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AN EXAMINATION OF SELECTED ORGANIZATIONAL CONSTRUCTS THAT
MAY INFLUENCE A TRI-DISTRICT MODEL FOR SHARED SERVICES

BY

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Submitted in Partial Fulfillment
of the Requirements for the Degree
Doctor of Education
Seton Hall University

2011

SETON HALL UNIVERSITY
COLLEGE OF EDUCATION AND HUMAN SERVICES
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Doctoral Candidate, **Bernard T. Baggs**, has successfully defended and made the required modifications to the text of the doctoral dissertation for the **Ed.D.** during this **Spring Semester 2011**.

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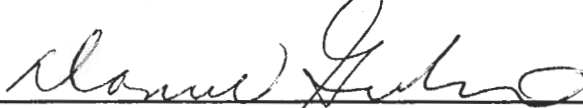
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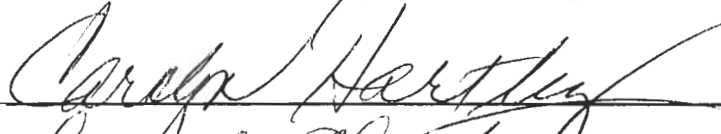
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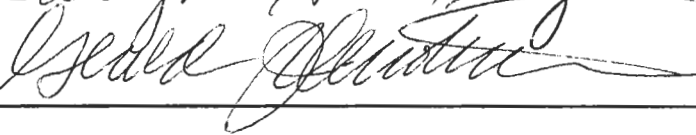
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Finally, I want to thank my wife, Patricia whose gifted teaching skills as a public school music teacher have been inspirational to me. More importantly, her patience and love have supported me throughout my goal to earn a Doctorate in Education.

Abstract

It all began in June 2000. The school districts of Newton Public, Andover Regional, and Green Township, New Jersey contracted Guidelines, Inc., Huntington, Long Island, New York to conduct a Grades K-12 Regional/Shared Services Feasibility Study. The study was funded via a New Jersey state grant from the Regional Efficiency Development Incentive Program (REDI) Grant Program. The study's executive summary included the objective: "To provide information to aid school board members, school officials, and other interested parties in determining whether a K-12 regional pattern appears feasible and desirable and the extent to which a K-12 Regionalization Regional Study should be further considered" (Savitt, 2000, p. 1). The purpose for this researcher's study was to examine selected organizational constructs that may influence a Tri-District model for shared services as projected for future needs. This study resulted in bona fide research to inform local and school district decision-makers and to provide data for aspiring administrators. This examination was presented as a nonexperimental, retrospective, descriptive case study. Using this design and method, this researcher was able to propose selected organizational constructs that may influence a Tri-District model for shared services. The findings support the use of these constructs by linking them with specific shared-service areas as a means to achieve a beneficial outcome. One of the key findings of this examination included a discussion about people and relationships. These features with this examination's purpose provided the necessary information for a Tri-District shared-services model that can be realistic, meaningful, and relevant.

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Chapter I

INTRODUCTION

Introduction

Scott and Jaffe (1989, p. 1) cited in their book, *Managing Organizational Change: A Practical Guide for Managers*, a quote from Alvin Toffler's (1985), *The Adaptive Corporation*, which stated:

The adaptive corporation needs a new kind of leadership. It needs managers of adaptation equipped with a whole new set of non-linear skills. Above all the adaptive manager today must be. . .willing to think beyond the thinkable—to reconceptualize products, procedures, programs, and purposes before crisis makes drastic change inescapable.

Herein is the purpose for this examination, which begins with the following question: “What do school district administrators and community leaders need to know about a shared services model?” In this study, this researcher examined selected organizational constructs that may influence a Tri-District shared-services model for the Andover Regional, Green Township, and Newton Public School Districts as projected for future needs. The manner and methods in which these districts will need to collaborate for success will depend upon identifying the organizational constructs and using managers of adaptation to achieve beneficial outcomes.

Relevant Work to Support the Study: Problem for the Researcher

In June 2000, the school districts of Newton Public, Andover Regional, and Green Township, New Jersey contracted Guidelines, Inc., Huntington, Long Island, New York to conduct a Grades K-12 Regional/Shared Services Feasibility Study. The study was

funded by New Jersey Department of Community Affairs and Department of Education via a grant from the Regional Efficiency Development Incentive Program (REDI) Grant Program. The executive summary for this study identified a specific objective: “To provide information to aid school board members, school officials, and other interested parties in determining whether a K-12 regional pattern appears feasible and desirable and the extent to which a K-12 Regionalization Regional Study should be further considered” (Savitt, 2000, p. 1). For the sake of simplicity, this study will be referred to as the Savitt Study throughout this examination.

The research of Bolman and Deal (1997, 2008) explores the use of multiple lenses to manage an organization. They have identified four frames that can be used for diagnosis and action: Structural, Human Resource, Political, and Symbolic. Bolman and Deal’s examination of organizational structures served this study by linking the findings of the Savitt Study (2000) to the appropriate organizational frame as a means for direction and implementation.

Hoy and Sweetland (2000, 2001) provided insightful research on school bureaucracies and school structures. They determined that properly applied school structures could be successful for an organization when the structures are enabling and not coercive. The characteristics of formalization and centralization are key components in their examination on this topic. This researcher was able to link this examination of the Savitt Study (2000) to Hoy and Sweetland’s (2000, 2001) examination of how bureaucracies and structures can challenge an organization.

Finally, a definition for shared services must be established for this examination. This examination does not recognize shared services within a consolidation or

regionalization design. These two forms require a joining or combination of district governance structures. Shared services, as represented in this study, is a “collaborative arrangement between two or more boards of education, or between a board of education and one or more other public or private entity, to obtain or provide goods or services” (IELP, 2007, pp. 4-5).

Additional language to define a shared service includes any educational or administrative service required to be performed by a district board of education in which the district, with board approval, is able and willing to share in the costs and benefits of that service with another district board of education, municipality, or other governmental unit. This definition is consistent with the provision of Title 18A of the New Jersey Statutes authorizing such arrangements under N.J.S.A. 18A:18A-11; Uniform Shared Services and Consolidation Act, P.L. 2007, c. 63. Section 3 of that act N.J.S.A. 40A:65-3; and New Jersey Administrative Code, N.J.A.C. 6A:23-1.2, as authorized by the Interlocal Services Act at N.J.S.A. 40:8A-1 et seq. and in compliance with existing school finance laws at N.J.S.A. 18A, but does not include sending/receiving relationships.

Statement of the Problem

Presently (2011), the Andover Regional and Green Township School Districts are K-8 Districts that send their grades 9-12 students to Newton High School through a longtime sending/receiving relationship with the Newton School District. The Newton Public School District is a K-12 district. Based on the findings and recommendations of the Savitt Study, the three districts are investigating a Tri-District shared services model to address efficiencies in areas such as business, finance, curriculum, transportation, technology, special education, principal leadership, and personnel operations.

In 2007, the New Jersey Legislature approved the CORE law, P.L. 2007, c.63, (http://www.njleg.state.nj.us/2006/Bills/PL07/63_.htm). Vernotica (personal communication, April 20, 2009) stated,

Public Law 2007, Chapter 63, (known as “CORE Legislation”) was enacted to encourage financial accountability of local units of government, including school districts. The CORE legislation serves to empower citizens, reduce waste and duplication of services, in districts, and direct shared services and consolidation consistent with amendments to existing law.

The 21 New Jersey Executive County Superintendents were expected to submit proposals to regionalize school districts within their jurisdictions (A-4, P.L. 2007 c. 63, N.J.S.A. 18A:7-8, CORE legislation, April 2007). Expectations and guidelines for this task were provided by Gerald Vernotica, Ed.D., Assistant Commissioner, Division of Field Services, New Jersey Department of Education in a letter inviting New Jersey Institutions of Higher Education (IHE) “to submit a letter of interest in studying the feasibility of regionalizing or consolidating select school districts” (Vernotica, personal communication, April 20, 2009). The intent for these studies was “to enable Executive County Superintendents (ECS) to recommend to the commissioner a school district consolidation plan to eliminate all districts, other than county-based districts . . . through the establishment or enlargement of regional school districts (NJSA 18A:7-8(h))” (Vernotica, personal communication, April 20, 2009). Vernotica continued in his IHE letter by stating the feasibility study must include “An executive summary which includes recommendations and conclusions outlining the financial, racial, and educational impact of the proposed regional school district or alternative arrangement” (Vernotica, personal communication, April 20, 2009).

As early as October 18, 2006, Eva Nagy, New Jersey School Boards Association Vice President for Legislation/Resolutions presented to the Joint Committee on Consolidation and Shared Services a report entitled, *Regionalization and Shared Services: What Works*. The Nagy report, the CORE legislation on regionalization in April 2007, and the Savitt Study conducted in 2000 have resulted in a renewed interest by personnel in the three districts. Their immediate concern was that long-standing local control, home rule, and identity were at risk of being lost as a regionalized school district. Therefore, in fall of 2008, the Andover Regional board president and superintendent led a formal discussion for shared services with the Newton Public and Green Township boards of education and their central office administrators.

Subsequently, a Tri-District Consortium was formed in the fall of 2008 among the Andover Regional, Green Township, and Newton Public School Districts. The Tri-District Consortium Committee meets every other month during the school year with subcommittees also meeting during the Tri-District Consortium's "off months" during the school year. The Tri-District Consortium Committee is not legislative, executive, or judicial. It is regarded as a think-tank for ideas and visionary thinking. Its mission was to investigate the value of a shared services model in the areas of business, finance, curriculum, transportation, technology, special education, principal leadership, and personnel operations. The Tri-District Consortium membership includes the three board presidents, three district superintendents, three school business administrators, and two members of each board of education. Initial data collection for each district was based on the Savitt Study (2000) to determine the potential effects of regionalization if these three districts were to combine into one district.

As a member of the Tri-District Consortium, this researcher has come to realize that the manner and methods in which persons in these districts will need to collaborate for success will depend upon identifying the organizational constructs that are effective in achieving beneficial outcomes.

Purpose for the Study

The purpose of this study is to examine selected organizational constructs that may influence a Tri-District model for shared services as projected for future needs. This study resulted in bona fide research to inform local and school district decision-makers and to provide data for aspiring administrators.

Guiding Questions

Five questions concerning a shared services model are the focus of this study.

1. What are the challenges and benefits of a shared-services model?
2. How will a shared-services model for the Andover Regional, Green Township, and Newton Public School Districts advance public confidence about public education?
3. What are the essential components for a shared-services model?
4. What recommendations will the research suggest for a shared services model?
5. Which organizational constructs will provide the Tri-District Consortium the appropriate direction for a shared-services model?

Significance of the Study

Rising costs in school finance have created an outcry from local, county, state, and federal legislators. Property taxes in New Jersey are the highest in the nation with the overwhelming majority of school funding coming from the local taxpayer. On January

18, 2009, the Asbury Park Press reported “School districts likely to see overhaul,” (Boyd, 2009); The Press of Atlantic City reported, “The clamor for consolidation and shared services is increasing” (2009, January 27); “Residents concerned over schools’ regionalization” (Vega, 2009) was reported in the Asbury Park Press; Frassinelli (2009) reported in the Star Ledger, “The Urge to Merge School Districts.” Shortly afterwards in May, 2010, New Jersey Commissioner of Education Bret Schundler reported, “The state’s plan to propose regionalized school districts to voters this fall, a centerpiece of 2007 legislation, is effectively on hold” (NJSBA, 2010, p. 1). Included in the Commissioner’s statements was his belief “that cost savings would be found in sharing administrative and other services, rather than merging school districts and eliminating local school boards, which are unpaid” (NJSBA, 2010, p. 1).

Given the rising costs in New Jersey school finance and its influence on the local tax levy, the significance of this study related to the New Jersey Department of Education and the State of New Jersey’s call for schools to consider shared services as a means to address cost savings at the local school district level, therefore affecting a positive return to the local taxpayer.

A sensible response to this finance challenge may be a plan for a shared services model. However, a shared-services model is not a guaranteed remedy unless the manner and methods in executing the plan are based on organizational theories and frameworks that will address the needs for the shared-services model that has been designed to meet the values and needs of the local school population, parents, and community-at-large.

Delimitations of the Study

This study is delimited to the Tri-District Consortium of Andover Regional, Green Township, and Newton Public School Districts of New Jersey. The characteristics of this study include (a) legal conditions, (b) prior research and studies, and (c) position papers and information from state education departments and associations, as well as the New Jersey Department of Education (NJDOE), New Jersey School Boards Association (NJSBA), New Jersey Association of School Administrators (NJASA), New Jersey Principals and Supervisors Association (NJPSA), New Jersey Education Association (NJEA), and the New Jersey Association of School Business Officials (NJASBO).

Limitations of the Study

This was a retrospective, descriptive, nonexperimental study (Belli, 2009; B. Johnson, 2001). This researcher cannot imply cause and effect. However, the researcher can imply relationships. In addition, limited resources were available to support this study. Therefore, this study was limited to the use of the aforementioned Savitt Study (2000) and its relationship to selected organizational constructs.

Definition of Terms

Delimitations. The conditions the researcher sets. It identifies how far the research effort extended and where the limits were set (Leedy & Ormrod, 2005).

Economies of Scale. Mathematical models developed by research studies across the nation that indicate savings are derived from the economic principle of economy of scale, which basically refers to the relationship between per pupil expenditure and enrollment after accounting for other factors that might influence spending (Shakrani, 2010).

Economies of Size. Economies (diseconomies) of size exist if an increase in enrollment is associated with a decrease (increase) in per pupil spending, holding student performance, teacher salaries, student characteristics, and efficiency constant (Duncombe, 2007).

Executive County Superintendent. Executive County Superintendent means the Executive County Superintendent of Schools or Acting Executive County Superintendent of Schools pursuant to N.J.S.A. 18A:7-1.

Local Public School District or School District. Local public school district or School district means any local or regional school district established pursuant to NJSA 18A:8 or N.J.S.A. 18A:13, or a school district under full State intervention pursuant to N.J.S.A. 18A:7A-34, but not including a charter school established pursuant to N.J.S.A. 18A:36A-1 et seq. unless specified otherwise.

Nonexperimental Research. Systematic empirical inquiry in which the scientist does not have direct control of independent variables because their manifestations have already occurred or because they are inherently not manipulable. Inferences about relations among variables are made without direct intervention, from concomitant variation of independent and dependent variables (Kerlinger, 1986).

Regional School District. Regional school district means a limited-purpose or all-purpose public school district established on a regional basis pursuant to N.J.S.A. 18A:13-1 et seq.

Sending/Receiving Relationship. Sending/receiving relationship means an agreement between two district boards of education, one of which does not have the facilities to educate in-district an entire grade(s) or provide an entire program(s), and as

an alternative sends such students to a district board of education having such accommodations and pays tuition, pursuant to N.J.S.A. 18A:38-8 et seq.

Shared Services. Shared service means any educational or administrative service required to be performed by a district board of education in which the district, with board approval, is able and willing to share in the costs and benefits of that service with another district board of education, municipality, or other governmental unit, as authorized by the Interlocal Services Act at N.J.S.A. 40:8A-1 et seq. and in compliance with existing school laws at N.J.S.A. 18A, but does not include sending/receiving relationships.

Organization of the Study

In Chapter I, the researcher presents an introduction, relevant work to support the study, statement of the problem, purpose for the study, guiding questions, significance of the study, delimitations and limitations of the study, definition of terms, and organization of the study.

In Chapter II, the researcher presents an introduction, a general survey of the literature based on this study's guiding questions, previous research on the specific problem of the proposed study, and a summary.

In Chapter III, the researcher presents an introduction and purpose, describes the design and method for the study, population and sample, data collection, and a summary.

In Chapter IV, the researcher presents an introduction, organization of the analysis, findings that link to the research questions, analysis supported by data or evidence, and a summary.

In Chapter V, the researcher presents an introduction, overview, the research questions, synopsis of Chapters I-V, key findings, recommendations for policy, practice, and further research, and final comments.

Chapter II

REVIEW OF PERTINENT RESEARCH, THEORY, AND LITERATURE

Introduction

The purpose of this study was to examine selected organizational constructs, research, and theories that may influence a Tri-District model for shared services as projected for future needs. This study resulted in bona fide research to inform local and school district decision makers as well as to provide data for aspiring administrators.

This review of pertinent research, theory, and literature provides comprehensive and relevant information about the significance of the problem to identify the relationship of selected organizational structures to the implementation of a shared-services model.

General Survey of the Literature Based on This Study's Guiding Questions

Question 1. What are the challenges and benefits of a shared-services model?

The challenges and benefits of a shared-services model must include a discussion about people and relationships. Successful relationship models include many features that can embrace people skills, ability, and knowledge. Some of the features include understanding the value of change and the change process, cultural change, school climate, trust and credibility, and situational leadership. A Tri-District shared-services model will require an understanding of these features and their effect on people and relationships.

Fullan (1982, 1991) proposed that there are four broad phases in the change process: initiation, implementation, continuation, and outcome. His work includes a discussion about the characteristics of change and its affect on local and external factors.

The local factors would be the school district, board of education, the community, the principal, and the teacher. The external factors would be the government and other agencies.

Fullan's (1993) discussion on the complexity of the change process included eight basic lessons about change.

1. You can't mandate what matters: The more complex the change, the less you can force it.
2. Change is a journey, not a blueprint: Change is non-linear, loaded with uncertainty and excitement and sometimes perverse.
3. Problems are our friends: Problems are inevitable and you can't learn without them.
4. Vision and strategic planning come later: Premature visions and planning blind.
5. Individualism and collectivism must have equal power: There are no one-sided solutions to isolation and group think.
6. Neither centralization nor decentralization work: Both top-down and bottom up strategies are necessary.
7. Connection with the wider environment is critical for success: The best organizations learn externally as well as internally.
8. Connection with the wider environment is critical for success: Change is too important to leave to the experts, personal mind set and mastery is the ultimate protection.

In 1993, Fullan also provided four suggestions of the elements that successful

change requires. They are:

1. The ability to work with polar opposites: imposition of change vs. self-learning; planning versus uncertainty; problems versus creative resolution; vision versus fixed direction; individual versus groups; centralizing versus decentralizing; personal change versus system change.
2. Dynamic interdependency of state accountability and local autonomy.
3. Combination of individuals and societal agencies.
4. Internal connection within oneself and within one's organization and external connections to others and to the environment.

In 1999, Fullan's writings emphasized that the complexity of change requires guidance, and is not to be controlled. Fullan provided eight new lessons about guiding change.

1. Moral purpose is complex and problematic.
2. Theories of education and theories of change need each other.
3. Conflict and diversity are our friends.
4. Understanding the meaning of operating on the edge of chaos.
5. Emotional intelligence is anxiety provoking and anxiety containing.
6. Collaborative cultures are anxiety provoking and anxiety containing.
7. Attack incoherence connectedness and knowledge creation are critical.
8. There is no single solution. Craft your own theories and actions by being a critical consumer.

The challenges and benefits of shared services model are real. The manner in which the change process is handled is critical for the shared-services model to achieve

beneficial outcomes. Fullan's research provides ample evidence of the need to be mindful of this essential shared-services component as it applies to this examination.

Achilles, Achilles, and Reynolds' (1997) research on problem analysis provided this researcher an opportunity to understand that problem analysis is about problem finding and problem solving. Problem analysis is a critical component in identifying the challenges and benefits of a shared services model. By using Achilles et al.'s use of Thomson's (1993) definition for problem analysis, the challenges and benefits of a shared services model can be addressed in a systematic and manageable fashion. In particular, Achilles et al. (1997, p. 68) "Four Guideline Questions To Help Structure Problems" should be the first step to ascertain challenges and benefits. Although the four questions are not difficult to present, they might be difficult to answer. However, the simplicity and clarity of each question offers structure to the process.

Pritchett and Pound (1993, p. 24) stated the following about culture change, "Major culture change does not occur unless it's driven by deep convictions. The new culture must be pursued with a raw and burning passion. Culture transformation requires a unique chemistry of determination, courage, audacity, and fierce spirit." A Tri-District shared services model cannot exist, no less be conceived, without an understanding of the change process. As in the Fullan research, Pritchett and Pound's research provides additional evidence to be mindful of this essential shared-services component as it applies to this examination.

School climate must also be recognized when designing a shared services model in order to achieve beneficial outcomes. Taking into consideration that this examination is about three school districts looking to create a partnership via shared services, the

individual climates of these districts should be addressed. The districts' inherent characteristics will invite significant discussion about not only what should be shared, but also how it will be shared and with whom. The research of Deal and Peterson (1999) and Evans (1996) provided valuable insight regarding school culture and school change. In addition, the research of Hoy and Woolfolk (1993, pp. 357-358) provided insight into the mechanisms of school climate as follows:

The concept of school health provides a highly developed and theoretically grounded conception of school climate. . . . Specifically, a healthy school is one in which the technical, managerial, and institutional levels are in harmony and the school is meeting both its instrumental and expressive needs as it successfully copes with disruptive external forces and directs its energies toward its mission.

As in Hoy and Woolfolk's (1993) article on teacher efficacy and organizational health, a district's sense of efficacy is important when considering a shared-services model. It brings into focus the relationship between the employee's sense of usefulness and the features of a healthy district climate.

Bandura's (1977) article on behavioral change is also applicable to this topic. In Bandura's (p. 191) proposed model, "expectations of personal efficacy are derived from four principal sources of information: performance accomplishments, vicarious experience, verbal persuasion, and physiological states. The more dependable the experiential sources, the greater are the changes in perceived self-efficacy." This article provided vital information toward a unifying theory of behavioral change. The Tri-District Consortium will be witnessing change in its efforts for a shared-services model. Therefore, once diagnosed at the district level, the three districts can integrate

common characteristics as a means to guide shared thinking about the value of self-efficacy.

A discussion about the need for trust and credibility in a shared-services model includes Schulman (1993, as cited by Hoy, 2002, p. 88) who stated:

Trust is like water—we all pay little attention to it until we need it but don't have it. Yet, it seems axiomatic that if schools are to prosper and succeed, trust is crucial. Credibility and trust, however, are perishable commodities within any organization: they must be continually nurtured and renewed if they are to survive and grow.

The issue of trust includes terms such as vulnerability, benevolence, honesty, openness, comfort, reliability, dependence, and belief. These terms express the subjective and emotional aspects of a relationship. Actually, given the word trust is synonymous with the word consortium; it is interesting that the three districts chose the Tri-District Consortium as its moniker. Hoy (2002) cites many resources on this topic. If the three districts are going to “think like one” via a shared-services model, the research of Cummings and Bromily (1996), Hoy and Tschannen-Moran (1999), Kramer, Brewer, and Hanna (1996), Rousseau, Sitkin, Burt and Camerer (1998), and Schulman (1993) should be considered for guidance and counsel.

Also, the significance of situational leadership should be addressed. Situational leadership will make for a better shared-services model. It is based on two critical factors: trust and effective communication. Trust is built upon the pillars of leadership style, structure, and culture (Bozza, 2011, slide 8). Bozza stated, “The #1 problem with leadership communication is the illusion that it has occurred” (slide 9). In order to avoid

this illusion, school-district leadership personnel must recognize the competence and commitment of the team's members to determine the leadership style needed for the situation. Hersey and Blanchard (1982b) describe this model as situational leadership. In their situational leadership theory, Hersey and Blanchard (1982b) argued that the interaction of a leader's task behavior and relationship behavior with subordinate maturity significantly influences leader effectiveness. Effective situational leadership is achieved by selecting the right leadership style, which Hersey and Blanchard argued is contingent on the level of the followers' readiness.

As a final note on the topic of trust and effective communication, Achilles, Achilles, and Reynolds (1997, p. 131) stated that, "Change and communication processes and theories become important tools now." Their study included the following six items that might be asked when implementing decisions for change:

1. Does the decision solve the problem?
2. How many stakeholders were involved in the process?
3. Does the decision demonstrate sensitivity for the organizational culture?
4. Where the ethics of the situation addressed appropriately?
5. Did all persons involved understand the decision and the resulting action plan?
6. Was follow-up established to evaluate decisions and actions?

These six items cannot be answered, no less addressed unless there is an understanding about change as a function of communication. Building trust is imperative for effective communication. Effective communication cannot exist without recognizing change as a positive, trusting process. Achilles' et al. (1997, p. 133)

Communication/Change Model (see Appendix B) provided change process levels based on a communication matrix “to guide leadership actions in implementing decisions for change.” Essentially, without appreciating the correlation between communication and change, trust and leadership becomes suspect.

A Tri-District shared-services model may require the virtues of situational leadership for effective teamwork to occur. Bozza’s (2011, slide 18) six characteristics of effective teams provides the necessary guidance for a shared services model as follows:

1. Clarity and acceptance of team’s purpose, vision, mission, values, & goals.
2. Active involvement by and informality among team members.
3. Appropriate decision-making processes
4. Trustful and open communications.
5. Clear roles and work assignments.
6. Team self-assessment.

In 2007, personnel from the Institute on Education Law and Policy (IELP, 2007, p. 1) from Rutgers University examined the New Jersey School Boards Association’s *Manual of Positions and Policies on Education*. Their report identified:

Policies and position statements that (1) refer explicitly to shared services or school boards’ collaboration with others, (2) address issues that are pertinent or potentially pertinent to shared services, or (3) could be amended or modified in some way to strengthen the stated position or more strongly encourage collaboration or sharing.

The IELP report identified the following areas of interest worthy of review as beneficial shared-services models as they relate to this study.

Community Schools. Encourage joint purchasing and shared services among boards of education, community organizations, and social service agencies.

Local Government Units. Increased cooperation among school districts, municipalities, and county cooperation including, but not limited to joint purchasing, shared services, and insurance.

Cooperative Arrangements. Promote cooperative and regional service delivery arrangements to support local boards of education in their mission of providing a thorough and efficient education to their students.

Intermediate Units. Each school district should have access to an intermediate unit (educational services commission or jointure commission) that provides coordination of services to all districts in an area without regard to county boundaries.

County Offices. County offices should expand their responsibilities to districts to include offering expertise and technical assistance in the areas of budget review (as related to the educational program), program review, opportunities for joint purchasing and shared services, special education, vocational education and adult, continuing community education.

New Jersey School Boards Association. The NJSBA should work with the state department of education and other state associations to identify models of shared management services through the consolidation of administrative positions. Districts should be encouraged to explore the sharing of management services by consolidating positions, which could include, but not be limited to the chief school administrator, business administrator, curriculum supervisors, and special education supervisor.

Administration. Boards of education should be encouraged to share the services

of their chief school administrator with one or more other boards of education.

Budget and Finance. Additional revenue streams via joint purchasing or shared-services arrangements should be investigated; Promote efficiency in the use of tax dollars by promoting joint purchasing and shared services arrangements among boards of education and between boards of education and other entities; Explore any and all available forms of joint purchasing and shared services arrangements, and enter into such arrangements whenever they determine that doing so will result in cost savings and/or improvement in services; Boards of education should be authorized to enter into shared services arrangements in which two or more share the services of a treasurer of school moneys; Local boards of education should have a nonnegotiable, managerial prerogative to enter into subcontracting and shared services agreements.

Transportation. State funds should be set aside for transportation to support shared curriculum offerings among the school districts of the state; Boards of education should be permitted to use district-owned vehicles for nonschool purposes as appropriate in order to make the most efficient and flexible use of those vehicles and provided that such use does not interfere with the normal delivery of the school children within the district; Boards of education should be permitted to allow other public entities and private entities to use school vehicles for nonschool purposes as appropriate, when those vehicles are not needed for school purposes, in order to make the most efficient use of those vehicles, and to charge a reasonable fee for such use.

School Lunch Program. Boards of education should be encouraged, through financial incentives provided by the state, to collaborate with other boards of education in the provision and administration of food services programs.

Staff Development. The Department of Education should promote collaborative efforts by boards of education to maximize training and professional development resources.

Shared Services. Districts should share or consolidate personnel and related services, which would include but not be limited to alternative school programs, gifted and talented services at all grade levels, prekindergarten programs, and shared classes to provide programs and expand curricular offerings.

Technology. Promote collaborative efforts by boards of education to provide distance learning opportunities to students in more than one district simultaneously. Boards of education should be encouraged to explore opportunities to create networks and systems that are shared by multiple districts.

Special Education. Encourage interagency programming and collaboration to meet the diverse needs of educationally disabled students; Provide flexibility to contract with each other intermediate units and private providers in an effort to provide child study team services, transition services and other special education and related services in the most efficient manner possible. School districts should be encouraged to enter into shared-services arrangements that provide joint transportation of students from multiple districts.

Early Childhood Development. State, county, and local structures should be developed through which all education, health, and social welfare agencies work together to provide appropriate programs for young children and their parents. Partnerships with other agencies and organizations that offer family-focused programs and services for young children and their families.

Preschool Programs. Preschool programs can be improved through the collaborative efforts of the public schools and community-based programs, including joint staff training opportunities and program articulation; Local school districts should be encouraged to work with community groups, institutions of higher education and the corporate sector to develop partnerships targeted to the delivery of quality preschool programs.

Child Care. Local boards of education should be encouraged to work with municipal government, community-based groups and agencies, and parents to form partnerships that allow for the assessment of childcare needs.

Adult/Community Education. Coordinated use of community agencies and facilities wherever possible, thus maximizing use of available facilities and eliminating duplication of services.

Board Consultants. The use of local district staff as paid consultants to other districts, in areas of the staff member's expertise, would enable districts to share proven and validated programs and would keep education dollars within the public education community.

According to Cook (2008, p. 10) the challenges of consolidation are based on a change process in which "you are merging the operations of complex organizations." Cook continued by identifying four topics that should be followed:

1. Some camps will not be happy from the outset. Consolidation occurs for a reason, whether it's the size of the merging districts, concerns about resources, financial incentives, or new state laws designed to save money. If everything is clicking along just fine, there's no compelling reason to merge.

2. Change is difficult, but as we noted in the January 2008 ASBJ, it happens. Part of accepting the change is a person's tendency to compare past experiences. If a district had more resources, a stronger sense of community involvement, or another perceived advantage over the other district(s), they will want to go back to the way it was.

3. All things are not created equal. Since resources often play a role in the decision to consolidate, chances are that you will have disparities across the new district.

4. Act quickly and decisively, but thoughtfully. Because the timeline is so short, you will not have time for a thorough superintendent search, at least at the beginning. At the same time, the selection of the district's CEO -- and his or her subsequent hiring of key central office and building-level administrators -- can be a make-or-break move.

According to the Executive Summary of Recommendations in the *Findings and Recommendations Report of the NJ Assembly Task Force on School District Regionalization* (Malone & Blee, 1999, pp. ii-iv), the benefits of increasing efficiencies via shared services without formal regionalization included, but were not limited to:

1. Offer special services on a regional level (i.e. special education, art, etc.). Consolidate recreational and vocational services into regional units.
2. Encourage school districts and municipalities to share services. Such a move could avoid formal school district regionalization.
3. Potential consideration should be given to county-wide servicing of all Administrative functions (i.e. bulk purchasing, sharing administrative staff, etc.).
4. Potential consideration should be given to the viability of county-wide school system structures.
5. Shared services consolidation for non-instructional purposes may accomplish

savings.

6. Some consideration should be given to the possibility of consolidating limited purpose regional school districts into K-12 regional school districts when the circumstances and conditions prove appropriate and conducive.

7. [Opportunity for] quantitative data to track the record of existing regionalized districts in terms of costs savings, improvement in education quality, greater efficiencies, and student performance.

Searle (2006), reported in *Finance Director Europe*, a global publication about business leaders' strategic influence, "Are the challenges of shared services in the public sector are different to those faced in the private sector?" (Searle, ¶1). He continued by stating, "Change management is often cited as being absolutely critical to success in any shared services initiative" (Searle, ¶14). Finally, Searle's (2006) report stated, "The extent of collaboration required will depend on how decisions are made and how things get done" (Searle, ¶34) explains the need for mutual benefit and collaboration in a shared-services model.

Burton (2005, pp.131-132) stated the following regarding the challenges small schools face in maintaining fiscal viability (Lawrence, 2002; Scrgiovanni, 1995) and competitive curricula (Pittman & Haughwout, 1987):

The participants in this study cited that the main challenges financially were with the limited resources, administrative costs, and budgetary constraints. The limited resources were in the form of shared staff for special area subjects such as foreign languages, art, and music due to the schools' minimal needs in these areas. They articulated the creative solutions they were able to arrange with neighboring

districts to share the cost of these teachers while providing a full-time salary for the employees.

The profound challenges of fiscal practicality should not be ignored when shared services are an option and worthy of discussion. Burton's research provided a sample of what districts are willing to consider in addressing the challenges and benefits of a shared-services model.

Lastly, the New Jersey Department of Community Affairs (2011a) handbook includes information about shared services as a means for local governments to achieve cost savings, maximize fiscal efficiency, increase operational efficiency, optimize facility resources, and increase accountability. The kinds of shared services can also include courtesy agreements between local organizations, a formal process via a memorandum of agreement, or a legal arrangement via an Interlocal Service Agreement. Given the potential for duplication of services to its clients, the Tri-District Consortium should be mindful of not only the merits of this report, but its link to an additional organization regarding the benefits of shared services, while addressing mutual needs.

Question 2. How will a shared-services model for the Andover Regional, Green Township, and Newton Public School Districts advance public confidence about public education? Advancing public confidence about public education is rooted in the concept of the civic standard. McClung (2002, p. 41) reported in *Public School Purpose: The Civic Standard*, "The civic standard provides primary direction for public education." His monograph's introduction on the purpose of public school included the statements, "The primary purpose of public education is to prepare our students to be productive and effective citizens in our constitutional democracy. That is 'the civic standard'"

(McClung, p. 8). McClung's statements can be linked to this examination because shared services provides an opportunity to do more by using the combined services and products of others, therefore, supporting the common values and common constructs for the betterment of the organization.

Johnson (2008, p. 1) stated, "School districts across the nation are reaching out to their communities in hopes of creating support for their programs." Given this statement, it is important that school district personnel recognize the value of effective community engagement as a means to advance public confidence about public education. Johnson's acknowledgement of the research by noted scholars such as Cunningham (2002), Johnson and Friedman (2006), Leighninger (2003, 2006), Levine, Fung, and Gastil (2005), Pendleton and Benjamin (2005), and Yankelovich (1991, 2005) provided abundant research on the elements needed for effective community engagement. Johnson's (2008) work outlining eight key elements of effective communication provided a set of terms/phrases that should be included in the lexicon of community engagement. These terms/phrases include an effective process, recruiting methods, deliberative dialogue, choice work, change, and sustaining public engagement.

Johnson (2008, p. 6) stated, "On a higher, and perhaps more meaningful level, districts may want to consider ways to give community engagement a more established and permanent role in the policy and decision-making process of the district." Johnson (2008, p. 6) continued with, "How can the district begin to align its professional routines and practices with community engagement practices and principles so as to create a culture of community engagement within the district?" Public confidence about public

education can be advanced in many ways. One of those may be by starting with the title of Johnson’s work, “Community Engagement? Let’s Dance!”

Gantwerk’s (2006, p. 2) “New Models for Civic Engagement” identified that pressures to heed the public voice are building due to “changing public expectations increased availability of information, and a new era of mistrust.” Gantwerk continued by stating that debate is about self-interest and dialogue is about the greater good. An effective shared-services model should engage in civic discourse using the characteristics of dialogue as its guidance and counsel. With a shared services-model based on Gantwerk’s characteristics of dialogue, the greater good can be served. Gantwerk’s table (see Table 1) is appropriate to this examination’s question about public confidence.

Table 1

Dialogue: The Opposite of Debate (Gantwerk, 2006).

Debate	Dialogue
Assuming there is one right answer	Assuming others have pieces of the answer
Combative	Collaborative
About winning	About finding common ground
Listening for flaws	Listening to understand
Defending assumptions	Exploring assumptions
Seeking your outcome	Discovering new possibilities

Yankelovich (2011a, ¶1) is the chairman and co-founder of Viewpoint Learning, “whose central mission is to develop specialized dialogues for public policy and business that advance learning and civic engagement.” Yankelovich’s Viewpoint Learning Model is about genuine dialogue to facilitate building trust and improve decision-making. In the public sector, such as the Tri-District Consortium, dialogue can discover the common ground needed to resolve issues or community problems. This belief is supported by Yankelovich’s (2011a, ¶4) statement, “Public engagement enables leaders to build public

support for action by overcoming wishful thinking, low levels of interest, polarization, or the undue influence of special interests.”

Genuine conversation is critical for any organization. The same statement should be applied to the Tri-District Consortium. Yankelovich (2011b, ¶3) has identified the specific benefits and results of genuine dialogue as follows:

1. Dispels mistrust and creates a climate of good faith.
2. Breaks through negative stereotypes, revealing participants' common humanity.
3. Shifts the focus from transactions to relationships, creating community.
4. Makes participants more sympathetic to one another even when they disagree.
5. Prepares the ground for negotiation or decision-making on emotion-laden issues.
6. Helps bridge subcultures and clarify value conflicts.
7. Expands the number of people committed to the process.
8. Brings out the best rather than the worst in people.

As discussed earlier about Gantwerk’s (2006) examination of quality dialogue, Yankelovich (2011b, ¶4) explained dialogue as the contrast to debate by stating, “The goal of debate is winning; the goal of dialogue is learning.” With a shared-services model based on Yankelovich’s dialogue characteristics, public confidence about public education is advanced based on learning and not winning. Yankelovich’s table (see Table 2) applies to this examination’s question about public confidence.

Table 2

What is Dialogue? (Yankelovich, 2011b)

Dialogue is about learning:	Debate is about winning:
Assuming that others have pieces of the answer	Assuming that there is one right answer – and you have it
Collaborative: attempting to find common understanding	Combative: attempting to prove the other side wrong
About finding common ground	About winning
Listening to understand and find a basis for agreement	Listening to find flaws and make counter-arguments
Bringing up your assumptions for inspection and discussion	Defending your assumptions
Re-examining all points of view	Criticizing the other side's point of view
Admitting that others' thinking can improve your own	Defending your views against others
Searching for strengths and value in the other position	Searching for weaknesses and flaws in the other position
Discovering new possibilities and opportunities	Seeking an outcome that agrees with your position

Weiss’ (2007) research on the value of professional communication provided this researcher a link between this examination’s questions 1, 2, and 5. That is, professional communication is not a given in any structure or organizational framework. It is a required condition toward the benefits of a shared-services model, public confidence, and the selection of organizational constructs. In particular, Weiss’ (2007, p. 3) three research statements should be considered regarding the selection of a Bolman and Deal (1997, 2008) and/or Hoy and Sweetland (2000, 2001) structures as a means to advance public confidence about public education:

1. Does formal organizational restructuring around small learning communities lead to changes in patterns of communication within schools?
2. If communication patterns appear to be influenced by organizational structure, does this influence differ across different communication networks?

3. Prior research suggests that friendship is largely associated with communication patterns around issues of professional concern.

As stated by Weiss (2007, p. 14), “An important part of any community is communication. It is through communication that shared norms can develop, information can flow, and eventually practices can change.” The significance of Weiss’ study on professional communication is applicable to this researcher’s examination.

Achilles, Lintz, and Wayson (1989) stated, “Public confidence in education has eroded” in their discussion, “Observations on Building Public Confidence in Education.” As the Tri-District Consortium moves forward in its shared-services plan, an appreciation for the value of communication and change are key ingredients as they relate to this question. Effective school and community relations activities will need to be secure and stable for the Tri-District Consortium to be successful. Achilles, Lintz, and Wayson (1989, p. 276) found that Lintz’s 1987 study “refined a conceptual construct positing three general levels or modes of school and community relations activities” as communications, public relations, and marketing.

As well, Achilles, Achilles, and Reynolds (1997) examination about problem analysis stated that leadership during organizational change is essential. Without knowledge of problem analysis, advancing public confidence about public education may not be fully appreciated. Because, as Achilles et al. (1997, p. 99) stated, “Generally the better you perform in problem analysis, the better the base for your decisions and your subsequent actions.”

Furthermore, without an understanding of change processes and their link to communication, advancing public confidence about public education may not be

successful. Achilles, Achilles, and Reynolds (1997, p. 130) stated, “The first, and perhaps most important, step in implementing a decision is to secure its acceptance on the part of those who will be most affected by it.” However, with leadership in decision-making being a generally accepted tacit exercise by a school district’s staff and local community that does not mean the right decisions are being made for the common good. Therefore, it is important that decisions for change recognize the link between change and communication. It necessitates careful attention and monitoring. Achilles et al. (1997, p. 131) stated, “The efficacy of change will be related to the clarity, cogency, and comprehensibility of communications surrounding the problem, the decision(s), the proposed solution(s), and the chosen implementation processes.” Once again, Achilles’ et al. (1997, p. 133) Communication/Change Model (see Appendix B) provided this researcher the necessary information about change processes and communication as a means to advance public confidence about public education.

We look to leaders for leadership. The price of leadership comes without easy answers. Advancing public confidence about public education requires a leadership model that responds to the interests of an organization’s membership, while guiding the organization’s mission, values, goals, and beliefs. What does the leader do when confronted by expectations and demands that are beyond the leader’s skills? Heifetz (1994) provided a compelling discussion regarding the role of leadership.

Burns (1978, as cited in Heifetz, 1994, p. 21) described leadership that “socially useful goals not only have to meet the needs of followers, they should also elevate followers to a higher moral level.” Heifetz continued by stating that Burns calls this transformational leadership. “However, a hierarchy that would apply across cultures and

organizational settings risks either being so general as to be impractical or so specific as to be culturally imperialistic in its application,” continued Heifetz (1994, p. 21). All the same, advancing public confidence is a fragile issue that requires care and daily attention. This matter alone is the challenge toward advancing public confidence about public education.

Heifetz (1994, pp. 21-22) stated, “Business schools and schools of management commonly define leadership and its usefulness with respect to organizational effectiveness. Effectiveness means reaching viable decisions that implement the goals of the organization. . . . We are left with the question: Effective at what?” Heifetz (1994, p. 22) continued by challenging this concept stating, “This study examines the usefulness of viewing leadership in terms of adaptive work. . . . Adaptive work requires a change in values, beliefs, or behavior.” Heifetz believes that a leader’s orchestration of conflict provides leverage for mobilizing people to learn new ways. This is achieved by using influence and authority as “an activity to mobilize adaptation” (Heifetz, 1994, p. 27).

The challenge to advance public confidence about public education requires an understanding of the difference between transformational leadership and adaptive work as examined by Heifetz. Designing an efficient shared-services model and advancing public confidence is dependent upon the leadership model. In this examination’s case study, three districts are planning to act like one. The public’s ability to participate in a discussion and resolution of complex issues like a shared-services model is a key component toward advancing public confidence about public education. Heifetz provided this researcher a model called adaptive work that is worthy of consideration.

Burton (2005) stated that effective school climate and quality communication could be viewed as benefits for small schools based on the merits of their manageable size. An effective school climate was viewed as the students' sense of belonging as well as the teachers and administrators having a pride in their work in a small school. Quality communication was viewed as students, parents, administrators, and other teachers meeting before and after school occurred more often in small schools as compared to large schools. Burton continued by stating that public confidence about public education and the value of shared services can be enhanced by the comforts of a small school district.

As stated on New Jersey School Boards Association's website homepage, "In 1914, the New Jersey Legislature authorized local boards of education to form a federation to 'investigate such subjects relating to education in its various branches as it may think proper, and ... encourage and aid all movements for the improvement of the educational affairs of [New Jersey]'" (NJSBA, 2005a). Also stated on the New Jersey School Boards Association's website homepage included, "The New Jersey School Boards Association, a federation of district boards of education, advocates, trains and provides resources for the advancement of public education in New Jersey" (NJSBA, 2005b).

When this researcher considered this statement in the light of this study's question 2, the idea of shared services brought to mind the following question: What does *advance public education* mean? Does it mean to promote student achievement? Does it mean to market the merits of public school education? Is it a self-fulfilling mission statement? Is it about the stability and security of a professional organization that has been in existence

since 1914? Actually, the New Jersey School Boards Association website homepage identified the following as their areas of concentration: school funding, policy-making, governance, school board training, legislative influence, legal counsel, and labor relations. Given this information, question 2 presents an interesting challenge: What role does student achievement play in the process of advancing public confidence about public education? And, does a shared services model include a dialogue about the merits of student achievement?

In 2007, a survey was sent to 161 New Jersey school districts in four counties by the NJSBA. They were chosen “for their diversity, in relation to each other and among the districts in each county” (IELP, 2007, p. 22). The survey topic was about shared services in school districts. Among the types of goods and services reported by the school districts, they included transportation, insurance, supplies, special education classes, physical therapy, occupational therapy, speech therapy, professional development, child study team services, food services, facility maintenance, custodial services, school business services, other administration, supplies, textbooks, health services, and security.

Finance and governance rule regarding a shared-services model. As a result, student achievement programs such as curriculum coordination, grade-level and/or subject area articulation, staffing, and expanded curricular and co-curricular offerings can become the beneficiaries of shared services based on cost savings that can be reallocated into these budget areas. Will shared services models advance public education for the Andover Regional, Green Township, and Newton Public School Districts? Only if the cost savings are allocated to student achievement initiatives and programs.

Yankelovich's (1991) work, *Coming to Public Judgment*, points out that a gap exists between the worlds of public opinion and expert policy making. More often than not, Yankelovich believes that decisions made by recognized experts do not reflect the real values and concerns of the public. Therefore, belief and trust by the public is not a guarantee. Yankelovich (1991, p. 160) stated:

How does the public complete working through and come to form stable, coherent, and responsible judgments on issues? I present ten rules for resolution. . . . The ten rules are formulated as guides for those leaders who desire to engage the public in the kind of dialogue that develops public judgment and enhances the quality of public opinion.

Yankelovich's (1991) "Ten Rules for Resolution" are:

1. To bridge the gap between the public and experts and learn what the public's starting point is and how to address it.
2. Do not depend on experts to present issues.
3. Learn what the public's pet preoccupations are and address them before discussing other facets of the issue.
4. Give the public the incentive of knowing that someone is listening...and cares.
5. Limit the number of issues at any one time to two or three at the most.
6. Working through an issue is best accomplished when people have choices to consider.
7. Take the initiative in highlighting the value components of choices.
8. Help the public to move past the "say yes to everything" form of

procrastination.

9. When two conflicting values are both important, highlight the possibilities for tinkering to preserve some elements of each.

10. Be patient.

As well, Yankelovich's (1991) work was supported in Tanaka's (1996) study on the future of the public sector and the ability for the public to make hard decisions. Tanaka's study parallels advancing public confidence about public education in that public confidence cannot be fully realized without recognizing the merits of public discussion. The public's ability to participate in a discussion and resolution of complex issues is a key component toward advancing public confidence about public education.

Tanaka (1996, p. 1) reported, "As with all major democracies, our government is a representative, not a direct, democracy. Elected officials govern according to their perceptions of what their constituents want. Among other factors, politicians rely on public opinion polls to determine the popular will." Tanaka (1996, p. 1) continued by stating, "I suggest, however, that opinion polls lead us to underestimate the public's ability to participate in the discussion and resolution of complex policy issues such as the federal deficit. Given sufficient unbiased information, the public can understand the issues, listen to different viewpoints, evaluate alternative solutions and, ultimately, make hard choices."

In addition, Tanaka's (1996, p. 1) supported Yankelovich (1991) by stating:

Expert Daniel Yankelovich defines public judgment as a particular form of public opinion that exhibits (1) more thoughtfulness, more weighing of alternatives, more genuine engagement with the issue, more taking into account a wide variety

of factors than ordinary public opinion as measured in opinion polls, and (2) more emphasis on the normative, valuing, ethical side of the questions than on the factual, informational side.

A successful Tri-District model for shared services should recognize the difference between public opinion and public judgment. This is an important aspect towards advancing public confidence about public education. As Tanaka (1996, pp. 3-4) stated, “It may be that given the opportunity to exercise their own judgments, based on their own common sense and values, participants are encouraged to learn from fellow group members and thus to sacrifice narrow self-interests for the sake of a broader good.” This statement alone represents an essential challenge for a successful Tri-District shared services model. Decisions will have to be made for the greater good. Self-interest must be put aside. Common interests must be identified and presented as opportunities for mutual growth. The examinations of Yankelovich and Tanaka are fundamental to this researcher’s examination of this question because they offer insight and suggestions on how to present problems to the public, and for how to listen to what the people have to say.

In “So What Does This Mean For My District?”, J. Johnson (2001), identified six areas considered valuable regarding public engagement: The task of bringing people together and getting the conversation started. When considered, these six areas lend themselves to this researcher’s examination question about advancing public confidence about public education. By understanding beliefs about public engagement, public confidence may become a mainstay for a shared-services model. However, it needs

careful attention and professional care in order to be understood correctly. According to Johnson (2001, pp. 29-30), the six areas are:

1. Don't assume the public is hostile to public education or insensitive to the challenges that it faces;
2. Don't assume that school leaders are hostile to engaging the public;
3. Don't assume that public engagement is always a top priority or that any important issue or dilemma is ripe for public engagement;
4. Don't confuse issues that need public engagement with issues that need leadership and professional follow-through;
5. Don't confuse public engagement with constituency building;
6. Don't leave teachers out of the loop.

Finally, Scott and Jaffe's (1989) research on organizational change is applicable to public confidence. Public confidence is based on the trust and belief that an organization is doing what is best for its clients as well as for its organizational structures. Transparency regarding an organization's change process is vital in gaining public confidence. Therefore, Scott and Jaffe's (1989, p. 9) basic guidelines during change provides a solid grasp of not only why there is a need for change, but how it will be addressed. The change factors include, but are not limited to reasons for change, people in change, change transition, symbols of change, and the rewards of change. All of these factors must be considered for the Tri-District Consortium to be successful in its shared-services plan.

The Tri-District Consortium should rely on the research and significance of the civic standard, meaningful dialogue, professional communication, public opinion, public

dialogue, civic engagement, and the change process to advance public confidence about public education as a database for planning and decision-making.

Question 3. What are the essential components for a shared-services model?

In 2009, the Detroit Public Schools and the City of Detroit examined the potential for a shared-services framework. The current financial condition of these two organizations was considered “unsustainable, indicating a need for drastic, systemic reform” (Kisner, 2009, slide 3). Their preliminary assessment identified finance (administration, budget, purchasing, accounts, accounting), information technology, auditing, and facilities and maintenance as the areas of greatest concern and worthy of shared service consideration. The report continued by identifying legal, recreation, and human resources as additional shared service opportunities based on specific functions and/or activities. Their study identified the essential components for a shared services model as shown in Table 3.

Table 3

Preliminary Consolidation Readiness Evaluation Criteria (Kisner, 2009)

Criteria	Description
Information Systems	Whether entities use identical, similar, or compatible information systems
Staff Capabilities	Whether each entity’s respective staff has unique or transferable skills that will affect consolidation
Re-engineering Efforts	Refers to any current momentum or initiatives for organizational reform or restructuring
Simplicity	Whether tasks performed are relatively simple or complex / proprietary
“Outsourceability”	Whether tasks can be outsourced easily to external or private service providers

Ulbrich (2005) presented essays on implementing shared services as a condition for organizational change. His definition for shared services was based on the research of Bergeron (2003), Moller (1997), Quinn, Cooke, and Kris (2000), and Schulman,

Dunleavy, Harmer, and Lusk (1999). Ulbrich’s concluding statement about defining shared services was that it should focus on optimizing corporate resources and processes in a new organizational entity.

Fundamentally, a shared-service model is about optimizing people, capital, time, and other corporate resources (Bergeron, 2003). Ulbrich’s examination of shared services included four essays: (a) Preconditions for shared services in governmental agencies; (b) Improving shared services implementation; (c) The human side of shared services implementation; and, (d) Reasons for switching from shared services to outsourcing. He cited Lundeberg’s (1993) X-model as a framework for organizational change by identifying task, relationship, input, and output as necessary components in analyzing the relationship between preconditions and outcomes. Ulbrich’s study identified the essential components for a shared-services model (see Figure 1).

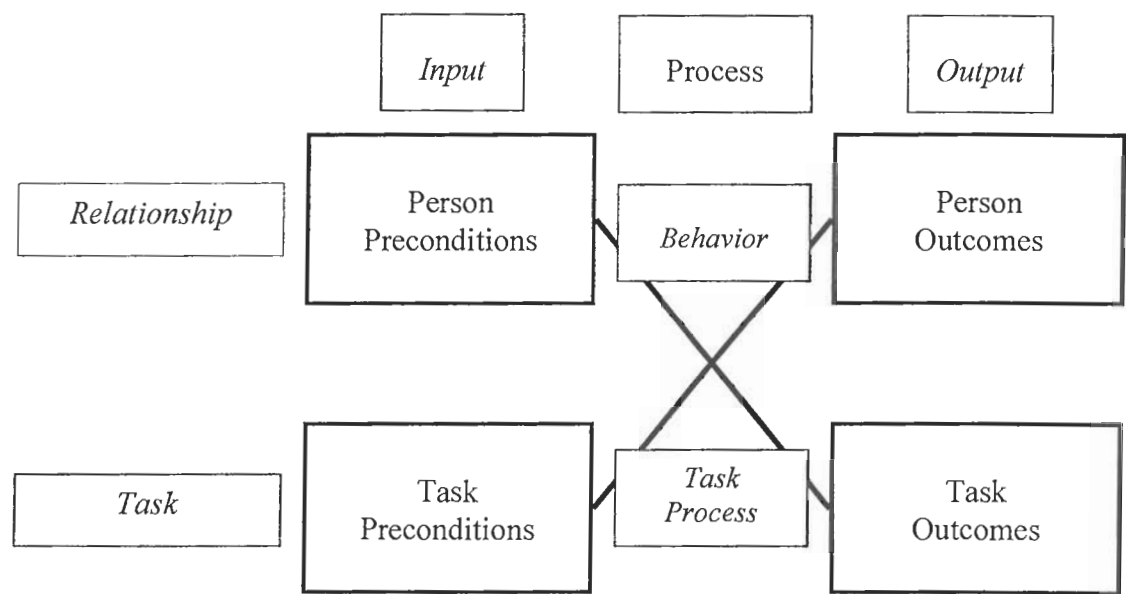


Figure 1. X-model (Lundeberg, 1993)

On February 10, 2009, the Governor of Washington State issued Directive 09-02, directing state agencies to develop and implement a shared-services model. Four

characteristics were found to be essential in a shared services model. They were: (a) Collaborative service department; (b) Partner participation in governance; (c) Focus on continuous service improvement; and (d) Organizational position based on what makes sense for cost effective, high-quality delivery (State of Washington, 2009). Whether the sectors are private or public, the shared services structures required important steps in achieving its mission: (a) Obtain feedback on shared services models statewide; (b) Recommend adoption of the resulting shared services model; (c) Implement the governance structure; and (d) Use shared email to monitor and improve shared services.

On March 15, 2007 as part of P.L. 2007, c. 54, the New Jersey Department of Community Affairs established the *Local Unit Alignment, Reorganization and Consolidation Commission* (LUARCC). The New Jersey Department of Community Affairs (2011c, ¶1, 2) stated, “The Commission will study and report on the structure and functions of county and municipal government. . . . The Commission will recommend legislative changes, which would encourage the more efficient operation of local government.”

A review by this researcher of the Commission’s responsibilities included a report entitled, *Local Unit Alignment, Reorganization, and Consolidation Commission, C.52:27D-501: Findings, Declarations Relative to Municipal Consolidation and Efficiency* (New Jersey Department of Community Affairs, 2011d). The New Jersey Department of Community Affairs (2011d, p. 4) report included the duties of the Commission as follows:

The commission shall develop criteria to serve as the basis for recommending the consolidation of specific municipalities, the merger of specific existing

autonomous agencies into the parent municipal or county government, or the sharing of services between municipalities or between municipalities and other public entities. Recommendations for sharing services may result from a study focusing exclusively on the sharing of services or may result from a study examining potential consolidation.

Additional reports from the New Jersey Department of Community Affairs (2011a, 2011b) include a best practices handbook and shared service themes. The Tri-District Consortium should include the reports by the New Jersey Department of Community Affairs to identify the essential components of a shared services model.

Question 4. What recommendations will the research suggest for a shared services model? Burton's (2005) research on school-district organization provided a meaningful set of examples about educational consortia as the most widely used practice for containing costs. Burton (2005, p. 135) stated the following:

Another means of containing costs was shared services. Small school districts entered into agreements with neighboring districts to share the administrative services of the superintendent and business administrator. Other services that were shared were among teaching staff especially in specialty area, special services personnel, and custodial personnel. . . . Administrators and a Board of Education President shared that the relationships with other districts required effort much like any other interpersonal relationship; however, there were the added benefits of experience and expertise of the other district that the small school was able to tap into, for example, with the superintendent and business administrator positions. . . . The School Board President shared that the

initial shared-services agreement branched into other services that the small school district eventually entered into that provided even greater savings for the district. . . . Where larger districts had specialized personnel to coordinate and revise curricula, small schools relied upon personnel working between many small districts to make curriculum revisions. This form of inter-district curriculum planning provided networking opportunities as well as preparation for elementary sending districts to articulate similar expectations for all students entering the same high school through cluster meetings of teachers from each of the elementary schools.

According to the New Jersey Assembly Task Force on School District Regionalization as cited in Malone & Blee (1999), some of the benefits to increase efficiencies via shared services consolidation without formal regionalization include, but are not limited to:

1. Offer special services on a regional level (i.e. special education, art, etc.).

Consolidate recreational and vocational services into regional units.

2. Encourage school districts and municipalities personnel to share services.

Such a move could avoid formal school district regionalization.

3. Potential consideration should be given to county-wide servicing of all administrative functions (i.e. bulk purchasing, sharing administrative staff, etc.).

4. Potential consideration should be given to the viability of county-wide school system structures.

5. Shared services consolidation for non-instructional purposes may accomplish savings.

6. Some consideration should be given to the possibility of consolidating limited purpose regional school districts into K-12 regional school districts when the circumstances and conditions prove appropriate and conducive.

7. [Opportunity for] quantitative data to track the record of existing regionalized districts in terms of costs savings, improvement in education quality, greater efficiencies, and student performance.

The work of Adler and Borys (1996) on organizational bureaucracies discusses two types: enabling and coercive. The Adler and Borys (1996, p. 61) article proposes a conceptualization of workflow formalization that helps reconcile the contrasting assessments of bureaucracy as alienating to employees or as enabling them to perform their tasks better. In order for the Tri-District Consortium to be successful with its shared-services plan, the characteristics of an enabling model requires investigation respective of Adler and Borys' research.

Rubin (2002, pp. 105-106) discussed in his book, *Collaborative Leadership*, his "Seven Principles of Effective Collaborative Leadership." They are:

1. Cultivate a shared vision right from the start . . . even if it's vague.
2. Take care to recruit the right mix to reach your stakeholders and decision makers.
3. Become—or ensure you've identified—the institutional worry.
4. To the greatest extent possible, ensure that each partner's individual and institutional self-interests are served by both the process and products of collaboration.
5. Don't waste time.

6. Routinize the structure and the roster of participants.
7. All collaboration is personal.

Rubin (2002) was careful in pointing out that certain functions need collaboration when developing effective partnerships in communities and schools. Some of them include systemic school-based reform, integrated instruction, organize to influence public policy, develop and maintain good team teaching, family-focused social services, link businesses, schools, and community resources, and coordinate joint purchasing. And, the byproducts of collaboration will include the partnership's purpose, more can be accomplished through partnerships, everyone will look to contribute to the partnership's purpose, key stakeholders will represent the partnership, key decision makers will represent the partnership, an action plan will be developed, the partnership will target achievable outcomes, communication will improve, and, the partnership will be a place in which people talk about the relationships of all partners.

Roza's (2008) study on methods of resource allocation ties district resources with reform strategies. Roza (2008, p. 1) stated:

While many district leaders do worry about the role that resource allocation plays, in practice, crafting district strategy for reform and managing an urban district's mega budget are treated as separate, albeit important, activities. But, as a well-developed field of public finance literature clearly points out, whether public officials recognize it or not, the resource allocation system *is* the very way in which organizations make choices about means and ends.

Roza pointed out that allocation practices do not always align with district strategy. Essentially, a shared-services model cannot begin to operate effectively, no less

be successful, unless one of the recommendations for the model includes methods of resource allocation. A review of Roza's (2008, p. 3) "How Methods of Resource Allocation Can Lead to Misalignment Between Resources and Goals" provided a priority recommendation for a shared-services model.

Corcoran, Gilyard, McBride, and Powell's (2010) study on cost cutting and reorganizing finds its place in this examination respective of suggested recommendations for a shared-services model. Corcoran et al. (2010) outlined a range of cost-efficiency recommendations that included the areas of student transportation, purchasing, energy, benefits, construction, and administration and central support.

"The creation of shared services across school districts has the potential for both increased efficiency and more focused, coordinated functions," stated Corcoran et al. (2010, p. 189). Corcoran et al.'s discussion about shared services was the result of earlier studies investigating the merits of consolidation. It was found that other financial issues offset consolidation savings. Therefore, "similar benefits through shared services while retaining the current governance structures" was preferred (Corcoran et al., p. 189). Additional areas considered worthy of shared services included finance and budget, information technology, facilities, operations, maintenance, personnel, and general administration. A review of Corcoran et al. (p. 190) Overview of Cost Efficiency Opportunity Areas illustrates a breakdown of the cost-savings opportunities identified by category.

Corcoran, Gilyard, McBride, and Powell's (2010) are clear in their message that fiscal management will always be a work in progress. It is about stretching the school dollar. Based on their study, the following statements provide lessons learned: There is

no single formula for cost efficiency; Managing centralization is a key issue; Expertise and focus in leadership roles are critical needs; Vigilance during the coming economic recovery will be critical. Corcoran's et al. research provided recommendations for a shared-services model worthy of consideration and application.

Finally, a shared-services model should address the economies of scale factor, that is, cost advantages due to expansion. Expansion in this case being realized through shared services among school districts.

For example, Shakrani (2010, p. 4) reported:

There are several alternatives to full school district consolidation that can help improve the quality of education while reducing cost. These alternatives are referred to generally as coordination of services. Coordination of services among school districts basically entails two or more districts in close geographic proximity jointly sharing and providing services.

Shakrani provided examples of coordination of services that included coordination of administrative services such as shared administrators, staff development, and special education; program coordination across districts to share personnel, programs and equipment; and voluntary inter-district arrangement made by two or more districts to share services, programs, or resources.

The research of Achilles, Hughes, Leonard, and Spence (1971), Andrews, Duncombe, and Yinger (2002), Barker (1986), Corcoran, Gilyard, McBride, and Powell (2010), Howley (1996), Molnar (2000), Public Education Association (1994), Roza (2008), Sergiovanni (1995), Shakrani (2010), and Walberg (1992) provided ample

information regarding reducing costs through economy of scale and cost efficiency as an incentive for a shared-services model.

Question 5. Which organizational constructs will provide the Tri-District Consortium the appropriate direction for a shared-services model? The selection of appropriate organizational constructs for a shared-services model is a very delicate and refined decision-making process. Tri-District Consortium personnel will be challenged by the subjective opinions and beliefs of the school districts' members and community. Therefore, the Tri-District Consortium personnel will need to demonstrate a secure and current knowledge base regarding the manners and methods needed to achieve beneficial outcomes.

In *Reframing Organizations; Artistry, Choice, and Leadership*, Bolman and Deal (1997, 2008) have identified organizational constructs that will guide the implementation of this study toward a shared-services model via the following four frames—The Structural Frame, The Human Resource Frame, The Political Frame, and The Symbolic Frame. In addition, the need for improving leadership practice has been added to their research as a means to “focus on the implications of the frames for central issues on managerial practice, including leadership, change, and ethics” (Bolman & Deal, 2008, p. xii).

The research of Bolman and Deal revealed a genuine analysis of the human condition regarding change by reframing an organization. In the case of this examination, Bolman and Deal's structural frameworks provided significant direction for organizational application such as matching the appropriate framework/construct with a specific shared-service area. Bolman and Deal's (1997) discussion addressed the value of

the leadership kaleidoscope as a means to achieve beneficial outcomes. The three key ingredients are reframing is a key idea, failure is due to lack of imagination, and a framework employs usable knowledge. As stated earlier, the organizational constructs that will guide the implementation of this study toward a shared-services model should include the work of Bolman and Deal. They are presented as follows:

The Structural Frame

Bolman and Deal (1997, p. 57) stated, “The structural framework looks beyond individuals to examine the social context of work.” The structural frame focuses on an organization's goals. Its main components are organizations exist to attain goals; an organization's structure should be designed to fit circumstances; specialization leads to peak performance; coordination and control are essential; and, problems that arise can be solved by restructuring. It is considered as a factory model. Table 4 suggests how the committees can redesign their thinking using the structural frame.

Table 4

Using Bolman and Deal’s (1997) Structural Frame

<i>Move From</i>	<i>Move To</i>
Efficiency	Effectiveness
Hierarchy	Networking
Data and products	Learning How to Learn
Isolation	Partnerships
Fixed goals and objectives	Change to enhance the client
Mass production	Mass customization
Specialized tasks	Sharing skills
Micro Management	Macro Management
To do list	Team goals
Audits	Trust
Centralized control	Distributed decision-making
Change is an event	Change is a process

The structural manager tries to design and implement a process or structure appropriate to the problem and the circumstances. This includes clarifying organizational goals; managing the external environment; developing a structure appropriate to the task; and providing an environment that clarifies lines of authority, focuses on the task, facts, logic, not personality and emotions. This structural approach is useful when goals and information are clear, when cause-effect relations are well understood, when technologies are strong, and there is little conflict, low ambiguity, low uncertainty, and a stable legitimate authority.

The Human Resource Frame

Bolman and Deal (1997, p. 119) stated, “The human resource frame stresses the relationship between people and organization.” The human resource frame focuses on four basic assumptions about organizations. Its main components are organizations exist to meet human needs; organizations and people need each other; when there is a bad fit between the two, one or both will suffer; and, when there is a good fit between the two will benefit. It is considered as a family model. Table 5 suggests how the committees can redesign their thinking using the human resource frame.

Table 5

Using Bolman and Deal’s (1997) Human Resource Frame

<i>Move From</i>	<i>Move To</i>
Individual satisfaction	Interpersonal opportunities
Told what to do	Maslow’s Hierarchy of Needs
Business	People
Compliance	Enhancement
Personal achievement	Group success
Personal goals	Shared vision
Desire to be directed	Desire to be lead
Task-oriented	Skill-oriented
Security	Growth

<i>Move From</i>	<i>Move To</i>
Maintenance	Leveraging
Change is an event	Change is a process

The human resource manager views people as the heart of any organization and attempts to be responsive to needs and goals to gain commitment and loyalty. The emphasis is on support and empowerment. The human resource manager listens well and communicates personal warmth and openness. This leader empowers people through participation and attempts to gain the resources people need to do a job well. Human resource managers confront when appropriate, but try to do so in a supportive climate. This approach is appropriate when employee morale is high or increasing or when employee morale is low or declining. In this approach, resources should be relatively abundant; there should be relatively low conflict and low diversity.

The Political Frame

Bolman and Deal (1997, p. 163), “The political frame views organizations as alive and screaming political arenas that host a complex web of individual and group interests.” The political frame has often been described by the word jungle. It focuses on a variety of issues that include the enduring differences between groups and individuals; the allocation of scarce resources; conflict; the balance and uses of power; bargaining and negotiating; and, the coalitions that form within organizations. It is considered as a power model. Table 6 suggests how the committees can redesign their thinking using the political frame.

Table 6

Using Bolman and Deal’s (1997) Political Frame

<i>Move From</i>	<i>Move To</i>
Specialized groups	Coalitions for shared interests
Fixed differences	Appreciating diversity
Conflict	Mediation
Personal power	Leveraging power
Allocation of specific resources	Encourage sharing and cooperation
Power	Empowerment
Everyone gets the same	Everyone gets what is needed
Information is held	Information is shared
Individuals	Alliances
Change is an event	Change is a process

The political leader understands the political reality of organizations and can deal with it. He or she understands how important interest groups are, each with a separate agenda. This leader understands conflict and limited resources. This leader recognizes major constituencies and develops ties to their leadership. Conflict is managed as this leader builds power bases and uses power carefully. The leader creates arenas for negotiating differences and coming up with reasonable compromises. This leader also works at articulating what different groups have in common and helps to identify external "enemies" for groups to fight together. This approach is appropriate where resources are scarce or declining, where there is goal and value conflict and where diversity is high.

The Symbolic Frame

Bolman and Deal (1997, p. 216) stated, “Meaning, belief, and faith are central to a symbolic perspective.” And, “What is most important about any event is not what happened but what it means.” The symbolic frame focuses on the cultures and symbols of organizations. From this perspective the meanings of events are more important than the events themselves; the relationship between the reality of an event and the perception of

it are loosely coupled; ambiguity and uncertainty are integral in the lives of organizations; as ambiguity and uncertainty levels increase, rationality becomes inefficient and ineffective; organizations contain myths, stories, rituals and metaphors which serve to provide a sense of direction, increase clarity, and resolve confusion for the individuals and groups within an organization. It is considered as a temple model. Table 7 suggests how the committees can redesign their thinking using the symbolic frame.

Table 7
Using Bolman and Deal’s (1997) Symbolic Frame

<i>Move From</i>	<i>Move To</i>
Doing	Meaning, belief, faith
Reporting	Celebrations
Organizational figures	Symbolic figures
What happened	Why it happened
Task-oriented	Self-actualization
Culture as a product	Culture as a process
Life is linear	Life is ever-changing
Events	Stories, history
Change is an event	Change is a process

The symbolic leader views vision and inspiration as critical; people need something to believe in. People will give loyalty to an organization that has a unique identity and makes them feel that what they do is important. Symbolism is important as is ceremony and ritual to communicate a sense of organizational mission. These leaders tend to be very visible and energetic and manage by walking around. Often these leaders rely heavily on organizational traditions and values as a base for building a common vision and culture that provides cohesiveness and meaning. This approach seems to work best when goals and information are unclear and ambiguous, where cause-effect relations are poorly understood and where there is high cultural diversity.

The Leadership Frame

Bolman and Deal (2008, p. 372) stated, “Though leadership is universally accepted as a cure for all organizational ills, it is also widely misunderstood. Many views of leadership fail to recognize its relational and contextual nature and its distinction from power and position.” The leadership frame focuses on trust, passion, vision, strength, commitment, situational decision-making, setting standards for performance, and creating targeted direction. Structural leaders do their homework; rethink the relationship of structure, strategy, and environment; focus on implementation; experiment, evaluate, and adapt. Human Resource leaders believe in people and communicate their belief; are visible and accessible; and, empower others. Political leaders clarify what they want and what they can get; assess the distribution of power and interests; build linkages to key stakeholders; persuade first, negotiate second, and coerce when necessary. Symbolic leaders use symbols to capture attention; frame experience; discover and communicate vision; and, tell stories.

Finally, there are beliefs and/or assumptions about leadership practice that ask the question, “Do leaders make the times, or do times make the leaders?” (Bolman & Deal, 2008, p. 348). Based on a review of pertinent research, theory, and literature, the following items provide an interesting insight to this leadership discussion, such as leadership has great reverence; is not tangible; it exists only in the relationships and in the imagination and perceptions of the engaged parties; we expect leaders to persuade or inspire not coerce; we expect leaders to produce cooperative efforts; obedience to leaders is voluntary not forced; authority is often an impediment to leadership; leaders make things happen and things make leaders happen; context determines what to do; leaders

are not independent actors; and, leadership is a subtle process of mutual influence. Table 8 identifies the relationship between Bolman and Deal’s frameworks and consequential leadership practice characteristics.

Table 8

Reframing Leadership (Bolman & Deal, 1997)

	<i>Effective Leadership</i>		<i>Ineffective Leadership</i>	
<i>Frame</i>	<i>Leader</i>	<i>Leadership Process</i>	<i>Leader</i>	<i>Leadership Process</i>
Structural	Analyst, architect	Analysis, design	Petty Tyrant	Management by detail and fiat
Human Resources	Catalyst, servant	Support, empowerment	Weakling, pushover	Abdication
Political	Advocate, negotiator	Advocacy, coalition building	Con artist, thug	Manipulation, fraud
Symbolic	Prophet, poet	Inspiration, framing experience	Fanatic, fool	Mirage, smoke, and mirrors

What is an appropriate leadership style? Hersey and Blanchard (1977) and Hersey (1984) stated, “It depends upon subordinates ‘maturity’ or ‘readiness level’ (Bolman & Deal, 2008, p. 349). Hersey (1984) reported that it becomes a matter of leadership through supporting, leadership through delegation, leadership through coaching, or leadership through directing.

Comparing the Four Frameworks

Each of the four frameworks approach management tasks differently. Given the nature of the task, framework selection is critical in order to achieve a beneficial outcome. There are times when any of the four frames is appropriate. The following information suggests some ways of determining when each is appropriate.

Planning. The Structural framework is used to set objectives and coordinate resources. The Human Resource framework is used to promote participation. The

Political framework uses arenas to air conflict and realign power. And, the Symbolic framework relies on ritual to signal responsibility.

Decision Making. The Structural framework is used for rational. The Human Resource framework opens a process to produce commitment. The Political framework promotes opportunity to gain or exercise power. And, the Symbolic framework uses ritual to provide comfort and support until decisions made.

Reorganizing. The Structural framework realigns roles and responsibilities to fit tasks. The Human Resource framework maintains a balance between human needs and formal roles. The Political framework redistributes power and for new coalitions. And, the Symbolic framework maintains an image of accountability and responsiveness.

Evaluating. The Structural framework uses a formal control system for distributing rewards. The Human Resources framework uses process for helping people grow and improve. The Political framework uses opportunity to exercise power. And, the Symbolic framework uses occasion to play roles in shared rituals.

Conflict Resolution. The Structural framework relies on authority to resolve conflict. The Human Resource framework develops relationships. The Political framework advances power by bargaining, forcing, or manipulating others. And, the Symbolic framework develops shared values.

Goal Setting. The Structural framework keeps the organization headed in right direction. The Human Resource framework keeps people involved with open communication. The Political framework provides opportunities for people and groups to make interests known. And, the Symbolic framework develops symbols and shared values.

Communication. The Structural framework transmits facts and information. The Human Resource framework exchanges information, needs, and feelings. The Political framework uses vehicles for influencing or manipulating others. And, the Symbolic framework tells stories.

Meetings. The Structural framework uses formal occasions for making decisions. The Human Resource framework uses informal occasions for involvement and sharing feelings. The Political framework uses competitive occasions to win points. And, the Symbolic framework uses sacred occasions to celebrate and transform the culture.

Effective Leadership. The Structural framework identifies the social architect. The Human Resource framework identifies the catalyst and servant. The Political framework identifies the advocate. And, the Symbolic framework identifies the prophet and poet.

Effective Leadership Process. The Structural framework uses analysis and design. The Human Resource framework supports and empowers. The Political framework uses advocacy and coalition building. And, the Symbolic framework used inspiration, and personal experience.

Ineffective Leadership. The Structural framework identifies the petty tyrant. The Human Resource framework identifies the pushover. The Political framework identifies the hustler. And, the Symbolic framework identifies the fanatic and the fool.

Ineffective Leadership Process. The Structural framework uses management by detail and fiat. The Human Resource framework uses management by abdication. The Political framework uses manipulation. And, the Symbolic framework relies on smoke and mirrors.

Organizational Change. The Structural framework uses change to cause confusion. It is also used to realign and renegotiate formal policies. The Human Resource framework uses change to cause people to feel incompetent and powerless. It is also used to develop new skills, involvement, and support. The Political framework uses change to create winners and losers. It is used to create arenas where issues can be negotiated. And, the Symbolic framework uses change to create loss of meaning and purpose. It can also be used to form attachments to symbols need symbolic healing.

Motivation. The Structural framework promotes economic incentives. The Human Resource framework promotes growth and self-actualization. The Political framework uses coercion, manipulation, and seduction. And, the Symbolic framework uses symbols and celebrations.

Overall, if commitment and motivation are important, choose human resources and symbolic; if there is ambiguity and uncertainty, choose structural; if resources are scarce, choose structural, political, symbolic; if there is conflict and diversity, choose political and symbolic; if there is a top down approach, choose structural and human resources. When choosing a frame, Bolman and Deal's (1997) the five questions in Table 9 should be considered as a means to garner the decision most likely to provide the intended outcome.

Table 9

Choosing A Frame (Bolman & Deal, 1997)

<i>Question</i>	<i>Frame if Answer is Yes</i>	<i>Frame if Answer is No</i>
Are individuals' commitment and motivation essential to success?	Human Resource, Symbolic	Structural, Political
Is the technical quality of the decision important?	Structural	Human Resources, Political, Symbolic
Are there high levels of ambiguity and uncertainty?	Political, Symbolic	Structural, Human Resources
Are conflict and scarce resources significant?	Political, Symbolic	Structural, Human Resources
Are you working from the bottom up?	Political	Structural, Human Resources, Symbolic

Hoy and Sweetland’s (2000, p. 524) research on school bureaucracies found that “Virtually all modern organizations are bureaucracies; that is, they have the classical bureaucratic properties (hierarchy of authority, division of labor, impersonality, objective standards, technical competence, rules and regulations) described by Max Weber (1947) in his seminal analysis of organizations.” Hoy and Sweetland (2000) also referenced the studies of Damanpour (1991), Jackson and Schuler (1985), Michaels, Cron, Dubinsky and Joachimsthaler (1988), and Senatra (1980) as providing significant research about the value of bureaucracies for improving worker satisfaction, increased innovation, reduced role conflicts, and lessened feelings of alienation.

According to Hoy and Sweetland’s (2000) study on school bureaucracies, the two dimensions of bureaucratic organization are formalization and centralization. Formalization is defined as rules and regulations with centralization defined as the hierarchy of authority. Hoy and Sweetland’s (2001, p. 302) *Typology Of School Bureaucracy* identifies formalization and centralization as independent dimensions with the potential to be enabling or coercive.

An enabling formalized structure provides “rules, regulations and procedures [that] are helpful and lead to problem solving among members” (Hoy & Sweetland, 2000, p. 529) rather than a coercive structure that is rigid and demands conformity. An enabling centralized structure “helps rather than hinders subordinates in their quest to do their work” (Hoy & Sweetland, p. 529). An enabling bureaucracy would optimize an organization’s resources by helping rather than hindering, while providing a system of rules and regulations for problem solving. Enabling bureaucracies promote collaborative settings across boundaries, while honoring specific roles and responsibilities. It is a bureaucracy designed to be a support structure for its members. An examination of Hoy and Sweetland’s (2000) research on school bureaucracies would serve the Tri-District Consortium well in its selection of organizational constructs that may influence a Tri-District model for shared services.

Hoy and Sweetland’s (2001, p. 296) additional study on school structures found that “evidence is mounting that schools can be designed with formalized procedures and hierarchical structures that help rather than hinder.” This statement was part of continued research from their 2000 study in their effort to determine the meaning and measure of enabling school structures. Hoy and Sweetland’s (2001) examination of the fundamental features of bureaucracy was to understand the two aspects of bureaucratic organization: formalization—rules and procedures; centralization—hierarchy of authority. They stated, “We examined each property with the goal of sorting out the features that capture positive outcomes of bureaucracy while preventing negative consequences” (2001, p. 297). Their publication “Designing Better Schools: The Meaning and Measure of Enabling School Structures” (2001, p. 299, 301) outlined a series of tables as Contrasting

Enabling and Coercive Formalization (see Table 10), Contrasting Enabling and Coercive Contexts (see Table 11), and Contrasting Enabling and Hindering Centralization (see Table 12), in which the characteristic differences of each aspect of a bureaucratic organization guide the reader towards the value of an enabling structure.

Table 10

Contrasting Enabling and Coercive Formalization (Hoy & Sweetland, 2001)

Characteristics of Enabling Rules/Procedures	Characteristics of Coercive Rules/Procedures
Interactive dialogue	Frustrate two-way communication
View problems as opportunities	View problems as obstacles
Foster trust	Foster mistrust
Value differences	Demand consensus
Learn from mistakes	Punish mistakes
Delight in the unexpected	Fear the unexpected
Facilitate problem solving	Blindly follow the rules

Table 11

Contrasting Enabling and Coercive Contexts (Hoy & Sweetland, 2001)

Characteristics of Enabling Contexts	Characteristics of Coercive Contexts
Employment security	Employee insecurity
Professional perspective	Autocratic perspective
Cohesive work groups	Divisive relationships
Limited management-labor conflict	Management-labor conflict
Pressures for change	Maintenance of status quo
Employee participation	Administrative control
Employee skills	Limited employee expertise
Coordination for improvement	Layers of control

Table 12

Contrasting Enabling and Hindering Centralization (Hoy & Sweetland, 2001)

Characteristics of Enabling Hierarchy	Characteristics of Coercive Hierarchy
Facilitates problem solving	Frustrates problem solving
Enables cooperation	Promotes control
Collaborative	Autocratic
Flexible	Rigid
Encourages innovation	Discourages change
Protects participants	Disciplines subordinates

Hoy and Sweetland (2001) identified two structures of bureaucratic organization as formalization and centralization. Both characteristics can operate as an enabling or coercive environment. The Tri-District Consortium’s selection of organizational constructs for a shared-services model should address an enabling structure, which promotes the benefits of formalization and centralization. Hoy and Sweetland (2001, p. 301) developed four types of structure by “crosspartitioning the dimensions of formalization and centralization in a 2 x 2 crossbreak.” Figure 2 represents a Typology of School Bureaucracy as designed by Hoy and Sweetland (2001, p. 303) to represent “a theoretical argument for four types of school structures based on the bureaucratic dimensions of formalization and centralization.” An analysis of Figure 2 provides a case for four types of school structures based on the dimensions of formalization and centralization.

	Formalization	
	Enabling	Coercive
Enabling	Enabling Bureaucracy	Rule-bound Bureaucracy
Centralization		
Hindering	Hierarchical Bureaucracy	Hindering Bureaucracy

Figure 2. A typology of school bureaucracy (Hoy & Sweetland, 2001)

Feasibility Study Links to Organizational Constructs

The areas identified in the Savitt Study (2000) included enrollment projections and school facility plan; education implications of regionalization; governance and personnel, legal aspects; racial composition impact; financial implications; summary of advantages and disadvantages of K-12 regionalization; and shared services. It is the area of shared services that this examination is dedicated.

The link between the Savitt Study (2000) and Bolman and Deal’s (1997, 2008) organizational constructs that can influence a Tri-District model for shared services are listed in Table 13.

Table 13

Application of Bolman and Deal’s Organizational Constructs for Shared Services

TDC	Bolman and Deal Organizational Constructs				
Savitt Study Shared Services Areas	Structural Frame	Human Resource Frame	Political Frame	Symbolic Frame	Leadership Practice
Enrollment	X				X
Education	X	X	X	X	X
Governance	X		X		X
Personnel	X	X	X	X	X
Legal	X			X	X

Savitt Study Shared Services Areas	Structural Frame	Human Resource Frame	Political Frame	Symbolic Frame	Leadership Practice
Racial Composition	X				X
Finance	X				X
Shared Services	The areas below identify shared-services opportunities.				
Curriculum	X	X			X
Staff Development	X	X			X
Transportation	X				X
Grants	X		X		X
Personnel	X	X	X	X	X
Adv Placement	X			X	X
Lunch	X				X
Equipment	X				X
Technology	X				X
Special Education	X	X	X	X	X
Management System	X	X	X	X	X

Information in Table 14 identifies the link between the Savitt study (2000) and the aforementioned Hoy and Sweetland (2000, 2001) school bureaucracies’ components that may influence a Tri-District model for shared services.

Table 14

Application of Hoy and Sweetland's School Bureaucracies for Shared Services

TDC	Hoy and Sweetland School Bureaucracies Components				
Savitt Study Shared Services Areas	Formalization	Centralization	Hierarchical Dependence	Rule Dependence	Collegial Trust
Enrollment	X	X		X	X
Education	X	X	X	X	X
Governance	X	X	X	X	X
Personnel	X	X	X	X	X
Legal	X	X	X	X	X
Racial Composition	X	X			X
Finance	X	X	X	X	X
Shared Service	The areas below identify shared services opportunities.				
Curriculum	X	X			X
Staff Development	X	X			X

Savitt Study Shared Services Areas	Formalization	Centralization	Hierarchical Dependence	Rule Dependence	Collegial Trust
Transportation	X	X	X	X	X
Grants	X	X	X	X	X
Personnel	X	X	X		X
Advanced Placement	X	X	X		X
Lunch	X	X	X	X	X
Equipment	X	X	X	X	X
Technology	X	X	X	X	X
Special Education	X	X	X	X	X
Management System	X	X			X

Shulman’s (2002) study, “Making Differences: A Table of Learning” provides an interesting discussion about engagement and motivation as agents for learning. Shulman (2002, p. 2) makes the following assertion: “Learning begins with student engagement, which in turn leads to knowledge and understanding. Once someone understands, he or she becomes capable of performance or action.” The same premise can relate to the Tri-District Consortium’s shared-services plan: Once a district and its community understand, they can become capable of performance or action. Shulman continued by pairing the terms commitment with engagement; judgment with understanding; reflection with action as relationships in his cycle of learning. A careful review of Shulman’s thesis provides an interesting connection to Bolman and Deal’s (1997, 2008) organization frameworks and Hoy and Sweetland’s (2000, 2001) school bureaucracies and school structures. It suggests a blend worthy of consideration in the selection of organizational constructs for a shared-services model.

Astley and Van de Ven (1983, p. 245) identified six debates on the nature and structuring of organizations. Debate 5, “Is organizational behavior principally concerned

with individual or collective action?” provided this researcher an opportunity to compare the research of Bolman and Deal’s (2008) political framework to Astley and Van de Ven’s construct of the collective-action view. The collective-action view “focuses on network of symbiotically interdependent, yet semiautonomous organizations that interact to construct or modify their collective environment” (Astley & Van de Ven, p. 251). Collective bargaining, negotiation, compromise, and political strategy are used to find solutions “guided by norms, customs, and laws, which are the working rules of collective action” (p. 251). The link between the Astley and Van de Ven collective-action view and the Bolman and Deal political frame will provide the Tri-District Consortium the appropriate direction and organizational construct for a shared-services model.

Previous Research on the Specific Problem of the Proposed Study

The economy of New Jersey and that of the entire country has challenged school district personnel to operate differently while providing quality education and learning opportunities for its students and staff. Rising fixed costs and the total cost of education has become highly scrutinized by local, county, state, and federal officers. Local control and home rule are no longer an agreed belief. Educators will have to find a way to operate under a different set of rules. The following research is provided about selected organizational constructs and a shared-services model.

Burton (2005, p. 123) stated the following:

The latest research and education literature have documented the positive benefits of small schools over their larger school counterparts on a number of measures. Among the core findings was the move to small schools and small classes being

deeply rooted in the belief that knowing students intimately and encouraging them to participate are keys to education outcomes.

Buton's statement provided a link between the positive benefits of small schools to the positive benefits of shared services. The need for cooperative relationships is paramount for successful shared-services operations. Given the belief that a small district's intimate knowledge of its schools, family, and community is valuable, opportunities such as shared-service agreements could serve as an alternative strategy for small school organization efficiencies. This statement is reinforced by Nelson (1985, p. 1), who stated:

Some educators (for example, Beckner and O'Neal 1980) stress the benefits of small schools and, thus, question the effectiveness of school consolidations. They suggest that small schools are able to perform functions that are impossible in larger schools. Small schools usually provide closer relations between faculty and administration, a smaller teacher-pupil ratio, and an enhanced potential for individualized instruction.

Shared services can be viewed as a strategy to shift consolidation efforts by the very nature of promoting the value of small school districts. Local control is protected; the neighborhood school remains alive; shared services become a vehicle towards cost savings and/or more value for the district's money.

Sciarrillo (2007, p. ii) stated that "Boards of education in the State of New Jersey have attempted to lower costs of education while maintaining efficient programs of learning for their students. Regionalization has been investigated in some circumstances

to achieve this balance.” Sciarrillo’s (p. 288) study included 10 recommendations for additional studies in which the first two recommendations were:

1. A study of the actions taken by school districts after feasibility studies were completed, and whether the district personnel followed their studies’ recommendations.
2. A study and comparison of the influence of K-12 and limited-purpose regionalization on academics and whether K-12 articulation improves educational results.

Personnel in the Tri-District Consortium have decided to investigate and perhaps implement a shared-services model in lieu of regionalization based on the advantages and disadvantages of regionalization according to the Savitt Study (2000). The Tri-District Consortium membership determined that advancing a shared-services model would provide efficiencies in business, finance, curriculum, transportation, technology, special education, principal leadership, and personnel, while maintaining local control. The key, however, is the method in which these efficacies can be monitored and evaluated. Selecting the proper organizational construct(s) will be the key to a healthy shared-services relationship among the three districts. However, William D. Duncombe (personal communication, May 23, 2010) stated that “The key tradeoff in any shared service or regional model is between economies of scale and local control. If districts [*sic*] get to choose what they want from a regional provider, then the economies of scale benefits go down.” The Tri-District Consortium must be mindful of the potential disjoint between the economies of scale and local control. It is possible that these two concerns can become diametrically opposed given their inherent subjective and objective

conditions. Bolman and Deal's (1997, 2008) organizational constructs and Hoy and Sweetland's (2000, 2001) structures will have to be carefully chosen to achieve a proper balance between these two ideologies.

The New Jersey School Boards Association (2010) reported in its *School Board Notes* that New Jersey Education Commissioner Bret Schundler's statements at a Town Hall meeting on May 22, 2010 included that regionalization is "effectively on hold." Funding for the studies is not available. However, he did state that cost savings could be found in sharing administrative and other services. Tri-District Consortium personnel have decided to advance a shared-services model that falls in line with the commissioner's statements and therefore provides the three districts the incentive to push on with plans for financial and education efficiency.

At the Sussex County, New Jersey Superintendents Roundtable, in which the Tri-District Consortium is a member, the November 13, 2009 agenda was dedicated to regionalization and shared services. Noteworthy areas included grade level transition, after school activities, operational costs, pupil enrollment, equalized valuation, debt service, employee contracts, home rule, racial balance, enrollment trends, geography, special education, transportation, and other shared services. The Executive County Superintendent identified the Tri-District Consortium as a model for collaboration and shared services. The model has since been recognized at the state level in a feature article in the NJSBA (2010) *School Leader Magazine*. In addition, the Tri-District Consortium leadership presented a workshop about their shared-services model at the NJSBA Convention on October 20, 2010.

In a letter to New Jersey Senator Robert Smith, Chairman of the Joint Committee on Government Consolidation and Shared Services, Lee and Galasso (personal communication, 2006, p. 4) requested that “The Legislature should create an incentive program to encourage the study and implementation of shared services among school districts and municipalities.” As executive directors of New Jersey School Boards Association and the New Jersey Association of School Administrators respectively, they believed that cost savings and property tax relief was possible by sharing services “across district and municipal boundaries” (Lee & Galasso, p. 4). Shared services would be the remedy to imposed regionalization and its potential for higher costs and adjustments in tax rates. This was also published by Belluscio (2009) who stated the reasons for shared services in his editorial, *No Surprise: The State Wants Only K-12 Districts*.

Burton’s (2005) research on *How Small School Districts Can Organize To Afford Their Small Schools* provided descriptive statistics that “communities benefited by having small schools serve as the hub of the community” (Burton, p. iv). Burton continued by stating that the challenges of small school organization such as limited fiscal resources, administrative cost penalties, lack of resources, and S-1701 can invite a discussion about the merits of regionalization or consolidation. However, based on economies of scale, Burton identified that the research of Barker (1986), Cohn (1975), Gregory (1992), Lawrence (2002), Public Education Association (1994), and Sergiovanni (1995) challenged the belief that bigger is better. Opportunities such as shared-service agreements could serve as an alternative strategy for small school organization efficiencies.

Burton (2005, p. 40) stated the following based on the research of Rincones (1988):

Through shared services, neighboring school leaders [such as the TDC] can share personnel, programs, and equipment for services to students. School districts remained separate and maintained their own identity while gaining additional curricular, administrative services, or other needed services. To provide an additional benefit to small schools, budget managers utilized shared services for the expansion of programs, compliance with federal mandates, joint purchasing of expenditures, community cooperation and support, and school district stability.

Achilles, Hughes, Leonard, and Spence's (1971) *Interpretive Study of Research and Development Relative to Educational Cooperatives* provided a vast analysis of the cooperative structures respective of cost effectiveness. It is interesting to note that the Tri-District Consortium in 2010 is mulling over the same concerns addressed in the 1971 Achilles et al. report. That is, "There is pressure for accountability, decentralization, and 'local' control. Inadequate financing and insufficient pupil population are forcing rural [and suburban] school districts to organize to obtain or share services which singly they cannot provide; yet, again, there is pressure to remain independent and unique to a community" (Achilles et al., 1971, p. 1).

The Tri-District Consortium should discover that its plan for shared services must be a mutual discussion about the diverse needs of three school districts. The Tri-District Consortium should appreciate that its plan is really about "a response to problems and challenges of society" (Achilles et al., 1971, p. 2). The plan should attract cooperative discussions about governance, finance, services, personnel, and the organizational

constructs needed for focus and direction. The advantage of an educational cooperative is the high degree of local participation, therefore fostering a higher degree of equality in educational opportunity. Essentially, this is the model the Tri-District Consortium should investigate. It is the purpose for this researcher's examination: To design a cooperative model with organizational constructs that can provide efficient and sustainable shared services.

Summary

This chapter began with an introduction about the researcher's purpose to examine selected organizational constructs, research, and theories that may influence a Tri-District model for shared services as projected for future needs.

A review of pertinent research, theory, and literature followed guided by this study's five guiding questions. Specifically, research from internationally recognized authors, university studies, state reports, state agencies, dissertations, professional associations, and municipalities provided information regarding organizational structures, organizational theories and constructs, and the change process.

Subsequent to the review of pertinent research, theory, and literature, previous research on the specific problem of the proposed study followed. Information from a variety of resources included dissertation reviews on school finance and school district regionalization, a state report on shared services, and research on educational cooperatives.

The chapter ended with a summary.

Chapter III

DESIGN AND METHODOLOGY

Introduction and Purpose

This examination was based on a Regional Efficiency Development Incentive Program (REDI) Grant—Grades K-12 Regional/Shared Services Feasibility Study: Regionalization Incorporating K-12 Newton, K-8 Andover Regional, and K-8 Green Township as conducted by Guidelines, Inc., Huntington, Long Island, New York. The project director was Dr. Robert F. Savitt. The executive summary included the following statements by Savitt (2000, p. 1), “Specific Objective—To provide information to aid Board members, school officials, and other interested parties in determining whether a K-12 regional pattern appears feasible and desirable and the extent to which a K-12 Regionalization Regional Study should be further considered.” In addition, “To provide information on possible Shared Services Areas that might be educationally and financially beneficial (Savitt, 2000, p. 1).

In this chapter, the design and the methods that were used are presented in this study. The purpose for this study was an examination of organizational constructs that may influence a Tri-District model for shared services as projected for future needs.

Design and Method

The design for this nonexperimental research was a retrospective, descriptive case study. Leedy and Ormond (2005, p. 179) discussed the merits of descriptive, quantitative research as:

A type of research that involves either identifying the characteristics of an observed phenomenon or exploring possible correlations among two or more

phenomena. In every case, the descriptive research examines the situation as it is. It does not involve changing or modifying the situation under investigation, nor is it intended to determine cause-and-effect relationships.

B. Johnson (2001, p. 3) stated, “A substantial proportion of quantitative educational research is non-experimental because many important variables of interest are not manipulable.” He continued stating, “In retrospective research, the researcher looks [*sic*] backward in time . . . In retrospective research, comparisons are made between the past and the present for the cases in the data set” (2001, p. 3):

A substantial proportion of quantitative educational research is nonexperimental because many important variables of interest are not manipulable. Because non-experimental research is an important methodology employed by many researchers, it is important to use a classification system of nonexperimental methods that is highly descriptive of what we do and also allows us to communicate effectively in an interdisciplinary research environment.

B. Johnson (2001, p. 11) also stated, “Educational researchers currently participate in an increasingly interdisciplinary environment, and it is important that we use terminology and research classifications that are defensible and make sense to researchers in education and related fields.” Given this valuable research tenet, the design for this study will be nonexperimental quantitative research according to Johnson’s (2001) article, “Toward a New Classification of Nonexperimental Quantitative Research.”

The method for this nonexperimental quantitative research will be B. Johnson’s (2001) Type 1 classification. Table 15 identifies B. Johnson’s (2001) Type 1

classification as one of the nine types of research obtained by crossing research objective and time dimension.

Table 15

Types of Research Obtained by Crossing Research Objective and Time Dimension

Research Objective	Time Dimension		
	Retrospective	Cross-sectional	Longitudinal
Descriptive	Retrospective, descriptive study (Type 1)	Cross-sectional, descriptive study (Type 2)	Longitudinal, descriptive study (Type 3)
Predictive	Retrospective, predictive study (Type 4)	Cross-sectional, predictive study (Type 5)	Longitudinal, predictive study (Type 6)
Explanatory	Retrospective, explanatory study (Type 7)	Cross-sectional, explanatory study (Type 8)	Longitudinal, explanatory study (Type 9)

Additional support for identifying this non-experimental study can be found with Belli (2009, pp. 59, 65). According to Belli (pp. 59, 65, 66):

Any quantitative study without manipulation of treatments or random assignment is a nonexperimental study. . . . Descriptive nonexperimental research has a primary focus to describe some phenomenon or to document its characteristics. Such studies are needed to document the status quo or do a needs assessment in a given area of interest. Furthermore, retrospective research looks back in time using existing or available data to explain or explore an existing occurrence. . . . Retrospective research, in which the researcher looks back in time using existing or available data to explain or explore an existing occurrence. This backwards examination may be an attempt to find potential explanations for current group differences.

As a result, B. Johnson (2001) and Belli (2009) have set the course for this study. In addition, this researcher's examination is based on historical research with a public, proprietary database. The proprietary database does not identify individuals. Therefore, the design and method for this nonexperimental research was a retrospective, descriptive case study.

Population and Sample

As discussed earlier, the population and sample for this research was based on a feasibility grant to study regional and/or shared services among three school districts. The executive summary included the statement, "To provide information on possible Shared Services Areas that might be educationally and financially beneficial (Savitt, 2000, p. 1).

Based on the Savitt study (2000), the population represented in this research was identified by enrollment projections as related to school facilities available to determine if pupils could be accommodated. Projected enrollments were "based on cohort survival analysis using a previous five year enrollment history assuming it would [*sic*] continue in a similar pattern for the next five years" (Savitt, 2000, p. 10). Cohort survival analysis is an approved NJDOE method. Specifically, this method "derives its name from utilization of grade to grade survival figures as determined from a study of recent history of the school district (Savitt, 2000, p. 6). Additional population factors included enrollment variables such as private/parochial school enrollments, birth rates, in and out enrollments, and present and projected housing.

Identifying a sufficient sample size sample was based on "the degree of precision with which the researcher wishes to draw conclusions or make predictions about the

population under study” (Leedy & Ormond, 2005, p. 207). Therefore, the sampling design for the feasibility study was purposive sampling in that it represented “people or other units that were [*sic*] chosen, as the name implies, for a particular *purpose*” (Leedy & Ormrod, p. 206).

Data Collection

Savitt (2000, p. 4) stated that the major reasons for a regional K-12 study were (a) possible cost savings, (b) expanded resources, programs, and services, (c) effective use of existing facilities and possible construction of a new secondary school, (d) possibility of more middle school programs for all pupils, (e) get answers to present unanswered questions re: regionalization, (f) possible incentive state aid money for regionalization, (g) could solve pupil enrollment increases in Andover and Green, (h) a K-12 district could provide program articulation and focused governance through one board of education and superintendent, (i) specialized personnel to provide services to pupils, and (j) bulk purchasing under regionalization could result in productive spending of tax dollars.

Savitt (2000, p. 4) also identified major concerns regarding a regional K-12 study as (a) possibly housing lower-grade pupils in the same building with upper-grade pupils, (b) reorganized schools might result in larger non-personalized school environment, (c) difficulty in selling older buildings if not needed in a regional district, (d) loss of traditions in each of the present individual districts, (e) possible loss of present state aid as a result of regionalization, (f) possible loss of present effective administrators and dedicated teachers because of consolidation, (g) some of the same regional advantages might be achieved through shared service avoiding the major reorganization of

regionalization, (h) would prefer a 7-12 regionalization to allow districts to retain elementary identity, (i) loss of local control will be a factor in gaining support for regionalization, (j) possible expensive start up costs, (k) complicated board of education transition (three districts to one) with resulting unequal board representation, and (l) added transportation costs.

Summary

In Chapter III, the design and the methodology used in this examination was presented. The purpose for this study was an examination of organizational constructs that may influence a Tri-District model for shared services as projected for future needs.

Regarding the design and methodology for this researcher's examination, B. Johnson (2001) and Belli's (2009) studies confirmed the identification for this study's unique characteristics: nonexperimental, retrospective, quantitative, descriptive, and use of existing or available data. Therefore, the design for this nonexperimental research was a retrospective, descriptive case study.

The population and sample for this research were based on a Grades K-12 Regional/Shared Services Feasibility Study: Regionalization Incorporating K-12 Newton, K-8 Andover Regional, and K-8 Green Township as conducted by Guidelines, Inc., Huntington, Long Island, New York. The population was identified by enrollment projections as related to school facilities available to determine if pupils could be accommodated. The sample was purposive.

Data collection for the feasibility study addressed no less than 10 areas worthy of investigation. There were an additional 12 areas regarding major concerns in the event of regionalization with recommended shared services being one of them.

The chapter ended with a summary.

Chapter IV

ANALYSIS OF DATA AND FINDINGS

Introduction

The Savitt Study (2000) provided information in its Executive Summary about “possible shared services expansion and new shared service areas for the three districts” (Savitt, p. 4) in the event that regionalization was not going to happen. In the feasibility report to the three Boards of Education, Savitt recommended a list of shared services recommended for consideration.

The focus for this researcher was to present an analysis of data and findings for this study based on the Savitt Study (2000). The manner and methods in which the Tri-District Consortium will need to collaborate for success depends upon identifying the suitable organizational constructs that may influence a Tri-District model for shared services.

In this chapter, the introduction, organization of the analysis, findings that link to the research questions, an analysis supported by data or evidence, and a summary are presented.

Organization of the Analysis

Guiding Questions

Five questions concerning a shared-services model were the focus of this study:

1. What are the challenges and benefits of a shared-services model?
2. How will a shared-services model for the Andover Regional, Green

Township, and Newton Public School Districts advance public confidence about public education?

3. What are the essential components for a shared-services model?
4. What recommendations will the research suggest for a shared services model?
5. Which organizational constructs will provide the Tri-District Consortium the appropriate direction for a shared-services model?

Findings That Link to the Research Questions

Based on the five guiding questions of this examination and the consultant's comments in the Savitt Study (2000), the following findings are presented for review.

What are the challenges and benefits of a shared-services model? The Savitt Study (2000) identified four areas most identified by the three districts for possible shared services—technology, curriculum development, staff development, and special education. Given these four areas, the study provided challenges and benefits of a shared-services model that included consultant's comments and recommendations.

Regarding shared technology, the Savitt Study (2000, p. 60) stated, "The desirable goal of a productive shared technology program involving all three districts faces several challenges" with respect to each district operating at different stages of development as well as disparate budget allocation and funding. The recommended solution was comprehensive cooperative planning via a needs assessment, forming a technology study committee, shared long range planning for the 5-year technology plan, and the use of technology as a tool to enhance planning, evaluation, instruction and learning.

Regarding shared curriculum development, the Savitt Study (2000, p. 61) stated, "Present informal arrangements in the three districts can be enhanced by cooperative planning." The recommended solution was a 30-item list of "selected criteria that should be used as a guideline by a Shared Services Curriculum Committee" (2000, p. 61). In

addition, based on a “commendable” (p. 62) comment by the consultant regarding the three districts’ curriculum process, the report recommended four items worthy of consideration: a shared K-12 director of curriculum, create a curriculum and instructional council, articulation among staff by grade level across the three districts, and staff visitations to other schools within the three districts.

Regarding shared staff development, the Savitt Study (2000, p. 63) stated, “The present limited cooperative staff development programs should be expanded and formalized.” It continued by stating, “The expanded program should be measured against the Effective Schools Selected Criteria” (p. 63) that included 19 specific items regarding staff development, policy considerations, administrator participation, inservice education, modeling, research and evaluation, specialists, adequate funding, and a reward system for inservice education participants. In addition, comments by the consultant included that staff development by the three districts are limited as well as two recommendations for a K-12 director of curriculum and the formation of a staff development committee.

Regarding shared special education, the Savitt Study (2000, p. 64) stated, “All three districts indicated interest in further focus on coordinated shared services in the special education area.” It continued by stating, “The three districts for planning purposes might consider the following Effective Schools Selected Criteria for Special Education” (p. 64). The selected criteria included a 17-item list addressing areas such as collaborative special education and general education settings, shared IEPs with mainstream teachers, collaborative planning time, declassification procedures for classified students, effective child study teams, compliance to State code and regulations, joint inservice programs, a special education curriculum consortium, and regional assistance regarding personnel

recruitment and hires. In addition, comments by the consultant included appreciation for the three districts “making continuing efforts to meet the needs of special education pupils and to comply with State requirements” (p. 64). Consultant recommendations included six items: a special education supervisor for each district with one serving as a coordinator for the three districts, special education training for general education teachers, increased shared services for those already in place, interdistrict articulation among special education staff, sharing personnel, and child study team interaction.

How will a shared-services model for the Andover Regional, Green Township, and Newton Public School Districts advance public confidence about public education?

The Savitt Study (2000) provided interesting information regarding this question. It stated that “For many years the State of New Jersey has been interested in encouraging shared services among school districts and supportive legislation has been established” (2000, p. 58). It continued by stating, “This has resulted in some districts voluntarily joining together while other districts have become involved in Educational Services Commissions, Transportation and Purchasing Jointures, County Special Services School Districts, and County Vocational and Technical School Districts” (p. 58).

It also cited the a study by the New Jersey Department of Education (NJDOE) in June 1995, which identified a limited level of shared services among districts that included personnel, alternative school programs, gifted and talented, pre-kindergarten programs, and expanded curricular offerings.

In 1994, a Consolidation of Services Task Force was formed by the NJDOE to focus on “identifying the current level of school service consolidation among and between districts” (Savitt, 2000, p. 58). Based on the input of 531 school districts, the

following areas were identified as shared service worthy programs: transportation, special education, computer services, purchasing, environmental safety, technical equipment services, staff development, curriculum development, district management, and general education services.

Personnel in The Institute on Education Law and Policy (2007) reported that during 1994-95, the New Jersey School Boards Association Ad Hoc Committee on Shared Services recommended certain positions and policies, which included regional services, transportation for curriculum offerings, and interdistrict cooperation in providing shared services. Shared-services areas included staffing, educational consortia, interactive television, cooperative purchasing, shared custodial/maintenance, transportation consortia, shared athletic teams and services, and joint inservice/staff development programs.

Finally, the Savitt Study (2000) reported the extent to which shared services are present in Newton, Andover Regional, and Green Township. It cited curriculum development, staff development, transportation, grants, shared personnel, advanced placement, lunch program, and shared equipment as areas of shared activities.

The information in these reports provide the necessary direction to advance public confidence about public education based on tangible, realistic, and measurable arenas for public awareness and scrutiny. This is based on “current practice and possible future shared services” (Savitt, 2000, p. 58) models that require continued support and/or expansion.

Will shared-services models advance public education for the Andover Regional, Green Township, and Newton Public School Districts? As stated in Chapter II,

“Advancing public confidence about public education is rooted in the concept of the civic standard (McClung, 2002, p. 41). For the three districts to be successful in its shared services plan, it must rely on prior research as its database for planning and decision-making. The research of Achilles, Lintz, and Wayson (1989), Gantwerk (2006), Institute on Education Law and Policy (2007), J. Johnson (2001), Johnson (2008), McClung (2002), New Jersey School Boards Association (2005b), Scott and Jaffe (1989), Tanaka (1996), and Yankelovich (1991, 2005) have provided the necessary discussion threads about shared services and advancing public confidence about public education.

What are the essential components for a shared-services model? The Savitt Study (2000) provided pertinent information regarding this question. Although it did not categorically identify the essential components for a shared-services model, it did provide terms that would instigate worthwhile discussion about the value of a shared-services model. The terms included time savings, redirection, faster access to information, improved quality and accuracy of work, improved communications, integration of software, additional time for independent/small group work, local control, regional activities, diversified programs, shared specialists, expanded curricula, current shared practices, incentives that encourage shared services, and “most frequently shared services in other NJ school districts” (Savitt, p. 59).

As stated in Chapter II, “Fundamentally, the shared services model is about optimizing people, capital, time, and other corporate resources” (Bergeron, 2003). Savitt’s (2000, p. 65) recommendations included an extension of shared services. It stated, “If regionalization is not going to happen, a Shared Services Committee should be established made up of representatives of the three districts to carry out an action

program” that included identification of shared-services areas, develop a management system to expand/initiate shared services, apply for grants based on the feasibility study, and consider a consultant as a grant writer and program planner. For the Tri-District Consortium to be successful in designing, implementing, and monitoring a shared-services model, it must rely on the Savitt Study (2000) and prior research as its guide.

What recommendations will the research suggest for a shared-services model?

The Savitt Study’s (2000) recommendations for a shared-services model aligns with the research on this topic as presented in Chapter II. The research of Malone and Blee (1999) offered recommendations for a shared-services model. Table 16 illustrates a link between Savitt (2000) and Malone and Blee (1999) that would increase efficiencies via a shared-services model.

Table 16

Application of Savitt and Malone and Blee with Specific Shared Services Areas

Shared-Services Model						
	Special Education	Personnel	Administrative Functions	School Structures	Non-Instructional Areas	Track Data
Savitt	X	X	X	X	X	X
Malone and Blee	X	X	X	X	X	X

Which organizational constructs will provide the Tri-District Consortium the appropriate direction for a shared-services model? The *Interpretive Study of Research and Development Relative to Educational Cooperatives* by Achilles, Hughes, Leonard, and Spence (1971) provides a host of cooperative areas of no less than eight local, regional, state, and federal organizations. This study’s definition of an educational cooperative and how it works provided this researcher a scholarly investigation that can

relate to the merits and conditions of present shared-services models. As stated by Achilles, et al. (1971, p. 6), “The educational cooperative gives central consideration to the locus of change as well as the inventions of change.” By using the research of this interpretive study, the Tri-District Consortium can appreciate the history behind shared services and its applicability to the selected organizational constructs of this examination.

The process to determine which organizational constructs will provide the Tri-District Consortium the appropriate direction for a shared-services model should include Scott and Jaffe’s (1989, pp. 68-70) *Action Plan for Success*. This action plan provides a series of 10 questions that address the influence of vision, communication, dealing with resistance, involvement, leadership, timetable, needed skills and knowledge, strengths, constraints, and reward on decision making. By using this plan, the Tri-District Consortium will be able to identify key areas of need by “drawing upon the energy of the group to think about how to make positive things happen” (Scott & Jaffe, p. 66). Using the results of the action plan, the Tri-District Consortium can move towards linking the work of Bolman and Deal (1997, 2008) and Hoy and Sweetland (2000, 2001) to the appropriate shared-services area.

The link between the Savitt Study (2000) and recommended shared-services areas with Bolman and Deal’s (1997, 2008) organizational constructs are listed in Table 17.

Table 17

Application of Bolman and Deal’s Organizational Constructs with Savitt’s Recommended Shared Services

TDC	Bolman and Deal's Organizational Constructs				
Savitt Study Shared Services Areas	Structural Frame	Human Resource Frame	Political Frame	Symbolic Frame	Leadership Practice
Advanced Placement	X		X		X
Child Study Team	X	X	X		X
Cooperative Purchasing	X				X
Curriculum, Instruction, and Assessment	X		X	X	X
District Management	X	X	X		X
Equipment	X				X
General Education Programs	X		X		X
Gifted & Talented	X	X	X	X	X
Grant Writing	X		X		X
Insurance Funds/Pools	X				X
Legal Services	X				X
Library/Media Services	X				X
Local Municipalities	X		X		X
Lunch Programs	X		X		X
Maintenance and Custodial Services	X				X
Personnel Services	X	X	X	X	X
Pre-Kindergarten	X	X	X	X	X
Public Relations and Marketing	X	X	X	X	X
Pupil Support Svcs	X	X	X	X	X
Recreation Programs	X	X	X	X	X
Security and School Safety	X	X	X	X	X
Special Education	X	X	X	X	X
Staff Development	X	X	X	X	X
Substitute Calling	X				X
Technology	X	X	X		X
Transportation	X		X		X

The link between the Savitt Study (2000) and recommended shared-services areas with Hoy and Sweetland’s (2000, 2001) School Bureaucracies are listed in Table 18.

Table 18

Application of Hoy and Sweetland’s School Bureaucracies with Savitt’s Recommended Shared Services

TDC	Hoy and Sweetland’s School Bureaucracies				
Savitt Study Shared Services Areas	Formalization	Centralization	Hierarchical Dependence	Rule Dependence	Collegial Trust
Advanced Placement	X			X	X
Child Study Team	X	X	X	X	X
Cooperative Purchasing		X		X	X
Curriculum, Instruction, and Assessment	X	X	X	X	X
District Management	X	X	X	X	X
Equipment	X				X
General Education Programs		X	X	X	X
Gifted & Talented	X	X	X	X	X
Grant Writing		X	X	X	X
Insurance Funds/Pools		X	X	X	X
Legal Services	X		X	X	X
Library/Media Services		X	X		X
Local Municipalities	X	X	X		X
Lunch Programs		X	X	X	X
Maintenance and Custodial Services	X	X	X		X
Personnel Services	X	X	X		X
Pre-Kindergarten	X	X	X		X
Public Relations and Marketing	X	X	X	X	X
Pupil Support	X	X	X	X	X
Recreation Programs	X		X		X

Savitt Study Shared Services Areas	Formalization	Centralization	Hierarchical Dependence	Rule Dependence	Collegial Trust
Security and School Safety	X	X	X	X	X
Special Education	X	X	X	X	X
Staff Development	X	X	X		X
Substitute Calling	X			X	X
Technology		X	X		X
Transportation	X	X	X		X

By incorporating the findings from this examination and guiding questions 4 and 5, this researcher was able to link Malone and Blee’s (1999) recommendations with Bolman and Deal’s (1997, 2008) frameworks and Hoy and Sweetland’s (2000, 2001) organizational structures. The result will be a shared-services model designed via bona fide research as a means to achieve beneficial outcomes.

Analysis Supported by Data or Evidence

The organization of the analysis for this examination was guided by five questions about a Tri-District shared-services model based on a Grades K-12 Regional/Shared Services Feasibility Study (Savitt, 2000). The Savitt Study (2000) recommended a comprehensive list of 26 shared services areas for the Tri-District to consider as projected for future needs. And, in order for this model to achieve beneficial outcomes, Bolman and Deal’s (1997, 2008) frameworks and Hoy and Sweetland’s (2000, 2001) organizational structures were selected to serve as the leading constructs for the model’s design.

Cause and effect cannot be implied. However, relationships can be. Two important conditions about the use of data or evidence for analysis can be stated at this time. That is, (a) What data should be used as evidence for the analysis? (b) How does the researcher refer to specific data to explain the merits of this retrospective, descriptive,

nonexperimental study? As presented in Chapter I, this examination was delimited to the Tri-District Consortium of Andover Regional, Green Township, and Newton Public School Districts of New Jersey, and limitations of this study to use the Savitt Study and its relationship to selected organizational constructs provided the researcher both the data and the evidence needed for analysis.

Summary

This chapter began with an introduction. It was followed by an organization of the analysis guided by five questions about a Tri-District shared-services model based on a Grades K-12 Regional/Shared Services Feasibility Study (Savitt, 2000). The findings that link to the guiding questions were supported by data or evidence from Savitt's Study (2000) and the organizational theory constructs of Bolman and Deal (1997, 2008) and Hoy and Sweetland (2000, 2001). Topics included those specific to Savitt's (2000) recommendations for shared services.

This chapter continued with a discussion about public confidence that referenced studies from New Jersey state organizations, Rutgers University, and noted scholars and authors. The essential components for a shared-services model were presented not necessarily by identifying specific components, but rather a discussion about the value of optimizing people, capital, time, and other resources.

The final two guiding questions of this examination provided this researcher an opportunity to show a link between recommendations for a shared services model and organizational constructs that can provide the Tri-District Consortium the appropriate direction for a shared-services model. The research recommendations for a shared-services model were based on Malone and Blee's 1999 state report about New Jersey

school districts. The organizational constructs most suitable for the recommendations were based on the work of recognized scholars such as Achilles et al. (1997), Bolman and Deal (1997, 2008), Hoy and Sweetland (2000, 2001), and Scott and Jaffe (1989). Tables were provided to identify the links between the Savitt Study (2000) and selected organizational constructs.

The analysis supported by data or evidence was presented by implying the relationship of the Savitt Study to selected organizational constructs. Reference to specific data was achieved by citing the Savitt Study (2000) and recognized scholarly research by Achilles et al. (1997), Bolman and Deal (1997, 2008), Hoy and Sweetland (2000, 2001), Malone and Blee (1999), and Scott and Jaffe (1989).

A summary was provided to conclude the chapter.

Chapter V

SUMMARY, FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS FOR POLICY, PRACTICE, AND FURTHER RESEARCH

Introduction

The purpose for this study was to examine selected organizational constructs that may influence a Tri-District model for shared services as projected for future needs. This researcher's study will add to bona fide research to inform local and school district decision makers and to provide data for aspiring administrators.

Overview

Chapter V included an introduction, overview, research questions, synopsis of Chapters I-V, key findings, recommendations linked to the findings, and final comments.

Guiding Questions

In this study, the researcher answered the following questions:

1. What are the challenges and benefits of a shared-services model?
2. How will a shared-services model for the Andover Regional, Green Township, and Newton Public School Districts advance public confidence about public education?
3. What are the essential components for a shared-services model?
4. What recommendations will the research suggest for a shared services model?
5. Which organizational constructs will provide the Tri-District Consortium the appropriate direction for a shared-services model?

Synopsis of Chapters I-V

Chapter I included an introduction, relevant work to support the study, statement of the problem, purpose for the study, guiding questions, significance of the study, delimitations and limitations of the study, definition of terms, and organization of the study.

Chapter II included an introduction, a general survey of the literature based on this study's guiding questions, previous research on the specific problem of the proposed study, and a summary.

Chapter III included an introduction and purpose, described the design and method for the study, population and sample, data collection, and a summary.

Chapter IV included an introduction, organization of the analysis, findings that link to the research questions, analysis supported by data or evidence, and a summary.

Chapter V included an introduction, overview, the research questions, synopsis of Chapters I-V, key findings, recommendations for policy, practice, and further research, and final comments.

Key Findings

This examination was presented as a nonexperimental, retrospective, descriptive case study (Johnson, B., 2001). Using this design and method, this researcher was able to propose selected organizational constructs that may influence a Tri-District model for shared services. The findings supported the use of these constructs by linking them with a specific shared-service area as a means to achieve a beneficial outcome.

A shared-service model is about optimizing people, capital, time, and other corporate resources (Bergeron, 2003). Therefore, the challenges and benefits of a shared-

services model must include a discussion about people and relationships. Successful relationship models include many features such as change and the change process, cultural change, school climate, trust and credibility, communication, and situational leadership. These features are mutually dependent upon each other. Without recognizing the value of these features, a shared-services model may not be able to sustain itself for future needs.

Additionally, a substantial body of work regarding the value, design, and implementation of shared services in the private/corporate and municipality professions was discovered. School district personnel should address and consider this information as valuable, bona fide research avenues.

These significant features along with this examination's purpose, guiding questions, research, selection of organizational constructs, and its analysis with findings and recommendations provided this researcher the necessary components for a shared-services model that can be realistic, meaningful, and relevant. Figure 3 presents the components for a successful shared-services model based on this examination.

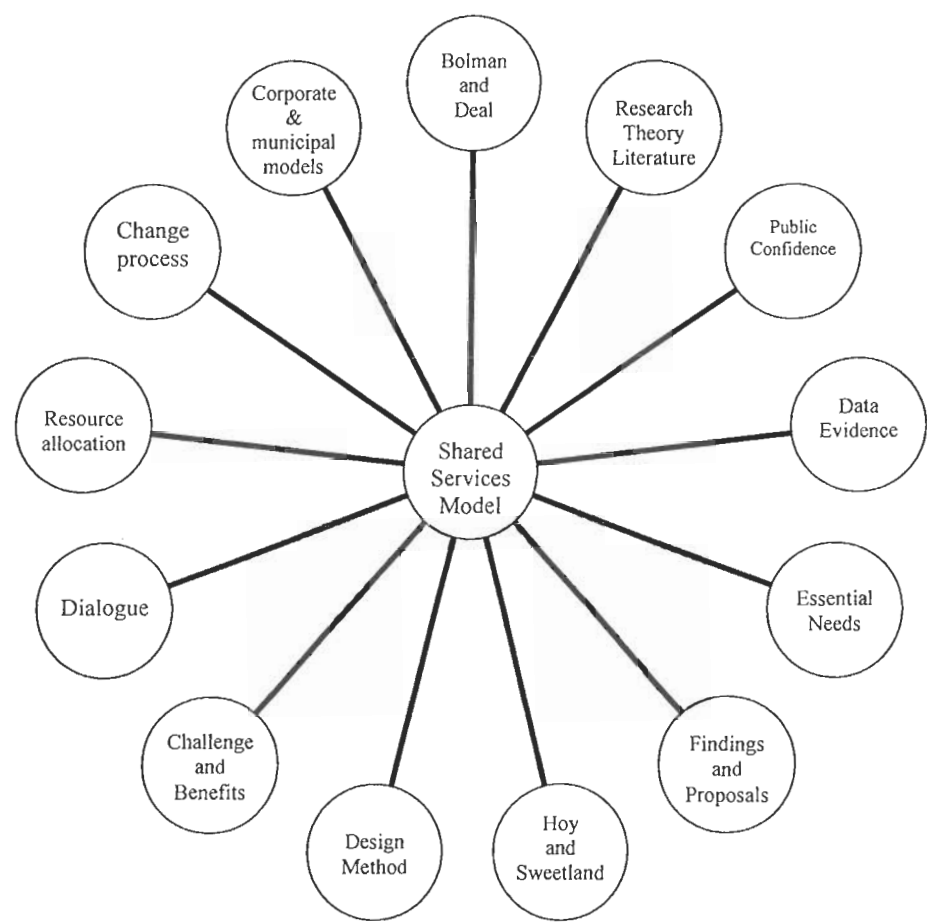


Figure 3. Components for a successful shared-services model.

Recommendations for Policy, Practice, and Further Research

The following recommendations are based on the results of this study.

Policy

Based on the findings and conclusions of this research, this researcher recommends the following regarding policy, practice, and further research steps.

1. Policy should be reviewed in any district that engages in shared services to avoid conflict and/or distortion of present practice. Areas to investigate should be, but are not limited to staffing, transportation, services, special education, gifted and talented,

management, administrative services, educational programs, sources of funding, plant and facilities, resources, and personnel.

2. The advent of school choice and charter schools in New Jersey has brought to light policy implications in the areas of state aid, tuition, student enrollment, class size, before and after-school activities, graduation requirements, residency, special education, gifted and talented, test scores, and Federal laws such as NCLB, IDEA, and transportation.

3. Sources of revenue; i.e. foundations, grants, business/corporate support, college/university support, and unfunded State programs requires policy review and revision.

4. Policy should be reviewed respective of shared-services agreements with local municipalities. The New Jersey League of Municipalities Interlocal Advisory Center provides no less than 11 areas worth investigating regarding shared services.

Practice

1. School district personnel should investigate the merits of shared services respective of its mission and management practices. Shared services should only be considered when it enables an increase in the quality and/or efficiency of service delivery.

2. Regionalization feasibility studies should include the potential for shared services as an alternative to regionalization.

3. Administrators and Boards of Education of small schools need to promote greater public and community awareness of the programs, services, and the overall environment their small schools provide for students (Burton, 2005).

Further Research

Based on the findings and conclusions of this research, additional areas of study are recommended:

1. The findings from this study were limited to one feasibility study addressing the needs of a three-district consortium. Additional research is recommended for other clustered districts in New Jersey to determine what are the similarities and differences of responses regarding organizational constructs' influence on a multi-district shared-services model.
2. Given the variety of district factor groups (DFG) in New Jersey, research is recommended for clustered districts sharing a same or different DFG to identify similar or different organizational constructs being used to promote shared services.
3. The impact of loss of state aid over the years for New Jersey schools has had a profound impact on school finance and budget procedures. Research is recommended to identify the cost benefits that have been achieved via shared-services models.
4. Due to fiscal constraints, regionalization studies have been put on the "back burner" by the New Jersey Department of Education. An examination is recommended to identify how New Jersey school districts are realizing cost benefits via shared services as a means to maintain local control and avoid regionalization efforts.
5. Research is recommended to investigate the relationship, if any of cost savings passed on to the local taxpayer as a result of a school district shared-services model.
6. Research is recommended to determine the difference, if any of successful

shared-services models among K-6, K-8, and sending/receiving K-12 New Jersey school districts.

7. Research is recommended to identify why shared services have become so prevalent, define what shared services looks like in practical terms, describe how shared services operates, suggest key success factors on how to make shared services work, and offer caveats about common pitfalls in the effort
(<http://www.entrepreneur.com/tradejournals/article/17976631.html>).

8. The 2% cap on New Jersey school districts and municipal budgets has brought these two organizations together to discuss mutual interests in best practices and collaborative planning. Research is recommended regarding collaborative action(s) that should be considered to meet the 2% cap, while addressing the concerns of the common taxpayer.

9. Research is recommended with districts presently in shared-services agreements to ascertain the success, benefits, and challenges of their shared-services models.

10. Research is recommended to examine the merits of situational leadership in a shared-services model.

11. Research is recommended to examine the conditions of public sector bargaining as it relates to shared services.

Final Comments

The Tri-District Consortium began in the fall of 2008. It has been three years since its inception with results beyond those imagined. The Tri-District Consortium Committee meets every other month during the school year with subcommittees also

meeting during the Tri-District Consortium's "off months" during the school year. The Tri-District Consortium Committee is not legislative, executive, or judicial. It is regarded as a think-tank for ideas and visionary thinking.

To date, six subcommittees have been formed that include special education, school finance and business, technology, curriculum, professional development, and school leadership. Each committee has a specific objective each year that must address the shared needs of the Tri-District Consortium. The results continue to be uplifting with shared services being the driving force. They include, but are not limited to a Tri-District preschool, a common teacher evaluation tool, Tri-District professional development initiatives and workshops, common contract language, technology integration, and a common K-8 curriculum. The Tri-District Consortium intends to move forward with ideas such as a common stakeholders committee, tiered bus transportation, shared summer enrichment programs, a shared extended school year for classified students, membership in purchasing cooperatives, shared services with the Sussex County Educational Services Commission, and a leadership council of Tri-District Consortium administrators.

The Tri-District Consortium has heeded the words of Marie Bilik, New Jersey School Boards Association's Executive Director (2010), who stated, "You [Andover Regional, Green Township, and Newton Public] may not be a K-12 district, but you better start thinking like one!" The Tri-District Consortium will continue to dedicate its efforts toward efficient use of resources, effect better utilization of staff, and advance public

confidence about public education by using selected organizational constructs that may influence a Tri-District model for shared services to achieve beneficial outcomes as projected for future needs.

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Appendix A

IRB non-Review Certification



Department of Education Leadership, Management and Policy

IRB non-Review Certification

STUDENT: BERNARD T. BAGGS

Title of Dissertation: AN EXAMINATION OF SELECTED ORGANIZATIONAL CONSTRUCTS
THAT CAN INFLUENCE A TRI-DISTRICT MODEL FOR SHARED SERVICES
CONSOLIDATION (working title)

I certify, by my signature below that the above indicated study does not require IRB review as a result of a lack of involvement with human subjects (see OHRP flow chart) and a indicated by any or all f the following (check all that apply).

- | | |
|---------------------------------|---------------|
| 1. Historical research | <u>X</u> |
| 2. Public data-base | <u>X</u> |
| 3. *Proprietary data-base | <u>X</u> |
| 4. Freedom of Information | <u> </u> |
| 5. Right to know – sunshine law | <u> </u> |

Student signature: B. T. Baggs Date: 9/30/10

Advisor signature: C. M. Achillea Ed.D. Date: 9/30/10

Reviewed by: Martin Finkelstein, Ph.D. – Higher Ed Date:

Reviewed by: Daniel Gutmore Date: 9/30/10
Daniel Gutmore, Ph.D. – K-12

* Proprietary data that does not identify individuals.

Appendix B

A Communication/Change Model (Achilles, 1997)

FIGURE 4.3. A COMMUNICATION/CHANGE MODEL

COMMUNICATION ELEMENT: message, media, channel or sender, audience(s).	CHANGE PROCESS LEVELS and DESCRIPTIONS			
	I - Initiation	II - Implementation	III - Incorporation	IV - Institutionalization
Relation to Change	Awareness/Interest; Dissemination of Information; Consciousness Raising.	Trial/Evaluation; Demonstration; Working Through.	Use/Adoption; Diffusion; Resolution.	Constant Renewal of all Persons in the Process.
Message (Purpose)	Understanding. Conceptual Control.	Skill Building. Expanded Knowledge Base.	Transfer of Skill and Knowledge.	Refinement of Skills and Knowledge. Relationships.
Method(s) and/or Media: Sender or Transmitter	Journal; Memos; Conference Presentations; Mass and One-way Communication.	Demonstration; Group Work & Discussion; PBL; Case Study; Question and Answer (Q&A); Two-way Communication.	Simulation; Role Play; Practice with Feedback; Q&A; Training; Use of an Action Plan.	Reflection; Self-monitoring; Synthesis/Application; Peer Coaching and Discussion.
Targeted Audiences	Individual; Large Groups. Undefined/Uncertain	Individual; Small Groups; Job-Alike Groups. General Definition.	Individual; One-on-One. Specific Persons.	Precise and Specific. Individual.
Assessment Strategies.	Paper and Pencil; Oral Comments; Memory; Cognitive.	Observation; Discussion. Practice Cognitive/Affective	Observation of Use; Critique; Self Reports. Conative	Individual Long-term Growth. All Modes.

A communication/change model to guide leadership actions in implementing decisions for change. The model suggests how the change may be initiated and monitored. Terms are combined from several authors: E.g., Rogers, 1962; Rogers and Shoemaker, 1971; Hughes and Achilles, 1971; Achilles and Norman, 1974; Berman and McLaughlin, 1974 and 1978; Yankelovich, 1991.