The strategies for school-based management and shared decision making are seldom studied together. A written survey administered to practitioners currently using one or both of the strategies provides information for the implementation of shared decision making. Methodological limitations include a sample of 230 site personnel with a response rate of 30 percent. Findings identify eight barriers, institutional and noninstitutional, to changing traditional behavior. Four recommendations are offered for the implementation of shared decision making: transformation of authority, collaboration, professional development, and commitment. Results indicate that the implementation of shared decision making in school-based management requires fundamental changes in traditional behavior. Appendices provide a list of training resources, a list of respondents, and survey summary data and graphs. (25 references) (LMI)
IMPLEMENTING SHARED DECISION MAKING IN SCHOOL-BASED MANAGEMENT: BARRIERS TO CHANGING TRADITIONAL BEHAVIOR

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The strategies of school-based management and shared decision making are receiving growing attention in school management theory and practice. Support and criticism for each are abundant in the literature, but the intersection of the two is seldom explicated. Southwest Educational Development Laboratory conducted a survey of educational practitioners currently implementing one or both of the strategies to create a synthesis of their experiences in changing traditional behavior and to develop a set of recommendations to support schools and districts choosing to initiate shared decision making as part of any change strategy. This paper presents three outcomes of the survey: eight barriers to changing traditional behavior, a set of four recommendations derived from an analysis of the data and the literature, and a list of training resources and programs available to educational practitioners.

Theoretical Framework

School-Based Management

School-based management has become an increasingly important strategy for guiding school improvement. The strategy is a response to the need for an adaptive organizational model in education that forges the critical link between school-site authority and improved student learning outcomes. The underlying assumption is that greater decision-making authority at the school-level will enable the individual school to respond more efficiently, effectively, and flexibly to the needs of its unique student population by harnessing two forces: the expertise of school professionals and the involvement of parents and the community.

As interest in school-based management grows and the number of implementations increase, the gap between the strategy's potential and its realization is being explored. Reports of success (Clune & White, 1988; Harrison, Killion, & Mitchell, 1989; Ventures in Good Practice, 1989; and Rosow & Zager, 1989) are countered by reports of "unfulfilled promises" (Malen, Ogawa, & Kranz, 1990; Wood, 1984). However, the realities of implementation discussed by both proponents and opponents of the strategy tend to describe similar problems related to fully achieving school-based management and maintaining the strategy at the school site.

A district's delegation of authority to the school site cannot, in and of itself, release teachers' expertise nor increase parent and community participation. If authority is formally delegated to the site administrator alone, or if the decision making process is informally controlled by the administrator, the net result is merely to shift decision-making from one level of hierarchy to another. In order for school-based management to fully engage the school community in improving learning outcomes for students, the authority delegated to the school site must be distributed among school community members -- administrators, teachers, parents, and community members. Site authority must be shared.
Shared Decision Making

Shared decision making is also referred to as "participatory decision making" in the literature. Participatory decision making is a collaborative approach in which "superordinate" and "subordinates" work together as equals to "share and analyze problems together, generate and evaluate alternatives, and attempt to reach agreement (consensus) on decisions. Joint decision making occurs as influence over the final choice is shared equally, with no distinction between superordinate and subordinates" (Wood, 1984, p. 61).

The research on effective schools indicates that principals of effective schools include staff members in decision making and problem solving. Administrators of effective schools do not exercise instructional leadership alone. Such leadership is often the collective task of the principal along with other members of the organization (Croghen & Lake, 1984; DeBevoise, 1984; Gersten & Carnine, 1981; Hall, Hord, Huling, Rutherford, & Stiegelbauer, 1983; Leithwood & Stager, 1986; Stringfield & Teddlie, 1987). The Heritage Foundation surveyed the principals of 65 secondary schools honored in 1983 by the United States Department of Education for excellence in education. The survey asked the principals what leadership factors they considered the most critical in running their schools effectively. Topping the list -- mentioned by 80% of the principals -- was faculty participation in decision making. As one principal noted, collective decision making takes longer, but the resulting decisions tend to stand firmer, last longer, and gain greater acceptance ("Effective principals work hard...", 1984).

There are many benefits ascribed to participatory decision making. The following advantages, gleaned by Wood (1984) from an extensive review of the literature, illustrate the positive influence that shared decision making has on participants and the organization:

- high quality of decisions,
- improved employee satisfaction or morale,
- commitment,
- productivity,
- a reduction in resistance to change, and
- a reduction in absenteeism.

Finally, there is a belief among many that shared decision making is simply the "right way in which to do the right things." The United States must develop a participatory culture to maximize the use of technology and information in order to survive as a world-class culture into the 21st century. "If that is to occur, schools will have to transform themselves into participatory organizational cultures" (Parish, Eubanks, Aquila, & Walker, 1989, p. 393). Sashkin termed this transformation an ethical imperative (cited in Lewis, 1989).

There is growing recognition that shared decision making is a component critical to the success of school-based management. The AFT Center for Restructuring contends that
"school-based management will more likely meet its goals when it is coupled with meaningful shared decision-making" ("School-Based Management," 1988, p.5).

Southwest Educational Development Laboratory Survey

When one considers the wide difference between behaviors practiced in hierarchical organizations and those required in participatory organizations, it becomes evident that implementing shared decision making in school-based management requires changes in traditional attitudes and behaviors on the part of people throughout the school community. Districts choosing to implement these changes will encounter a variety of impediments. The Southwest Educational Development Laboratory (SEDL) conducted a survey of educational practitioners in 1989 to identify the difficulties that confront the traditional school culture when initiating shared decision making and to develop a set of recommendations to support schools and districts choosing to initiate shared decision making as part of any change strategy.

Methodology

A direct survey method was employed. A written survey instrument was developed, consisting of three open-ended questions:

1. What were the major difficulties you encountered or observed in trying to change traditional behavior when initiating shared decision making?
2. What types of training activities do you feel are necessary to successfully initiate shared decision making?
3. What training resources or programs have you used that you would recommend?

A review of the literature, including reports from national education organizations, foundations, and networks, was conducted to identify schools and districts currently implementing shared decision-making and/or school-based management efforts. Between July 1 and September 15, 1989, survey instruments were mailed to 230 site personnel in one hundred seventy-two districts in the United States and Canada. As of October 1, 1989, the survey yielded a 30% rate of return (n=69; see Appendix A for survey respondents).

Limitations to the methodology of this study include:
- The limitation of respondents to those in traditional decision-making roles: 135 principals, 90 central office staff (primarily superintendents and school improvement program directors), and only 5 teachers. Sites were selected on the basis of appearance in the literature or association with a national network or sponsor, and many surveys were addressed only to "Principal" or "Superintendent". The assumption was that a site identified in the literature as actively implementing school-based management and shared decision making would only be doing so with the support, if not the active participation, of a key administrator. This limitation, however, precluded us from obtaining the...
perspectives of other site participants such as teachers and parents who may have provided a different profile of responses.

- The limitation of self-selected respondents. The thirty percent of the survey recipients who responded may have biased the data in one direction or another. Although a second request was mailed to non-respondents, there was no attempt to obtain a forced set of responses through telephone contacts to strengthen the data provided by those who voluntarily responded.

A content analysis was performed on the data provided by survey question one (N=63). Approximately 20 difficulties were identified as frequently encountered or observed by respondents when initiating shared decision making. Two analysts categorized the data and eight major barriers to changing traditional behavior were derived from an analysis of these data. Results were then organized by category and tallied to determine frequency of response (see Appendix B for survey summary data and graphs). In descending order according to frequency of response, the eight barriers are:
- resistance to changing roles and responsibilities
- fear of losing power
- inadequate or inappropriate resources
- lack of definition and clarity
- lack of skills
- lack of trust
- lack of hierarchical support
- fear of taking risks

Responses to survey question two (N=60) were similarly analyzed to describe the type of training activities practitioners found to be necessary to successfully initiate shared decision making. Three categories of training activity were derived: (1) knowledge and information, (2) decision making skills, and (3) collaborative skills. These results are reported in the following discussion under the barrier Lack of Skills (see also Appendix B).

The responses to survey question three (N=47) were directly compiled to create a list of training resources and programs useful and available to practitioners who are interested in implementing shared decision making in their districts (see Appendix C.)

Barriers to Changing Traditional Behavior

Eight barriers were derived from an analysis of survey responses to the open-ended question "What were the major difficulties you encountered or observed in trying to change traditional behavior when initiating shared decision making?" The barriers clustered in two broad categories: personal and interpersonal barriers to change and institutional barriers to change.
Personal and Interpersonal Barriers to Change

Change in authority and decision-making arrangements in the educational system cannot be fully achieved or maintained without fundamental changes in the personal and interpersonal behavior of people throughout the learning community. Districts choosing to implement shared decision making in school-based management should be prepared to encounter and overcome five major personal and interpersonal barriers to change: resistance to changing roles and responsibilities, fear of losing power, lack of skills, lack of trust, and fear of taking risks.

Resistance to Changing Roles and Responsibilities. The redistribution of authority at the school site demands that administrators, teachers, parents, and community members forge different roles and accept new responsibilities. Fifty-one percent of respondents to the SEDL survey reported resistance on the part of people to accepting change in this area. Four sources of resistance were discussed: (1) reluctance to assume new responsibilities, (2) apathy, (3) satisfaction with the status quo, and (4) dependence on norms and role expectations.

A majority of respondents who discussed resistance to changing traditional roles and responsibilities observed an unwillingness among teachers to assume responsibilities different from those they traditionally have held. [Note: since only five of the respondents were teachers, the following may be biased interpretations.] Respondents offered a variety of interpretations for this reluctance: teachers lack confidence in their ability to participate, they are unwilling or unable to devote the time necessary to participate, or they prefer that administrators make the difficult decisions. In examining this resistance over time, some respondents observed significant changes. For example, one stated, "over the three-year period of this project we noticed that, at first, teachers were reluctant to share their ideas, but as they became more comfortable with their roles they became true leaders." Other respondents discussed the link between responsibility and accountability. As one noted, "In the beginning, the newly empowered decision makers were, in many cases, frightened by the responsibility and the danger of being held responsible for mistakes. Most of these fears have been overcome." Another respondent surmised that some staff do not want to see a move toward peer accountability, suggesting that some teachers may view the "isolated" teacher model as the most secure professional role to maintain among peers.

Some survey respondents reported resistance in the form of apathy toward shared decision making among some people in the school or community. Participants at one site experienced difficulty in initially gaining community interest. One respondent noted, however, that it was "a very small number of people who showed no interest at all in shared decision making." Still another aspect of resistance was reported as satisfaction with the status quo. One respondent observed that "many administrators have been successful using traditional approaches", while another encountered a general attitude of "we are doing OK; why change?" Other respondents reported local investment in the traditional system by the teacher union or association and by parents. Though both apathy and satisfaction with the status quo may present only passive resistance to change...
in roles and responsibilities, each adds weight to any active resistance within a school community to changing traditional roles and responsibilities.

Finally, barriers to changing roles and responsibilities also are found in the deeper, often unspoken role expectations of teachers, administrators, and parents. Strong norms exist regarding what it means to be and behave in each of the established roles. People have a broad range of attitudes regarding change in traditional roles and these attitudes can provide the foundation for overt resistance to formal changes in responsibilities. More than one-third of the respondents who reported resistance to changing roles and responsibilities discussed these normative barriers. SEDL survey findings in this area are in line with the contention by Malen et al (1989) that "the failure to alter orientations and norms inhibits participants from taking on new roles or fully participating in site decision making."

Several respondents reported on the strength of norms related to the teacher's role and competencies. For example, one wrote, "I have people stomp out of the room making comments such as 'I don't think teachers have any right to make curriculum decisions'." Another observed, "almost all of this district's problems with its very limited efforts have been caused by the absence of real confidence in the decision-making capacities of subordinates and the importance of fostering latent abilities." In discussing the principal's role, respondents tended to focus on the difficulties principals have in adopting a shared decision-making orientation that exhibits both "enabling" behaviors (i.e., active encouragement of participant involvement) and self-restraint (i.e., "resisting the habit of formulating solutions" or "stepping in to try to speed up or streamline the process"). Respondents stated that the shift for central office staff involves a reconceptualization of their roles to become "facilitators, questioners, and enablers rather than simply monitors and enforcers."

**Fear of Losing Power.** People in traditional decision-making positions in the school and district can experience a fear of losing power as they move from a traditional hierarchical decision-making model to a shared decision-making model. Thirty-eight percent of SEDL survey respondents stated that people at their site -- particularly principals, central office staff, and school board members -- had to confront and overcome the fear of losing power. One respondent commented that "as more individuals gain 'power' or become involved, someone [else] may perceive they are losing 'power'." From this viewpoint, the authority to make decisions is a territorial issue for site administrators and school boards. Building administrators are fearful of losing control or "giving away the store." Similarly, in discussing central office staff, one respondent stated that "understanding that sharing decision-making does not really disenfranchise Central is a very difficult concept for some to grasp." School boards are fearful that school site councils will become the final decision makers in school business issues.

This territorial aspect of power was also reported among staff and parents who may have built bases of informal influence in the school or district. As one respondent noted, "staff members desire to protect their own turf rather than consider the 'big
Another respondent observed that teachers and parents may fear the consequences of trading the security of an established relationship with a single administrator for uncertain influence as a member of a council of many individuals.

Power is not only an authority or control issue. It also encompasses some individuals' sense of self and status. One respondent stated that a major barrier to changing traditional authority relationships was "convincing principals that teachers were not going to take over the building, make all the decisions, and do away with principals." Principals and central office staff fear that their positions will be relegated to mere "managers of facilities." Another respondent asserted that the challenge at his/her site was to convince participants that "shared decision making can occur without any parties relinquishing their values and responsibilities or 'losing face'."

Lack of Skills. The third barrier to changing traditional behavior toward shared decision making describes the need to develop current human resources at the school and district levels. Thirty percent of SEDL survey respondents indicated that there was a critical lack of knowledge and skills needed for shared decision making at their sites. Respondents asserted that site participants require skills to move from "individual thinking to collective thinking" and faculties need to be able to move from "isolated working and decision making patterns to group decision making." The unique difficulty in achieving shared decision making was highlighted when nearly one-fourth of the respondents who reported lack of skills focused on the lack of experience in consensus decision making among their site participants. Decision making by consensus demands skills very different from those required in decision making by vote.

Survey responses to the second open-ended question on the SEDL survey, "What types of training activities do you feel are necessary to successfully initiate shared decision making?", elaborate on the types of knowledge and skills required by members of the learning community. Sixty-seven percent of those who responded to this second survey question listed specific knowledge and information that participants need to acquire, 64% listed decision-making skills, and 75% listed collaborative skills.

Respondents suggested a wide range of knowledge and information that is required by participants. They indicated that people need to become knowledgeable about shared decision making, both its philosophy and research evidence of the efficacy of this management mode." Organizational theory and change theory is needed to provide a context for implementation and an understanding of its implications. All shareholders (i.e., shared decision making participants, school and district staff, and the community at large) need to be given a clear rationale for the implementation of shared decision making. Those making decisions at the school site need a clear charge and operational ground rules, and they need to be provided the information relevant to specific site decision-making tasks (e.g., budget figures and procedures; available and obtainable curriculum models and materials; district regulations, state statutes, and available waivers to any).
In addition, participants need decision-making skills in the following areas: developing a vision or mission statement, leadership, problem solving and critical thinking, strategic planning, priority setting, resource utilization, and the design of accountability and evaluation plans. A few respondents recommended the use of available models (for example, the Quality Circle and ODDM problem solving methods, the CBAM change process). Most respondents, however, listed the skills generically, as above.

The collaborative skills needed by participants in shared decision making efforts include consensus building, conflict resolution, communication, commitment building, and team building skills. Here again the need for experience in achieving group consensus rather than relying on decision-by-vote was of great concern to respondents who pointed out the need for skills in consensus decision making. One respondent outlined the following components for this area of training: "a definition of consensus building, examples of how this process differs from other types of decision making strategies, key steps in consensus decision making, factors that influence consensus reaching, and appropriate activities to develop skills in consensus decision making."

In discussing site participants' lack of knowledge and skills, SEDL survey respondents offered very different ideas regarding how participants can best gain new knowledge and skills at the site. Some respondents recommended the use of professional consultants or experienced district or non-district facilitators to guide site participants as they engage in shared decision making. For example, one respondent stated "we have hired for the first time this year a shared governance specialist who, in addition to conducting training, will serve as a consultant and resource to the individual schools in helping them deal with any problems they may be having in the shared governance process." Other respondents recommended a train-the-trainer approach, with selected staff undergoing training and then returning to the site to train their faculties and communities. Still others suggested a full staff approach in which all site staff participate in gathering information, gaining decision-making skills, and developing collaborative behaviors.

Lack of Trust. Thirty percent of SEDL survey respondents discussed a fourth barrier, lack of trust, that is encountered as participants grapple with the consequence of changing power and assuming new roles and responsibilities. The building of new roles and relationships required for shared decision making can uncover the existence of mistrust in every relational permutation possible. Survey respondents most frequently described a perceived mistrust of district-level personnel on the part of teachers and building administrators. Typical perceptions included the following:
- the district was "not serious about shifting decision-making authority to school sites,"
- "they have already decided what they are going to do anyway," and
- there are "hidden agendas [to bring] to the surface."

Given an atmosphere of mistrust and apprehension, it is not surprising that a few survey respondents who discussed this barrier identified the need for site participants to air grievances. One respondent stated that "trivial matters stored up over the years from lack of input" impeded progress at their site. Another observed that "some decisions
previously made at district or administrative levels require major complaining sessions before movement can be made."

Fear of Taking Risks. Nineteen percent of the SEDL survey respondents reported a fear of risk-taking among site participants. Their observations tended to be brief and generalized descriptions of uneasiness, such as "fear of change," "apprehension," "fear of the unknown," and "resistance to change." One respondent stated, "Some people are resistant to change ... are not risk-takers" -- apparently assuming that fear of risk-taking should be an expected response to change from some people in any organization. Another respondent linked fear of risk-taking with the concerns people have regarding interpersonal relations. The fear of alienating someone may restrain some individuals from expressing their opinions. A third respondent discussed risk-taking in the context of overall program development at the site, stating that: "Although all the parties (School Board, superintendent, teachers' union) openly and repeatedly encouraged school-based-management/shared-decision-making schools to dream and take risks (without retribution for failures), more creative waiver requests and budget utilizations were not pursued until the second and third year of the pilot."

Institutional Barriers to Change

Change in the personal and interpersonal behavior of people cannot be achieved or maintained without accompanying change in the institution. Districts choosing to implement shared decision making in school-based management must be prepared to confront and overcome three major institutional barriers to change: lack of definition and clarity, inadequate or inappropriate resources, and lack of hierarchical support.

Lack of Definition and Clarity. People must be provided with clear definitions of a concept or strategy and its operational implications in order to engage in successful implementation. Thirty-eight percent of the survey respondents stated that certain aspects of shared decision making lacked definition or clarity in their district. One respondent stated that his/her district had difficulty in:

clarifying the legitimate options for site-based decision making. Under the shared governance plan that had been in the district for many years, the appropriate areas of decision making had never been made clear. This past year we spent considerable time identifying site-based decision making options that were legitimate if schools chose to exercise one or more of them.

Many respondents reported a lack of clear definition of the concept itself -- indicating that there needs to be a common language and a set of understandings about shared decision making and its implications in the day-to-day "normal way of conducting school business." Others stated that their district lacked a clearly defined, shared vision of an educational system -- a vision that encompasses both desired learning outcomes for students and a redefinition of teaching and administration for faculties and principals. Finally, respondents reported that people experienced difficulty defining the new roles, responsibilities, and relationships required in shared decision making. One suggested that this may remain a challenge over time; successful shared decision making requires a
"constant clarification of each role and the individual responsibilities that accompany decentralization."

Inadequate or Inappropriate Resources. Thirty-eight percent of the SEDL survey respondents stated that the lack of resources or appropriate resource reallocation represented a serious barrier to successful implementation of shared decision making. This seventh barrier to changing traditional behavior was discussed by respondents in three distinct categories: time, money, and staff. It is of significance that fully two-thirds of the responses in this category focused on the need for time, while only a few specified staff and even fewer specified money.

In discussing the need for time, one respondent stated: "A major challenge is finding quality time for local staff to address the change process. Traditional organizational models simply do not provide time." Respondents described a variety of distinct needs for time that are difficult to meet in the typical school day: time to scan and collect ideas regarding "new ways of doing things," time for training in new skills, time for decision-making bodies to meet, and time to "play out the group dynamic" that is necessary to ensure that sound consensus decision making takes place. The acute nature of this "daily" time barrier becomes evident when one considers that most of the people who need to be involved in the work of shared decision making at the site are already engaged in full-time work. Many parents and community members are committed to typical work days and weeks. The typical teacher's work day provides minimal teaching preparation time and even less time is provided for meetings with colleagues.

Participation in shared decision making has been described by some researchers as a cost rather than a benefit to teachers (Firestone & Corbett, 1988) and, under current patterns of time allocation in schools, the same can be said for other staff and for working parents.

Time in the longer term was also discussed by many respondents. One respondent noted that "the process takes significantly more time to institutionalize than the literature implies." Another discussed the difficulty inherent in pursuing any type of far-reaching change in the educational system, where "training for change [must be accomplished] while maintaining the operation of schools and the school system." As one respondent observed:

this concept [shared decision making] is a major shift from general practice and many expect the shift to happen overnight, or after two or three training sessions, failing to recognize that change is a process, not an event."

The need for schools and districts to provide long-range implementation time includes allowing time to explore and understand the process itself prior to implementation and accepting the fact that time is required for shared decision making to be "learned and practiced until it becomes a natural behavior."

The second resource -- staff -- was discussed in terms of the human resource issues that arise from implementing shared decision making. For example, one respondent appeared to focus on the principal and/or superintendent in stating that "the person who
must initiate change ... may not be a change agent." Another respondent said that successful shared decision making requires the "selection of creative/innovative school staff members with positive attitudes and high expectations for disadvantaged children." Still another observed that shared decisions at his/her site included the necessary but difficult redeployment of support people (e.g., teacher assistants, secretaries), suggesting that traditional school staffing patterns may be inappropriate.

Most of the respondents who discussed the third resource -- money -- described a need to increase or reallocate funds for staff development activities. Only one respondent stated there was a need to finance higher pay for teachers; all others focused on the "tremendous amount of training that school participants need, aimed at attitudinal change and learning new skills."

Lack of Hierarchical Support. The final barrier to changing traditional behavior is lack of hierarchical support. Twenty-seven percent of SEDL survey respondents discussed four different aspects of this barrier: the absence of full-system commitment to shared decision making, transience of personnel, inadequate communication, and conflicts with outside regulations.

A majority of respondents who discussed this barrier stated that their site lacked hierarchical support in the form of broad and permanent commitment to the processes of shared decision making and school-based management. As one respondent reported:

\[\text{We had neither institution-wide preparation nor commitment to a change in decision making/management structures (much less a change specifically in the direction of shared decision making) prior to instituting our pilot 'experiment' ... there is no generalized commitment conceptually to the efficacy of the shared decision-making concepts and underlying assumptions.}\]

SEDL survey respondents stated that there is a need for full support from all "high level" district shareholders: central office staff, the superintendent, and the school board. One respondent described a consequence of inadequate long-term, system-wide commitment as follows: "it is difficult to keep school based management councils moving and motivated if the members do not perceive support and sharing from central." The need for hierarchical commitment beyond the district was voiced by still another respondent: "Perhaps my biggest frustration has been the lack of support from state educational officials. The move towards shared governance also means an increase in flexibility from state rules and regulations. We have experienced a bureaucratic mind-game which has often slowed us down."

Respondents named transience of district personnel as a major problem. As one stated, "as new managers have risen to positions of leadership many of the main features of the original decentralized system have eroded and decision making is more centralized now than it was at the start." Each incoming superintendent or board member has the potential to bring with him or her a new perception of shared decision making. The result is often devastating, as described by the following: "We had several changes at the superintendency level. Only six out of 13 schools got involved. Our strongest
support, the superintendent, resigned a month after we got into the project. We were all alone because the interim superintendent was totally against the concept." Equally damaging consequences are found at the school site when the school-based management team is affected by principal and teaching staff transfers and parent/family mobility.

Several respondents reported problems with communication -- a difficulty that may mark an insufficiently committed district. The uni-directional communication pattern typically present in traditional schools and districts does not facilitate shared planning and decision making. Even a two-way pattern between central office and school site, and between principal and teachers, is insufficient. The need for a multi-directional communication network was described by one survey respondent who advocated "new communications mechanisms within schools and from schools to [the] community and back".

Finally, a number of respondents cited the need to resolve conflicts with outside regulations and standards. One respondent described difficulty in "achieving a balance between district requirements and school-level initiatives" while another described state mandates as impeding "constructive progress because they are too confining, inflexible, and limiting."

Recommendations

The eight barriers to changing traditional behavior identified by the SEDL survey have important implications both for researchers who are concerned about the conditions that are necessary to realize the promise of school-based management and for practitioners who are considering implementing shared decision making as part of any change strategy.

The shift of decision-making authority and the allocation of resources to the school site is the heart and soul of any successful change effort. Changes in where the decisions are made, who is involved in making them, and who has control over the resources to carry out the decisions are necessary to provide the school site with the flexibility to redesign its internal operations to better meet the needs of its student population. The goal of change is to create an environment in which all students have the opportunity to succeed at learning, and the school site must have the flexibility to make the changes that must occur for this to happen. As illustrated in the previous sections, the accomplishment of enduring efforts may hinge on how effectively shared decision making is made a part of any change strategy. Shared decision making in the district and at the school site can harness the energy currently expended by students (to underachieve, tune out, rebel, or drop out), teachers (to circumvent the system), parents and community members (to flee the system), and principals (to try to keep the lid on).
The following recommendations outline ways in which school sites and districts can address the problems of and maximize the potential for their efforts to produce more effective schools and better student learning outcomes:

1. School sites and districts must effect a transformation of authority.
2. A system-wide culture must be developed that supports norms of collegiality and collaboration.
3. Professional development must be provided so that staff at all levels can acquire new knowledge, skills, and attitudes.
4. The entire educational system must demonstrate commitment to shared decision making.

Recommendation One: School Sites and Districts Must Effect a Transformation of Authority

A redefinition is required of the kind of management that is needed to effectively facilitate change efforts. Successful change efforts require systemic revision in the roles, relationships, distribution of authority, and allocation of resources — i.e., in the organizational structure. This kind of systemic change can only be accomplished by a transformation of authority. Authority is the currency with which people influence what goes on in an organization. Authority is the freedom to act within the framework provided by policy and law, the opportunity to make decisions within an area of professional expertise (Frymier, 1987). The issues of power (authority) and of changing roles and responsibilities are closely linked. The school site needs to be formally empowered. This necessitates change at the school level and at the various levels higher in the educational hierarchy. The process of transforming authority often results in people at all levels of the system experiencing fear of losing power and creates a resistance to changing roles and responsibilities.

Transformation of authority may be understood best as a change in the definition of leadership, and thus new expectations for all participants in the school community. Leadership is a process that involves influencing others to commit their energies and efforts to accomplish organizational goals and improvement objectives. Liebermann (1988a) suggest that, when discussing leadership, we need to focus on "the people who make up a school community, the leadership tasks that must be performed, the conditions that must be present for leadership to exist, and the various people within the school community who could serve as leaders" (p. 649).

The following are implications for the transformation of power among various roles at the school and district levels:

Teacher. Education is currently a highly stratified field, but there is a growing awareness that those at the "lowest" level -- teachers -- are being underutilized.
Teachers' understanding of the content and pedagogy of their profession is considerable, yet opportunities to exercise professional judgment are limited. Also, teachers, who are among the mere 19% of U.S. total population achieving a college degree, are "alone among those with such extensive professional preparation [in their] lack [of] full control over their professional development" (Casanova, 1989, p. 48).

Some researchers and practitioners see the emergence of teaching teams as a means for providing maximum opportunity for teachers to participate in and work harmoniously in planning, performing, controlling, and improving the instruction: program. This will create a school culture that challenges the traditional way of teaching students and that is conducive to striving continuously for excellence in education (Lewis, 1989). Other researchers and practitioners foresee a differentiation of the teaching career in which interns receive limited assignments and support from experienced teachers while master teachers have assignments that offer opportunities ranging from the full-time teaching of students to a combination of teaching and curriculum development, teacher training and supervision, or research.

Principal. In order to ensure the success of this process in schools, principals and teachers must develop a collaborative and collegial professional partnership (Maryland Commission on School-Based Administration, 1987). Such a partnership requires a very different role from the one learned and assumed by most principals. An SEDL survey respondent described the principal's "new" role as a change from an autocratic position to a democratic position. In sharing the power to make decisions, the principal actually gains power for the implementation of the decision. Decision-making participants have a vested interest in the decision and all that is necessary to follow it through. The "new" role may take on more supportive and enabling responsibilities in a collaborative context: listening actively and creating opportunities for staff to express ideas, providing resources and a supportive environment for collaborative planning, establishing school-wide goals and programs through staff input and participation, and staffing committees with representatives from all sides (Russell, Mazzarella, White, & Maurer, 1985).

Superintendent. The role of the superintendent may be the "cutting edge" topic of research to come. Initially the position, as it relates to the district, may be viewed much in the same way as that of the principal to the school. The superintendent focuses on both ends of the schooling process -- the setting of goals and the measurement of outcomes. There are, however, other aspects of the role to be explored.

A condition for the effective implementation of participatory decision making is that it must be modeled and practiced at all levels, not just at the building level (Wood, 1984). This opinion is echoed by an SEDL survey respondent: "the district mandated that principals implement shared decision making in buildings, yet [the superintendent and central office staff] do not model it downtown, nor has the district hierarchy and general organization been changed to have shared decision making throughout the district." Thus, support for the process demonstrated by active participation in the process may be another key descriptor of the "new" superintendent's role. There clearly is a much
greater likelihood for the success of change when the entire system -- including the superintendent as the traditional district leader -- "practices what is preached."

Central Office. Responses to the SEDL survey and reports in the literature express doubt that the central office can continue to function as a collection of departments with budgets and tasks imposed from above. Sites that have been engaged in school-based management for some time tend to describe central office as a flexible service department that responds to needs emerging from below, that is, from the individual schools. A "supply and demand" cycle may emerge in which central staffing and resource allocation is based on school site "demand" for specific curriculum materials, training, and technical assistance. The roles of central office staff change from those of decision makers to support personnel (Harrison, Killion, & Mitchell, 1989). The ultimate realization of this role is one in which schools contract with central office personnel for the services they need. Building personnel first establish their priorities, and central office personnel support their efforts rather than leading or directing the buildings' efforts (p. 57).

School Board. The school board role may become that of "partner" to the superintendent and to representatives of teacher and administrator union/associations. Again, if restructuring is truly to create opportunities for improving student learning, partnerships must be in evidence at all levels. A partnership between highest-level policy, management, and labor leaders can serve as a model for the process required for a community to permanently change its schools for the better.

Parents and Community Members. The new role of parents and community members may parallel that of the school board described above. Parents and community members may become partners both at the district level and with principal, teachers, and staff at the individual school level. These partnerships at the district and school levels ultimately will design, commit to, and implement the instructional program most appropriate for each school's students. Parent participants on school-based management councils may harness for the school a highly underutilized resource -- their constituents' personal knowledge of and influence over their children. Both parent and community participants on school councils may take on new leadership roles to directly improve the educational program at their schools, and some may take on a caucus function to influence school policy at the district level (Malen et al, 1989). Finally, parents and community members may become advocates for change and serve a public relations function in the greater community.

Teacher Union/Association. Approximately half of the sites surveyed by Clune and White (1988) reported that the teachers' association is involved in and supportive of the district's school-based management strategies. Several of the most publicized sites (Dade County, Florida; Cincinnati, Ohio; Rochester, New York; Hammond, Indiana) are characterized by strong superintendent/labor leader partnerships. Both "sides" recognize a need for change and initiate it via collaboration, developing a new vision or philosophy and then developing the strategies for its support (e.g., greater employee involvement, extensive training opportunities). Thus, the new role of the teacher union or association...
may not represent so much a change in responsibilities as a change in approach or attitude: all share in the schooling crisis, all share a commitment to the students at the heart of that crisis, and all share the risks in changing or failing to change.

Recommendation Two: A system-wide culture must be developed that supports norms of collegiality and collaboration.

The implementation of shared decision making at the district and school levels involves change in more than the formal locus of authority and assigned roles and responsibilities. There must be a nurturing of those new roles and relationships. Effective implementation means finding new ways of organizing schools to create an open, collaborative mode of work that replaces that of isolation and powerlessness.

The development of collegial norms is important. Such norms represent a form of group problem-solving in which ideas are shared and alternative, better solutions to problems are found (Carnegie Task Force on Teaching as a Profession, 1986). In those schools and districts that have incorporated teacher-leader roles into their organizational structure, collegiality among educators is not something that just happened. Collegiality must be developed and nurtured in a climate characterized by open communication, sharing, and willingness to learn. Efforts must be made to develop mutual respect and trust, or suspicion, competitiveness, and inflexibility will defeat any attempt to establish collegial relationships (Ruck, 1986).

Recommendation Three: Professional development must be provided so that staff at all levels can acquire new knowledge, skills, and attitudes.

School sites and districts must facilitate change in participants' knowledge, skills, and attitudes. Professional development must be provided so that members of the school community can obtain information and engage in experiences that yield direct transfer to the skills required in shared decision making and school-based management. Participants at all levels must receive training in order to develop the knowledge, skills, and attitudes required to accept as well as participate in changing traditional roles, relationships, and behavior. Staff development must address personal and interpersonal needs and include training in group processes, team building, and conflict resolution. In addition, staff must be trained to deal with the substantive and technical aspects of the issues about which decisions must be made.

Recommendation Four: The Entire Educational System Must Demonstrate Commitment to Shared Decision Making

Fullan (1985) has pointed out that change takes place over time and the initial stages of any significant change always involve anxiety and uncertainty. For a change strategy to be successful, long-term, system-wide commitment to the shared decision making concept and all its implications must be built and maintained. System-wide commitment includes support for the effort from every level, reflected by a clear definition of mission, goals, and outcomes and a clear understanding of roles, responsibilities, and distribution of

Southwest Educational Development Laboratory

18
authority. Commitment also includes assuring continuity and stability, protecting the effort from external constraints, and providing the necessary resources for successful implementation.

Shared decision making must be carefully and continuously defined and clarified. Clear and specific definitions of values, concepts, and roles must be developed and widely disseminated. For example, site and district plans must clearly specify what authority is delegated to the site and how the authority is distributed. As noted earlier, ambiguous authority can lead to the maintenance of traditional management practices as surely as limited authority as Malen et al. (1989) discovered from their examination of 98 site-based management project descriptions and eight case studies.

System-wide support for shared decision making is created by building staff and community commitment prior to, during, and beyond implementation. Whether considering the development of new skills or the development of fundamental changes in belief, continuity depends on commitment. Long-term commitment to a particular direction or program enables the individual learner to proceed in an orderly way from orientation to in-depth exposure to integrated practice (Dillon-Peterson, 1981). This same progression is applicable to building and supporting commitment to change.

Equally important to the success of a shared decision making effort is stability. A danger that can accompany even the "best" initial implementation efforts is a school district's vulnerability to personnel changes. The un-committed perceptions of incoming board members, superintendents, principals, and teachers wreak havoc on a long-term, system-wide change that has a weak base of commitment. Strong, active communication networks must be developed and maintained within and between all stakeholders and levels of the system.

A district committed to shared decision making will protect the effort from external constraints. Conflicts throughout the system must be resolved. This includes conflicts between all levels (i.e., school board with state authorities, central office with school board and state authorities, and school site with all) but particularly those limiting school site autonomy.

Finally, commitment includes providing the resources necessary for successful implementation of shared decision making. It is often true that money is the major resource on which all others depend. However, creative solutions developed at the school site related to personnel assignment, innovative uses of teaming, involvement of parents and businesses, and more appropriate professional development programs have the potential for stretching current dollars. Time was, by far, the resource in greatest demand according to respondents to the SEDL survey. The need to "create" time could easily become the challenge that moves school sites to raise fundamental questions about the use of time in the school.
Conclusion

It is evident that the implementation of shared decision making in school-based management requires fundamental changes in traditional behavior. For a system to initiate a restructuring of its authority and decision-making arrangements, it must change deeply held beliefs and promote the development of new roles and relationships. The shared decision making and school-based management efforts examined by researchers and those surveyed by Southwest Educational Development Laboratory have yielded rich data regarding some fundamental personal and institutional barriers to such change in the educational system.

Four recommendations for the successful implementation of shared decision making are offered for consideration. First, there must be a transformation of authority -- in belief and in practice. The site must be empowered to maximize the educational experience for its children. To accomplish this, district and site participants (superintendent, school board, central office staff, principals, teachers, parents, and community representatives) must confront and resolve fear and resistance to changes in authority, roles, and responsibilities.

Second, a system-wide culture must be developed that supports norms of collegiality and collaboration. Relationships of trust must be developed between and among participants and their constituencies.

Third, professional development must be provided so that staff at all levels and participating community members can acquire new knowledge, skills, and attitudes. Successful shared decision making requires that site participants be enabled to fully participate through the development of their leadership abilities.

Finally, shared decision making in the schools requires commitment. Commitment involves hierarchical support in all its manifestations, with clarity of definition as well as intent. Commitment includes support that is reflected by a clear definition of mission, goals, and outcomes, and a clear understanding of roles, responsibilities, and distribution of authority. Commitment includes assuring continuity and stability, protecting the effort from external constraints, and providing the necessary resources for successful implementation. Above all, commitment requires a holistic view of the educational system. Successful implementation of shared decision making in the schools requires the building and maintenance of whole-system commitment to support change that directly responds to the needs of all children.
APPENDIX A
Shared Decision Making Survey Respondents
(Southwest Educational Development Laboratory,
July 1 - September 15, 1989)
Laverne White  
Principal  
Palmdale Traditional School  
Roosevelt School District  
3146 E. Wier  
Phoenix, AZ  85040

Superintendent  
Poway Unified School District  
13636 Twin Peaks Road  
Poway, CA  92064

Jan Brits  
Assistant Principal  
Hillside Junior High School  
2222 Fitzgerald Blvd.  
Simi Valley, CA  93065

Superintendent or Designee  
San Ramon Valley Unified School District  
699 Old Orchard Drive  
Danville, CA  94526

Douglas Gowler  
Principal  
Sagebrush Elementary School  
Cherry Creek School District  
14700 E. Temple Place  
Aurora, CO  80015

Louise Woelber  
Director of Instructional Services  
Cherry Creek School District  
4700 S. Yosemite Street  
Englewood, CO  80111

Principals  
National Network for Educational Renewal  
Colorado Partnership

Mr. Neil C. Snyder  
Principal  
Conejo Valley Unified School District  
1400 E. Janss Road  
Thousand Oaks, CA  91362

Ron Ottinger  
Planning Department  
San Diego Unified School District  
4100 Normal Street  
San Diego, CA  92103

Joseph Henthorn  
Director of Admin. Services  
Fairfield-Suisan Unified School District  
1028 Delaware  
Fairfield, CA  94533

W. K. Volk  
Principal on Special Assignment  
Cherry Creek School District #5  
4700 S. Yosemite Street  
Englewood, CO  80111

Teacher  
Roberts Ave. School  
11 Seventh Ave.  
Danbury, CT  06810

Southwest Educational Development Laboratory
Chester A. Ray  
Director of Accountability  
Orangeburg School District #5  
578 Ellis Avenue  
Orangeburg, SC 29115

John Benston  
Superintendent  
Salt Lake City School District  
440 E. 100 South  
Salt Lake City, UT 84111-1898

Libia S. Gil  
Director of Instr. Support & Staff Dev.  
Seattle Public Schools, Zone III  
5960 Delridge Way S.W.  
Seattle, WA 98106

Rebecca Scholl  
Manager of Curriculum & Instruction  
Yakima School District  
104 N. Fourth Avenue  
Yakima, WA 98902

Assistant Superintendent or Designee  
Milwaukee Public School District  
P.O. Box 10-K  
Milwaukee, WI 53201

Jack E. Leach  
Coordinator of Alternative Instr. Programs  
Memphis City Schools  
2597 Avery, Room 214  
Memphis, TN 38112

Seth Goldberg  
Chair, PSAC  
Montgomery County Public Schools  
1527 Chatham Colony  
Ruston, VA 22090

Ann Foley  
Principal  
College Place Middle School  
7501 208th S.W.  
Lynnwood, WA 98036

Laura Grosvenor  
Site Coordinator  
Kimball 3000  
3300 33rd Avenue South  
Seattle, WA 98144

Dusty Polain  
Principal  
Edison Elementary School  
1315 East Alder  
Walla Walla, WA 99362

Southwest Educational Development Laboratory
APPENDIX B
Shared Decision Making Survey Summary Data and Graphs
(Southwest Educational Development Laboratory,
July 1 - September 15, 1989)
Survey Summary Data

Question 1: What were the major difficulties you encountered or observed in trying to change traditional behavior when initiating shared decision making?

(63 responses)

I. Resistance to changing roles and responsibilities (32 of 63 = 51%)
   1. Reluctance to accept different responsibilities (24 of 32 = 75%)
   2. Apathy (3 of 32 = 9%)
   3. Satisfaction with status quo (7 of 32 = 22%)
   4. Dependence on norms and role expectations (13 of 32 = 41%)

II. Fear of losing power (24 of 63 = 38%)

III. Inadequate or inappropriate resources (24 of 63 = 38%)
   1. Time (20 of 24 = 83%)
   2. Money (6 of 24 = 25%)
   3. Staff (4 of 24 = 17%)

IV. Lack of definition and clarity (24 of 63 = 38%)
   1. Shared decision making (13 of 24 = 54%)
   2. Vision and beliefs (5 of 24 = 21%)
   3. Roles (6 of 24 = 25%)

V. Lack of skills (19 of 63 = 30%)

Types of training needed are reported in Survey Question 2 below

VI. Lack of trust (19 of 63 = 30%)

VII. Lack of hierarchical support (17 of 63 = 27%)
   1. Transience of personnel (4 of 17 = 24%)
   2. Inadequate communication (3 of 17 = 18%)
   3. Conflicts with outside regulations (3 of 17 = 18%)
   4. Absence of full system commitment (9 of 17 = 53%)

VIII. Fear of taking risks (12 of 63 = 19%)
Question 2: What types of training activities do you feel are necessary to successfully initiate shared decision making?

(30 responses)

I. Knowledge and information (40 of 60 = 67%)

1. Clear rationale for implementing shared decision making
2. Operational ground rules (e.g., decision-making group's function, charge)
3. Shared decision making concepts
4. Theory (e.g., school as an organization, change theory)
5. Information specific to decision-making tasks (e.g., budget, state regulations)

II. Decision making skills (37 of 60 = 62%)

1. Developing a mission statement/vision
2. Leadership
3. Problem solving/critical thinking
4. Strategic planning
5. Priority setting
6. Resource utilization
7. Designing accountability/evaluation plans

III. Collaborative skills (45 of 60 = 75%)

1. Consensus building
2. Conflict resolution
3. Communication
4. Commitment building
5. Team building
Eight Barriers to Changing Traditional Behavior  
N=63

Barriers

I. Resistance to changing roles and responsibilities (51%)

II. Fear of losing power (38%)

III. Inadequate or inappropriate resources (38%)

IV. Lack of definition and clarity (38%)

V. Lack of skills (30%)

VI. Lack of trust (30%)

VII. Lack of hierarchical support (27%)

VIII. Fear of taking risks (19%)
Resistance to changing roles and responsibilities
N=32

1. Reluctance to accept different responsibilities (75%)
2. Apathy (9%)
3. Satisfaction with status quo (22%)
4. Dependence on norms and role expectations (41%)
Inadequate or inappropriate resources
N=24

1. Time (83%)
2. Money (25%)
3. Staff (17%)
Lack of definition and clarity
N=24

Area Needing Definition

1. Shared decision making (54%)
2. Vision and beliefs (21%)
3. Roles (25%)
Transience of personnel (24%)

Inadequate communication (18%)

Conflicts with outside regulations (18%)

Absence of full system commitment (53%)
Skills Needed for Successful Shared Decision Making
N=60

1. Knowledge and information (67%)
2. Decision making skills (62%)
3. Collaborative skills (75%)
APPENDIX C
Training Resources and Programs
(Southwest Educational Development Laboratory,
July 1 - September 15, 1989)
Training Resources and Programs

The following resources and training programs have been identified as useful and available to practitioners who are interested in implementing shared decision making in their school or district. The first list contains resources compiled from responses to question three on Southwest Educational Development Laboratory's 1989 survey on shared decision making, "What training resources or programs have you used that you would recommend?" As such, the contents should be interpreted not as recommendations by SEDL staff but rather as a compilation of practitioners' recommendations. The second list contains other relevant training resources and programs available to practitioners from three Leadership in Educational Administration Development (LEAD) Centers.

**Resources Recommended by SEDL Survey Respondents**

<table>
<thead>
<tr>
<th>RESOURCE (recommended by)</th>
<th>CONTACT NAME</th>
<th>ADDRESS/PHONE</th>
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<tbody>
<tr>
<td>various training needs (Jefferson County, KY; Montgomery County, MD; Waynesville, NC; Oxford, NC; Reston, VA; NC Forum)</td>
<td>Dr. Phil Schlechty</td>
<td>Gheens Academy 4425 Preston Hwy. Louisville, KY 512/473-3319</td>
</tr>
<tr>
<td>various training needs (Oxford, NC; NC Forum)</td>
<td>Dr. Ken Jenkins</td>
<td>Dept. of Leadership &amp; Higher Education School of Education Appalachian State University Boone, NC 28608 704/262-6093 or 704/262-2214</td>
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<tr>
<td>consulting (Jefferson County, KY)</td>
<td>David Lynn</td>
<td>Blessing/White 900 State Road Princeton, NJ 08540</td>
</tr>
<tr>
<td>consulting (Jefferson County, KY)</td>
<td>Teleometrics International</td>
<td>1755 Woodstead Court Woodlands, TX 77380</td>
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consulting  
(Jefferson County, KY)  
Robert Lemon  
Rohm & Hass Kentucky Inc.  
4300 Camp Ground Rd.  
Louisville, KY  40216

facilitation/consulting  
(Fremont, NH; West Swanzey, NH)  
Douglas S. Fleming  
P. O. Box 1705  
218 Northfield Rd.  
Lunenburg, MA  01462

various training needs  
(Rochester, NH)  
National Training Labs  
Washington, D.C.

Group Process/  
Situational Leadership  
(San Diego, CA; Aurora, CO)  
Ken Blanchard  
Drea Zigarmi  
Blanchard Training and Development  
125 State Place  
Escondido, CA  92025  
619/489-5005

Strategic Planning  
(materials)  
(San Diego, CA)  
University Associates  
8517 Production Avenue  
San Diego, CA  92121  
619/578-5900

Strategic Planning (training)  
(San Diego, CA)  
Kathy Dovey  
UA Consulting and Training Services  
8380 Miramar Mall  
Suite 232  
San Diego, CA  92121  
619/552-8901

School Council Assistance Project  
(Indianapolis, IN)  
College of Education  
University of South Carolina  
Columbia, SC  29208

consulting  
(San Ramon Valley, CA)  
Dr. Jan Laine  
The Laine Group  
P. O. Box 926  
Tiburon, CA  94920  
415/435-6042

Quality Circle Facilitator Training  
(Oregon City, OR)  
Quality Circle Institute  
P. O. Box 1503, Dept.  
1029  
Red Bluff, CA  96080-1335

Strategic Planning  
(San Diego, CA)  
Association for Curriculum and Development  
125 North West Street  
Alexandria, VA  22314
Matsushita Foundation (Reston, VA; San Diego, CA) 703/549-9110

ODDM - Outcomes Driven Developmental Model (Johnson City, NY; Yakima, WA; Lynnwood, WA) One Panasonic Way

National Center for Outcomes Education (Yakima, WA) Secaucus, NJ 07094 201/392-4132

ODDM - Outcomes Dr. Al Mammary, Supt. Dr. Larry Rowe, Asst. Supt. Dr. Frank Alessi, Project Director 202/357-7425

Nominal Group Techniques (Little Rock, AR) Johnson City School District

Nominal Group Techniques (Little Rock, AR) 666 Reynolds Road

Creative Problem Solving (Aurora, CO) Johnson City, NY 13790 607/770-1200

Instructional Improvement Group (Reston, VA) 15429 Richmond

Dr. Al Mammary, Supt. Dr. Larry Rowe, Asst. Supt. Dr. Frank Alessi, Project Director Fountain Hills, AZ 85268 602/837-8752

Dr. John Champlin Northwest Regional Educational Laboratory 101 S.W. Main St.

Dr. Marvin Fairman University of Arkansas

Bill Boone Martin, Boone, & Associates

Bill Langenstein IBM

Joellen Killion W. Sixth Ave.

Dr. Sophie Sa

David Florio

Ken Toole (consultant to Matsushita)

Prof. of School Admin.

Dr. Al Mammary, Supt.

Dr. Larry Rowe, Asst.

Dr. Frank Alessi, Project Director

Bill Boone

Bill Langenstein

Joellen Killion

Prof. of School Admin.

CCNY

New York City, NY
Memphis City Schools
Deregulated School Program
(Memphis, TN)

Memphis City Schools
2597 Avery Avenue
Memphis, TN 38112
901/454-5200

W. W. Herenton, Supt.

Meyers/Briggs Personality Inventory Workshop
(Waynesville, NC; Pine Hill, NJ)

University of Georgia

Dr. Robert Williams

Peer Coaching Seminar
(Waynesville, NC)

ASCD Workshop
Alexandria, VA 22314-1430

Pam Robbins

Group Processes, Shared Decision Making
(Waynesville, NC)

Western Carolina University
NC Center for the Advancement of Teaching

Dr. Bruce McPhearson

various district-based trainers (Cincinnati Public Schools)

Cincinnati Public Schools
230 East 9th Street
Cincinatti, OH 45202
513/369-4700

Dr. Lee Etta Powell

Leadership Styles
(Jaffrey, NH)

Hillsborough, NH

Sue Herman

Miami-Dade County School-Based Management Project
(Memphis, TN)

Dade County Schools
1450 N.E. Second Ave.
Miami, FL 33132

Joseph A. Fernandez

Redesigning the Inner-City School: The Comer Process
(Memphis, TN)

Yale Child Study Center
Yale University
230 Frontage Street
New Haven, CT 06510

James P. Comer

Jackson Public Schools
Effective Schools Training model
(Oxford, NC; Memphis, TN; Danbury, CT)

Jackson MS Schools
P. O. Box 23380
662 S. Presidents St.
Jackson, MS 39225

Dr. Swinton Hill

Henriette L. Allen
<table>
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<tr>
<th>Organization</th>
<th>Contact Person</th>
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<tr>
<td>Memphis F Jucation Assoc. NEA Learning Lab Project (Memphis, TN)</td>
<td>Wayne T. Pike</td>
<td>126 Flicker Street Memphis, TN 38104</td>
</tr>
<tr>
<td>New Hampshire School Improvement Program (Pelham, NH; Colebrook, NH; Andover, NH; West Swanzey, NH)</td>
<td>Elenore Freedman</td>
<td>244 North Main Street Carrigan Commons Concord, NH 03301 603/224-5444</td>
</tr>
<tr>
<td>Shared Governance</td>
<td>Susan Niederhauser</td>
<td>Salt Lake City School District 440 East 100 South Salt Lake City, UT 84111 801/328-7244</td>
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<tr>
<td></td>
<td></td>
<td>C. Berry Creek School District 4700 South Yosemite Street Englewood, CO 80111</td>
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<td>various district-based trainers (Englewood, CO)</td>
<td>Louise Woelber</td>
<td>Management Development School Board of Pinellas County Clearwater, FL 34624</td>
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<tr>
<td>various locally-developed materials (St. Petersburg, FL)</td>
<td>Marie Shipley</td>
<td>Cleveland Board of Education Room 400 North 1380 East 6th St. Cleveland, OH 44114</td>
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<tr>
<td>Cleveland City Schools School-Based Management (Cleveland, OH)</td>
<td>Francis S. Martines</td>
<td>Dakota Hills Middle School 14445 Diamond Path Rosemount, MN 55068 612/454-0052</td>
</tr>
<tr>
<td>various locally-developed training (Rosemount, MN)</td>
<td>Patrick L. Sullivan</td>
<td>Bellevue School District 100 140th Ave SE Bellevue, WA 98005</td>
</tr>
<tr>
<td>various local and state trainers (Bellevue, WA)</td>
<td>Mary Lou Johnson</td>
<td></td>
</tr>
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Effective Schools Process (Beltsville, MD)  
Dr. Lawrence W. Lezotte  
Michigan State University

NSPRA School Communication Kit for School Based Management (Beltsville, MD)  
Bette L. Lewis  
Martin Luther King Academic Center  
4545 Ammendale Rd.  
Beltsville, MD 20705

Leadership Style Inventories (Oxford, NC)  
Jackie Savage  
Public School Forum  
Raleigh, NC  
919/832-1584

Accountability Models (Oxford, NC; NC Forum)  
Roy Forbes  
School of Education  
Ferguson Bldg.  
University of North Carolina  
Greensboro, NC 27412

locally-developed school-based management training packages (Milwaukee, WI)  
Judith Isakson  
Dept. of Staff Development  
Milwaukee Public Schools  
Milwaukee, WI

consulting (Phoenix, AZ)  
Dr. Sherwin Allen  
Roosevelt School District  
6000 S. 7th Street  
Phoenix, AZ 85040

National Committee for Citizens in Education (St. Louis, MO; Pine Hill, NJ; Rochester, MN)  
Dr. Carl Marburger  
10840 Little Patuxent Parkway  
Columbia, MO 21044  
301/997-9300

IDEA (St. Louis, MO)  
John Paden  
Dayton, OH

locally-developed training and/or resources (St. Louis, MO)  
Glenn Wiesner  
St. Louis Public Schools  
1004 N. Jefferson  
St. Louis, MO 63106  
314/421-4588
National Education Association
(Thousand Oaks, CA; Bettendorf, IA; Gaston, NC; Simi Valley, CA)

San Diego Unified School District model
(Reston, VA)

National Governor's Association
(Reston, VA)

consulting
(Reston, VA)

Visioning/Goal Setting
Differentiated Staff Models
(NC Forum)

Concerns Based Adoption Model
(Danbury, CT)

various training needs
(Bettendorf, IA)

various local trainers on decision making and collaborative skill development
(Seattle, WA)

Dr. Robert McClure
Carol Livingstone
Hugh Boyle
Tom Payzant
Michael Cohen
Naomi Baden
Jackie Savage
John Dornan
Mid-Continent Regional Educational Laboratory
Libia S. Gil

1201 16th St. NW
Washington, DC 20036
202/966-8142

202/822-7907

San Diego USD
San Diego, CA

NGA
Washington, DC

Washington/Baltimore Newspaper Guild
1511 K St. NW
Washington, DC 20005
202/393-0808

Public School Forum
400 Oberlin Rd.
Suite 220
Raleigh, NC 28605

University of Texas
Austin, Texas 78745

Mid-Continent Regional Educational Laboratory
12500 E. Iliff Ave., Suite 201
Aurora, CO 80014
303/337-0990

Seattle Public Schools
Zone III Administration
5950 Delridge Way SW
Seattle, WA 98106

Southwest Educational Development Laboratory
Site-Based School Improvement Modules

Dr. Bill Osborne

Oklahoma LEAD Professional Development Center
131 South Flood Avenue
Norman, OK 73069
405/360-0220

Targets for Trainers

Tom Shearer

Kentucky LEAD
1121 Louisville Road
Frankfort, KY 40601
502/223-2758

various school leadership training-of-trainers programs:

Joan Burnham

Texas LEAD Center
406 E. 11th Street
Austin, TX 78701

Ellen Bell

modules adapted from the California School Leadership Academy (CSLA) modules

Institute of Cultural Affairs Facilitation Methods seminar

Leadership Development Process: Partners for Excellence (DuPont-originated management and development process)

Peer-Assisted Management Training (adapted from Far West Laboratory for Educational Research and Development's Peer-Assisted Leadership Program)
REFERENCES


Malen, B., Ogawa, R.T., & Kranz, J. (1989). *An analysis of site based management...as an educational reform strategy* (An occasional policy paper sponsored by the FOCUS Project). Salt Lake City, UT: Department of Educational Administration, University of Utah.

Maryland Commission on School-Based Administration. (1987, February). *Improving the effectiveness of school-based administration in Maryland*. Baltimore, MD: Maryland State Department of Education.


