team works, including operational procedures to ensure that meetings are productive and result in informed, collaborative decisions;
- periodically conduct needs assessments to determine priorities; and
- periodically assess its performance as a team.

TEACHERS AND OTHER SCHOOL STAFF

- participate in decision making at the campus level;
- stay informed about educational issues, trends, best practice, and research;
- become involved in the development and implementation of the campus educational improvement plan;
- participate in continuous professional development for personal and professional growth; and
- participate in evaluating campus efforts to increase student achievement.

PRINCIPALS

- solicit active and meaningful involvement from students, staff and the community;
- provide leadership for implementing a participatory decision-making process at the school level;
- share school data with staff and community;
- share SBDM information about policies, procedures and guidelines;
- model effective meeting leading skills;
- develop the decision-making process with staff and team within the established parameters; and
- secure central office/outside assistance as needed.

CENTRAL OFFICE STAFF

- provides leadership for the establishment/review of curriculum goals and objectives;
- provides school-level data to schools in an accurate, timely manner;
- establishes an organizational climate supportive of SBDM;
- provides and manages district resources to support school improvement plans;
- provides technical assistance/consultative services to schools/school teams as requested;
- seeks out and provides current, accurate information related to best instructional practices and research on teaching and learning;

Teams work at building spirit and commitment; they talk about how they are doing, and they are willing to envest time and money to protect and enhance the basic team fabric and integrity.

--Team work - We Have Met the Enemy and They Are Us, 1990

- provides for districtwide services such as purchasing, warehousing, distribution of supplies, food services, transportation, and maintenance;
- translates board policy and priority goals into short- and long-range district plans for improvement, and monitors progress toward achieving district goals;
- develops policies and procedures which support SBDM; and
- designs and recommends an internal accountability system.

SUPERINTENDENT

- communicates a vision supporting decentralization and SBDM;
- identifies priority goals, addressing major educational issues affecting the district;
- recommends policies/procedures which promote and support SBDM;
- establishes a process so individuals and groups are held accountable for improved student achievement through the SBDM process;
- initiates practices which support SBDM;
- establishes an organizational climate supportive of SBDM;
- recommends a budget supporting decentralization; and
- serves as advocate and district spokesperson for SBDM.

BOARD OF EDUCATION

- sets policy supporting SBDM;
- collaborates with staff and community to establish district goals and priorities;
- evaluates the impact of school-based decision-making on student achievement;
- promotes flexibility and collaboration in the continuing implementation of school-based decision making;
- adopts a district budget supporting decentralization of resources and school-based decision making; and
- provides a forum for campus/district staff to report progress on goals.

In times of drastic change, it is the learners who inherit the future. The learned find themselves equipped to live in a world that no longer exists.

--Eric Hoffer

PARENTS AND COMMUNITY

- become actively involved in the school-based decision making process;
- work collaboratively with school/district staff to provide input into campus/district plans;
- stay informed about school/district programs and educational issues;
- serve as advocates for the campus/district by informing others of campus/district activities and progress; and
- participate in the decision-making process by serving on the SBDM team, study groups, task forces and school and district-level committees.

Do not worry about holding high position; worry rather about playing your proper role.

--Confucius

APPENDIX K

DISTRICT SBDM DECISION GUIDELINES

Decentralizing Decision-Making Brings Increased Building Level Autonomy

"It is extrememly important to expose the decision-making process as clearly as possible and to follow it faithfully to maintain the trust and ownership necessary for successful school-based decision-making...a useful way to clarify decision-making is by developing a matrix."

-- How to Organize for School-Based Management, ASCD

With decentralization comes increased building-level autonomy and accountability for making informed decisions. Decisions formerly made by central office administrators are now either shifted to the campus level or are being made collaboratively. Recent legislation requires shared decision making in the areas of goal setting, budgeting, curriculum, school organization and staffing patterns.

The superintendent is an integral part of the collaborative decision-making process. Further, nothing in the decision making process "shall be construed to limit or affect the power of the local board of trustees to manage and govern" the school district.

The following parameters are general guidelines for campus and central office staff to use in determining the appropriate level of decision making in these areas. This listing is not intended to be all-inclusive but, rather, to inform the thinking of decision makers and to serve as a basis from which other decisions in these and other areas, can be viewed. Using these guidelines, campus level staff may construct building-level parameters for shared decision making.

Five areas of responsibility and decision making are specifically targeted for more decentralized decision making: goal setting, budgeting, curriculum, school organization and staffing patterns. The following charts contain information intended to clarify activities related to decisions to be made at three levels.

CENTRAL OFFICE - Activities initiated at the central office level and for which central office staff currently retain primary responsibility for decision making.

COLLABORATIVE - Activities which require central office and campus-based staff to work together so appropriate, informed decisions are made.

CAMPUS - Activities initiated at the campus level and for which campuses currently retain primary responsibility for decision making.

Campus teams are encouraged to use these charts as a model for developing campus-level decision-making charts.

"The classic 'rule of thumb' is to involve all those in the decision-making who will be directly and significantly affected by the outcome of the decision."

--School Leadership--Handbook for Survival, 1985

GOAL SETTING

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
Initiate and coordinate district strategic planning process.		• Participate in review and feedback cycles. • Utilize district goals and objectives in the departmental/campus planning process.	• Identify leadership planning team, provide basic training in the strategic planning process (Board members, central office staff, districtwide instructional advisory committee) and develop consensus about planning process and procedures. • Identify and make available resources needed to facilitate the planning process (i.e., time, consultants, space).
		• Review and discuss student performance and program data.	• Provide student performance and program data for review and discussion.
	• Participate in the district planning process.	• Elicit input from board members, central office, campus-based staff, business and community members through a variety of processes. • Identify needs, program strengths and weaknesses, and other suggestions for district direction, areas of focus and central office support.	• Implement the planning process and develop discussion draft of district plan for initial review and comment by stakeholders.

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
	• Review results and provide feedback.	• Analyze feedback and finalize goals and objectives consistent with plan.	• Analyze, summarize, and disseminate results for review and additional feedback. • Disseminate goals and objectives to central office departments and campuses to guide departmental/ campus planning process. • Establish mechanism to monitor implementation of district plan; monitor and assess progress toward goals and objectives; provide annual updates to Board of Education, staff and community.
		• Participate in annual review and revision of district goals and objectives.	• Develop process for annual review and revision of goals and objectives, including establishment of district and campus planning calendar.
		• Establish timeline for campus plan development, review and submission.	• Establish mechanism to review and provide feedback to campuses related to quality of campus plan prior to review and approval by Board of Education.
Initiate and coordinate campus planning process	• Initiate and conduct the campus planning process, utilizing school-based management team as the basic leadership group.	• Solicit/provide resources and support to campus planning efforts.	

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
	• Identify short- and long-range goals and objectives consistent with district goals and objectives and campus needs assessment, surveys, data review and input from school community. • Implement campus plan and establish process for monitoring and assessing progress toward goals and objectives. • Provide annual reports to school community related to campus performance. • Submit campus plan to Board of Education for review and approval.	• Review/discuss/provide and/or receive feedback on campus plans. • Participate in annual review and revision of campus goals and objectives.	

CURRICULUM AND INSTRUCTION

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
Establish goals and objectives for student learning	• Interpret guidelines to staff (principal, department chairs, lead teachers). • Implement curriculum adhering to federal, state, and local policies/ guidelines. • Conduct needs assessment to identify campus needs and areas of focus. • Monitor implementation according to state and local policies.	• Establish exit-level goals for student achievement. • Determine grade-level/course objectives.	• Provide all campuses with copies of state guidelines regarding curriculum. • Provide leadership for the development of exit-level goals and grade/ level/course objectives which reflect state essential elements. • Monitor implementation of curriculum according to state and local policies.
Establish curiculum scope and sequence	• Interpret scope and sequence to staff (principal, department chairs, lead teachers). • Participate in districtwide and campus curriculum development activities. • Provide input into decisions related to districtwide and campus curriculum. • Implement scope and sequence. • Monitor implementation.	• Develop, revise and enhance scope and sequence of curriculum for district as appropriate.	• Provide leadership for the development of district scope and sequence. • Provide leadership in making revisions as needed.

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
Design, develop and distribute curriculum guides and other related documents	• Determine framework and monitoring practices for decision-making related to: 1. Areas of teacher autonomy and options 2. Enrichment activities 3. Lesson plan content and activities 4. Assessment of student progress • Determine modifications of curriculum and programs for unique interests and needs of students, and select strategies for instructional delivery that are research-based, data-driven, and that provide teaching for learning for all.	• Provide input into decisions related to curriculum: 1. Curriculum implementation 2. Resources to support implementation 3. Monitoring processes 4. Evaluation and assessment of curriculum and instruction 5. Transitions among schools and between levels • Develop administrative guidelines for evaluation, use of data, grading/reporting.	• Design teacher-friendly curriculum guides that balance sequence with flexibility and delineate: 1. Philosophy 2. Goals 3. Objectives based on EE's mandates, research, mission 4. Scope and sequence Pre-K-12 5. Suggested instructional activities/strategies 6. Suggested assessment activities and strategies • Involve campus personnel in district curriculum decisions and development activities. • Format, edit, print, and distribute curriculum documents. • Monitor implementation.
Provide leadership for curriculum/instructional innovation	• Create and recommend new courses/programs to central office for approval. • Involve external experts (central office or other) as needed.	• Develop innovative programs and monitor impact on learning.	• Keep abreast of research and promising practices and design strategies for disseminating information. • Develop, communicate and monitor parameters for equity of program opportunity for all.

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
Provide curriculum resources	• Provide resources to support campus-based curriculum and instructional activities.	• Redefine central office responsibilities and campus responsibilities for materials, resources, budget allocations, and textbook selection to eflect site-based decision making.	• Support and facilitate campus curriculum/instructional needs with human and material resources.
Provide staff development to support district curriculum and instructional improvement	• Design site-based staff development plans as part of campus improvement plan. • Identify instructional strategies to be implemented utilizing the best research available. • Identify and plan staff development activities for staff related to instructional strategies. • Coordinate staff development activities with other campuses. • Participate in district and campus staff development activities. • Implement, monitor, evaluate staff development activities; modify and adjust as needed.	• Provide input into staff development needs and related activities and strategies. • Identify instructional strategies most appropriate to student populations based on best research available. • Coordinate staff development activities for training staff in new and innovative instructional strategies. • Participate in implementation, monitoring, and evaluation of staff development activities as appropriate.	• Keep abreast of research-based innovations related to instruction. • Provide campuses with information regarding research-based instructional strategies that are appropriate for student populations. • Develop, plan,and provide leadership for staff development to support district curriculum and district/campus instructional improvement. • Develop and train teacher cadres in order to provide for site-based staff development needs. • Provide training for campus staff as required or appropriate through the use of teacher cadres, lead teachers, and department chairs. • Provide staff development activities which focus on instructional strategies.

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
			• Coordinate the sharing of effective instructional strategies that work between and among campuses. • Evaluate effectiveness of inservice/staff development activities; monitor and adjust as needed.
Provide for the selection, acquisition, and effective use of textbooks and other instructional materials and supplies	• Provide input to textbook selection committees related to text book needs of campus. • Identify need for textbook waivers and request as needed. • Provide for and participate in site-based inservice for teachers involved in implementation. • Conduct a campus assessment of instructional materials and supplies needed. • Identify materials and supplies to be purchased. • Monitor implementation.	• Review textbooks for adoption and make recommendations to textbook selection committees. • Make decisions related to district-wide textbook adoptions. • Make decisions on waivers as requested by campuses. • Make decisions about inservice activities for implementation. • Coordinate purchase of materials and supplies. • Coordinate workshops for making instructional materials.	• Keep abreast of available instructional materials. • Share information with campuses. • Schedule, plan and coordinate district-wide textbook meetings. • Provide leadership for district-wide textbook selection activities. • Inform campuses of textbook decisions made. • Facilitate ordering and purchase of materials. • Provide district-wide workshops on use of instructional materials and equipment.

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
	• Make requests for student and teacher materials.		• Monitor usage and provide leadership in making needed modifications.
Revise, update and implement policies and procedures related to curriculum and instruction	• Provide budget for site-based materials, equipment, staff development to support implementation. • Ensure equitable distribution of funds for purchase of instructional materials and supplies to every grade level/department. • Implement districtwide policies. • Make policy recommendations which are research-based and support the District's vision, mission, and goals. • Determine need and request for waivers as appropriate for meeting campus needs. • Make periodic checks to ascertain progress and make needed modifications. • Keep central office informed.	• Provide input into and participate in decisions related to districtwide educational policies.	• Keep abreast of research regarding educational/instructional practices. • Disseminate information as appropriate. • Make recommendations regarding policies related to curriculum and instruction. • Disseminate policies adopted districtwide. • Ascertain progress and provide leadership in making needed modifications.

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
Provide leadership and support for the implementation of special programs	• Implement curriculum for special programs according to federal, state, and local policies/guidelines. • Identify and implement content, instructional strategies, materials, and practices appropriate for special populations based on the best research. • Ascertain progress of program efforts and suggest needed modifcations. • Participate in staff development activities as appropriate.	• Provide input into decisions related to curriculum and instructional needs for students in special programs. • Participate in decision-making activities related to instructional materials for special programs. • Provide input into decisions related to inservice/staff development activities to support special programs.	• Provide campuses with federal, state, and local policies, (guidelines regarding curriculum and instruction for special programs). • Recommend new programs to meet needs of students in order to improve achievement. • Assist campuses in interpreting and implementing guidelines and policies for students participating in special programs. • Provide leadership for the develoment and implementation of instructional strategies for students participation in special programs. • Provide materials and supplies for special programs. • Monitor progress and provide leadership in making needed modifications. • Provide staff development programs for special program teachers.

SCHOOL ORGANIZATION

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
Develop, interpret, implement policies and procedures	• Seek clarification of local, state and federal policies. • Determine implications of federal, state and local regulations, procedures and implement regulations.	• Provide input into the development of local policies and procedures.	• Interpret and communicate federal, state and local regulations/procedures. • Determine implications of federal, state and local regulations/procedures and implement regulations accordingly. • Recommend local policies to Superintendent.
Identify time allocations/scheduling procedures	• Determine appropriate uses of instructional time within established parameters.	• Explore/select a variety of options for effective use of time.	• Provide information and models related to effective use of instructional time.
Develop and recommend district/school calendars	• Determine time allocations for classes/courses within district parameters. • Develop schedule/calendar variations based upon campus needs and goals. • Solicit input from staff to determine need for waivers.	• Develop/implement daily instructional schedules. • Recommend district calendar to Superintendent and Board of Education. • Develop policies and procedures related to school opening, closing, and operation.	• Disseminate information related to required time allocations. • Design calendar alternatives based on local needs and state mandates.

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
Develop and Review Waiver Requests	• Develop waivers, as appropriate, to more effectively organize for student achievement. • Submit campus waivers to Waiver Review Committee.	• Discuss/review/refine waiver requests.	• Disseminate local procedures for developing waiver requests. • Develop districtwide waivers in support of more effective school organization and student achievement. • Provide feedback support related to school waiver requests. • Submit districtwide waiver requests to Waiver Review Committee.
Organize for educational programs	• Implement campus-designed programs within established parameters.	• Develop/recommend program designs. • Complete required federal/state applications. • Determine nature and location of special programs/courses to best meet student needs.	• Disseminate information related to non-negotiable programs (special education, bilingual/ESL, Chapter I, gifted education, prekindergarten, etc.).
Identify and utilize effective grouping practices	• Determine appropriate/flexible grouping practices. • Implement instruction as appropriate.	• Develop philosophy and guidelines for effective grouping practices.	• Disseminate information/models related to effective grouping practices.
Collect, analyze, and use campus data	• Organize for input/collection/ review of pertinent data.	• Identify data to be collected. • Develop effective methods for data collection, analyses and dissemination.	• Provide technical assistance/resources to promote the use of accurate, relevant data to promote campus achievement of CEIP goals and objectives.

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
	• Identify and communicate data needs. • Make date-driven decisions.	• Provide training/support for data collection and use.	• Provide campus-based data in user-friendly format. • Develop structures/systems for data input, retrieval, and processing.
Plan for and implement educational initiatives and innovations.	• Read about, study and observe initiatives in other classrooms, schools, or districts. • Develop strategies and secure support for selected initiatives/innovations. • Implement selected initiatives/innovations.	• Form partnerships to explore a variety of initiatives and innovations. • Define roles/responsibilities and purpose of the partnerships. • Design evaluation procedures on selected initiatives and innovations.	• Disseminate information about educational initiatives and innovations. •Provide technical assistance and support for district/campus initiatives and innovations. • Provide periodic updates to Superintendent/Board related to district/campus initiatives and innovations.

BUDGET

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
Budget development	• Review and discuss revisions in legal requirements related to budget development and management. • Determine salary and non-salary entitlements. • Establish carry over account balances; reconcile calculations (campus entitlement v. budget office). • Establish procedures for development and review of campus budget. • Identify staff development needs related to budgeting and accounting. • Submit budget to budget office.	• Participate in discussions about funding allocations. • Develop and participate in staff development related to budgeting and accounting.	• Remain abreast/disseminate information about legal requirements related to budget development, and management. • Develop and recommend campus level allocations. • Provide leadership for salary negotiation process. • Make recommendations related to funding allocations considering districtwide commitments and campus level allocations. • Determine property tax constraints. • Estimate current year operating surplus/shortage. • Estimate new budget year revenue--based on local, state, federal and miscellaneous sources. • Develop list of district/campus capital needs. • Recommend timeline for budget development and submission.

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
	• Establish priorities (with school allocations) to insure that students meet both school and district educational standards.		• Develop/disseminate budget forms and information about budget process. • Review budget submission for compliance and accuracy.
Budget management	• Manage and monitor the campus budget and make quarterly reports to appropriate staff and school-based management team on budget status. • Initiate budget amendments as needed. • With input from management team and other staff, make decisions related to transfer of monies to various categories. • Review/make quarterly reports on Activity Fund status to the management team and other staff.	• Monitor special program budgets. • Work to manage campus expenditures appropriately.	• Manage and monitor district budgets. • Monitor expenditures in each category. • Recommend budget amendments. • Establish and monitor parameters for campus transfer of monies allocated for instruction. • Provide periodic financial status reports to school board, districtwide and campus management teams as appropriate.

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
	• Implement Internal Finance procedures, monitoring and correcting as necessary.	• Provide input into periodic revision of Internal Finance procedures and timeline.	• Establish Internal Finance controls; audit internal finance records. • Serve as resource on all financial questions. • Provide final budget amounts to available districtwide resources. • Recommend adoption of final budget and tax rates.

STAFFING PATTERNS

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
Identify staffing needs	• Identify projected staffing needs; communicate needs to central office. • Develop campus staffing plan to improve student achievement. • Determine fulltime equivalent staffing entitlements (administrative, teaching, support). • Develop waivers, as appropriate, to entitlement staffing. • Define differentiated staffing needs. • Determine staffing based upon projected enrollment, program needs and campus goals and objectives.	• Plan for and develop recommendations for staffing guidelines.	• Provide leadership for the development of staffing guidelines based on projected enrollment, program needs, retirements, resignations, leaves of absence.
Recruit qualified staff	• Implement procedures for use of substitute teachers and other short-term employees; provide input into appraisal of these employees.	• Plan for and develop procedures for use of substitute teachers and other short-term employees.	• Maintain updated list of qualified substitute teachers and other short-term employees.

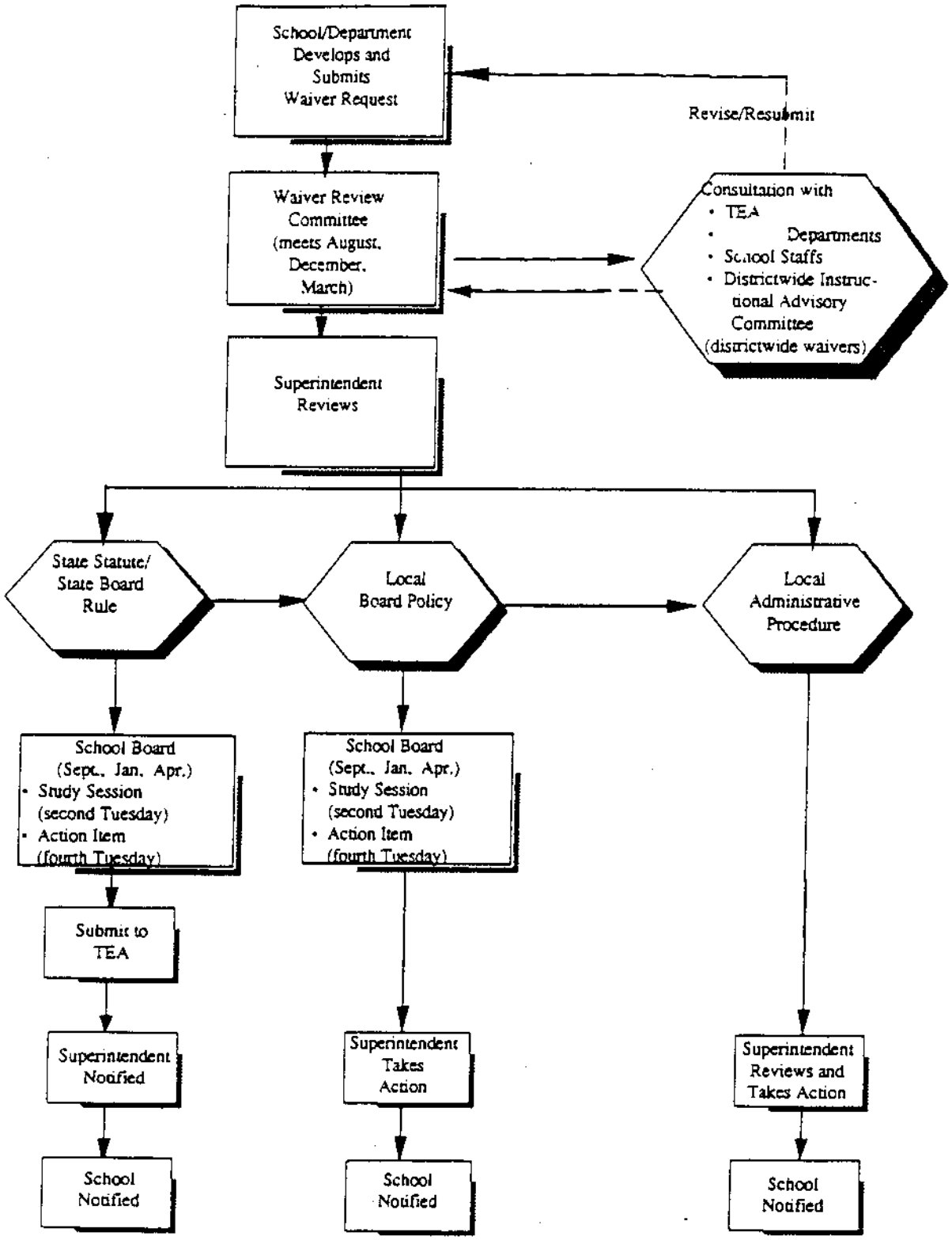
ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
	• Identify staff to participate in recruitment efforts. • Provide support for/input regarding performance of student teachers. • Establish campus-level support system for new employees. • Provide support for ACP interns; recommend for contract, as appropriate.	• Seek out and encourage qualified applicants to apply. • Plan for and participate in recruitment activities. • Work with university staff to place and provide support for student teachers. • Plan for and provide support for new employees. • Serve on advisory committee and provide technical assistance/support to interns (ACP).	• Schedule trips to colleges, universities, job fairs, education conferences and consortiums. • Train personnel to assist with teacher recruitment. • Design recruiting materials. • Identify priority areas for requitment and solicit applications. • Publish announcements of openings utilizing a variety of media. • Promote and make recommendations related to the Alternative Certification (ACP) program.
Interview qualified staff	• Establish campus level procedures to interview, select and recommend qualified applicants. Follow established position/personnel authorization procedures.	• Participate in the development of procedures related to interview/ selection of staff.	• Establish applicant file that includes documentation of certification and employment status. • Screen, assess and interview certified eligible applicants. • Identify and maintain a pool of qualified candidates for campus interviews.

ACTIVITY	CAMPUS	COLLABORATIVE	CENTRAL OFFICE
			• Monitor implementation of position control/personnel authorization.
Assign qualified staff	• Make personnel assignments based upon student needs and campus educational improvement plan (CEIP).		• Maintain current, accurate records of personnel. • Prepare and issue contracts.
Performance appraisal, discipline procedures and contract renewal	• Implement employee appraisal procedures, develop waivers as appropriate. • Implement local policies. • Implement local policies and procedures related to employee discipline and make contract recommendations.	• Participate in committees/work groups to establish local personnel appraisal procedures. • Develop and recommend local appraisal procedures • Communicate regarding employee discipline and contract status matters.	• Provide leadership for development/ revision and implementation of district appraisal policies and procedures. • Disseminate information related to employee appraisal; maintain official appraisal records. • Coordinate employee discipline and contract renewal procedures. • Coordinate employee discipline and contract renewal procedures.

APPENDIX L

DISTRICT WAIVER PROCEDURE

1993-94
Waiver Development, Review and Approval Process



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