

A Study of the Facilitative/Inhibitive Process
and Teacher Role in School Innovation

by

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This study is an investigation of the elements that need to be in place for change and innovation to happen in schools. Components of Time, Trust, Fear, and Power were identified from a reading of relevant literature. Interviews were held at two schools, meetings were attended and documents were collected. Meetings were attended at a third school. A questionnaire was sent to all the teachers in one District. It was found that a sense of being trusted, being able to trust and a sense of power were clearly important elements for teachers to have if they were to innovate their practice. Teachers appreciated having their need for time recognized and to some extent met. A mandated program in the District which is attempting to encourage innovation was found, via a District-wide survey, to be effective in increasing teachers' sense of power ($p < .01$, $p < .01$) and availability of time ($p < 0.01$), but was not effective in helping teachers feel more trusting ($p > .05$) or less fearful ($p > .05$). Possible reasons for the findings are discussed. Suggestions are given for facilitating innovations in schools. Possible extensions of the research are discussed.

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Chapter 1

INTRODUCTION, PROBLEM AND PURPOSE

Introduction

The public schools of today are under attack from many quarters. They are haunted by much evidence of failure; high drop-out rates, increased numbers of children with 'special needs', parents choosing to pay for private education, taxpayers grumbling about the cost of public education, wondering if the product is worth the money spent.

No doubt many of the problems facing our schools are the problems of our society. In some ways, as educators, we are caught in a dilemma. In the reality of today we are expected to educate the citizens of tomorrow using the tools of yesterday (graded classrooms, drill, texts, work-books, quizzes, tests, lectures, questions and answers). We are trying to prepare students for a future which we can only foresee dimly, but that we strongly suspect will require flexibility and active problem-solving, using a system which moves students through the compartments of an "egg-crate" (Lortie, 1975) and which requires automatic obedience and the correct response at the correct time.

As educators we do know better. As long as graded schools have been in existence, an active opposition to them has also been in existence. Schools which have experimented with dramatically different ways of organizing for learning have been numerous, varied and reportedly successful. They have flourished and died regularly for over one hundred years. Many innovators (Bourne, 1916; Dewey & Dewey, 1915; Glasser, 1969; Goodlad & Anderson, 1959; Kohl, 1969; Lynch, 1926; Rogers, 1983; Scanlon & Brown, 1971) established schools that were successful by academic, behavioural and social standards (Halliwell, 1967; Kohl, 1976). Many educational philosophers and writers have written of the need to make drastic changes to the teaching and learning task (Dewey, 1916; Glasser, 1969, 1986; Hart, 1969, 1983; Holt, 1972, 1976; Illich, 1973; Postman & Weingartner, 1973; Rogers, 1983; Silberman, 1970).

Successful innovative models have not become institutionalized. They enjoy a brief vogue and pass on. Some teachers may retain some elements of the innovation in their practice. Some teachers may become cynical as a result. Schools consistently tend to revert to the old patterns. The old patterns are not resoundingly effective in meeting the need for flexibility and problem solving or in meeting the needs of many individuals. We need to continue to persevere in our search for new approaches to the education of the next generation.

Problem

Teachers are the "gatekeepers" of education (Lortie, 1975). Any innovation can founder at the classroom door (Fullan, 1982; Goodlad, 1984; Lazerson, McLaughlin, McPherson, & Bailey, 1985; Sarason, 1982). Teachers may actively resist implementation. They may present the appearance of implementation while adjusting the innovation to suit old methods. They may implement incorrectly. With the best will in the world they may not "get it right". Why not? What happens between the ideas of the educational innovator and the active use of those ideas in the classroom? If the teacher can be viewed as the person who really has to embrace the innovation, then what do we know about how teachers can be encouraged to do that? How can teachers be encouraged and enabled to change radically their teaching practices?

Purpose

This study focused on teachers, using both qualitative and quantitative techniques to try to determine what teachers need in order to change their practice and how they respond to a particular mandated change program. What are the factors that operate when teachers are asked to change their practice? How do teachers respond to a mandated change agent project?

Definition of Terms

1. The terms innovation and change are used interchangeably to denote any changes in a teacher's classroom practice.
2. The term time is used to discuss both short and long term considerations when discussing innovation in schools; the time that teachers need to conceptualize and incorporate an innovation, and the time institutions need to institutionalize an innovation.
3. Trust is used to denote that sense of security that teachers have in the honesty, integrity and supportiveness of all fellow professionals.
4. Fear can be present in the absence of trust and the term is used to refer to what teachers may experience when trust is not strong.
5. Power is the term used when discussing the degree of involvement and control exercised by teachers over their professional lives.
6. The culture of the school is those aspects of any one particular school which make it a unique institution, separate and different from other schools.
7. Commitment denotes the degree to which teachers are prepared to support and work for an innovation and/or to support the *status quo*.
8. Professional development is used to discuss those activities that take place during the school year that are intended to develop and extend the professional competencies of teachers.

Chapter 2 RESEARCH METHODOLOGY

Phase I - The Library Study

As a result of preliminary reading and many years of experience in schools four variables were chosen to be studied as those most likely to affect teacher adoption of innovation and change; time, trust, fear, and power.

The literature in these four areas was studied as was the literature in four relevant, supportive areas; school culture, the role of the parents/community, the role of hierarchies and bureaucracies, and the demands of our society upon the educational system.

The findings from the literature on time, trust, fear and power were summarized into "components". These components were used as a framework for studying, discussing, and analyzing the research data.

Phase II - Qualitative Methods

Gaining Entry

Two schools involved in some form of innovative practices were selected to be approached for their permission to be used as research bases. The principals of the two schools agreed to let me speak to their staffs (MacDonald & Walker, 1977; and Sanger, 1986, stress that the subjects of research should be willing participants). At the staff meetings I negotiated with the staffs for permission to use their schools as research sites. I stated the purposes of the study, what would be expected of the teachers, the disposition of the final document, anonymity, and confidentiality (see Appendix A). My Principles of Procedure (Appendix B) were also presented at that time. This form of contracting is suggested by Walker (1985) and can be referred to throughout the course of the research by both researcher and informant.

A third school was included for observation purposes only. The school was chosen for the research as it was a traditional school just embarking upon a mandated change agent program. Negotiations for entry did not occur for two reasons; (a) the principal made the decision that his school would participate in the research, and (b) I was observing at meetings only.

Triangulation

Triangulation is the use of multiple methods of collecting research data in which the whole becomes greater than the sum of the parts; "to 'triangulate' in order to fix more accurately a position " (Walker, 1985; p. 82). Goetz & LeCompte (1984) feel that this is particularly useful when there is only one researcher as it helps correct for researcher bias.

This study used both quantitative and qualitative research techniques. This concept of "methodological layering" (Ianni & Orr, 1979) is supported by Madey (1982) and Sirotnik & Oakes (1986) and has been used in extensive studies done by Berman & McLaughlin (1982), Huberman & Miles (1984), and Porter (1980). not in this one.

The qualitative research collected data from several sources; interviews, formal and informal observations, and document perusal.

Information Collection and Verification

(1) Interviews were negotiated separately with each teacher and were audio-taped (see Appendix C). The interviews were loosely structured focussing on the variables of time, trust, fear, and power. Discussions were held about a particular change agent program and about how change and innovation occurs.

Interviews were written up and presented to the informant within a short period of time for editing, revising, additions, and/or deletions (as suggested by Carr & Kemmis, 1986; Elliot 1984; Sanger, 1985; and Walker, 1985). This editing process served several

purposes; (a) it verified that both the respondent and the researcher had the same perception of the taped discussion, (b) it involved the informants in the research and they became, in a sense, co-researchers in a collaborative relationship, (c) the respondents learned very quickly that the researcher did not have a "hidden agenda" and trusting relationships were developed.

(2) Observations were conducted at meetings. Notes were taken and written up immediately after each meeting and presented to the chairperson and any other interested meeting participant for editing. The edited transcripts of both the meetings and the interviews were used as part of the data base for the study.

(3) Pertinent documents were taken with permission; studied, and used as appropriate.

(4) Some informal time was spent at the schools. Conversations and observations were immediately recorded in the field notes.

The final sections of the thesis which pertained to each school were given to all the participants in the study for a final editing before the thesis was presented to my Committee. Again, the edited version is what appears in this document.

Impartiality

(1) Information, facts, ideas, and/or opinions were included in this study only if they had come from three or more sources (Simon {1984} suggests the use of two data sources). This was done to prevent the opinions of one person assuming undue weight in the study and it also helped to streamline the reporting process.

(2) All information was cross-checked using different data sources.

(3) Reporting and recording were done as accurately and as fairly as possible. A deliberate attempt was made to present all points of view. Informants edited all the work pertaining to their school thus ensuring that they were accurately represented.

Phase III - Quantitative Methods

A questionnaire was distributed to all the teachers in the District in an attempt to determine if participation in a mandated change agent program had increased the time they were given to learn innovations, their sense of trust, lack of fear and conditions of empowerment. Data was analyzed using *t*-tests for correlated measures, Pearson correlation coefficients, chi-square analysis and an analysis of variance.

Chapter 3

REVIEW OF THE LITERATURE

Four variables of teacher change were investigated; time, trust, fear, and power. Based on a reading of the literature, important components of each were identified so that the findings from the research could be compared to these components.

Time

Literature

"Very little time is built into the teaching job for teachers to learn new curriculum and teaching techniques" (Joyce, 1986, p. 4). In order for teachers to be the facilitators of change and innovation time must be made available to enable them to develop a clear understanding of the philosophy behind and the guiding principles of the innovation they are required to undertake (Berman & McLaughlin, 1982; Common, 1981; Fullan & Pomfret, 1977; Fullan, 1982; Goodlad, 1984; House, 1974; Huberman & Miles, 1984; Katz & Kahn, 1978; Lazarson, McLaughlin, McPherson, & Bailey, 1985; Lieberman & Miller, 1984; Leithwood, 1981; Leithwood, Fullan, & Heald-Taylor, 1987; Lippitt, 1973; McLeod, Sanche, & Bloom, 1978; Sarason, 1982; Smith & Keith, 1971; Sussman, 1977). They need time to be trained in the new techniques they will be required to use (Joyce, Hersch, & McKibbin, 1983). They also require time to develop changes in practice, and to develop and become familiar with new materials and resources (Berman & McLaughlin, 1982; Common, 1981; Fullan & Pomfret, 1977; Fullan, 1982; Huberman & Miles, 1984; Joyce, Hersch, & McKibbin, 1983; Lazarson, McLaughlin, McPherson, & Bailey, 1985; Lieberman & Miller, 1984; McLeod, Sanche, & Bloom, 1978; Smith & Keith, 1971; Sussman, 1977).

Little (1981) stresses the need for staff development. Joyce (1986) states that good professional development is essential to innovation. Teachers need time to attend

meetings at times when they have energy and are able to attend to the new ideas that are being presented to them (Corbett, Dawson, Firestone, 1984).

Time may be needed to allow teachers to "deprogram", to eliminate some old ways of thinking and operating from their repertoire (Fullan & Pomfret, 1977; Ruddich, 1984). There must also be time for the community to get used to the idea of the change (Ruddich, 1984).

Once the concept for an innovation has been accepted, the initial planning done and time has been spent on the innovation in the classroom then time is needed for assessment (Goodlad, 1984; Sussman, 1977), and for reviewing, evaluating and revising (Leithwood, Fullan, & Heald-Taylor, 1987). Goodlad's DDAE (Dialogue, Decision-making, Action, Evaluation) is a useful framework when innovation is to be undertaken (Bentzen, 1974).

Berman & McLaughlin (1982) are concerned that most educational innovations try to do too much too soon. They point out that innovation is by nature a costly and time consuming activity. Various innovators suggest various times as those most conducive to successful innovation. Huberman & Miles (1984) suggest that at least three years are required for meaningful change to occur. Bennis (1965) says two to five years are necessary, depending on the type and the scope of the change. Tyler (1983) states that for a significantly different program to develop five to ten years are needed.

Time may not always be under the control of the innovators. They may be constrained by the conditions of a funding source (Sarason, 1982). They may be under a pressure to "produce" caused by the expectations of influential others (Leithwood, Fullan & Heald-Taylor, 1987). Sarason (1982) also points out that the time lines may not be determined by the educators but by outside others, particularly policy makers.

Components

- 1) Teachers need time for professional development, preferably not at the end of a

working day.

2) Teachers need time to learn the new philosophy and/or principles thoroughly before embarking upon a program which is new to them.

3) Teachers need time to deprogram, to adjust to new ideas.

4) Teachers need time to learn new techniques and new curriculum.

5) The new program needs to be in place a sufficient number of years so that planning, instituting, implementing, assessing and revising can occur.

6) The community needs time to get used to the change.

7) The time-lines for the innovation must be under the control of the innovators and not subject to the artificial constraints of funding sources or other considerations external to the school.

Trust

Literature

There appears to be several reasons why teachers do not have a sufficient trust level to whole-heartedly embrace innovative ideas. The quality of their past experiences with innovations may have been such that they are reluctant to once again get involved in innovative experiments (Corbett, Dawson, & Firestone, 1984; Eubanks & Parish, 1987; Lippitt, 1973). Innovations may have been oversold in the past by the self-interest and salesmanship of the propogators which leads to disillusionment (House, 1974). Indeed, many innovations may have been motivated by the desire for career advancement on the part of the innovators (Fullan, 1982). Innovators may erect a public facade and the discrepancies between that and reality may lead to skepticism and caution in the future (Smith & Keith, 1971).

In order for innovation to succeed it is important that all the participants in the innovation have a high level of interpersonal trust. (Berman & McLaughlin, 1978; Leiberman & Miller, 1984; Leithwood, Fullan, & Heald-Taylor, 1987; Lippitt, 1969;

Smith & Keith, 1971). Teachers and administrators should be working in a climate of mutual respect and support. Teachers should not only be aware of all the aspects of a proposed change but should also be in a position to influence the direction of that change. Fullan (1982) also feels that it is important to be able to trust in the dependability of the source of the innovation.

Components

1) Teachers need to trust that past negative experiences with innovative programs will not be repeated.

2) Teachers need to trust that innovators are not salesmen interested in the program for reasons of self-aggrandisement.

3) There needs to be a high level of interpersonal trust among staff members, and between staff and administrators before people are prepared to get involved in new programs.

4) Teachers must have trust in the source of the innovation.

Fear

Literature

Change invariably involves risk and fear (Bennis, 1965). Teachers are particularly vulnerable to criticism and will often choose inaction as the wisest course (Eubanks & Parish, 1987) rather than risk exposure and censure. Teachers are afraid of admitting problems for fear of being considered incompetent (Leithwood, Fullan, & Heald-Taylor, 1987). Seldom is there an educational environment where it is safe to air what might be considered foolish notions (Bentzen, 1974). Yet it is essential to innovation that teachers be given the freedom to fail without fear of consequences. Wangen (1982) stresses that teachers' willingness to change is related to their perception of the risk involved in the change. Joyce (1986) states that innovation involves risk-taking and

wants the climate that would allow and support risk-taking to be present when innovations are introduced. This climate of risk-taking is likely fostered by a climate of interpersonal trust (Sarason, 1982; Smith & Keith, 1971). House (1974) also points out that a feeling of powerlessness may limit teachers to low-risk situations.

Components

- 1) Teachers are very vulnerable to criticism and may be inactive rather than invite it.
- 2) Teachers are afraid of appearing incompetent and may chose to stay with what they know.
- 3) Teachers are afraid to take risks.

Power

Literature

Power is an essential ingredient of all human action (Chin & Benne, 1976; Glasser, 1986). It would therefore appear to be reasonably sound for the change agent to include everyone involved in the innovation in the decision making process, the methods of implementation and the evaluation (Ball, 1987; Bentzen, 1974; Bennis, 1976; Berman & McLaughlin, 1982; Eltis, Braithwaite, Deer, & Kinsall, 1984; Fullan, 1982, Fullan & Pomfret, 1977; Goodlad, 1984; Herzberg & Mausner, 1959; Hopkins, 1984; House, 1974; Joyce, Hersch, & McKibbin, 1983; Lazerson, McLaughlin, McPherson, & Bailey, 1985; Leiberman & Miller, 1984; Lewin, 1964; Likert & Likert, 1976; McGregor, 1960; McLeod, Sanche, & Bloom, 1978; Sarason, 1982). Lippitt (1973) stresses that the closer one is to the center of the communications network the more one feels involved and satisfied. Davis (1974) reports, however, that while teachers want to participate in decision making in the classroom and the school they feel less need to do so at the district level. He finds that lack of participation in decision making either by choice or design is

related to low job satisfaction. Helm (1982) also states that teachers have little interest in shared decision making beyond the class and the school. Reeves (1962) is concerned that the principal not insist upon "participation at all costs" (p. 38), as this may result in irritation and resentment. He sees the principal's role in decision making as an exercise in the correct balancing of authority and participation.

Brown & McIntyre (1982) in their report on the successful implementation of a new Science program in Scotland state that the teachers had little control over the decisions and little alternative but to comply yet the implementation was strikingly successful as indicated by an 80-87% adoption of the innovation within three years. Huberman & Miles (1984) stated that innovation can be dictated if the administration is benevolent and teacher needs are met, if support is consistent and the fit of the innovation is good. Corbett, Dawson, & Firestone (1984), feel that just keeping everyone informed is sufficient. Generally, however, the literature would seem to agree that innovations with highly concentrated power bases are less likely to succeed (Fullan, 1982; House, 1974). The more choice there is, the more people making the decisions, the better the decision is likely to be (Bennis, 1969). Ruddich (1984) suggests involving the students in any change as they will likely be the strongest influence on stability.

Smith & Keith (1971) found in their study of the short-lived life of one innovative school that the teachers' power varied from individual to individual and upon the mood of the administrator. The principal often had a hidden agenda, there were different rules at different times and administrative support varied from teacher to teacher. Berman & McLaughlin (1978) found that changes that were made for opportunistic reasons (availability of funding, desire to look good, response to bureaucratic pressures) almost always failed.

It is important not to overlook the vital role the principal in the school can and must play in any change process (Fullan, 1983 & 1984; Little, 1981; Monkhouse, 1986; Sarason, 1982). Leithwood & Montgomery (1986) located eleven studies that

"demonstrated a substantial relationship between principal behaviour and teacher's adoption and use of innovative teaching practices" (p. 4), giving subtle but strong messages concerning which classroom practices they considered legitimate. Agryris (1957) stated that an administrator needs to have a philosophy of life and leadership upon which to base his judgement and actions. Ball (1987) stresses that one must understand the role of the principal if one is to understand the school. Due to the hierarchical structure of education, the principal has a mandated position of power in the school. She or he sets the tone of the school (Leithwood & Montgomery, 1986). Teacher initiated changes and innovations must be approved by the principal. District directives must be accepted and implemented by the principal. As the teacher is the "gatekeeper of the classroom" (Lortie, 1975), then the principal is the gatekeeper of the school.

Berman & McLaughlin (1982) point out that projects that are initiated with strong District support are more generally expected to continue. They may have funds attached to them and/or be perceived by the principal to be important. Continued District level support ensures long-range stability of the innovation. House (1974) also points out the importance of Central Office staff in promoting innovations.

Teachers are in a unique position. Often in an innovation they are seen as the objects to be reformed (Lazerson, McLaughlin, McPherson, & Bailey, 1985). As Lortie (1975), and Joyce, Hersh, & McKibbin, (1983) point out, the imperatives of teaching and the status of teaching are misaligned. The isolation of the classroom increases the power of the teacher within the classroom but decreases it without. That sense of powerlessness may lead to an active resistance to imposed change (House, 1974). Bennis (1965) feels that change due to coercive power is less durable. When coerced into change people are more likely to adjust that change to suit their own needs. Porter (1980) in her study of 92 innovative programs in Australia, stressed that those people implementing a change must have decision-making power if those innovations are to

succeed. The implementers should have a vested interest in the success of the innovation.

Components

1) Everyone affected by the proposed change should be involved in the decision-making process.

2) Innovations may be dictated if they are done in such a way that the needs of those affected are taken into consideration, if they are informed and if the innovation is a good "fit" for the school.

3) The power sharing that happens should be consistent; that is, it should not vary from time to time depending on the circumstances.

4) Changes should not be undertaken for what the teachers perceive to be opportunistic reasons.

5) Innovations should have a large power base; the more people involved, the better.

6) Students should be involved in planning for the change.

7) The District level administration should be supportive of the new program.

8) A sense of powerlessness will lead teachers to resist change.

School Culture and Parents/Community

Understanding the culture of the school and having some understanding of the role of the parents and the larger community in the organization of the school was found to be useful in understanding how change worked in a particular institution.

Culture of the School

"A collaborative tuning in to the reality of the culture is an essential first step in work toward change" (Sirotnik & Oakes, 1986, p. 59). Any change effort must start with a strong understanding of the social content of the school; the atmosphere, the nature of

the student population, the community's expectations, the intellectual interests of the staff, the faculty cultures, how power is defined and allocated, the structure of the school day, how teachers view their "mission", what programs and approaches have proven most useful (Leiberman & Miller, 1984). The importance of change agents being aware of and working with the culture of each school is stressed by many writers (Berman & McLaughlin, 1982; Corbett, Dawson & Firestone, 1984; Eubanks & Parish, 1987; Fullan, 1982, 1983; Goodlad, 1975, 1984; Joyce, Hersch, & McKibbin, 1983; Lazerson, McLaughlin, McPherson, & Bailey, 1985; Little, 1981; Lortie, 1975; Parish & Arends, 1983; Raywid, 1983; Sarason, 1982).

Goodlad (1984) suggested that information on school culture should be routinely collected so that improvement efforts are effectively focussed. Sirotnik & Oakes (1986) want to see a renewing process become a part of the school culture, although they recognize that school cultures are basically conservative. Patterson (1986) stresses that innovation requires understanding of the school culture and sometimes is operative in changing that school culture.

Parents/Community

Lasting innovations would appear to be more likely if the parents and community are involved in and supportive of the innovation (Falkson & Grainer, 1972; Fullan, 1982; Lazerson, McLaughlin, McPherson, & Bailey, 1985; Smith & Keith, 1971). Porter (1980) found that there were problems with implementation when the objectives of the project were difficult for the community to understand and when the implementation process was perceived by the community to be very complex.

However, Lortie (1975) states that in general teachers wish parents to be supportive of the school but not to "interfere". Moffett (1985) also cautions that parents want children to stay the way they made them and wish the schools to perpetuate a world they understand. Parents may not be willing to share accountability which will be the

result of their assumption of a more overt role (Moffett, 1985).

Hierarchies/Bureaucracies and Societal Demands

Schools are part of a hierarchical structure, are influenced by the actions and decisions of bureaucrats and play a large role as reflectors and shapers of our society.

Hierarchies/Bureaucracies

Mouzelis (1967) lists the main characteristics of bureaucracies. They have : a) a high degree of specialization; b) a hierarchical authority structure with limited areas of command; c) an impersonality of relationships between organizational members; d) recruitment of officials on the basis of ability and technical knowledge; e) differentiation of private and official income and fortune.

Weber (1947) placed the development of bureaucracies in historical context. Leadership had derived from such traditional methods of conferring authority (e.g. monarchies). Modern bureaucratic structures were increasingly rational structures which honoured and respected technical competence. The need for bureaucracies to recruit that technical competence from as broad a base as possible led to a form of social levelling.

Anderson (1968) points out that bureaucratic rules perform a function of communication; they structure relationships and ensure action. Thompson (1961) stated that "modern bureaucratic organization is the most productive arrangement of human effort that man has thus far contrived" (p. 14). It has achieved the highest standard of living yet realized by man.

Thompson (1961) also states that there are often good reasons for bureaucracies to resist change. There needs to be some guarantee of stability so that specialized training is not wasted. It takes time to train a working group and change should be planned and controlled to deal with that.

It would certainly appear that hierarchical power structures present problems for innovators. Authority comes from position and ingenuity is discouraged (Herzberg & Mausner, 1959). House (1974) points out that the higher one's position within the hierarchy the greater are one's rewards; the lower the position the greater the costs of innovation. Teachers struggle to implement an innovation and while blamed for its failure are seldom praised for its success. Vertical structures can promote harmful innovations and lead to extreme immorality and exploitation (House, 1974). Livingstone (1985) states that the perpetuation of the class structure of our society requires that the hierarchical division of labour be reproduced in our schools.

Certainly education systems are hierarchically formed. Teachers are unprotected at the bottom of an extended pyramid of power and they are not in a position to challenge or innovate (Bowles & Gintis, 1978; Henry, 1970). The smooth running of the system is given priority over literate or intellectual pursuits; teachers are unable to teach ideally in the face of organizational systems controlling their workplace (MacNeil, 1986). Energy is increasingly directed to the maintenance of the bureaucracy and each level of said bureaucracy is increasingly removed from the children (Joyce, Hersch, & McKibbin, 1983). Teachers tend to function within one level of the hierarchy, getting advice and support from peers and occasionally principals (Lortie, 1975).

The usefulness of hierarchical structures would appear dubious. The model was derived from the military and the Catholic Church each of which are very different from modern industrial organizations (MacGregor, 1960). This structure may have been adequate for the nineteenth century, but cannot cope successfully with twentieth century realities (Bennis, 1969). The problem appears even more difficult to solve when the hierarchical structure is applied to schools. While schools try to emulate vertical power structures they can do so only imperfectly. Structures are decentralized, work is done in independent classrooms, goals are diverse and ambiguous, technology is

unclear and performance evaluation is rare (Fuller, Wood, Rapoport, & Dornbusch, 1982).

Societal Demands

Schools could be seen as reflections of the society within which they exist. Therefore schools may have to be institutions which reflect and maintain our class structure and the economic realities of our society (Apple, 1985; Apple & King, 1977; Bowles & Gintis, 1976; Etzioni-Halevy, 1981; Goodlad, 1984; Henry, 1970; House, 1974; Joyce, Hersch, & McKibbin, 1983; Livingstone, 1985; Sirotnik & Oakes, 1986). Henry (1970) suggests that in fact we must train people to be unintelligent within the limits of the culture's ability to survive so that traditional ways are not challenged. Education can deviate only to the extent that society allows (House, 1974). Thus reading and writing become dangerous as they are potential tools to transform culture (Moffett, 1985).

One segment of our society would appear to be particularly influential in our education system. In writing of education in Ontario, Livingstone (1985) points out that the corporate class was instrumental in the last fundamental restructuring of the Ontario education system (which led to the formation of community colleges and high school tracking), that corporate executives tend to head education commissions, that corporate enterprises produce most of the books and materials used in the classroom and that attempts at labour education have been short-lived. The 1960 Royal Commission on Education in British Columbia had three members; one university Dean and two corporate executives. That Commission recommended vocational courses in secondary and post-secondary institutions and a separate collegiate academy for university bound students.

However MacNeil (1986) suggests that the elite may not feel that their economic or political interests are being served by the public schools and that they are inadequate

for international, high-tech competition.

Summary

Four variables; time, trust, fear, and power, appear to be important considerations for teachers when they are changing their practice. Teachers need time to conceptualize, prepare for and implement an innovation. They need to be able to trust in the source of an innovation and in the people they are working with as they struggle with a new way of operating in the classroom. Fear of criticism and the possible consequences of failure may stop teachers from innovating. Teachers who are part of the decision making process of a proposed change are more likely to adopt and work for the successful implementation of that change. A knowledge of the school's culture, the parents and the community help investigators to better understand the particular situation. That understanding will help change agents fit the innovation to the situation. An awareness of the influence of hierarchies and bureaucracies and the demands of society help give a broader perspective.

Chapter 4

INDIVIDUAL SCHOOLS AND THE PROCESS OF CHANGE

Two schools were chosen for the in-depth part of the study. Meadowlands is a small elementary school with a reputation as an "innovative" school. Forest Green is a large junior-senior secondary school which houses several innovative programs. These schools were chosen for the research because they were involved, in two very different ways, in innovative practices. The schools were studied in depth. Interviews were held, meetings were attended and documents were collected.

Facts, ideas, opinions were reported only if they were supported by three or more data sources.

MEADOWLANDS FAMILY SCHOOL

School Culture

Meadowlands is a small elementary school located near the center of a moderately-sized city. It is within walking distance of the ocean, a large park, a museum, the downtown core. The building is a heritage site and has recently been renovated.

It is a small school (less than 200 students) with a staff of 8 registering classes plus one librarian/learning assistance teacher and one principal. All adults are addressed by their first names. Classes are a combination of two grades within each class.

Meadowlands is an alternative school based on the philosophy of teachers and parents sharing in the task of education. It is, therefore, an innovative school by origin. It has maintained that high interest in innovation, supported both by parents and teachers. Both groups consistently present ideas for changes in practice. Parents choose to place their children in the school and to give time to the organization and

maintenance of the school. At the present time all the teachers have chosen to be there. The school has the right, mandated by the Board, to limit class size. It closes early one afternoon a week to give the teachers an opportunity for professional development activities while they may still have some energy.

There is a commitment on the part of parents and teachers to collegial decision-making and to a problem-solving process. Process is seen as at least as important as product. There is also a commitment to cooperation and non-competitiveness in the education, training and treatment of children. That sense of cooperation extends to the teachers' relationships with each other.

The small staff has no informal cliques or groups, they function as one group. They share resources and ideas and are supportive of each other. They work together on both the regular programs and on innovations. "Without exception there is no one on staff that is being a load on this wagon going uphill together. I really have the feeling we are all going in the same direction and we stimulate and challenge each other" (Mary).

The small size also means that the public announcement system is never used and that all messages are delivered by people rather than machines. A "communication book" records the activities of individuals, group, and school and acts as a central gathering place for staff in the mornings.

The teachers seem to share a philosophy, observing themselves as being more holistic in their approach to life and education. They tend to be more child than curriculum centered and to look at difficulties that the students are having as being a problem of the program rather than a weakness of the child's. They adjust programs to the student's level and are actively concerned with the self-esteem of the students.

The teachers and parents work closely together. The parents are part of the decision-making process and the teachers appreciate that sharing of the responsibility

and that support. The parents often contribute ideas. The questions parents ask teachers help the teachers clarify what they are doing. They are also extra "hands" in the classroom enriching programs and freeing the teachers within the classrooms to do other things. Their presence in the classroom encourages teachers to look at the students from a different perspective. That presence and constant interaction also means that the teachers must have a clear idea about what they are doing and be able to discuss their reasons for their actions.

A newsletter goes home every Friday and is looked for by the parents on that day. A mechanism exists that makes the Newsletter available to non-custodial parents and other interested family members. The newsletter typically includes a short paragraph on the "doings" of each classroom, announcements of upcoming meetings, deliberations from various meetings and the principal's report. As they are required extra-ordinary items are included; use of school playground, crosswalks, fund-raising activities. Often a questionnaire is used to elicit feed-back. Occasionally excerpts from professional journals are included (e.g. "Multigrade classroom students outperform single-grade ones, SSTA study concludes").

The teachers at Meadowlands view themselves and their school as somewhat different from other teachers and schools and they work to preserve those differences.

Teachers

Teachers in the school are active professionals, participating in District level planning committees, giving and attending professional workshops, and serving on teacher association committees.

The school is piloting Art and Math programs. It is one of twenty pilot schools for the District Teacher Training Internship Program and one of twelve schools involved in the District's Written Expression Program. A Knowledge Network math education

course and three university research studies are located at the school. Teachers are involved in a peer coaching project, the "Program for Quality Teaching".

They share a commitment to professional development, professional reading, innovation and Meadowlands. "I have the best job in the best school" (Judy).

Principal

The principal at Meadowlands ensures that the processes of shared decision-making and problem-solving are operational. He attends most of the parent meetings and all of the staff meetings and he also serves as liaison between the school and the District Administration, and upon need between the school and the City, the Fire Chief and/or the Provincial Government.

The principal functions in a consultative role, facilitating teachers' programs with funds and/or time. He teaches in most of the classrooms. He is familiar with all the students. He also models innovative techniques, takes risks and shares his successes and failures. He is seen as an educational leader. He attends Professional Development sessions with his staff and, therefore, is aware of the origins of many of their classroom innovations.

He remains the final arbiter.

Students

Students are encouraged to be contributing members of the school. The older students conduct noon-hour programs, prepare materials, etc.

They are active in the community; performing for and visiting Senior Citizens, volunteering, inviting community members into their classes.

There is an active Students' Council.

Parents

As this is a family school, parents are an integral part of the planning and daily functioning of the school; visiting and working in classrooms, leading special programs, tutoring, preparing materials, organizing special events, cleaning the community bus, fund-raising, and a multitude of other functions.

The parents of each class hold a meeting once every other month. The agenda is set by the parent co-ordinators with the help of the teacher. The meetings are run by the parents although the teacher has time to discuss classroom matters. On the alternate months there is a general meeting which is run by an elected Parent Executive, in consultation with some members of the staff. There are also several sub-committees of long and short term duration, depending on their purpose. Each class has two parent co-ordinators who, among other things, facilitate communication.

Decision-Making.

Decisions are arrived at in a variety of ways depending on the constituency involved.

The Student Council makes decisions regarding the use of Project Pride monies. The principal is a consultant on the Council. The results of those meetings are reported in the Newsletter, presumably to enable parent input.

"Yesterday the students made a tough decision. They had to give up \$100 of their Project Pride money to pay for plywood to cover the holes made in the basement wall. Over the summer we hope the wall will be suitably fixed and restored to its original condition. The students decided to give up the money set aside for a computer game. The alternative was to give up the \$50 seed money for a new adventure playground and gym equipment. The vote was close" (excerpt from Newsletter, Aril 15, 1988).

The Education Committee, the parent body that handles broad educational concerns, spearheaded the writing of a brief to the Royal Commission on Education. Information was collected from the students, the staff and the parents at the family

meetings. The report was presented to the Commission by members of that Committee.

The Parent Handbook Committee is working on revamping the school handbook. Various issues are coming out of that work, such as a revision of the school philosophy, and discussions on letter grades. Discussions on these issues are held at student meetings, staff meetings and family meetings.

One teacher and a parent from the Parent Executive developed a new budgeting procedure for non-public funds. This was discussed by staff, at family meetings and by the Fund-Raising Committee.

Many decisions are made by the appropriate committee without going any further. For example, the Parent Executive chose a person to represent the school on the District Principal Selection Committee.

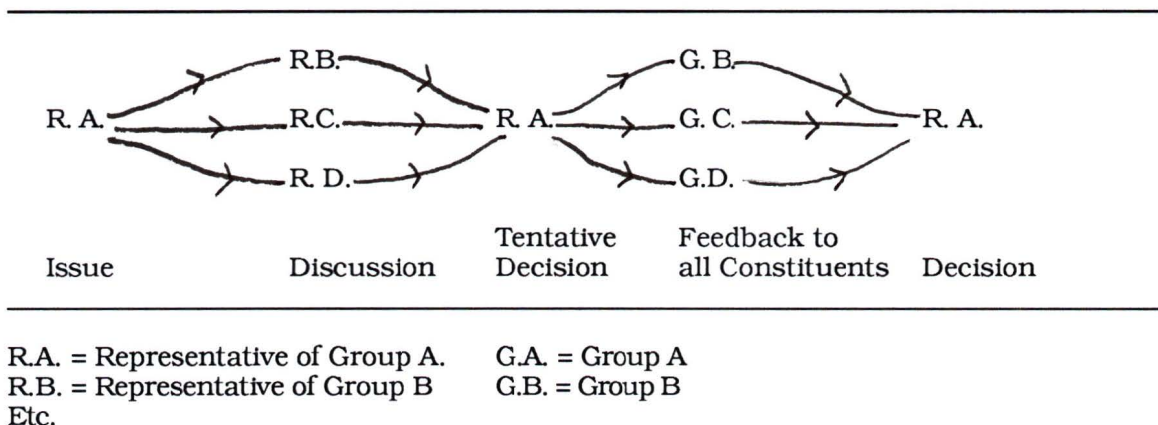
However, most decisions are reached only after a fairly lengthy consultative process, generally using the following format; (a) issue is discussed by originating committee or group, (b) issue is then discussed by other relevant committees or groups, (c) feedback is incorporated by original group, (d) result is presented to entire body either at a general meeting or through the Newsletter for parent feedback, (e) decision is reached by originating group or committee. Decisions such as grading policy, use of crosswalk, use of school playground by city, school philosophy, school goals, are generally reached in this way (see Fig. 1).

Determinants of Change

There are ten members of staff at Meadowlands School. Eight members were interviewed, two declining as they did not feel they had the time. Six classroom teachers, the principal and the librarian/learning assistance teacher were interviewed. Helen, Janet, George and Alice teach in the primary grades; Mary and Doris teach the intermediate grades; Judy is the librarian/learning assistance teacher;

Paul is the principal. All the names used are pseudonyms.

Fig. 1
The Decision-Making Process at Meadowlands School



Time

Seven components of time were identified from the literature (see Table 1a).

1) Time for professional development is judged by the teachers as given a high priority at Meadowlands. As well as whole school activities the principal enables teachers to attend selected workshops and share their learning with their colleagues. Professional readings are shared. Teachers use their summers to take courses, plan and read. The school has early closing one afternoon a week and this time is frequently used for school initiated professional development. There are so many new ideas being presented that there is a need to limit the number of workshops which can be implemented.

2) Time to learn new philosophies and principles is lacking. None of the teachers feel they have enough time to conceptualize new ideas. They use their personal time and obviously benefit from the time spent on professional development.

3) Time to deprogram appears to occur automatically as a part of the lengthy decision-making process. Much talking, evaluating, convincing, re-assessing takes

place. By the end of that process it is likely that consensus has occurred and the implementers are convinced of the worth of the implementation.

4) Time to learn new techniques and curriculum is to some extent provided by the principal. He works in every classroom giving the teachers extra preparation time. He also models new techniques for the teachers in his area of expertise. The peer consultation that the teachers use enables the observation of other teachers in the classroom. Much informal discussion time is centered on the needs of the children or professional concerns. Certain professional development activities may be specifically geared to meeting particular needs. However the teachers still feel that there is not enough time available and again personal time is used.

5) Time to implement, assess, and revise innovations is in many ways a component of the school. The school itself is an innovation. Over the fourteen years of its existence many adjustments and revisions have occurred and the basic concept has remained intact. The focus of the school on process and the often lengthy decision-making process likely ensures that decisions are not made hastily, either to institute or abandon programs. Assessment and revision of programs seems to be on-going; partly as a result of all the informal discussions, and partly as a result of the formal problem-solving process.

6) Time for the community to get used to change is provided by the decision-making process. The community of parents as a whole has a part in making the major decisions on how the school operates. The process means that they are familiar with all aspects of innovation, that some of them have been a part of the decision and that all of them have been informed and been able to give feedback.

7) Time is under the control of the innovators. This is not always the case at Meadowlands. Board and District Administration frequently have wished to change the direction the school is taking and to some extent the school has had to fight for its

survival. The staff, principal, and parents form a strong and forceful group which fights for what it believes is important. Generally this vigilance has meant that they are given the time they need for the innovations they undertake.

Table 1a
Time - Seven Components That May Affect Teacher Adoption of Change

	Meadowlands
1. Time for professional development	y
2. Time to learn new philosophies	n
3. Time to deprogram	y
4. Time to learn new techniques & curric.	s
5. Time to institute, implement, assess, revise.	y
6. Time for the community to get used to the change.	y
7. Time is under the control of the innovators.	s

y = yes s =somewhat n = no

Trust

Four components of trust were identified from the literature (see Table 2a).

1) Past experiences leading to cynicism - not a concern expressed by the teachers.

2) Salesmanship based on self-interest - not a concern expressed by the teachers.

3) Interpersonal trust is repeatedly stated as being very important at Meadowlands; between teacher and teacher, teacher and principal, teacher and parents, teacher and students. They use each other as resources, sharing ideas, strategies, programs. The philosophy of the school stresses cooperativeness and non-competitiveness. This is obviously a philosophy shared by the teachers. They do not see themselves as being in competition with each other, "If we all win it is a better win than me winning at your

expense" (Doris). That freedom from competition is seen as very important to their ability to be innovative. Paul has to trust the District administration and feels that he can do that. He also has to trust that the parents will follow the process and that all problems can be solved.

4) Trusting in the source of an innovation may not be applicable at Meadowlands and certainly never surfaced during interviews or meetings. This may be because teachers self-initiate most of the innovations that they work on and the decision-making process they use ensures that they are more or less on side before new programs begin. If new programs are imposed (District mandate, new curriculum) they appear to feel that these programs can be adjusted to suit their needs.

Table 2a

Trust - Four Components That May Affect Teacher Adoption of Change

	Meadowlands
1. Past experiences leading to cynicism.	n
2. Salesmanship based on self-interest.	n
3. Interpersonal trust	y
4. Trust in the source of the innovation.	y

y =yes s =somewhat n = no

Fear

Three components were identified from the literature (see Table 3a).

1) Vulnerability to criticism is a concern of Paul's. He fears that criticism will be taken very much to heart by the teachers at Meadowlands. One teacher did respond very strongly to anonymous criticism on a questionnaire. The uncharacteristic quietness of the other teachers as they sorted the questionnaire may also have been a

result of feelings of self-doubt, depression, and/or frustration. However, there is no evidence that such vulnerability led to inaction.

2) Fear of appearing incompetent - not a concern expressed by the teachers.

3) Fear of risk-taking appears to be non-existent at Meadowlands. This safety is facilitated by the high degree of interpersonal trust. "You try and you fail and you try again and you are never shot down" (Doris). Paul is aware of the need to establish an atmosphere of freedom to risk and fail. "If they try something and it doesn't work then I am not going to put it into a report."

Table 3a
Fear - Three Components That May Affect Teacher Adoption of Change

	Meadowlands
1. Vulnerability to criticism.	s
2. Fear of appearing incompetent.	n
3. Fear of risk-taking .	n

y =yes s =somewhat n = no

Power

Eight components of power were identified from the literature (see Table 4a).

1) Everyone is included in the decision-making process. This is seen as important by the teachers. "Knowing your ideas are listened to is just wonderful and the fact that you are not dictated to really makes you much more open to change" (Janet). The principal is committed to the concept of collegial decision-making and power-sharing. He is seen as consultative, while remaining in charge. He is in a sense the "hub of the wheel". Everything eventually comes to him; committee decisions, student decisions, staff decisions. He is also the conduit between District level administration and the

school. On specific occasions he has also acted on behalf of the school with City Hall, the Fire Chief and the Provincial Government, often in partnership with a parent. He feels that he has to establish power sharing relationships with all constituent groups in order for the process to work. He is seen by the teachers as encouraging, supporting and facilitating innovations.

2) Benevolently dictated innovations - not a concern expressed by the teachers.

3) Consistency of power sharing seems evident. There are no evident informal groups or cliques and no evidence that the principal favours one group over another or that his favour varies from situation to situation.

4) Change undertaken for opportunistic reasons - not a concern expressed by the teachers.

5) Innovating from a broad power base is clearly what is happening at Meadowlands school.

6) Students are involved at what appears to be an appropriate level for elementary students. The Students' Council has a specific area of responsibility. Students are polled for their opinions, typically through discussions and questionnaires. They are active participants in the events of the school.

7) The District administration is seen by Paul as supportive. "I dont feel that there is anything I can't do --- I am able to work in the school in any way I want without outside interference from the Superintendent. He's getting good feedback about the school ---so I am in charge here". None of the teachers had concerns about the District administration interfering with their programs. This may be a reflection of their awareness of their own power and/or a reflection of Paul's relationship with them and with the District administration.

8) Powerlessness leading to resistance - not a concern expressed by the teachers.

Table 4a
Power - Eight Components That may Affect Teacher Adoption of Change

	Meadowlands
1. All inclusive decision-making.	y
2. Benevolent dictation.	n
3. Consistency of power sharing.	y
4. Changes undertaken for opportunistic reasons.	n/a
5. Broad-based innovations.	y
6. Students are involved.	y
7. District Admin. supportive.	y
8. Powerlessness leads to resistance.	n/a

y = yes s = somewhat n = no n/a = not applicable

Summary

Meadowlands is an alternative school, built on the concept of parent involvement at a decision-making level. The school, as an innovation, survived and evolved over a period of years, maintaining a joint decision - making process and a consistent problem-solving process. At the present time not only have the parents chosen to place their children in the school , but all the teachers and the principal have chosen to be there.

The staff works as a group, cooperating and without competition. They are a strong, vital group, aware of their differences from other schools. They are constantly seeking professional renewal and are eager to experiment with educational innovations.

The staff, including the principal, is committed to the philosophy of the school. The Board of Trustees and the District administration are apparently also committed to the philosophy of the school, certainly at this time.

The teachers have to use personal time to conceptualize and implement innovations, but they do have more school time given here than they have experienced in other schools. They are trusting of each other and the administration and do not experience fear as professionals. They feel powerful and in charge of their own professional responsibilities.

FOREST GREEN

School Culture

Forest Green is a large school situated in the suburbs of a moderately-sized city. It houses students from grade 8 to grade 12. There is a professional staff of 43 including three administrators (one principal and three administrative assistants) and two counsellors. The two administrative assistants have partial teaching loads. The staff is organized into departments and there is an elected head for each department. These administrative positions have a small salary increment attached to them. As these positions carry with them extra work and responsibility with small financial reward, they may not be positions that staff members are eager to fill. The principal, David, tends to use the Department Heads as a kind of staff committee.

In general the staff is considered by its members to be friendly and helpful. There are, of course, informal groupings but these are seen as tending to fall along subject-related guidelines.

There is a general perception that the school is on an upswing in the eyes of the public. Enrollment is up for next year and this may be the result of specific innovative programs.

Innovative Programs

There are five new programs in the school this school year. All of them are

innovative. Four of the five radically change the way in which the students in those programs are educated. There is also a sixth program in the school which has been there for some years and is now an innovative program fully instituted into the school.

These programs were brought into the school in a variety of ways. Four programs were the direct result of David's work. As innovative programs needed a host school, he offered Forest Green. He would then find the right teachers for the program; put them in charge; facilitate and support them. One program grew out of an identified need in the school and involved the work of a graduate student from the local university. Again staff was found, empowered and facilitated. Another program resulted from a core group on staff working in a certain direction. The principal supported that direction; more staff was hired; corporate assistance was found by David; empowering and facilitating occurred.

The teachers in these programs generally view themselves as innovative and with a history of being innovative. They are philosophically committed to the programs they are running. They are excited by the possibilities and have plans for the future of their programs. They are conscious of the need for themselves and the students in their programs to be a part of the total school. They tend to view the school and the principal positively and similarly.

Students

There is an active Students' council with areas of responsibility which appear to be respected by the staff; student social activities, peer counselling, fund-raising. A representative from the Council attends staff meetings and has items placed on the agenda.

Parents

There is a parent advisory group. David appears to value their input and to feel that they should be considered. However, few parents are involved and that involvement (fund-raising, field-trips) is not at the level of being part of educational decision-making.

Teachers

Teachers at Forest Green fall into two groups in their views on the variables of the research. One group is generally those teachers involved in identified innovative programs (IIP). The other group is composed of those teachers who, while they may be innovative in their own teaching, are not involved in identified innovative programs. (NIIP).

The following teachers were interviewed. Pseudonyms were used.

The teachers involved in identified innovative programs (IIP) are:

Walter	Zoro	Vladimir	Bob
Orville	Tinkerbelle	Liam	Patrick
Chris	Elizabeth	McArthur	

The teachers not involved in identified innovative programs (NIIP) are:

Sydney	Sylvester	Albert	Fred
John	Trevor	Bryan	Harriet

This group included teachers who had served on the two S.I.P.P. committees.

The principal, David, was also interviewed.

Principal

David is seen in two distinctly different ways. The IIP teachers generally view him as an educational leader with a vision for the school and a plan for how to get it there.

He sees a need and he sets about filling that need. They realize that he is responsible for the new programs in the school and in many cases he was directly responsible for hiring them to run that particular program (many of the teachers of these programs are therefore new to the school this year). They feel that they are in charge of their programs and that David works hard to supply them with the funds, time, resources, and support that they need in order to run their programs successfully. He functions as an educational leader. They feel that they can be honest with him and that he is supportive and facilitative of them and their program. They are in charge of their programs and they can afford to risk, fail and try again. David takes care of problems with parents and the District. He appears anxious to prove that diversity is what his school is all about.

Some teachers view David as creative in his thought, but maybe not very process oriented. He is seen by these teachers as becoming increasingly more democratic in his approach to leadership and decision-making.

The majority of NIIP teachers interviewed see David in quite a different light. They see him as autocratic. Time spent in consultation with him they see as wasted, as decisions reached in this way are not acted upon. They do not see him as willing to give up or share any of his power with teachers. For example, several teachers spoke of their concern over the amount of time that is given to administration and how that time is taken from the classroom. David has not been responsive to their concerns on this issue.

David understands some of this. He does not see himself as being very strong in "people skills". He realizes he may not speak to certain staff members for two or three months. He realizes that this is a weakness and is working to overcome it. Clearly with some staff he is being successful.

Computer Program - An Example of a Successful Local Innovation

The computer program started some years ago with two members of staff who were particularly interested in computers. They were some of the pioneers in computer education in the city and in the province. They had written curricula for the computer and had become experts in the field.

This year these two teachers instigated several changes. Their ideas for expanding computer education in the school were heartily endorsed by David and he did what he could to facilitate the new program. New teachers who were hired to teach in the school or who were transferred into the school were expected to have some background or interest in computers. Another computer expert was transferred from another school. A computer company placed a lab of computers in the school on a pilot basis. An office furnishing company donated a set of computer tables. The school bought the proper chairs and decorated the room. The computers that the school already owned were put into another lab with plans to improve its aesthetic qualities. Another computer was placed in the staffroom for staff accessibility. Lap-top computers compatible with the computers in the main computer lab were purchased so that staff could program at home. A CD-ROM system was installed in the library. Staff members were able to use some programs that hooked into the District's main frame.

All professional development days this year were devoted to learning about the possible uses of the computer in the classroom.. At the first workshop it was clear that many of the teachers were apprehensive of what they were being asked to do. However several components were in place to help teachers overcome their reluctance. First, material was presented in such a way that they were being presented with opportunities rather than being coerced or forced into doing something they did not wish to do. The technological resources that they would need to follow up on the workshop were available. The workshop was presented by members of staff and they

were available to the teachers as resource people on a regular, informal basis. No one was expected to "do anything" as a result of the workshops.

Several teachers commented on the success of the program and how surprised they were at the number of teachers who were now using computers actively in their program.

Decision - Making

Shared decision - making does occur on a limited basis. David does take certain matters to the Department Heads for discussion and decision. Presumably the Department Heads share that information with the members of their departments. These meetings are held at lunch time at the request of the Department Heads and this does not leave adequate time for discussion or the reaching of consensus. Department structures change every year.

Certain matters are dealt with by the principal unilaterally or with a small group, such as the Student Services Team which is composed of the three administrators and the two counsellors. Staff may or may not be informed about decisions made by this team at staff meetings. There is no clear process in place for sharing information about such decision-making.

David does not feel that he has successfully established a "total representative group of staff working, coming up with new ideas and taking them to fruition". While he takes some responsibility for this lack he also senses that the staff is not prepared to take the extra responsibility and put in the time required. He is open to more shared decision - making if the staff were committed to it, prepared to follow through on that commitment and prepared to meet at a time more efficacious for discussion. Earlier attempts on his part to involve staff in an item such as planning professional development met with little success. David is also aware of how "tasked" staff is and

feels somewhat protective of them and their time. Some decisions seem to be made unilaterally out of a respect for how much work teachers have to do and a desire to spare them where possible.

Determinants of Change

The information presented here is taken from interviews with the teachers listed above, from information obtained at meetings and from a perusal of pertinent documents.

Time

Seven components of time were identified from the literature (see Table 1b).

1) Time for professional development was used this year to teach computer skills. This inservice was planned by some of the teachers in the school and they were available throughout the year as resources. As professional development time is limited this designation of time did mean that other areas could not be covered.

2) Time to learn new philosophies and principles was generally made available for IIP teachers. In some cases funds were found to pay teachers during the summer months. But it is still common and necessary to use personal time.

3) Time to deprogram is not an issue for the IIP teachers. They were selected to teach the programs and presumably were already convinced of the worth of the innovation. The attempt to get all teachers computer literate did not coerce teachers but rather offered them an opportunity to learn what some of their colleagues could teach them. They could embrace the new technology as and when they wished.

4) Time to learn new techniques and curriculum has been supplied for IIP teachers through summer funding, and extra preparation time. Even so they put in ten to twelve hour days and need to have a strong personal commitment to the program in order to

sustain their effort. NIIP teachers feel that their time is fully committed with teaching loads, extra-curricular activities and, for some, administrative duties. They do not have the time for any other tasks. They feel that serious intent regarding innovations should be backed up with time and money. Some programs are expected to be taught this year (Family Life) and yet little time has been made available to train teachers to do it.

5) Time to institute, implement, assess and revise seems to be present for the IIPs. Most of the IIP teachers speak of long term goals for their programs. "I don't look at change in terms of months but of an era" (Patrick). They are planning for evaluation of their programs, revising and expanding. They feel that generally once the goals are established it is important to proceed slowly.

6) Time for the community to get used to the change has likely been sufficient as the enrollment of the school has increased for the next school year which may be due to some of the innovative programs. Some of the innovative programs are needing to expand next year to accommodate the increased community support.

7) Time is under the control of the innovators. This may or may not be a factor depending on the program. In some cases special funds external to the school are involved (Funds for Excellence, federal grants, corporate sponsorship). The need to meet the deadlines imposed by the funding agencies has resulted in some programs being rushed in order to have in place those factors that are necessary to ensure continued funding.

Table 1b
Time - Seven Components That May Affect Teacher Adoption of Change

	Forest Green	
	IIP	NIIP
1. Time for professional development	s	s
2. Time to learn new philosophies	y	n
3. Time to deprogram	y	y
4. Time to learn new techniques & curric.	s	n
5. Time to institute, implement, assess, revise.	y	n/a
6. Time for the community to get used to the change.	y	y
7. Time is under the control of the innovators.	s	n/a

y = yes s =somewhat n = no n/a = not applicable

Trust

Four components of trust were identified from the literature (see Table 2b).

1) Cynicism based on past experiences is a factor mentioned most by NIIP teachers. They have been through other "innovative" programs and have seen them fail because the bureaucratic support for them has been withdrawn. They also expressed cynicism about the provincial government as they feel that the rules under which they work keep changing. This makes it difficult to get very excited about a new program.

2) Salesmanship based on self-interest is again a concern of some of the NIIP teachers. They are concerned about having new programs "foisted" upon them. They wonder how many new programs are dreamed up as a justification for someone's job.

3) Interpersonal trust. IIP teachers feel that they are supported and helped by the other teachers in the school. That support is important to the students in their programs and helps both teachers and students feel trusting and good about the school and about each other. The IIP teachers work at being a part of the school so that other

teachers get to know them and trust them. That kind of trust creates what Patrick calls a "critical mass" of trusting relationships wherein good learning can occur.

4) Trust in the source - not a concern expressed by the teachers.

Table 2b
Trust - Four Components That May Affect Teacher Adoption of Change

	Forest Green	
	IIP	NIIP
1. Past experiences leading to cynicism.	n	y
2. Salesmanship based on self-interest.	n	y
3. Interpersonal trust	y	n/a
4. Trust in the source of the innovation.	n/a	n/a

y = yes s =somewhat n =no n/a = not applicable

Fear

Three components of fear were identified from the literature (see Table 3b).

1) Vulnerability to criticism can lead to inaction. It was felt by some teachers that change can be regarded as a put-down of what is being done now. When programs are viewed as being attacked then the teachers identified with that program also view themselves as being attacked and they will be less likely to try again.

2) Fear of appearing incompetent may be felt by some of the NIIP teachers. The NIIP teachers worry that others may feel pushed by all the innovation going on and may begin to worry about the future of their role in the school. Perhaps they feel threatened by the need to learn new skills. Will there be room for them in the school if they do not learn these new skills? If they try a new skill and fail at it what does that mean about them? These questions were presented as speculations about other teachers. No one talked about having these feelings. "A lot of people are scared of learning. When you are a student or a new teacher in school you are expected to learn. You expect change

in yourself and your brain is anticipating being restructured and rewired every couple of weeks. But when you have learned your stuff and taught the same things over and over. I think your brain gets into a neuro-chemical rut" (Zoro). IIP teachers teachers did not express a concern about appearing incompetent.

3) Fear of risk-taking is not a problem for the IIP teachers. They feel that the atmosphere is conducive to risk-taking. NIIP teachers did not discuss that concern.

Table 3b
Fear - Three Components That May Affect Teacher Adoption of Change

	Forest Green	
	IIP	NIIP
1. Vulnerability to criticism.	s	s
2. Fear of appearing incompetent.	n	y
3. Fear of risk-taking .	n	n/a

y = yes s =somewhat n = no n/a = not applicable

Other fears were mentioned by some of the teachers at Forest Green: (a) fear of going against those in power; (b) fear that they will lose time, money, pupils to the new programs; (c) fear that they will get involved in a new program and then the program will disappear (that fear has been heightened by the transfer of the entire administrative team); (d) fear as a result of the actions of the provincial government. "While you are doing your job someone is coming in the back door and trying to cut you off at the knees" (Fred). So they tend not to see the point in trying anything new.

Power

Eight components of power were identified from the literature (see Table 4b),

1) Everyone is included in decision-making is an accurate statement for the IIP teachers. They are in charge of their programs. A team approach is commonly used,

and everyone involved in the program is a part of that team. That team makes decisions. The NIIP teachers on the other hand do not feel involved in the decision-making process, although they state that they would like to be. There is a feeling that staff input is not listened to and dealt with. Decisions are made that some staff members feel they should be part of but aren't. For instance the staff had no input into whether or not the new programs should be a part of the school. The sense is that David wants things done his way. People may be reluctant to give input out of a sense that they do not have much power in decision-making. There is an impression on the part of some of these teachers that there is an increasing amount of shared decision-making happening, but that it is not yet sufficient. On the whole NIIP teachers don't feel they have much decisive power.

2) Benevolent dictation may have occurred at Forest Green. David decided, without reference to the staff as a whole, that certain new programs would be at his school. Some of the new programs came with extra staffing and/or removed students with special needs from other classrooms so that all of the school benefited. The programs may be responsible for an increased respect for the school in the larger community. The programs are beginning to fit into the school and there is no evidence that they are resented by the other staff.

3) Consistency of power-sharing. There are teachers in the school who feel that they have power. There are those who feel powerless. However, the condition of having or not having power remains static. Power is not given and taken back from time to time.

4) Changes undertaken for opportunistic reasons - not a concern expressed by teachers.

5) Innovating from a broad power base does not happen at Forest Green . David works mainly with small groups of people.

6) Students are involved through the Students' Council in specific areas of power

and decision-making.

7) The District administration is seen as supportive by those IIP teachers who are running District-mandated programs. Others are concerned that there is not support for school-based innovations. Yet others feel that it is wise of the District not to rush into supporting innovations too quickly, patience may mean that fewer mistakes are made. Some of the NIIP teachers see the Superintendent as open and supportive, while others feel that their teaching is at the bottom of the District's priorities.

8) Powerlessness leading to resistance may be an operating factor at Forest Green. Certainly a number of the staff feel that they do not have any effective power in the school. These same teachers are not willing to put much effort or time into mandated programs, expressing that they do not feel it is worth their time.

Table 4b
Power - Eight Components That may Affect Teacher Adoption of Change

	Forest Green	
	IIP	NIIP
1. All inclusive decision-making.	y	n
2. Benevolent dictation.	n/a	s
3. Consistency of power sharing.	y	y
4. Changes undertaken for opportunistic reasons.	n/a	n/a
5. Broad-based innovation.	n	n
6. Students are involved.	s	s
7. District Admin. supportive.	s	s
8. Powerlessness leads to resistance	n	y

y = yes s = somewhat n = no n/a = not applicable

Summary

Forest Green houses several radical innovative programs. At the time these appear

to be very successful. The identified components for successful change appear to be in place. The teachers in these programs feel powerful, trusted and trusting and their need for time is recognized and somewhat accommodated.

Some of the NIIP teachers also feel that they are relatively powerful and have respected positions in the school. In general, these are teachers who work closely with the principal for one reason or another.

Other teachers feel that they have little power in the school. They also feel disempowered as professionals by recent provincial legislation.

The principal is aware of these feelings, but feels that the teachers should take some ownership for the problem. He is working to improve the situation where necessary.

Chapter 5
A MANDATED CHANGE AGENT PROGRAM -
THE SCHOOL INITIATED PLANNING PROCESS

The School Initiated Planning Process (S.I.P.P.) was introduced to the District in the fall of 1985. S.I.P.P. had several stated intentions (see Appendix D): (a) to involve teachers in setting goals and action plans for their schools, to increase their role in shared decision making; (b) to base those decisions on data collected from parents, staff, and students; (c) to involve parents and sometimes students in the determination of school goals and action plans; (d) to increase local school autonomy, thereby reducing to a limited extent, the decisions that District level administrators would make concerning the school; (e) to refer teachers to the literature on effective schools as a part of the data base for their decisions; (f) to encourage schools to build on their strengths rather than focus on their weaknesses; (g) to repeat the process each year, presumably assuring a form of assessment and revision of goals and plans.

Two booklets were distributed to the schools, a resource book and an outline of guidelines and procedures. Workshops were held to help people get started. There was a resource person available to help schools as they experimented with the process but facilitating S.I.P.P. was only part of her job. Schools were expected to be "on stream" within three years. There are more than 50 schools in the District.

Goals and action plans are expected to be submitted each year, reflecting not only the wishes of the school community but the goals of the Board. The school is accountable to the District administration for the fulfillment of these goals.

The superintendent is hopeful that the process will provide a structure for continual change and improvement, placing increased decision-making power in the schools (Chandler, 1987).

MEADOWLANDS AND S.I.P.P

Eight teachers were interviewed in an attempt to determine that impact S.I.P.P. had had on their teaching practices and their theoretical and practical approaches to innovation. Both parent and staff meetings were attended. Documents were collected.

Process

Meadowlands is a school that is consistently experimenting. That is its history. Its very structure means that opinions of the staff, parents and often the students are necessary in all major decisions. The school is process-oriented and has always had school goals. How did this school respond to a District mandated program which required them to use a specified format to do that which they had already been doing?

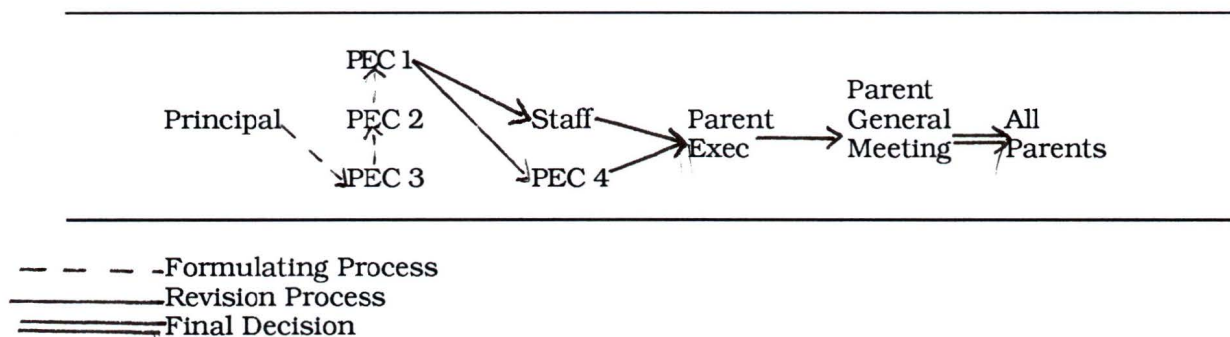
S.I.P.P. was modified. The S.I.P.P. committee chose their own statements to put into the questionnaire, not necessarily using the ones supplied in the District's package. They have a two-year rather than a one-year plan. The same questionnaire was used for students, staff and parents.

S.I.P.P. was processed through the school's decision-making process (see Fig. 2). Eight meetings and two working sessions were either partially or totally committed to S.I.P.P. As necessary, the Newsletter commented on and /or passed on information. S.I.P.P. appeared to be seen as something that had to be done and therefore should be done well. (See Appendix E for a meeting by meeting accounting of the process used.)

Most of the initial planning was done by the Parent Education Committee, Paul being a member of that group. Paul argued in favour of two issues during that process. One was that the questionnaire going out should seek only positive feedback (areas that did not have a lot of positive feedback would then be seen as weaknesses). He viewed the staff as committed professionals and felt they would be stressed by negative comments in this form. He lost that argument and indeed the teachers did appear to be somewhat

downcast, although 97% of the returns were positive and only 3% were negative. One teacher would no longer sort out the comments at one working session but instead wrote her rationale for opposing such a process (see Appendix F).

Fig.2
S.I.P.P. Decision-Making Process at Meadowlands School



PEC = Parent Education Committee Meetings #1,2,3,4.

Paul also worked to ensure that the teachers had a time alone with the data. This time he was successful and the teachers had one working session alone.

Reactions to S.I.P.P

The teachers generally did not feel that S.I.P.P. was much of a change for them. S.I.P.P. formalized and gave structure to what they were already doing, stated who was going to do what and when it would get done. It ensured that the whole school was working in one direction.

The biggest advantage was seen to be that S.I.P.P. provided a focussing of energy. New ideas and innovations, whether teacher or parent inspired now have to fit into the S.I.P.P. framework. Therefore it was felt that the plan may help to contain the energies of a vital staff and parent group and prevent burn-out.

Most of the preparatory work on the questionnaire was done by the parents,

therefore teacher need for time was respected. This was possible because of the degree of interpersonal trust which existed between the teachers and the parents. Power sharing was evident throughout the process (see Table 5a).

Table 5a
Four Major Variables and S.I.P.P.

Meadowlands	
1. Time	y
2. Trust	y
3. Fear	n
4. Power	y

y =yes s =somewhat n =no

Summary

It appears evident that the processes which are a part of all planning at Meadowlands stood the school in good stead when it came to instituting a new program. While there was much discussion, planning, and reviewing, essentially a well-established pattern was followed and success was achieved. Although not all the teachers were convinced that this was a necessary or even particularly useful process they completed it fully and efficiently.

FOREST GREEN AND S.I.P.P.

Twenty - one teachers were interviewed. In addition, meetings of the Department Heads, staff and the S.I.P.P. committee were attended. Pertinent documents were collected.

Process

S.I.P.P. was first introduced to Forest Green during December 1986.

1) A steering committee of six staff members was formed, three teachers and three administrators. There was an orientation workshop. An eight step plan for working through S.I.P.P. was developed.

2) A survey which had been developed for the 1983 accreditation process was reviewed.

3) A Professional Development day on February 25, 1987 was used for a working session focussing on the kind of information the school wanted and how it would be collected. Information-gathering committees were formed, each team having one of the 11 goals of effective schools as identified in the District package on which to work. Each team of three had a leader. One member of the steering committee served as a resource person. Teams were to meet on their own time. One team canvassed staff for suggestions and one team developed preliminary surveys.

4) No further work was done. Two possible reasons were given: (a) lack of interest in S.I.P.P. on the part of staff - it was something they "had" to do and they saw little purpose to it; (b) a "work to rule" campaign was in place in the District and as they were expected to do the work on their own time they were unable to continue.

5) Sept. 1987 - David wrote the Annual School Plan, himself, in order to meet District guidelines.

6) Oct. 20, 1987 - Department Head meeting - David was planning to use the Department Heads as a steering Committee for S.I.P.P. this year. He took the Annual School Plan to the meeting and asked the Heads to add to it if they wished. There was no discussion.

7) Nov. 9, 1987 - Department Head meeting - David updated Heads on last year's S.I.P.P. activities. He gave possible target dates for developing instruments, gathering

data and establishing school goals. Changes in staff meant that some committees from the spring of '87 were incomplete. New teachers would be asked to fill the slots.

8) Nov. 10, 1987 - Staff Meeting - David explained that S.I.P.P. is expected by the Superintendent. The Superintendent also expects parent input. David reviewed the activities of the last year and stated that the information gathering instruments should be completed by Christmas.

9) A new committee was formed. Of the original steering committee one teacher no longer wished to serve, he felt he "had done his bit" and it was somebody else's turn. Another teacher was confused as to what was expected of him regarding his membership on the committee as he understood the Department Heads were to be the steering committee this year. The third teacher joined the new committee at David's request. Two teachers new to the school were asked to serve and David completed the committee. The two other administrators did not serve on the new committee.

10) Feb. 10 & 11, 1988 - Committee had two days without teaching responsibilities to develop information gathering tools. They had a variety of examples of information-gathering instruments to look at. They appeared to be concerned with how to word the questionnaire so that they received the information they wanted. The group appeared to work well together, each member having a unique contribution to make. The group did not complete their task.

11) One group member completed, on his own, a part of the task. That material was then given to David.

12) April, 1988 - The entire administrative team at Forest Green was transferred to other schools. However, David plans, in consultation with the committee, to complete the information gathering part of the process for the new principal. Priority setting and action plans will be done in September.

Reactions of IIP Teachers

The majority of IIP teachers are new to the school. S.I.P.P. this school year has not really concerned these teachers as they are somewhat unaware of what S.I.P.P. involves. Some of them think that their programs are a result of S.I.P.P. deliberations. They are very busy innovating and do not really have the time to think about much else.

Those "old hands" who are familiar with S.I.P.P. feel that the process has gone on too long and has become boring. They also feel that they are doing S.I.P.P. in their own way and that it may not be necessary. Some of them also expressed some cynicism. They are not sure how long the program will last in view of the history of other District-mandated programs.

Reactions of NIIP Teachers

A few of the NIIP teachers felt that S.I.P.P. could be a useful way to tap into staff ideas and involve people. It could help move the school toward more collegial decision-making.

Some teachers did not feel that S.I.P.P. was necessary. They were doing S.I.P.P. already but not using a formal process. Here they agreed with some of the IIP teachers; S.I.P.P. may be redundant.

However, on the whole, NIIP teachers were not supportive of S.I.P.P. They had seven main reasons.

1) S.I.P.P. depended on shared decision-making. They didn't feel that there was any shared decision-making in the school at the time of the study and therefore S.I.P.P. may be pre-doomed to failure. Time had been spent on consultation in the past to no avail. David was seen as wanting things done in his own way. He was seen as working from a small base of a few teachers and therefore he did not really know or understand the other teachers. Nor were they being informed as to his intentions and directions for

the school. That meant that teachers did not feel that they would ever have much say in how things were done. Time was seen as such a precious commodity that they were not willing to put a lot of time into something when they were convinced that it would be wasted effort.

2) S.I.P.P. was a board-mandated program, a directive from the Superintendent. These teachers resented being told what to do as they did not feel that the climate was there for success, no support was given to help them do the task and they could not see the benefit to themselves or to their classes. They were not sure just how much power the District was willing to share. They were concerned because the entire administrative team was transferred out of the school in one year. No one at the school was consulted. Yet the team was viewed as very important to the "flavour" of the school. The school as it had been running for less than a year was very much a result of the vision of the present principal. What would happen to the fledgling innovative programs under a new principal? If S.I.P.P. ideals are believed by the District, then why wasn't the school consulted, either about having the present team leave or about the composition of the incoming team? They also wondered, "If schools have more power, then do they have the power to reject S.I.P.P.?"

3) S.I.P.P. had been added to an already full plate. Gary Phillips, a noted educator, spoke to the staff about, among other things, S.I.P.P. He cautioned against adding one task without removing one other task. Teachers didn't see anything being taken off the plate.

4) Principal did not appear to be behind S.I.P.P. There was a sense that he was doing it because it was mandated. In order for it to work he had to show that he considered it important. It would also have helped if there could be some enthusiasm for S.I.P.P., possibly generated by an outside expert who had come to help get teachers on the right track.

5) Time and money had not been made available to help teachers work on S.I.P.P. If the District was serious it would have supported the program with money. Personal time had to be put into it, probably, it was felt, to no purpose. Money was not available to pursue innovative methods of collecting information.

6) There was a certain degree of cynicism expressed about the District's motives. Some teachers saw the purpose of S.I.P.P. as being the providing of jobs for people at the District Office - a bureaucratic task to keep people working. They have been through similar things before which have not lasted or made any difference. Time and energy were expended to no avail. All that was established was another level of management.

7) The provincial government was changing the rules regarding education. S.I.P.P. may not fit into the new reality. Principals and teachers were now to fit into two groups, managers and teachers. Principals were to have more power over teachers than they had had in the past. Significant power was now with the province. S.I.P.P. was designed for the old rules and may not work in the future.

Reaction of Principal

David did not feel that there was a problem created by the the fact that S.I.P.P. was mandated. He felt that it could have been a golden opportunity for teachers. The Superintendent had directed that there would be shared decision-making in the school and the teachers should have seen that as an opportunity to get in there and ensure that that happens.

He wondered if that did not happen because S.I.P.P. may not have been necessary. "If staff really felt that they were being bullied, that the school was being mismanaged in terms of resources and staffing allocation and fairness to staff then probably they would say 'Hey, let's follow the Board policy and let's get S.I.P.P. in place and let's get a bit of say in how things are done around here'".

David did caution that there were limitations to S.I.P.P. Staff should have been aware that certain decisions will continue to be made by the District administration. It will be important for the terms of reference to be clearly defined.

David was aware of some his limitations as a principal as identified by some of the members of staff. He saw S.I.P.P. as helping him move more into shared decision-making.

Summary

Things have not gone well for S.I.P.P. at Forest Green. Few teachers feel that it is a worthwhile use of their time. While some time has been made available it is not seen as sufficient to do the task, especially considering that few of the teacher see the task as a useful one to pursue. NIIP teachers do not see themselves as particularly powerful in the school and see no reason why S.I.P.P. would change that. IIP teachers are mostly new to the school and have little idea of what S.I.P.P. is about. The trust and lack of fear, however, are likely present in sufficient quantity to give a working base if the other variables could be put in place (see Table 5b).

Table 5b
Four Major Variables and S.I.P.P.

	Forest Green	
	IIP	NIIP
1. Time	n/a	n
2. Trust	n/a	n
3. Fear	n/a	n
4. Power	n/a	n

y =yes s =somewhat n =no n/a = not applicable

GRAY MOUNTAIN AND S.I.P.P

Gray Mountain was observed to see what effect S.I.P.P. had in one traditional school. Only the two S.I.P.P. meetings were attended. No formal interviews were held although two discussions were held with the principal. Pertinent documents were obtained.

School Background

Gray Mountain is a medium to large sized school in a rural setting. There is an active parent group with a devoted core. Generally their activities have included Early Warning System , fund-raising activities and classroom support functions such as helping out on field trips, supervision, tutoring, programs for small groups, and working in the library.

The school is badly overcrowded. Four classrooms are situated in portables and projected enrollment has increased for next year. An addition has been planned and discussed for some years but has not actually been built. A sub-committee of the parent group was formed whose purpose was to take what action was necessary to expedite the building of the addition. The principal facilitated and supported this group.

Process

Gray Mountain "did" S.I.P.P. because it somewhat perceived that it had to. The principal (Greg) was happy with the procedure he had been using and he considered S.I.P.P. busy work to some extent. He started the process by asking for volunteers from the staff to serve with parents on the S.I.P.P. committee. Seven teachers volunteered. Three of them were new to the school this year and two were administrators. The parent volunteers were called for at a parent meeting. Seven parents volunteered. They were generally parents who had been active in the school. This group of 15, including

Greg, met one afternoon during school time. A second meeting was held, also during school time, but with only three parents able to attend.

At those meetings the goals for the school were determined and tentative action plans were established. These goals did not include any radical changes for the school but were suggestions on how to improve upon what was already being done. Priorities will be set in September, as there will be a new principal and one new administrative assistant in the school at that time. The group worked from the objectives from the 1987-1988 school year. Questionnaires were not distributed to parents, staff and students.

The format used for determining S.I.P.P. goals and action plans was determined by the principal. He has always determined the school's goals himself, although over the years he has come to share that information with more and more people, first the administrative assistants, then the staff and eventually the parents. He felt that questionnaires were not a particularly valuable way of collecting information and so it was not done.

Determinants of Change

Time

Teachers were given time from the classroom to participate in the meetings. The meetings were short and efficient. No personal time had to be used.

Trust

There was a good working relationship evident at the meetings. The parents and staff were on an equal footing and enough personal sharing happened that a good degree of interpersonal trust could be assumed.

Greg had learned what a parent group could do by working with the group that was

lobbying with the Provincial Government for the addition to the school. He was coming to feel trust and confidence in the parents' abilities and the value of their contribution to the school.

Fear

Fear was only evident at the second meeting when one administrator was concerned that the small number of parents would be overwhelmed by the staff. However, the three parents there were actively contributing members of the meeting.

Power

Power was shared at the meetings, staff and teacher input was equally considered. One parent had a "shopping list" which was considered and incorporated. The administrators consciously worked to be in the background which was difficult as they were constantly being appealed to for information and there was a tendency for everyone to look to Greg for approval. The three administrators also collated the information after each meeting, although Greg later wondered if it wouldn't have been better to have had one parent, one teacher and one administrator do it.

Greg consistently made it clear that they were working from a new "game plan", that this was an opportunity for shared decision-making and they all should take it and use it fully.

There was pride expressed by one teacher because he felt that Gray Mountain had "done it right", in that the parents and staff were working together from the very beginning unlike other schools he had heard of where parents were asked to rubber-stamp decisions teachers had already made or else the parents came into the process at a later stage.

The appointment of a new principal caused some confusion. The group was not sure

how extensive or how specific they should be in their planning.

Table 5c
Four Major Variables and S.I.P.P.

Gray Mountain	
1. Time	y
2. Trust	y
3. Fear	n
4. Power	s

y =yes s =somewhat n =no

Summary

For this school at this time the S.I.P.P. process as used was very successful. Teachers were given time to do it and so were not expected to do another task during an already over full day. There appeared to be trusting relationships among the persons present and an increased awareness on the part of staff of both the integrity and the ability of parents. Power was equally shared between parents and teachers. Greg clearly shared the power that he had previously seen as his own. Fear was non-evident.

Chapter 6

RESULTS OF THE QUESTIONNAIRE

A short questionnaire, *Questionnaire on the Impact of S.I.P.P. on Schools* (Appendix H) was developed with the aid of Jan Sarkissian, Supervisor of Instruction - Programs and Staff Development, of the Greater Victoria School District and approved by her successor Neil Hughes. Dr. Hugh Taylor of the University of Victoria also assisted in the development of the questionnaire. It was piloted by the staff at McKenzie Elementary School in the Greater Victoria School District.

The questionnaire consisted of ten questions focussing on Power, Trust, Fear, Time, Recognition, Innovation and Morale. Each question was answered twice, "Before S.I.P.P." and "With S.I.P.P.".

Respondents were also asked to specify their gender (both Ball {1987}, and Wangen {1982} suggest that gender may play a role in the acceptance of innovation) and the amount of time that they had been a part of this particular change agent plan.

The first five questions only were relevant for the purposes of this study.

Data Collection

The questionnaire was delivered to all of the schools in one District with a sheet of instructions (Appendix G). Included was a list of general instructions (Appendix I) and a letter from Neil Hughes asking for co-operation. Also included was a stamped, addressed envelope. Packages were addressed to the principals. Instructions included the information that only those personnel who spent the majority of their day teaching were to respond to the questionnaire. In theory all teachers in both elementary and secondary schools would have had a chance to respond to the questionnaire. The passing of the questionnaire from principal to teacher was at the

discretion of the principal. Returns were mailed to the university.

One thousand, one hundred and seventy-one questionnaires were distributed; two hundred and seventy were completed and returned, a rate of 23%.

Data Analysis

Comparisons were made between the pre-S.I.P.P. and the post-S.I.P.P. ratings using the *t* - test for correlated measures in an attempt to determine if S.I.P.P. had had any impact on the five variables. Pearson correlation coefficients, chi-square analysis and analysis of variance were used to try and determine if gender or the length of time in S.I.P.P. had had any positive impact on the respondents' perceptions of the usefulness of S.I.P.P. in increasing a sense of power, giving more time, increasing trust and decreasing fear.

As not all subjects completed all items the N on specific questions varied.

Results

There was a positive change for three out of the five variables identified on the questionnaire (see Table 6); power (staff and personal), and time. There were no significant changes found for trust and fear. The large N might mean that examining the occurrences of statistical significance may not be particularly meaningful and it may be more appropriate to study the differences between the means.

Attempts to establish a significant correlation between the gender of the teacher and the success of S.I.P.P. and between the length of time one had been a part of the S.I.P. process and the success of S.I.P.P. were unsuccessful.

Table 6

Significance of S.I.P.P. as a Change Agent in Schools Using Five Variables

	N	Before S.I.P.P.		With S.I.P.P.		t
		Means	SD	Means	SD	
Power (personal)	191	2.78	.95	2.40	.87	6.76*
Power (staff)	185	2.54	.79	2.25	.86	5.13*
Trust	192	1.90	.62	1.91	.66	-.13
Time	171	3.12	.89	2.97	.95	2.83*
Fear	187	2.17	1.02	2.13	1.08	1.09

$df = N - 1$

* $p < .01$

Discussion

While levels of significance were found for three out of the five variables on the questionnaire, it is important to keep in mind that only 23% of the teachers in the District chose to answer the questionnaire. There may be several reasons for this low response rate.

1) Principals were asked to distribute and collect the questionnaire. Teachers may not have wanted principals to see their answers. Also principals may have chosen not to distribute the questionnaire or have done so in a desultory fashion.

2) Teachers who felt negatively about S.I.P.P. may not have bothered filling out the questionnaire due to lack of interest or because they did not wish the principal to learn of their negative feelings.

3) Mail distribution meant that there was no personal contact and that questions

the teachers had about the questionnaire could not easily be answered.

4) It was more "paper" in an already over-papered environment.

5) Some schools have not yet participated in S.I.P.P.

6) Nine teachers indicated via their comments that S.I.P.P. was not making much of a change for them; their needs were already being met and/or a new principal had made the difference in the school, not a Board mandated program. Others may not have responded at all, feeling that S.I.P.P. was irrelevant to their concerns.

The large N generated would suggest that comparing the differences between the means may be a more accurate way to analyse the results of the questionnaire than a focus on statistically significant levels. Personal power, staff power and a sense of gaining time all achieved a level of significance as a result of the statistical analysis. However, a comparison of the means shows that there was really very little movement of teachers' opinions on a five-step scale. A sense of personal power only moved from step 3 (Sometimes) to step 2 (Frequently). A sense of staff power moved from step 3 (Sometimes) to step 2 (Frequently). Having enough time to develop new ideas and skills actually did not move at all in terms of the steps of the rating scale of the questionnaire, teachers "Sometimes" had enough time both before and with S.I.P.P.. Teachers did not experience fear and trusted their colleagues both before S.I.P.P. and with S.I.P.P. In both cases they remained at step 2, "Frequently".

Conclusion

As less than a quarter of the teachers in the District responded to the questionnaire, any conclusions drawn are highly speculative and refer only to that 23%.

On that understanding, then, it would appear that while S.I.P.P., a mandated change agent program, has had some impact on improving for teachers two of those variables of change (power and time) which this study has attempted to prove are important to

teachers when they are changing their practice, that impact was somewhat minimal.

Chapter 7

DISCUSSION, IMPLICATIONS, LIMITATIONS AND CONCLUSIONS

Discussion

Can we now speculate about how teachers can be encouraged and enabled to embrace an innovation and change their teaching practices?

The literature stated quite clearly that time should be available to teachers, that they should be able to trust both in others and in the innovation, they should be able to work in an atmosphere which is free of fear and they should have power over their professional lives. It appeared that these conditions should be present if innovation was to be successful.

This study examined change from several perspectives and used several techniques of information collecting to try and determine if in fact time, trust, lack of fear and power were important to teachers when they were attempting to change their teaching practice.

Time

According to the literature teachers needed time to conceptualize a new idea, to prepare materials for implementation and to assess, revise and institutionalize that change.

Time was dealt with quite specifically at Meadowlands. Teachers received extra preparation time and Paul, the principal, attempted to meet their needs for professional development time.

At Forest Green time concerns of the IIP teachers were recognized and to some extent met with extra preparation time and summer funding. The NIIP teachers did not feel that their needs were recognized. All teachers at both schools expressed the need for more time.

Greg, the principal at Gray Mountain, "looked after" his teachers. Meetings were deliberately held during school hours to protect teacher time. At Meadowlands most of the work on S.I.P.P. was done by a parent group. David, at Forest Green, recognized how little time his teachers had and the two S.I.P.P meetings were held during school time.

The innovations examined in this study, either school-based programs or S.I.P.P., were, by and large, in their infancy. One program at Forest Green, however, had been in existence for four years. It functioned under good conditions, the teachers felt powerful and trusted. Administration and staff were constantly assessing, revising, changing, moving forward in the chosen direction. That program could now be considered institutionalized.

The "people above" in the hierarchy often imposed certain time constraints that the schools had to meet. Many innovative programs and certainly S.I.P.P. must have produced certain results by a certain time. This artificially imposed time constraint can be, and has been, frustrating for both innovators and for those slowly trying to understand and work with a new concept (see Table 1c).

Table 1c
Time - Seven Components That May Affect Teacher Adoption of Change

	Meadowlands	Forest Green	
		IIP	NIIP
1. Time for professional development	y	s	s
2. Time to learn new philosophies	n	y	n
3. Time to deprogram	y	y	y
4. Time to learn new techniques & curric.	s	s	n
5. Time to institute, implement, assess, revise.	y	y	n/a
6. Time for the community to get used to the change.	y	y	y
7. Time is under the control of the innovators.	s	s	n/a

y = yes s =somewhat n = no n/a = not applicable

Trust

The ability to trust each other, administration and the source of the innovation was clearly supported by the research literature as being important.

Trusting relationships, based on cooperation and lack of competitiveness, were one of the cornerstones of Meadowlands. It was one of the reasons why the school functioned in an efficient and caring way.

At Forest Green there was much more cynicism, for a variety of stated reasons. Yet there was a sense of trusting personal relationships particularly between staff members. It felt like a warm and friendly place, students and staff appeared comfortable with and supportive of one another. Innovative programs were supported by the other staff members and NIIP teachers felt free to present ideas to the administration for consideration. Cynicism may have hampered a program such as S.I.P.P. but it was not apparently affecting the efficient running of the school (see Table 2c).

Table 2c
Trust - Four Components That May Affect Teacher Adoption of Change

	Meadowlands	Forest Green	
		IIP	NIIP
1. Past experiences leading to cynicism.	n	n	y
2. Salesmanship based on self-interest.	n	n	y
3. Interpersonal trust	y	y	n/a
4. Trust in the source of the innovation.	y	y	n/a

y =yes s =somewhat n =no n/a = not applicable

Fear

According to the literature fear of risk-taking, fear of criticism, and fear of being

exposed and vulnerable will stop teachers from trying new approaches and techniques.

No teachers at either school reported feeling fear. Paul, at Meadowlands, worried about what criticism could do to his teachers. Some of the NIIP teachers at Forest Green worried that their colleagues may be afraid of the impact of the innovative programs on the school and on their practices (see Table 3c). Is fear so powerful an emotion that we have a hard time admitting to it? Are we afraid to discuss fear? Or, are people secure enough in their institutions that they do not experience that emotion in regards to their professional life?

Table 3c
Fear - Three Components That May Affect Teacher Adoption of Change

	Meadowlands	Forest Green	
		IIP	NIIP
1. Vulnerability to criticism.	s	s	s
2. Fear of appearing incompetent.	n	n	y
3. Fear of risk-taking .	n	n	n/a

y =yes s =somewhat n =no n/a = not applicable

Power

According to the literature being a powerful member of the team which decides upon and designs implementation is important. The roles of the principal and the district administration in innovation were also seen as important.

There appeared to be a direct connection between not being a part of the decision-making process and the resisting of innovative programs. Yet many of the innovative programs at Forest Green were brought into the school dictatorially and have been successful. David may have been right when he decided to house innovative programs without consulting staff. If they had refused those programs would have been

lost to the school. Would these programs have been as successful if staff had not been hired purposefully to teach them? Would David have had more faith in the staff making the "right" decision if they were routinely involved in shared decision-making? Is extensive shared decision-making possible or even desirable on such a large staff?

The power bases used by the principals varied within the two schools. David, at Forest Green, tended to use a small power base, which had been one of the contributing factors to some partially alienated staff. Paul at Meadowlands used a very broad power base and his entire staff was involved in change. This appeared to have a direct effect on the feelings of power that the teachers had in each school. Where the power base was small only those teachers who had access to that power base felt good about trying and working on new ideas. Where the power base was large all the teachers appeared to feel powerful and empowered to work on changes (see Table 4c).

Table 4c
Power - Eight Components That may Affect Teacher Adoption of Change

	Meadowlands	Forest Green	
		IIP	NIIP
1. All inclusive decision-making.	y	y	n
2. Benevolent dictation.	n	n/a	s
3. Consistency of power sharing.	y	y	y
4. Changes undertaken for opportunistic reasons.	n/a	n/a	n/a
5. Broad-based innovation.	y	n	n
6. Students are involved.	y	s	s
7. District Admin. supportive.	y	s	s
8. Powerlessness leads to resistance	n/a	n	y

y = yes s = somewhat n = no n/a = not applicable

School Culture

According to the literature an understanding of the culture of the school was very important when structuring a change process and that change was more likely to be lasting if the parents and community were involved in and supportive of the innovation.

Meadowlands remained, at its core, a traditional school. There were separate classrooms where teachers taught and students learned. However, the ways in which teaching was done were varied and unusual and the way decisions were made was unusual. The elements of its culture that allowed that school to function in such a positive, trusting and innovative way were the same elements that could bring about its downfall. It may be particularly vulnerable. If a large number of parents were not actively involved it may be possible for powerful "one-issue" lobby groups to gain ascendancy in the parent groups. Personnel with substantially different philosophies could be placed in the school. The principal was in a position to wield a great deal of power, and/or to withhold information. In short, the school was very dependent on trusting relationships and shared power. What would happen if these components were lacking? For Meadowlands to continue as it is, care and diligence must be exercised to keep the awareness of that unique culture foremost in the minds of the participants in that culture.

Forest Green, on the other hand, was much less dependent on the strength of interpersonal relationships. It functioned well with a structure of small groupings, some of which did not experience trust and/or empowerment. The principal, while obviously important, was somewhat more peripheral to the day by day functioning of the teachers in the classroom. Yet in this school there were six distinct innovative programs, each one a more or less radical departure from the norm. Four out of the six of these programs were brought into the school by the principal. He deliberately did not consult with staff as a whole because he was afraid they would say no. These programs

are a part of his vision for the school and he and small groups of others have worked hard to make them a success. The programs have been accepted by the school as a whole. The overall culture was one of "schools within schools" (Goodlad, 1984). Each mini-school appeared to have its own culture and each contributed to the culture of the school as a whole.

Meadowlands had a well-developed and functioning decision-making process. It was adaptable to fit almost any situation and was adjusted easily to fit any new program. Forest Green, as a school, did not have a clearly established global decision-making process. The fact that the innovative programs did have successful processes which were followed did not help the school as a whole when it came to dealing with issues such as S.I.P.P., although the process of accreditation had gone well some years earlier. It may be that accreditation was a more customary exercise and/or teachers were not overpowered by their cynicism when confronted with an accreditation.

The small staff at Meadowlands functioned very much as a group, sharing a common philosophy and approach to education. Paul was a member of that group. Forest Green was made up of several groups and David could only claim membership in some of them. The IIP teachers felt that David had their concerns at heart, was aware of what they were trying to do and was supportive. But they didn't have much time for anything else and preferably not a mandated program which might have only limited relevance to their own innovative direction. The NIIP teachers were so discouraged by the feeling that they were ignored by David, that the District was manipulating them for its own reasons and that the provincial government was doing what it could to make meaningful education difficult that they did not wish to put any time or energy into a mandated program that they perceived as being a waste of their time.

The teachers and principal at Gray Mountain learned something about shared decision-making as a result of taking part in a mandated program. Greg would appear

to be a very directive principal, and S.I.P.P. was clearly a departure for him from his regular way of operating. However, it was done well (to the extent that the group was prepared to go) and a slow beginning in realizing the strengths of shared decision-making was likely made. However very few people participated in the process and the understandings gained were necessarily restricted. Over half the staff and the majority of the parents had no formal way of being part of the process and only a slight chance to approve or disapprove the final product.

Gray Mountain held all their meetings in the afternoon. That meant that personal teacher time was not taken. However, it may also have meant that it was more difficult for parents to attend and it certainly limited the possibilities to those parents who did not have day-time jobs. Evening meetings may have facilitated more parent participation. In time it is likely that Greg will come to give equal value to the needs of parents and teachers.

One of the schools investigated, Meadowlands, was an alternative school. All of the teachers at that school were there because they had chosen to be there. All the parents at the school had chosen to put their children in that school. This presumed that all the constituents of the school were supportive of the innovative nature of the school. That may have increased their feelings of trust and power because they had exercised the fundamental right of choosing to be a part of that school. The same factor applied to the IIP teachers at Forest Green, they had chosen to be a part of those programs and were committed to the philosophy of the program they were teaching.

Parents had also chosen to put their children in Meadowlands, whereas at Forest Green, there was a more diverse reality. Some parents would have chosen to put their children in the school for a variety of reasons, but due to District guidelines there had to be a good reason for them to want to place their children in a school which was not within their neighbourhood boundaries. As a result of those same District guidelines the majority of the children would be in the school because it is their local high school.

within their neighbourhood boundaries. As a result of those same District guidelines the majority of the children would be in the school because it is their local high school. Parents and students may have opted for the many special programs, but some of those had entrance criteria that must be met, although the students in those same programs obviously were there by desire. The ability to choose where you are teaching and where you are learning may have a significant impact on the person's ability to innovate, to adopt innovations, and/or to benefit from those innovations.

Forest Green was a large school with a diverse teaching population and a student population of adolescents. Meadowlands was a very small school by District standards. The teachers were philosophically compatible and the students were aged five to thirteen. It was relatively easy for the principal to stay in contact with all of his constituents and to be responsive to their needs. Forest Green was a large school broken into Departments and for David to stay in close contact with all of his staff was much more difficult. This had obviously not stopped innovation from happening, but it may have contributed to the feeling that David did not care about what was going on in certain parts of the school, that he had no interest in the "regular" programs and that the teachers in those areas did not have his support. It might have been a contributing factor to the feeling of powerlessness that many teachers at Forest Green had.

Both schools can point proudly to innovations that are practiced in their schools. Yet these innovations were very different in kind and quality. The innovations at Meadowlands were all inclusive for the most part. The school would decide upon a direction and all the teachers would be a part of that program. Generally the innovations at Meadowlands were intended to improve the delivery of educational services to the children. Meadowlands remained basically a traditional school in classroom practices. Forest Green, on the other hand, had innovative programs. Four of the six were dotted throughout the school in reasonably discrete pockets and affected the school as a whole only peripherally. However, most of those programs were radical

To some extent those differences in implementing innovations may have been the result of the different focus of elementary and secondary schools. In elementary schools the teachers were with the same students all day and therefore they were more likely to be working very hard to improve the children. In secondary schools the children went from teacher to teacher and it was more likely that the focus for change was on the program. That is not to say that in the elementary school they were not interested in the program or that in the secondaries they were not interested in the students, but that the exigencies of the system under which each group worked meant that the priorities were more likely to be child-based in the elementary schools and program -based in the secondary schools.

These differences between the elementary and secondary schools may also have had some bearing on S.I.P.P. The "general wisdom" in the District would suggest that secondary schools were the last hold-outs to become involved with S.I.P.P. Certainly the schools which stated they were not doing S.I.P.P. were all secondary. At Forest Green there was much more cynicism expressed about the motives of the bureaucracy and much more reluctance to become involved in another imposed program. My appearance in the building was often the trigger for anti-S.I.P.P. sentiment. "How can they tell us to have S.I.P.P. when they move our entire administrative team out of the building without any consultation. How much power do you suppose we will ever have? Those guys are not ever really going to share power!" "If S.I.P.P. is really intended to give us local autonomy, then how come we can't decide not to do S.I.P.P.?" Secondary teachers, for whatever reason, may be more aware of their own political power. Certainly they have been more successful than elementary teachers with such issues as preparation time and extra payment or extra time given in return for extra duties.

Hierarchies and Bureaucracies

It would appear from the literature that hierarchical power structures present

Hierarchies and Bureaucracies

It would appear from the literature that hierarchical power structures present problems for innovators. Teachers appear to bear the responsibility for any failures and are seldom given praise for any successes. The smooth running of the system may take precedence over the kinds of intellectual or literate pursuits that lead to innovation. Hierarchical systems have been copied from other disciplines and may not be the best systems to use in education.

These considerations may be useful to keep in mind when discussing the degree of success that S.I.P.P. has experienced in the District, as S.I.P.P. was a program imposed on schools by the bureaucracy.

Both Forest Green and Gray Mountain were hampered by the exigencies presented by the bureaucracy. The principal and one administrative assistant were transferred from Gray Mountain, which caused some confusion when they tried to fulfill the bureaucracy's request for school planning. How much should they do? How specific should they be? What would the new person want?

At Forest Green the entire administrative team was transferred. This caused a political backlash among some of the teachers. What was the value of school initiated planning when a decision of such vital importance to a school was made without any reference to the constituents in the school? The action also created a general concern about the innovative programs and what their future might be. It increased cynicism about the true motives of the bureaucracy, particularly as the decision to be part of S.I.P.P. was not really a decision that the school populations felt they could make. It was perceived to be necessary, a directive from the superintendent. Some of the teachers were bothered by an apparent inconsistency; the bureaucrats were imposing a program of shared decision-making on schools without the benefit of any shared decision-making process which had involved the teachers in whether or not they felt that S.I.P.P. would be useful to them.

S.I.P.P.

The power bases that the principals used in developing their school goals through S.I.P.P. varied quite extensively among the three schools. David's committee of three teachers plus himself, at Forest Green, was the smallest. Yet it was the school with the largest number of constituents. Paul's power base at Meadowlands was the largest, involving two parent groups and all the staff. His constituent group was the smallest. Greg, at Gray Mountain, sat in the middle with a constituency that was smaller than Forest Green's and larger than Meadowlands and a power base which also fell in between the other two in number and make-up (fifteen people, half of them parents).

The degree to which the three schools fulfilled the expectations of S.I.P.P. reflect the size and composition of the power bases. Meadowlands experienced a very successful implementation. Forest Green was still struggling with S.I.P.P. after two years. Gray Mountain implemented S.I.P.P. but used a very different process that was somewhat less than what the District had requested.

The feelings of the teachers regarding time, trust, fear and power would appear to affect how they felt about and embraced S.I.P.P. (see Table 5d).

Table 5d
Four Major Variables and S.I.P.P.

	Meadowlands	Forest Green		Gray Mountain
		IIP	NIIP	
1. Time	y	n/a	n	y
2. Trust	y	n/a	n	y
3. Fear	n	n/a	n	n
4. Power	y	n/a	n	s

y =yes s =somewhat n =no n/a = not applicable

The survey showed that teachers felt that as a result of S.I.P.P. they had more time to develop new ideas and skills ($p < 0.01$) and they felt more powerful (personal, $p < .01$; staff, $p < .01$), although the changes were small. Teachers who were interviewed felt that if their needs for time were recognized and they had some power over their professional lives they were more likely to be innovative. An interesting dilemma. While S.I.P.P. appeared to "give" time and power it helped to have time and power to get S.I.P.P. operative.

We have seen the impact of trust on the schools in the qualitative study which would indicate that trust is important to innovation. The results of the survey would suggest that teachers were already feeling a good degree of trust in their colleagues and that S.I.P.P. is either not necessary or is inefficacious in improving that. It appeared clear that the teachers, in all the three very different schools studied, trusted their colleagues. What some of them didn't trust were the motivations of the bureaucrats.

It may be that S.I.P.P was most successful in those schools where it was least needed, where power was shared, time was given, trust was good, and fear was not a factor. Innovation could and did happen under these conditions and S.I.P.P. may be just reinforcing. If one of the purposes of S.I.P.P. was to encourage schools to become more involved in shared decision-making and power sharing with parents and students, then in a school where such was not a common practice, it would likely be wise to have available for a significant part of the time, an expert (or experts) who could come into the school and help the entire school and community population learn to do this. Introductory workshops and printed manuals are likely not enough.

Implications for Schools

The following suggestions for implementing innovations within schools arose from the study. Many of these suggestions were offered by the teachers interviewed.

(1) Time must be given to teachers to understand and conceptualize clearly the

changes they are being asked to undertake. This provision could take several forms; funding to attend summer courses, substitute time made available so that teachers could visit the classrooms of teachers working with that innovation, and workshops during the day that would focus on specific aspects of the innovation. Once a teacher is working with an innovation then substitute time should be available to allow a network of teachers to spend time in each others' classrooms, comparing experiences, sharing strategies, resources and materials. The commitment to the innovation should be such that if the desired results are not reached quickly, the innovation will not be discontinued. Sufficient time (years!) should be given to ensure that the innovation has a chance to be truly successful.

(2) Trusting relationships must be established. The best way of doing this would depend upon the culture of each school. Trust does not necessarily mean warm, friendly relationships, but can be evident in mutual respect, honesty and in the sense that support is there when needed.

(3) Fear should not be present if trust is present. However, a network within the school where experiences with the innovation could be shared, where a feeling of safe risk-taking is present, and where you can laugh with your colleagues would do much to diminish a fear of looking and/or feeling incompetent. Again, this could be facilitated through the hiring of substitute teachers to free the classroom teacher.

(4) Power is given to teachers when they are a meaningful part of the decision-making process. Staff committees, shared governance (Luby, 1983), information-sharing, formal processes for collegial decision-making all could ensure that teachers feel like powerful and respected members of their school community. That sense of power will more likely enable teachers to embrace an innovation and the processes of shared power already in place will greatly facilitate any implementation of change.

on them. If more time had been available then more teachers could have been interviewed, more informal time could have been spent in the schools, some teachers could have been re-interviewed.

(3) Schools with yet different cultures from those studied could have been included in the study, thus adding depth and richness to the findings.

(4) Using a team of researchers would have had the advantages of bringing a variety of perspectives to the research and may have contributed to a broader and more representative reporting of the findings.

Further research could be done in the following areas.

(1) Any change in a school cannot be said to be really effective until it has been in the school for some time and has possibly encouraged other schools to copy the implementation. A five to ten year study of an innovation, tracking its progress, revisions, and the processes used would be very useful information for a change agent to have. What are the differences in an innovation as the student make-up changes from year to year? What happens when teacher personnel and/or the principal leave the school? How do changes in District personnel affect the school-based changes? With a mandated program such as S.I.P.P. will the schools give "lip-service" to the concept or will they come to appreciate its possibilities? Will the possibilities of S.I.P.P. increase? Will the district personnel be prepared to enlarge the areas of responsibility of the local schools? How much power are administrators prepared to share?

(2) Is there a difference in how changes are instituted in rural and in urban schools? If rural schools are smaller and closer to their constituents do they find it easier to institute change? Do they lack the stimulation to be aware of some of the possibilities for innovation? Do the exigencies of their schools (multi-grade classrooms, more culturally limited communities, isolation) make innovative practices almost a necessity?

(3) The two schools studied were chosen for obvious reasons. They were both

(3) The two schools studied were chosen for obvious reasons. They were both innovative in their practices. One was embracing S.I.P.P. wholeheartedly and one was resisting. How could a school which is not innovative in its practice be encouraged to change? What would need to happen in conservative schools for teachers to change their practices? How important is the principal in setting the tone of a school? When an innovative principal enters a firmly traditional school what happens? What effect will S.I.P.P. have on a more traditional school like Gray Mountain? At the present time they see S.I.P.P. as a way to set their school goals. They do not view it as a way to be more daring in their practices. Yet the exercise itself moved them in the direction of more consultation and shared decision-making. Whether by extension or coincidence this school now has a staff committee. What will happen next for Gray Mountain? Are elementary schools or secondary schools more likely to embrace innovation? What are the factors behind the possible differences? Size of school? Closeness to students? Are the type, range and pervasiveness of the innovations different?

Limitations of the Research

Only two schools were studied. There was no attempt to have these schools be representative of the schools that are in the District. They are distinct. Therefore it is clear that the results of this study are not generalizable.

It is likely that researchers always go into a study with their own ideas, prejudices and a sense of what they will find. I found this to be particularly true in this kind of study. It was necessary for me to be very aware that as I was conducting interviews and observations I could be asking the questions and noting the happenings that supported my preconceived notions. For this reason I felt that it was important for me to have read widely in the literature before beginning the study, so that my background knowledge was widened and my preconceptions were diluted. It was also essential for me to maintain vigilance over my own practice as a researcher; to not answer questions

the year. I did not have to schedule an interview to get feedback. It was presented to me virtually every time I came through the door! At some meetings I was asked to contribute my ideas. I do not think there is a way of preventing such occurrences (and, indeed, would you want to?) but it is necessary to be aware of what is happening. I used on-going negotiations of different forms to try and keep the research as "honest" as possible. Each person involved had at least two chances to edit my material. If there was a difference of opinion on the meaning of what I had written then it was changed to reflect what the respondent wished to have reflected. Hopefully this worked to ensure that it was the opinions and ideas of my informants that I was using and that those opinions were not colored by my perceptions.

Conclusion

It seems reasonable to draw the following conclusions from the study. Teachers are more likely to be innovative in their professional practise if:

(a) they are given time to conceptualize a new idea, to prepare for it, to assess and revise it as they implement it;

(b) they are able to trust each other, administrators, and the source of the innovation;

(c) they are not left vulnerable to criticism and they are not afraid to risk;

(d) they are powerful members of a decision making team.

There are factors of a school culture that may also affect teachers' abilities to innovate and/or the complexity of innovations they undertake.

(a) the style of leadership of the principal;

(b) the degree of sharing among teachers of ideas, successes, failures, and the degree of co-operation and mutual support;

(c) whether or not people (staff, parents, students) have chosen to be in the school;

(d) the size of the school;

(1) To what extent are district level administrators prepared to give up power? How much autonomy will schools really have?

(2) How much of a commitment in time, money and personnel are district level administrators prepared to invest in a change agent program?

(3) How long will a program be in existence before minds are changed and the program is scrapped?

(4) What are the motivations of the bureaucrats?

The three schools were alike in one very important way. They were all willing to let me come into their building, to sit around and watch and listen, take notes and flip on my tape recorder. They were not afraid as institutions or as individuals to be investigated. None of them objected to having their warts exposed. In fact, several expressed gratitude for the "mirror". It was an unusual experience for them and many of them gained from it. To the extent that it likely takes a secure, trusting group of people to let a qualitative investigator into their school then to that extent this study is biased. It leaves one with many questions and speculations about the schools where such an investigation would be unwelcome.

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APPENDIX A

Script - General Guidelines for Negotiating Entrance With Staffs

1. Purpose

- to complete thesis requirements for Master of Arts. My aim in doing my thesis is to try and determine with you those factors in this institution which facilitate or inhibit change. How do teachers change, how do you institute it, what help do you need, what goes wrong, how is change evaluated to see if it is indeed a change for the better, etc.? I hope to be working in four schools, two elementary and two secondary.

2. This is a qualitative research project. There are no questionnaires to be filled out or paper work to be done. I wish to sit in on staff and S.I.P.P. meetings, to collect documents (any notices, newsletters, copies of minutes, etc.) which are pertinent to S.I.P.P. and to how change occurs or is stopped. For this part of my work I would like general approval. I would also like to conduct one on one interviews as they seem to be appropriate and possibly do some classroom observations. However, each of the interviews and classroom observations would be separately negotiated and agreed to at the time. That is not a commitment I am asking of you at his time. Each individual can decide at any time if they want to be a part of that aspect of the study.

3. The thesis, in its final form, will include a description of the school and the findings from each school as well as findings that can be generalized across the four schools or across two schools at one level. I will record some parts of some interviews, my observations and conclusions. Some information will be itemized in tables and models. I will anonymize each school but it will be difficult in a district this size to have that be very effective. However, the following will be done:

- the teachers will be anonymized.

- everything I write will be presented to you before it goes any further. I will get the

write-ups of my observations and interviews to you before I do any more observations or interviews. Your feedback is essential to the research. Material you object to will be revised, rewritten or omitted as you see fit.

- you may wish to make observations that you do not wish to be identified with or that you do not want to have attributable to your school. I propose to have a concluding section that will combine the sensitive comments from all the school and will not give any descriptive information on the school or teacher. You will have a chance to read, revise or censor your part of this section as you see fit.

- the final document will be available to you for final reading, revision or censorship before it goes to my Committee.

4. Both the Superintendent and the Supervisor of Instruction are aware of and supportive of this research. They are hoping to get information from it that will help them in the successful implementation of the School Initiated Planning Process. They will be reading the final document. I have offered them this in return for their help in facilitating this research. However, in no way have they, nor will they, be directing my work or what I am trying to accomplish. I am an independent researcher answerable only to my Committee.

5. In summary, I am doing research for my Master's degree. I wish to be free to come in and out of the school, to sit in on meetings and to collect documents. If I wish to do interviews or classroom observations I will negotiate with the individuals concerned at the time. Anonymous names for schools and teachers will be used. Further and particularly sensitive comments will be included in a special section that will be separate from the information on your school and in which you will not be in any way identifiable. All the writing I do will be available to those of you whom it concerns for comments, revision and/or censorship before it goes any further. The final document will also be available for your input before it goes any further.

6. So what I need from you is;

- permission to come in and out of the school freely,
- permission to sit in on meetings and take notes,
- the possibility of interviews or classroom observations,
- permission to collect documents,
- time to read and approve what I have written.

In return I will be responsive and sensitive to your moment by moment decisions regarding my presence and/or actions.

7. I have a copy for you of the Principles of Procedure under which I plan to work. While this is a general plan which I will be presenting to each of the schools, I am willing to change it as you see fit and to have a separate agreement for each of the schools in which I will be working.

APPENDIX B
Principles of Procedure

I will indertake to:

1. inform the office of my presence in the school,
2. negotiate separately any interviews,
3. negotiate separately any classroom observations.
4. take only notes at the meetings I attend,
5. negotiate separately the use of audio or video recorders,
6. get permission from those concerned before I remove any documents,
7. identify teachers by fictitious names in the main body of the thesis,
8. identify teachers by number in the section devoted to particularly sensitive issues,
9. submit all materials to those concerned for comments, revision and/or censorship FIRST,
10. attempt to represent as wide a range of viewpoints as possible,
11. check accounts for bias and strive to secure fair reporting,
12. allow revisions and comments to be the final word
13. hold in confidence anything that you may say to me; to discuss that material only in the anonymized context of the thesis or in general terms.

APPENDIX C

Transcript From the Introduction to an Interview Tape

The process is to interview you and to tape it. I use the tape not so that I get everything right but so that I get information down without having to stop while I write it down. Things go smoother if it is on tape. What I do then is take the material off the tape and put it down on paper in the way that I am likely to use it and I will use quotes. That transcript goes back to you - hopefully within the week- you get the copy back. You change it, you take anything out you don't want me to use, you add what you do want me to use, change the quotations. Nothing is sacred. What I want for my final document is what you want me to say about you. Or what you said about S.I.P.P. That comes back to me and I will use only the edited version to draw on for the final document. The part of my Thesis that pertains to this school comes back to this school for everyone to approve before it goes any further. So you get two editing processes. You get one personally of the time we spent together and you get one generally of what is being said about the school and that comes to everyone who has been interviewed and anyone else who is interested.

APPENDIX D

School Initiated Planning Process

Project Description

The school initiated planning process (S.I.P.P.) provides a method for school administration and staff to develop goals for school improvement.

The goals of a school are identified by the staff after carefully reviewing the research findings on effective schools and analyzing data collected on the school. The process also provides a method of implementing and monitoring goals set by the staff.

School improvement has always been the ongoing concern of educators as they engage in activities such as implementing improved curriculum, applying instructional strategies, participating in professional development and conducting research in the learning styles of students. All that we do is aimed at providing the best possible education for the students in our care.

The definition of school enhancement supported by this package is:

"The pursuit of any goal that benefits students and that has as its focus the classroom and school building"

Loucks-Horsley and Hergert (1985)

The school initiated planning process resource material is divided into two major parts. Part one is BOOK I, THE RESOURCE BOOK, and part two is BOOK II, GUIDLINES AND PROCEDURES.

BOOK 1: THE RESOURCE BOOK contains background information on the parts of the process and material that will be useful for presentations. BOOK II: GUIDELINES AND PROCEDURES provides detailed information on how to use and work through the process. As each school is unique, it is intended that staffs will use the contents of this package that are most appropriate to the needs of the individual school.

RATIONALE

The aim of the project committee was to develop a process that would:

1. work from a sound research base and incorporate what we know about effective schooling
2. provide a useful process that would be open ended to allow for adaptability to individual differences so that schools could parachute into the process at any place and use the parts that were appropriate for them.
3. be based on a growth model
4. be success oriented and reaffirm for people that they are doing a good job and that schools in Victoria are good
5. provide a more systematic and efficient way of dealing with planning and decision-making
6. encourage long range strategic planning
7. provide a framework for doing what people are asking for anyhow
8. embody what we know about effective leadership, team work, professional development, implementation and school district relationships
9. provide for the effective utilization of limited resources
10. encourage open communication
11. provide valuable and useful information to principals and their staffs about effective schooling practices
12. fit in with the district's direction established by the superintendent
13. recognize that schools exist for student learning
14. encourage professional decision making

15. be school-based and enable the school to determine which goals are important for it to achieve and which course of action is most appropriate for it to follow
16. counter the expectation that the school can do it all and help staff decide what they do best and what they think needs doing
17. provide a framework to build morale, generate staff enthusiasm, and help people pull together to make decisions and feel good about their school
18. provide a structure that is designed so decisions can be made that provide the teacher with some input and autonomy
19. provide a direction for school-based professional development
20. avoid bandwagon approaches by using what we know to determine what we do
21. provide a way to make the best use of the expertise and power of all participants.

GOALS AND OUTCOMES

The overall goal of the project was to develop resource material and provide inservice that would help all staff in a school work together in a positive way to determine what is important to pursue, change and achieve to help children learn effectively.

APPENDIX E

S.I.P.P. Meetings at Meadowlands

Meadowlands is a school where process is stressed; process learning for the students, process decision-making for all. The process followed for S.I.P.P. was therefore very important (see Fig.2). Paul attended all of the meetings.

1) Nov. 17, 1987 - Parent Education Committee Meeting (this is a group of parents. Membership is open to all parents and attendance is fluctuating) - Paul suggested that this group be responsible for generating school goals as a part of the next two-year School Plan. He reviewed the process used some eighteen months ago and spoke of its effectiveness.

2) Jan. 27, 1988 - Parent Education Committee Meeting - Paul gave members some research materials on goals for good schools from British, American and to some extent Canadian sources (included was the District package on effective schools). He outlined the process that he felt would be most useful and spoke on the benefits of S.I.P.P. for the school; that it helped high energy teachers channel their energies and also protected the school from outside demands that did not fit into the framework. He stated that if everyone knew what the purposes and goals were then everyone was empowered. One parent felt that the process gives the school community an opportunity to share in decision-making and adds to the cohesiveness of the school. A general discussion covered such items as goals, their origins, and criteria for judging success.

3) March 8, 1988 - Parent Executive Committee - group looked at goals and statements from the research distributed at previous meeting. and began to formulate a set of statements pertaining to Meadowlands. They felt free to "---make up our own goals". Their major concern was to have the objectives reflect the philosophy of the

school. Paul stressed his desire to focus on the positive, and was anxious not to focus on the negative. He was concerned about the impact of negativity on the staff, "It is very easy to send committed professionals into self-doubt". However, discussion led to a three point scale which included "never". A discussion was held on how to best present goals for feedback, use of a sliding scale, room for negative feedback, etc. There was also a discussion on how to involve more people. Paul felt there had to be a time for the teachers to be alone with the results. Joint meetings would be held if problems arose that had to be ironed out. A list of 23 goals was created, with a three point scale "agree, neutral, disagree" .

4) April 6, 1988 - Staff Meeting - Staff agreed to the process as outlined. Paul again stressed the need for staff to have some time to be alone with the results, to "let their hair down", worry over negative feedback, consider Board goals and curriculum changes. A five point rating scale was added, the instructions were changed and simplified, items were deleted. combined and edited to create 20 items from the original 23.

5) April 6, 1988 - Parent Education Committee Meeting (vice-principal also in attendance)- Committee was agreeable to changes made by the staff and further minor adjustments were made. It was suggested that the questionnaire be filled out for each child, as experiences may vary depending on the class the child is in. The process for ensuring (encouraging?) a 100% return rate was discussed, and ideas were presented. Students from grades 4-7 and teachers will complete the same questionnaire. Responses will be displayed in three categories. Again Paul spoke of the need for teachers to be alone with the data at one point in the process. One parent felt that there should be sufficient trust between parents and teachers that that should not be necessary. However Paul was concerned about "one-issue" parents dominating the time. Also there were areas that clearly needed the teachers' expertise and where Board goals

and curriculum needs had to be considered. The parent understood and agreed. 6) April 11, 1988 - Parent Executive (Paul and Vice Principal present plus those parents who had been elected by the parent group to serve as their executive) - Further minor adjustments were made to the process as outlined and to the questionnaire. Assurances were added regarding anonymity. Paul spoke once more of having May 30th available just for staff and reiterated his reasons, adding, "It is easier to admit and analyze your weaknesses in a small group." He also feels that if any parent were to be present at that meeting that parent should be an elected representative of the parent body. There was no discussion, parents there seemed happy with the situation. One parent expressed gratitude for the process, "---rare opportunity to get this much input into a public school". Paul talked about the need for positive comments as teachers tend to focus on the negative. There was a discussion on how to get a good turnout for the April 20 general meeting.

7) April 20, 1988 - Parent General Meeting - The revised process and questionnaire were distributed. Paul reviewed the process to date and went over the next steps. He stated the importance of process in giving the school focus, " --- a framework within which to pick and choose". He again stressed the need for identifying the school's strengths over and above the weaknesses.

8) April 20 - May 11 - staff, students and parents filling out and returning forms. When there were 50 questionnaires still not returned the co-ordinators phoned to remind people. Then a student reminded the students on a daily basis. When there were still 19 questionnaires not returned, Paul took over the daily reminding. When 10 people had not responded Paul phoned each parent. This resulted in a 97% return rate.

9) May 11. Staff and one interested parent - sorting questionnaires. Each statement had been printed on the top of large sheets. The comments from the questionnaires were then pasted on in negative and positive columns. Responses from staff, students, and parents were distinguishable by colour. Percentages had already been calculated

and were displayed on large sheets in three categories. All sheets were made into a book and placed in the staffroom. Paul had begun the meeting by making it clear that 97% of the responses were positive and it was important for the staff not to focus on the 3% negative responses. The atmosphere of the meeting was quiet, with very little verbal interaction. One teacher, Mary, read two responses and left very upset. She felt that the anonymity allowed negativity which was not constructive; the problems that parents had would not be addressed through this process. She was overwhelmed by a sense of "communal guilt" (see Appendix C for full statement). Another teacher felt that while this had been a useful process the first time around she wasn't sure about this time.

10) May 13 - Newsletter - Results were printed in the Newsletter under the headings "Areas of Strength" (were identified as statements which a minimum of 85% of each group {parents, students and teachers} agreed was almost always or usually true); "Areas of Good Strength" (are those areas where two of the groups were over 85% and one group scored between 80 & 85%); and "Areas of Relative Strength" (a euphemism for possible weaknesses, were areas where two of the groups were between 80 & 85% and one group was below 75%). Definitions given here were taken from the Newsletter of May 14, 1988.

11) Final Steps - Staff Professional Development Day; staff, alone, will set priorities for the next two years. The priorities will then be printed in the Newsletter with provision for parent feedback. In September 1988, action plans will be developed.

APPENDIX F

Mary's Objections to a Part of S.I.P.P.

Mary found the process of reading the comments extremely difficult and decided not to participate. It was an emotional and strong response for her. She chose instead to write about her response to the exercise.

"I am not feeling very positive right now about the S.I.P. process. My feelings about receiving negative responses from parents about the programs this school is offering has ground me to a halt. I feel the barbs even if they are directed to the strong, hard-working people I work with and not to me personally. I find I am unable to express the anger and disappointment I feel when I know people are taking anonymous "shots" at us. I was always taught to own my criticism and sign my name to it. Criticism is healthy but it must take place in a discussion forum where one has to act on the courage of one's convictions and face to face discuss disagreeing points of view. That is constructive criticism. I would be happy to discuss parent needs in the normal channels of discussion and dialogue.

The points of views of parents are essential to this school's functioning well. I want discussion/input/involvement and that's why I teach here. This is not accomplished by a free invitation to anonymous criticism. No other professional invites criticism so openly (that I can think of, unless it is through opinion polls).

I need that parental involvement and I need that feedback; specific feedback - that allows us to talk head to head about our common concerns of how to best educate the child. Anonymity means that there is no dialogue; if people are not content we need to talk about that.

I feel a communal responsibility. Teachers are already so vulnerable. In this

school we attend family meetings where feedback can and does happen in a useful way. The method of anonymous feedback is contradictory to the philosophy of the school.

Dignity and ego are left intact when you have to own up to what you have said and a discussion can ensue which assumes and requires mutual respect. This way if there is a problem out there we can't do anything about it because it usually isn't supported by specific evidence."

APPENDIX G

Questionnaire on the Impact of School Initiated Planning

This questionnaire is part of the research which I am undertaking in order to write a thesis for my Master's program at the University of Victoria. It has been compiled with the assistance of Jan Sarkissian, Supervisor of Instruction - Program and Staff Deveopment for the Greater Victoria School Board, and has been approved by Neil Hughes. Information from the questionnaire will be available to the District to use at their discretion.

I am attempting to determine if S.I.P.P. has had any effect on your perceptions of your school. Therefore, as you will see, I would like you to answer each question twice; your perceptions of your school before S.I.P.P. and your perceptions of your school with S.I.P.P. Please answer on the computer sheet which accompanied the questionnaire. Please use PENCIL ONLY.

If you have not yet participated in S.I.P.P. answer the first 11 queations only.

This questionnaire is directed toward those people in the school who have teaching responsibilities for the majority of their day.

Completed questionnaires will be placed in the envelope provided and sent directly to the University to ensure complete confidentiality. The only results that will be published or shared with District staff will be the final results of the statistical analysis and any comments which you wish to add.

Thank you very much for your cooperation in this matter.

Beverley Schreiber

University - 721-7858

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APPENDIX H
Questionnaire

Place all the answers on the computer sheet by filling in the appropriate circle with a pencil.

- * USE PENCIL ONLY
- * ERASE ALL MISTAKES COMPLETELY

Indicate your sex and the grade you teach by filling in the appropriate circle on the left hand side of the computer sheet.

Now move to the right hand side of the computer sheet.

1. Length of time you have been in S.I.P.P.

- A. two years
- B. one year, six months
- C. one year
- D. two months
- E. just beginning

2-21. Fill in appropriate circle using the following scale.

A	B	C	D	E
Always	Frequently	Sometimes	Occasionally	Never

** Do #2 to #11 "Before S.I.P.P." first. Next do #12 to #21 "With S.I.P.P.".

Fill on one circle only for each question.

Before S.I.P.P.		After S.I.P.P.
2. _____	I have impact on the decision making in the school.	12. _____
3. _____	Goals reached by staff are implemented by school administrators.	13. _____
4. _____	In general I understand and trust my colleagues.	14. _____
5. _____	I have time to develop new ideas and skills.	15. _____
6. _____	I am not afraid to try new ideas.	16. _____
7. _____	My skills are recognized and used.	17. _____
8. _____	I am allowed to be innovative.	18. _____
9. _____	School morale is good.	19. _____
10. _____	Staff enthusiasm/energy/ enjoyment is good.	20. _____
11. _____	I feel good about my school.	21. _____

THANK YOU FOR YOUR COOPERATION AND HELP.

PLEASE ADD COMMENTS.

APPENDIX I
General Instructions for the Questionnaire

1. Please give a copy of the questionnaire and a computer sheet to each member of staff with a .5 or more teaching load.
2. Return ALL the computer sheets ONLY. Include those that have been used and those that are still blank. The questionnaire itself can be discarded.
3. Please return the sheets by January 22, 1988. If that is not possible then please return as soon as possible. A stamped, addressed envelope is included for this purpose.
4. No school will be identified in the results of the questionnaire. The name of your school is pencilled on the return envelope for my convenience only.

Thank you for your cooperation

Beverley Schreiber

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VITA

Surname: Schreiber

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University of Saskatchewan , Saskatoon

1959-1960

Carleton University, Ottawa

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AUG. 18, 1988