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## An Analysis of Program Plans for Staff Development in the Unit School Districts of DuPage County, Illinois

Richard B. Olson  
*Loyola University Chicago*

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AN ANALYSIS OF PROGRAM PLANS FOR STAFF DEVELOPMENT  
IN THE UNIT SCHOOL DISTRICTS  
OF DU PAGE COUNTY, ILLINOIS

by

Richard B. Olson

A Dissertation Submitted to the Faculty of the Graduate School  
of Loyola University of Chicago in Partial Fulfillment  
of the Requirements for the Degree of  
Doctor of Education

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1982

An Analysis of Program Plans for Staff Development  
in the Unit School Districts  
of DuPage County, Illinois

Richard B. Olson

Dr. Melvin P. Heller: Dissertation Supervisor

In this analysis of school district staff development plans several common administrative functions were isolated and compared to the decision made affecting the plans. The superintendent, a board member, a central office administrator, and a principal were selected for interviews in each district. A qualitative approach to these data was emphasized, using criteria that would permit analysis of districts having either very limited or comprehensive staff development plans. Interviews were conducted utilizing open-ended questions to provide meaningful information about the reality of staff development plans. The data are presented utilizing a modified case study form. Criteria from the literature and the selected administrative functions are compared to the data collected.

The six administrative functions selected for this study are anticipating, programming, organizing, executing, coordinating, and controlling. After reviewing the literature, these six functions were chosen as appropriate for a study of staff development plans. Major research studies on the topic of staff development and change provided guidelines for quality program plans that were categorized under the six administrative functions.

District programs are compared to the criteria in each of the administrative functions. Each district is analyzed relative to the presence of the features suggested by the criteria.

### Conclusions

1. The extent and quality of staff development program plans varied widely among the districts.
2. A lack of comprehensive, on-going staff development planning was evident.
3. Staff development programs are not viewed as educational programs for professional adult learners.
4. Superintendents are the most influential individuals in the districts for promoting in-service activities.
5. Program evaluation and monitoring plans are lacking.
6. Board members are not well informed about staff development.
7. Each district recognizes that in-service is useful and is providing some activities.

### Recommendations

1. The needs and purposes of staff development must be determined.
2. Examination of alternatives available in meeting needs is necessary to raise the awareness and increase understanding of planners.
3. A written program plan for staff development should be established.
4. Pilot programs ought to precede fall implementation of the staff development program.
5. Implementation of the staff development program should be a carefully planned process.
6. Program evaluation of the objectives should be conducted as planned.

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Sincere thanks is also extended to my secretaries, Mrs. Eileen Woell and Mrs. Cathi Boosted, for their fine assistance and hard work in preparation of the study, and to Dr. Kenneth W. Olsen, Superintendent of Schools in District 200, Wheaton, Illinois, for his encouragement and understanding throughout the project.

Finally, I would like to thank my wife, Dee, who provided the understanding, and support that made this project possible.

## VITA

The author, Richard Burton Olson, is the son of Carlton H. Olson and G. Evelyn Olson of Green Bay, Wisconsin. He was born December 1, 1939 in Baldwin, Wisconsin.

His elementary education was obtained in the Knapp State Graded School of Knapp, Wisconsin, and secondary education at the Menomonie High School, Menomonie, Wisconsin, where he graduated in 1957.

In September, 1957, he entered the University of Wisconsin, Stout and in January, 1964, received the degree of Bachelor of Science with a major in industrial arts. In September, 1966, he entered the California State University, Northridge and in June, 1970, received the degree of Master of Arts with a major in educational administration and supervision.

The writer taught at Robert Fulton Junior High School in Los Angeles City Schools from 1964 to 1970. He served as assistant principal of Franklin Junior High in Wheaton, Illinois, from 1970 to 1972 and then as principal of the same school from 1972 to 1977. In 1977 he was appointed the assistant superintendent of Community Unit School District 200.

He and his wife Dee have three grown children, Kevin, Amy and David. Their current residence is Wheaton, Illinois.

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## CHAPTER I

### INTRODUCTION

#### Statement of Purpose

The purpose of the study is to analyze the development of program plans for staff development within all the unit school districts of DuPage County, Illinois. The study isolates some common administrative functions and compares these with the extent of conscious decisions made that affect these districts' staff development programs. A qualitative rather than quantitative approach to the data is emphasized, that is, the criteria used in analysis is general enough to permit qualitative analysis of districts having very limited staff development or inservice plans. In some cases, objective analysis of statistical data such as district size, a number of schools is made. The questions utilized to structure the interview process were made general enough to permit a variety of responses, rather than a simple "yes" or "no" response, to a series of questions. An objective questionnaire or survey would facilitate a statistical treatment of the data, but would provide a minimum of meaningful information about the reality of staff development programs in these districts.

#### Justification

Participating school districts will find the analysis to be useful as they compare their programs with other districts in the neighboring area. Strengths, weaknesses, and the reasons for them

will be analyzed around functions common to school administration. The degree of proper application of these functions will have a bearing upon the successful implementation of any educational program, staff development notwithstanding.

The public, parents, and boards of education feel that school district professionals should be accountable for providing educational programs that reflect good educational practice. It is expected that the professionals can differentiate good practice from poor and have the skills to provide improvement. School districts have not often made adequate provisions to ensure the probability of student achievement, with professional development programs directed toward increasing teacher competence.

Of the many factors critical to students' successful achievement in school, one of the most important is the professional competence of the teachers. This competence is based upon what a teacher does, not what a teacher is. When teachers' plans are based on valid content and sound theory, then implemented with an artistry that incorporates fundamental principals of human learning, students will learn. If those principles of human learning are violated or neglected, learning will be impeded.<sup>1</sup>

This statement by Dr. Madeline Hunter offers a challenge to the school administrator desiring a maximum of effective instruction in the classroom. She goes on to say:

Information about how to increase the probability of successful learning is escalating at an encouraging rate, so much so, that it is difficult for a practicing teacher or administrator to "keep up." Even when new information is disseminated, it often appears in professional journals in a form which makes translation into classroom behavior difficult, if not impossible for the practitioner.<sup>2</sup>

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<sup>1</sup>Madeline Hunter, Prescription for Improved Instruction, (ElSegundo, California: TIP Publications, 1976), p. 1.

<sup>2</sup>Ibid., p. 1.

One of the responsibilities of the educational leader is to provide some opportunities for professional growth, to put the latest and most relevant information to use by classroom teachers. Teachers, administrators, and board members all must make decisions about instruction and should be able to rely upon the fact that the information they possess is dependable. They decide what will be taught, how it will be taught, and interpret the results of what was taught. The skills and knowledge possessed by those individuals can dramatically affect the education of children. A school district needs to provide a comprehensive, on-going staff development program to provide the teaching and administrative personnel with the highest degree of skill in teaching and supervision.

Knezevich describes the importance of the educational leadership role as follows:

The prime focus of curriculum and instructional leadership is the pupil-learning outcomes. Administrative and supervisory personnel have a professional obligation to develop a conceptual framework for the study of curriculum and the instructional strategies that show promise of yielding desired results. It necessitates, at the very least, comprehending and evaluating the learning experiences provided in the system, the methods used in the teaching learning process, and the nature and availability of instructional resources and materials.<sup>3</sup>

The skills involved in implementing what Knezevich states the administrator or supervisor must do "at the very least" should be the focus of staff development. The administrator and teacher must grow together to improve the learning situation.

Spears suggests in 1957 that some principles of in-service

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<sup>3</sup>Stephen J. Knezevich, Administration of Public Education, (New York: Harper and Row Publishers, 1975), pp. 480-481.

programs had become apparent. A teacher's professional education continues after college and teaching experience alone is not enough to facilitate growth. School districts have an obligation to provide growth opportunities. In-service, curriculum planning, and supervision represent overlapping functions for instructional improvement. Finally, the success or failure of in-service is ultimately evaluated in the results at the student level.<sup>4</sup> The literature indicates little progress by school districts since 1957 toward the meaningful fulfillment of growth opportunities for teachers.

The administrative processes involved in establishing a comprehensive on-going staff development program are critical to successful results. It is important to study how plans have been developed and implemented. In their book on school administration, Grieder, Pierce and Jordan emphasize the importance of instructional leadership to administrators. "Considerable attention should be given to the provision of leadership for curriculum improvement and the improvement of teaching."<sup>5</sup> Educational leaders in many districts are interested in knowing how to enhance the chances of successful implementation of staff development plans. This dissertation will provide an analysis of the elements critical to the planning and implementation process for staff development.

Six critical elements have been selected from a list of sixteen identified by Knezevich. Several writers such as Fayol, Gulick and

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<sup>4</sup>Harold Spears, Curriculum Planning Through In-Service Programs, (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1957), p. 315.

<sup>5</sup>Calvin Grieder, Truman M. Pierce, and K. Forbis Jordan, Public School Administration, (New York: The Roland Press, 1969), p. 238.

Urwick, Sears, and Gregg have developed lists of administrative functions using many of the same terms. Knezevich considered their work in the preparation of his descriptive list of administrative functions. The six functions selected for this study are anticipating, programming, organizing, executing, coordinating, and controlling.<sup>6</sup> After reviewing the literature, these six functions were chosen as appropriate for a study of staff development. Staff development means planning for changes in the people and often in the organization of a school district itself. "Stimulation of professional improvement calls for a variety of devices that must be unified into a total program."<sup>7</sup>

Generally, the state of the art in the area of professional development plans by districts appears rather dismal. It is somewhat unique for a school district to have a comprehensive, on-going and integrated program. Existing efforts were described by Meade in these terms:

In the way of our world, most in-service activities appear to serve three functions. First of all, they provide a method for arbitrating advancement on the salary schedule... Second (and paradoxically), they are a route out of the classroom, often promoting to some other capacity the very teachers they are purporting to help become more effective. Third, they are temporary rescue missions, instigated to help teachers overcome a pressing crisis, perhaps the introduction of a new and different set of textbooks.<sup>8</sup>

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<sup>6</sup>Stephen J. Knezevich, op. cit., p. 37.

<sup>7</sup>Ibid., p. 449.

<sup>8</sup>Edward J. Meade, Jr., "No Health in Us," Improving Inservice Education: Proposals and Procedures for Change, Louis J. Rubin, editor, (Boston: Allyn and Bacon, Inc., 1975), p. 215.

The unit school districts in DuPage County were chosen because they represent a very diverse group, yet with the commonalities of K-12 programs and being from the same general sub-urban area. This diversity is desirable to illustrate what may or may not be considered strong programs in districts of different sizes. The administrators and board members in these districts are likely to have made some effort to provide in-service or staff development programs to at least some degree.

### The Procedure

A letter of introduction was sent to each superintendent, board member, and administrator in the sample further described in Chapter III. The letter included a request for an interview and outlined its purpose. Approximately one week later each of the participants was contacted by telephone to make arrangements for the interview.

The interviews were each structured around a series of questions. These questions were developed from the six administrative functions and the important guidelines extracted from staff development literature. The questions asked in each interview are in Appendix A. Each participant was also asked to assess the status of their current in-service or staff development program. In addition, the following documents were sought and subsequently used as data, where appropriate, in the analysis section of the study: (1) school board resolutions stating board positions on staff development, (2) budget documents showing various areas of expenditure, (3) job descriptions of professionals with responsibilities in the area, (4) position papers

outlining program goals and other details, (5) evaluation instruments and summaries of evaluation results, (6) communications to staff groups discussing staff development programs.

Chapter II is a review of the related literature and research. Chapter III contains a presentation of the data collected from the unit districts in DuPage County and the analysis of the data. First, the data are presented district by district, in modified case study form. Second, Chapter III presents an analysis of the data. The data collected are compared utilizing criteria drawn from the review of literature and the six selected administrative functions. The major research studies on the topic provide guidelines that can be categorized under the six administrative functions.

The criteria which were used are as follows:

A. Anticipating the program, as evidenced by:

1. formal needs assessment (by consultants, experts, etc.)
2. informal needs assessment (suggestions, discussions, etc.)
3. specific problems (test scores, new curriculum, etc.)
4. committees formed to study needs and solutions
5. consultants
6. visitations
7. pilots, trials, small scale programs
8. budgeted resources

B. Programming, using all or some of the following:

1. examination of alternatives, selection of most appropriate
2. goals and objectives developed
3. long range plans considered
4. focus on daily activities for content
5. specific means (activities) for achieving objectives identified
6. formulation of plans for monitoring program
7. program evaluation plan developed
8. involvement of affected staff groups in decisions



- C. Organizing, indicated by:
  - 1. responsibilities delineated in job descriptions
  - 2. structure of administration to facilitate supervision
  - 3. commitments to experts, consultants, etc.
  - 4. board statements or resolutions supporting program
  
- D. Executing or operating, utilizing some or all of the following:
  - 1. gradual, incremental steps
  - 2. collegial opportunities
  - 3. motivational incentives
  - 4. clear directives to leaders
  - 5. development of local materials
  - 6. active participation
  - 7. participants allowed choices
  
- E. Coordinating, as indicated through:
  - 1. linkage of program to general district effort
  - 2. evidence of teamwork
  - 3. regular meetings of leaders
  - 4. written communications to staff
  - 5. reports to school board
  
- F. Controlling, shown by:
  - 1. meetings to discuss problems
  - 2. action research (monitoring)
  - 3. corrective actions taken
  - 4. formal evaluations

Chapter IV compares the participating district programs with one another. The analyses in this chapter are concerned with the trends, patterns, similarities, and differences found. Each district is compared, one at a time, with each of the other districts in the study. The chapter is structured so that the criteria in each of the administrative functions, and the extent to which each district measures up to it, are considered in progressive order. Districts are analyzed as to their relationship to criterion A, then to criterion B, and so on until all the criteria have been discussed.

Possible explanations for the apparent success of some of the district's programs, in certain areas, are considered. Program success or failure is determined by observing the extent to which stated goals and objectives are achieved. The effectiveness of staff development programs can be determined by the accomplishment of meaningful goals and objectives. The extent of the presence of criteria for successful programs also affects the assessment.

Chapter V presents the recommendations of the study and summarizes the findings.

#### Importance of Administrative Planning for Staff Development

Staff development programs are complex adult education programs involving many variables. These programs often require organizational development and changes. Organizational changes require the administrator to consider the development of plans. Planning is essential to the success of a program reaching its established goals.

Gibson, Ivancevich, and Donnelly discuss the process of preparing for and managing change in terms of organizational development.

Organizational development ... (1) a planned systematic program initiated by ... management, (2) with the aim of making the organization more effective, (3) through ... a variety of methods designed to change environmental behavior, and (4) based upon the assumption that ... effectiveness is enhanced....<sup>9</sup>

Managerial planning is an important activity carried out by the administrator. Lack of planning leads to randomized successes, unpredictable side effects, and programs with no possibility for evaluation

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<sup>9</sup>Janus L. Gibson, John M. Ivancevich, and James H. Donnelly, Jr., Readings in Organizations, Revised Edition (Dallas, Texas: Business Publications, Inc., 1976), pp. 337-338.

of results.

In his book, Management: Toward Accountability For Performance, Robert Albanese emphasizes the importance of planning to overall managerial performance and accountability. Albanese defines planning as "the process or activity of determining in advance specifically what needs to be done in order to achieve particular goals, how it should be done, when and where it should be done, and who should do it."<sup>10</sup>

Once the manager is able to identify the results that are desired the planning activity can get under way. There is evidence in the literature to suggest that school in-service activities have not ordinarily been traditionally planned to achieve identifiable results. When no goals are established it is little wonder that well defined plans are not made.

Effective planning affects behavior and managerial performance, according to Albanese.

...Effective planning provides the foundation for effective controlling. Plans provide the necessary base for staffing, coordination and direction. Plans reduce the degree of uncertainty in organizations by specifying the who - what - where - when - how of behavior.<sup>11</sup>

Planning is an important part of the administrative process. The need for change, along with goals to accomplish some intended results are matters that are previous to the development of plans.

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<sup>10</sup>Robert Albanese, Ph.D., Management: Toward Accountability for Performance, (Homewood, Illinois: Richard D. Irwin, Inc., 1975), p. 166.

<sup>11</sup>Ibid., p. 168.

Administrative functions necessary to implement a plan suggest other activities.

Jesse B. Sears provides a description of the entire process in his book, The Nature of the Administrative Process. He describes the process as follows:

Its activity at one point is of the nature of thinking what to do or how to do it, that is, planning; at another, it is of the nature of coordinating, bringing plans into proper relationship, to the end that there may be harmony of effort, at another, it is of the nature of control, the process seemingly turning about, as if to evaluate its own behavior.<sup>12</sup>

Sears goes on to say that the process is a unified thing, not segmented and independent elements. It is useful, however, to examine and analyze the nature of each administrative function in the process. He identifies five different activities "as characteristic of the administrative process - planning, organizing, directing, coordinating and controlling."<sup>13</sup> In a description of the planning function Sears says, "planning is not a separate and independent function, but, is a phase of a larger process, administration."<sup>14</sup>

Many writers have addressed themselves to the administrative process. They have attempted to analyze the process by identifying the elements involved with labels and special meanings. One of the earliest was Frederick W. Taylor, who proposed scientific management methods be applied to production problems. The Frenchman, Henry Fayol,

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<sup>12</sup>Jesse B. Sears, The Nature of the Administrative Process, (New York: McGraw-Hill Book Company, Inc., 1950), p. 30.

<sup>13</sup>Ibid., pp. 31-32.

<sup>14</sup>Ibid., p. 32.

in the early 1900's, provided a list of five basic elements of administration; planning, organizing, commanding, coordinating, and controlling.<sup>15</sup> Other writers have provided their lists of administrative functions over the years and some have specifically focused upon education administration.

### Definition of Terms

Stephen J. Knezevich reviewed and illustrated the major writer's views in a table termed "Descriptive Terms Used by Various Writers to Suggest the Functions of the Administrator."<sup>16</sup> The various terms are described and compared in some detail. Knezevich then sets forth his own list "which seeks to describe the essence of administration. It is a more comprehensive and detailed identification of 16 major administrative functions to reflect present-day as well as traditional responsibilities."<sup>17</sup>

Eye and Netzer, in their book on administration and supervision, discuss the summarization of various administrative processes presented by Knezevich:

Knezevich provides a neat summary of the processes of school administration as analyzed and reported by several authors. In his summary, there is evidence of much commonality in theories of administration, since there are substantial overlappings in the processes labeled as administrative. If a theory is to be practical and useful, it must give rise to numerous hypothetical consideration as well as to an identification of the position and service functions. These functions, in turn, call upon the incumbent of each position to select those behaviors that will accomplish the

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<sup>15</sup>Stephen J. Knezevich, Administration of Public Education, (New York: Harper and Row Publishers, 1975), p. 28.

<sup>16</sup>Ibid., p. 28.

<sup>17</sup>Ibid., p. 37.

designated expectations.<sup>18</sup>

From Knezevich's original list, six functions have been selected for their appropriateness in the study of effective staff development planning. The six functions and meanings as developed by Knezevich are:

**Anticipating.** The administrator is responsible for anticipating what future conditions may confront the educational institution. Administrators are expected to look ahead and beyond day-by-day problems. Planning as a process of sensing future conditions and needs is synonymous with the anticipation function.

**Programming.** Objectives are a declaration of intent or hope. They are not self-executing. Programming begins with generating alternatives or strategies that can be used to reach an objective. It ends with the selection of the alternative or strategy to be followed.

**Organizing.** This function focuses on creating the structural framework for interrelated positions required to satisfy the demands of objectives and programs.

**Executing (Operating).** There are day-by-day or operating functions that command the attention of all administrators. These are related to the actual performance of assigned responsibilities.

**Coordinating.** Where there are many in an organization, there is always the possibility that some may be working at cross purposes. The administrator has the responsibility to unify the activities of various components and to focus the functions of discrete units onto objectives.

**Controlling.** This is controlling in the best sense of the term, namely, monitoring the process toward objectives, keeping organizational activities locked onto objectives and ready to implement corrective-action strategies when the organization strays too far from objectives.<sup>19</sup>

The term "staff development" is used throughout the study. That

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<sup>18</sup>Glen G. Eye and Lenore A. Netzer, School Administration and Instruction (Boston: Allyn and Bacon, Inc., 1969), p. 37.

<sup>19</sup>Knezevich, op. cit., pp. 37-38.

term suggests an approach to improvement that considers the effects of the whole school on the individual teacher and the necessity for long term growth. Occasionally the terms "in-service" and "professional development" are used in place of staff development to indicate on-going, comprehensive programs.

A chart is presented following the presentation of data from each district in Chapter III. The purpose of the chart is to provide a means of summarizing the data collected from the district. Guidelines for successful staff development programs as suggested by the literature are presented with the appropriate administrative function. The amount that each of the guideline characteristics exist is rated in one of three categories. The definitions of those categories are as follows:

Present--These characteristics are in existence or have existed in development of the program. They have been or are an integral part of the program plan.

Partially Present--These characteristics may exist or have existed in some form, but, have not provided a meaningful, useful, or important consideration for the program.

Not Present--These characteristics are not present in any form.

### Limitations

This study examines school district level staff development programs as opposed to those developed in individual schools. The significance of this is that a great deal of an actual district program may focus upon an individual building. It is recognized that implementation of any program will vary from place to place within a district, but this study is limited to a view of the structure of district level plans.

In addition, the type of district grade span of the programs involved in the study is kindergarten through the twelfth grade. Any consideration of higher education or non-public school districts is excluded from the study. Similarities may exist at any level or type of school, but significant differences may exist that would invalidate any conclusions based upon an undertaking of that breadth.

Geographical area provides another limitation of this study. The unit districts in DuPage County, Illinois are the only ones included in the study. Although general conclusions can be drawn from the study by those in elementary or high school districts, equal application of the information in the study may not be appropriate.

The study may not be applicable to a large diversity of school districts, although more general applicability may prove possible. The data reflect only the data gathered from the participating districts which may or may not have staff development programs as described in the study.



## CHAPTER II

### REVIEW OF THE RELATED LITERATURE

#### Relationship of Supervision and Staff Development

Marks, Stoops and Stoops provide a chronology for the evolution of supervision in their book. They begin with the action of the General Court of the Massachusetts Bay Colony requiring teachers to be of sound faith and good morale character. By 1709 Committees of Laymen were appointed to "inspect and approve teachers, courses of study, and classroom instructional techniques."<sup>1</sup> Town committees finally delegated responsibilities in supervision to super-teachers, who were to become known later as principals. Early superintendents were reluctant to delegate real supervisory authority to principals, according to the authors.

The activities around the turn of the century, all centered on inspection of schools and classrooms rather than instrumental improvement. Special supervisors or principals observed instruction and demonstrated instructional techniques focused upon teacher weaknesses. Supervision "from the turn of the second decade of the century to approximately 1935, was marked by intensive interest in measurement, classroom management, and operation."<sup>2</sup>

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<sup>1</sup>James R. Marks, Emery Stoops, and Joyce King-Stoops, Handbook of Educational Supervision (Boston: Allyn and Bacon, Inc., 1971), pp. 8-9.

<sup>2</sup>Ibid., p. 10.

The teaching profession began to develop formally during the late 1800's and early 1900's. "Administration emerged as a career different from teaching. The administrators claimed an expertise not shared with their subordinates, the teacher."<sup>3</sup>

In-service education began to emerge as a function of supervision during the middle years of the twentieth century. Principals, consultants, curriculum directors, and other personnel were given responsibilities directed toward improvement of instruction. According to Schiffler, "in-service activities came to be viewed as those that would lead to the growth of the entire school staff, not just to the improvement of the individual teacher."<sup>4</sup> Teachers began working on solutions to concerns of importance to them at the local level, at the same time they received improved training prior to beginning teaching. Awareness of the importance of several variables became evident in in-service education "as educators came to realize the importance of staff performance as related to school climate, administrative support, and interpersonal development, as well as the acquisition of new knowledge and skills."<sup>5</sup>

Marks, Stoops, and Stoops compare traditional and modern supervision and the relationship to in-service as follows:

Traditional supervision centered on the teacher and the classroom situation and was based upon the misconception that

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<sup>3</sup>Judith Schiffler, School Renewal Through Staff Development, (New York: Teachers College, Columbia University, 1980), p. 42.

<sup>4</sup>Ibid., p. 50.

<sup>5</sup>Ibid., p. 51.

teachers, being undertrained, needed constant direction and training. Modern supervision is perceived as a cooperative service... attention is focused upon the total learning-teaching situation. There is a trend away from superinspection and super-rating and toward the newer concepts of supervision as providing cooperative services, consultation and in-service education.<sup>6</sup>

Contemporary issues regarding in-service programming for school districts have been influenced to a great extent by recent reductions in teacher mobility and turnover. Until recently it has been possible for districts to employ new staff members to meet their needs, to pay for college courses, or finance attendance at conferences. Schiffler discusses this problem and the need it produces for districts to develop their own staffs in order to fulfill their goals. "The shift in in-service education, then, has been from an individualistic approach to that of staff development. This term implies that changes ... should be linked with ... improvements in curricula, programs, administrative processes and school community relations."<sup>7</sup>

In the past two decades there has been a significant emphasis upon educational change and innovation. Governments and private foundations furnished vast amounts of money toward the promotion of change.

Although hopes for school renewal often centered on aspects of schooling other than teacher training, such as improvements in curriculum, materials, and programs, it soon became apparent that teachers were the bottom line in any change that might take place. If teachers were unwilling or unable to implement an innovation,

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<sup>6</sup>James R. Marks, Emery Stoops, and Joyce King-Stoops, Handbook of Educational Supervision (Boston: Allyn and Bacon, 1971), pp. 12-13.

<sup>7</sup>Judith Schiffler, op. cit., p. 2.

even the most "teacher proof" package was doomed to failure.<sup>8</sup>

School districts are less able to implement innovations or create change by hiring new employees. Enrollment declines, financial constraints, and tenure legislation are among the factors that have contributed to relatively stable faculties. School change, then, must include an increasing need for staff development. Fine educational intentions will either fail or fall short of the goals in the hands of inadequately trained or disinterested teachers.

Any analysis of staff development planning must look at the significant research on the topic. Implications drawn from empirical research can serve as guideposts for administrative action.

The majority of publications on the subject of staff development are evaluative reports, rather than empirical research. These reports are often written by administrators or teachers describing a successful program. Subjective opinions, feelings, and attitudes are typically the focus of the practitioners. The administrator looking for the ingredients of successful programs needs more substantial information for planning and decision making.

The Educational Resources Information Center (ERIC) published a Research Action Brief on staff development in March of 1980. This report was the findings of significant empirical research on the topic. ERIC makes the following observation regarding the literature

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<sup>8</sup>Judith Schiffler, "A Framework for Staff Development," Staff Development: New Demands, New Realities, New Perspectives, Ann Lieberman and Lynn Miller, editors (Teachers College Press, New York, Columbia University, 1979), p. 4.

on staff development:

Unfortunately, going to the literature on staff development is not much help. A majority of publications are evaluation reports rather than real research. In these reports, usually administrators or teachers write up a program used in their school. It is almost always a successful program since no one likes to publish failures. Measurement techniques are often subjective opinions or tests made up by the participants. Results sections report fuzzy findings like "teachers felt the program helped them improve their classroom questioning techniques" or "administrators are proud of the noticeable improvement in teacher attitudes." Control groups are rarely used because no one wants to be left out of the exciting new program.

Smart administrators and teachers look at these reports with more than a little skepticism. Are they really so successful? Is a program that was successful in another school certain to be successful in their own school? What are the ingredients of a successful staff development program?<sup>9</sup>

ERIC researchers were able to find only a few reports which would be helpful in determining what should be considered in planning a successful staff development program. The ERIC brief cited several references. The most relevant of them was one by the Rand Corporation, another by Lawrence at the Florida State Department of Education, and a report by McLaughlin and Marsh. Results of these and other reports are explained in some detail later in this paper. It is important to note the concluding remarks in the ERIC brief:

The same themes appear again and again in these four studies: a need for more teacher participation in choosing and running staff development programs; a call for less theory and intellectualizing and more practice and participation in program activities; and a need for training that addresses everyday on-the-job needs and that is individualized to meet the needs of

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<sup>9</sup>Educational Resources Information Center, Research Action Brief (Number 10, Staff Development, Eric Clearinghouse on Educational Management, University of Oregon, Eugene, Oregon, March, 1980).

each participant. These are the lessons of research on staff development.<sup>10</sup>

### The Rand Study

One of the most useful studies was done by the Rand Corporation under the sponsorship of the United States Office of Education. Often referred to as the "Change Agent Study," this four year study had two phases. The first phase focused upon factors affecting initiation and implementation of local change agent projects; the second phase addressed factors that influenced the continuation of projects after federal funds ended.

Several volumes and articles have been published by Rand researchers Milbrey McLaughlin and David Marsh regarding the "Change Agent Study". One of their most recent summary articles appears in the Teachers College Record. In this essay they provide some basic assumptions.

Four clusters of broad factors essential for successful implementation and continuation of local change are: "institutional motivation, project implementation strategies, institutional leadership, and certain teacher characteristics."<sup>11</sup>

Institutional motivation deals with the different reasons districts, schools, or teachers participate in projects. "The Rand Change Agent Study found that teacher commitment had the most

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<sup>10</sup>Ibid.

<sup>11</sup>Milbrey Wallin McLaughlin and David D. Marsh, "Staff Development and School Change," Teachers College Record, (September 1978), p. 71.

consistently positive relationship to all the project outcomes (e.g., percentage of project goals achieved, change in teachers, change in student performance, and continuation of project methods and materials)."<sup>12</sup> The willingness of teachers to make the necessary extra effort is critical to success.

The attitude and commitment of the administration is basic to teacher support. If management is interested and supportive, then implementation will more likely be effective. Collaborative planning, with equal input from teachers and administrators, is superior to "grass roots" teacher plans or "top-down plans."

Projects adopting this planning style actively engaged both both teaching and administrative staff from the preproposal period through implementation, thereby gaining consensus and support from teachers, principals, and central office personnel. Evidence of the Change Agent Study on this point give the lie to the conventional wisdom that teacher initiated projects are usually more successful than are those conceived downtown."<sup>13</sup>

The Rand study found that teachers are not motivated by extrinsic rewards, such as extra pay. Surprisingly, "teachers who received extra pay for training (about 60 percent of the sample) were less likely than others to report a high percentage of goals achieved. These teachers also reported less improvement in student performance, especially academic performance, than did other teachers in the study."<sup>14</sup>

Project implementation strategies must combine skill-specific training with staff support activities to enhance success. Activities

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<sup>12</sup>Ibid., p. 72.

<sup>13</sup>Ibid., p. 72.

<sup>14</sup>Ibid., p. 75.

such as "classroom assistance by resource personnel, and teacher participation in projection decisions"<sup>15</sup> had a major positive effect.

The attitude of the school principal is more critical to the implementation and continuation of a change than any other district leader, including the project director. "The support of the school principal for a special project was directly related to the likelihood that staff would continue to use project methods and materials after special funding is withdrawn."<sup>16</sup>

In summary, the Rand study suggests that effective staff-development activities incorporate five general assumptions about professional learning:

Teachers possess important clinical expertise.

Professional learning is an adoptive and heuristic process.

Professional learning is a long term, nonlinear process.

Professional learning must be tied to school-site program building efforts.

Professional learning is critically influenced by organizational factors in the school site and in the district.<sup>17</sup>

The assumptions set forth by McLaughlin and Marsh from the Rand Study provide the staff development planner with several important guidelines. First: classroom teachers should be involved in identifying problems and solutions. Second: the teachers and administrative staff need to adopt the process for themselves, or "reinvent the wheel." Third: changes may take as long as several years to implement and the developmental program must adjust and grow with the project.

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<sup>15</sup>Ibid., p. 76.

<sup>16</sup>Ibid., p. 81.

<sup>17</sup>Ibid., p. 91.



Fourth: staff development activities ought not be isolated from a teacher's daily activities, but, rather related to their on-going responsibilities. Fifth: successful staff development is part of the "on-going problem solving and improvement process within the school."<sup>18</sup>

The complete findings of the Rand Corporation study are reported in eight volumes under the general title of Federal Programs Supporting Educational Change. In volume VIII the findings from both phases are summarized with implications and recommendations for initiating, implementing and sustaining programs.

One of the more interesting aspects of this summary deals with strategies that are generally ineffective and could hamper a program's success. These strategies as reported by researchers Berman and McLaughlin are:

1. Outside consultants. Project staff typically saw the assistance offered by outside consultants as too general, untimely, and irrelevant. . .
2. Packaged management approaches ... too inflexible to permit the local adoption necessary . . .
3. One-shot, pre-implementation training ... unable to provide the assistance teachers needed during implementation . . .
4. Pay for training ... extrinsic rewards such as pay for training cannot stimulate the commitment of teachers if they do not see it to be in their professional self interest . . .
5. Formal evaluation ... did not provide timely and appropriate data that would help project participants to modify and refine project activities.

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<sup>18</sup>Ibid., pp. 87-90.

6. Comprehensive projects ... often failed because they attempted too much too soon.<sup>19</sup>

In the conclusions presented in the report there are some elements that promoted more successful implementation.

The elements of a strategy that fostered mutual adoption and therefore more effective implementation, and that improved student performance, promoted teacher changes, and enhanced the continued use of the project at the classroom level were:

- . Concrete, teacher-specific, and extended training.
- . Classroom assistance from project or district staff.
- . Teacher observation of similar projects in other classrooms, schools, or districts.
- . Regular project meetings that focused on practical problems.
- . Teacher participation in project decisions.
- . Local materials development.
- . Principal participation in training.<sup>20</sup>

The conclusions of Berman and McLaughlin are based upon two years of study which included surveys, field studies and follow-up projects involving 852 administrators and 689 teachers. Insights provided from this research project represent some of the most meaningful to date, for the planning of successful staff development programs.

### The Schiffler Model

Judith Schiffler combines a comprehensive review of the literature and research regarding staff development planning with the realities of power and authority relations. Her historical analysis beginning in colonial times, provides a backdrop for decision-making in staff

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<sup>19</sup>Paul Berman and Milbrey Wallin McLaughlin, Federal Programs Supporting Educational Change, Volume VII: Implementing and Sustaining Innovations (Santa Monica, California: Rand Corporation, 1978), pp. 27-28.

<sup>20</sup>Ibid., p. 34.

development today. One of the pivotal points in her book, School Renewal Through Staff Development, deals with the necessity of considering the authority of such groups as teachers, parents, and school boards. The failure of staff development programs, according to Schiffler is lack of appropriate planning.

"...The problem with most models of staff development is that they are: (1) biased toward fulfilling organizational goals through the use of rational change strategies; thus, they fail to adequately take into account the behavioral regularities and values that exist in the school and minimize the need to make attitudinal and normative changes or (2) they are biased toward making personal change and do not make sufficient provision for organizational accommodation to these changes; and/or (3) they are based on unrealistic assumptions about authority prerogatives; thus do not adequately deal with the political question of who makes what decisions and how."<sup>21</sup>

The model presented by Schiffler begins with the premise that teachers, parents, and administrators are sources of authority to be dealt with formally and prior to proceeding with details.<sup>22</sup>

A self study is the first stage, using an assessment of the existing realities, involving the sources of authority. A self study would include a review of instructional practices, opinion surveys, and student needs assessments. The purpose is to examine the alternatives and determine the mission.

The exploration stage is second. New meanings and understandings will emerge and provide a basis for future goal settings. Staff members try pilots, small scale experimentation, view films, attend

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<sup>21</sup>Judith Schiffler, School Renewal Through Staff Development (New York: Teachers College Press, Columbia Univ., 1980), p. 158.

<sup>22</sup>Ibid., p. 160.

demonstrations, visit existing programs, work with consultants and clarify points of view.

Planning is the third stage. This is where many programs begin, with little regard to the first two stages. The purpose of the planning stage is to prepare long and short range goals, consider organizational changes, anticipate needs and problems, and provide for them. Goals are determined as well as a means of achieving them.

The fourth stage is implementation. Here is where the plans are put into effect. Gradual, incremental change is advisable so adoption of the former and new can be accommodated and supervised. Teacher-administrator and staff-parent collegial interactions, individualized development concerns, and inputs from both inside and outside the district are planned.

The final stage is evaluation. New or revised planning decisions are based upon the results of the program. In time, a new self study should be considered and recommendations for future staff development planning made.

Schiffler's model for designing staff development programs incorporates the lessons learned from the research and literature regarding staff development.

#### Phi Delta Kappa Commission for Professional Renewal

Phi Delta Kappa commissioned a survey "to determine what in-service opportunities are currently being offered educators, to examine the relative worth of in-service alternatives, and to recommend ways of making in-service education more valuable (in the view of

recipients)."<sup>23</sup> The findings and recommendations of that research are reported in the May 1977 issue of the Phi Delta Kappan magazine.

Seven processes were found to exist in all of the successful programs studied in an analysis of 1,300 program descriptions provided by school districts.

First, systems with successful programs make a genuine effort to identify all local needs, wants, or problems ... A second process involves a listing and categorizing, ... efforts are made to determine how a single in-service effort might simultaneously meet the perceived needs of individuals as well as the needs of the sponsoring organization ... Third, the decision making group considers feasibility and assigns priorities ... Feasibility determination, ... appears most effective when reached through joint efforts of recipients and sponsors... When topics have been selected as feasible, commitments must be made on behalf of the district and the teacher... Fifth, commitment leads to planning and programming ... rely on highly qualified individuals ... compelled to consider (1) realistic objectives, (2) types of in-servicing most likely to attain these objectives, (3) appropriate sponsorship, (4) combinations of activities to be employed, (5) characteristics of target population, (6) incentives for participants, (7) appropriate media, (8) critical time factors, (9) adequacy of location and facilities, and (10) proper evaluation... implementation of the plan constitutes the sixth process ... seventh and last step is evaluation.<sup>24</sup>

The evaluation process generates information regarding the results of the program and the needs of consideration in the future. Recycling the recommendations through the steps is required to provide meaningful programming.

Local in-service efforts have improved in recent years, but not to the point where districts' and participants' expectations are fulfilled. The implications of the survey include the requirement for

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<sup>23</sup>James C. King, Paul C. Hayes, and Isadore Newman, "Some Requirements for Successful Inservice Education." Phi Delta Kappan (May 1977), p. 686.

<sup>24</sup>Ibid., pp. 686-687.

"commitment of effort and resources on the part of planners, sponsors, and implementors."<sup>25</sup>

### Beginning Teacher Evaluation Study (BTES)

The anticipation of future conditions is critical to staff development planning. A recently published study has implications for the content of staff development programs. This six year study funded by the National Institute of Education was carried out through the California Commission for Teacher Preparation and Licensing. The project, known as the Beginning Teacher Evaluation Study, is related to academic learning time and associated teacher behavior.

In the beginning the study was searching for information to assist in making policy decisions about competencies desirable in beginning teachers. The focus changed after early results illustrated a "need for a better understanding of the nature of instruction and effective teaching practices as they related to specific grades and specific subject matter."<sup>26</sup> The study was finally concentrated at the second and fifth grade levels of reading and mathematics with experienced teachers. It represents "perhaps the most comprehensive effort to date describing teaching and learning in these grade and subject levels."<sup>27</sup>

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<sup>25</sup>Ibid., p. 687.

<sup>26</sup>Carolyn Denham and Ann Lieberman, Editors, Time to Learn (National Institute of Education, U.S. Department of Education, 1980), p. iii.

<sup>27</sup>Ibid., p. iii.

Lynn Miller provides implications for staff development drawn from the findings in the study.

First, and most important, BTES provides information that ultimately links teaching practices to student achievement outcomes. Such information can be extremely useful for a staff developer who is always dealing with problems endemic to the teaching profession - among them the weak knowledge base, the uncertain teaching and learning links, and the vagueness of goals.... Second, the study acknowledges the complexity of teaching as an activity.... By focusing on these aspects of teaching, staff developers and teachers can move away from the "make and take" mentality.... Finally, BTES provides some useful tools for opening issues and rendering insights about teaching and learning, about classrooms and students. The study provides a vocabulary for describing and assessing instruction...<sup>28</sup>

The contribution of the research involved in the BTES report will be a matter of considerable interest for years to come. As the results of this study are understood, refined and made useful to the profession, the implications of today are likely to become reality in the future.

#### Other Related Literature

Gordon Lawrence did a comprehensive review of 97 evaluation reports or studies in a search for patterns. Taken as a group, make it possible to separate the characteristics which are repeatedly part of successful in-service programs from those of unsuccessful ones.

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<sup>28</sup>Lynn Miller, "BTES: Implications for Staff Development," Time to Learn, Carolyn Denham and Ann Lieberman, Editors (National Institute of Education, U.S. Department of Education, 1980), pp. 161-162.

According to Lawrence, programs with individualized activities are more likely to be effective than those with only common activities for all participants.<sup>29</sup> Active participation, modeling, demonstrations, and feedback are more effective than programs where the participants listen and must apply the new knowledge at some later time. Local personnel, rather than consultants running the program, will lead to a more effectiveness, according to Lawrence's findings. There is more to in-service than simple learning of content, such as attitudes and motivation which can best be provided at the local school site.

Programs which involve teachers in planning and implementing are more likely to succeed and fulfill their objectives:

School-based programs in which teachers participate as helpers to each other and planners of in-service activities tend to have greater success in accomplishing their objectives than do programs which are conducted by college or other outside personnel without the assistance of teachers.<sup>30</sup>

The study revealed that program objectives "that deal with teacher's concepts or enlarging the teacher's store of information have a high rate of realization."<sup>31</sup> It was also found that basing program objectives upon significant pupil behavioral change has not been an effective indicator of success.

Lawrence found that desirable characteristics derived from the

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<sup>29</sup>Gordon Lawrence, Patterns for Effective Inservice Education: A State of the Art Summary of Research on Materials and Procedures for Changing Teacher Behaviors in Inservice Education (Florida State Department of Education, Tallahassee, Florida, 1974), pp. 14-17.

<sup>30</sup>Ibid., p. 11.

<sup>31</sup>Ibid., p. 13.



theories relative to in-service education were supported in the investigation. Recommended patterns of management include:

... differentiated training experiences, ... place the teacher in active role, ... teachers share and provide mutual assistance, ... activities that are linked to a general effort, ... they can choose goals and activities for themselves, and self-initiated and self-directed training activities.<sup>32</sup>

The significance of the findings in Lawrence's study are very impressive when the strength of the statistical patterns are considered. As he reflects:

The message in the findings seems clear: the in-service programs that have the best chance of being effective are those that involve teachers in planning and managing their own professional development activities, pursuing personal and collective objectives, sharing, applying new learnings and receiving feedback.<sup>33</sup>

Recent research conducted by the Institute for Development of Educational Activities (I/D/E/A) holds great promise in revealing teacher attitudes toward their jobs. In a Kappan article by Bentzen, Williams, and Heckman the preliminary findings of their research in the area of job satisfaction are reported.

The I/D/E/A research shows that "elementary teachers were best satisfied, followed by those at junior and senior high schools respectively."<sup>34</sup> Some interesting differences between elementary and secondary teachers emerge in the study. "Elementary teachers relate job satisfaction more strongly to questions about staff cohesiveness,

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<sup>32</sup>Ibid., pp. 14-15.

<sup>33</sup>Ibid., p. 17.

<sup>34</sup>Mary M. Bentzen, Richard C. Williams, and Paul Heckman, "A Study of Schooling: Adult Experiences in Schools," Phi Delta Kappan, (February, 1980), p. 395.

whereas secondary teachers relate job satisfaction more strongly to questions about principal leadership and the processes of problem solving and decision making."<sup>35</sup>

Although the final reports of this research are not available at this time, the preliminary findings should be of interest to anyone developing plans for staff development. The attitudes and values of the professionals affected by such a program need to be considered to enhance the possibility of success.

#### Implications of the Literature

Staff development literature suggests many guidelines for the administrator. First, it is important to recognize the fact that a substantial research base exists on the topic. Findings presented in these studies can be extremely useful in anticipating what to expect from a staff development program and how to guide it toward future success.

Second; that teachers and principals need to participate in planning and decision making, is strongly recommended by all the authorities. Support from the people affected is critical. Their participation in exploring alternatives and developing objectives will provide ownership. The knowledge and support of the program by principals is particularly emphasized in the Rand studies. They should be encouraged to visit and observe similar successful programs in other districts.

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<sup>35</sup>Ibid., p. 396.



On-going programs which are part of a general improvement program developed from district needs, appear to be best. Short lectures or one-shot workshops make little or no difference in teacher behavior. The literature strongly indicates that meaningful changes in staff behaviors are more likely to occur when observation of practice in new skills and feedback is part of the program.

Programs aimed at specific, concrete skills rather than theoretical concepts are the most likely to be effective. It has also been found that individual staff needs should be considered so each participant can select activities most related to their on-the-job requirements.

The literature clearly shows the need of school districts to develop their own programs and not simply attempt to adopt a total program for another district. Needs and requirements may vary dramatically from place to place. The development process in itself is useful in providing a base of support and understanding.

A plan for monitoring the progress of the program needs to be provided so adjustments can be made if it becomes apparent that the established targets are going to be missed. Some method of evaluating the effectiveness is recommended to provide information necessary for improvement of an on-going program.

Perhaps the most prevalent theme in all of the literature is the importance of recognizing the great need for staff development and getting on with it. As Rubin states, "If we acknowledge that our schools can be no better than the teachers who serve them - and there seems to be no way to avoid this circumstance - an obsession with the

continual betterment of teaching is essential."<sup>36</sup>

### Relating The Administrative Process To Staff Development Planning

The literature of staff development suggests a number of guidelines which can be categorized according to administrative processes.

In anticipating the staff development needs of the school district, an administrator must relate the condition of the district to the possibilities available. Rand researchers call for each district to revise existing programs to fit their need and Schiffler indicates the importance of a self-study. The identification of local needs, wants and problems are basic to findings in the Phi Delta Kappa research. It is while fulfilling this expectation that the administrator conducts needs assessments, identifies specific problems and views the possibilities for answering needs. The importance of involving representatives of groups affected by possible changes is uniformly emphasized. Schiffler agrees with McLaughlin and Berman in recommending the visitation of teachers to similar projects and providing pilot or small scale programs for trial.

The programming function of the administrator is to see that there are clear goals and objectives, effective strategies, priorities, and evaluative criteria. These decisions ought to be made in collaboration with representatives of affected teacher and administrative groups as indicated by McLaughlin and Berman, and Lawrence.

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<sup>36</sup>Louis J. Rubin, "Teacher Growth in Perspective," Improving In-service Education: Proposals and Procedures for Change, Louis J. Rubin, editor (Boston: Allyn and Bacon, Inc., 1975), p. 258.

Organizing for staff development requires that there be planned supervisory support and that the people involved understand their own function and the functions of others. Job descriptions need to be considered as roles are developed. McLaughlin and Berman emphasize that structure must provide the supervisory resources necessary to assist classroom teachers and monitor the stated program as it attempts to meet the objectives. Commitments for consultants or other experts must be considered as stated by Phi Delta Kappa.

Schiffler and Rand point out that executing the planned program should involve gradual, incremental steps, with extensive collegial opportunities for the participants. Motivational incentives and clear expectations need to be developed for those involved, but monetary remuneration may hinder program success according to the Rand study.

The coordinating function in staff development means that well defined roles of various administrators, board, teachers, consultants and others must be kept on the path leading to accomplishing program goals and objectives. Communications and teamwork will be critical to success. Lawrence and Schiffler focus upon the importance of linking staff development activities to general district efforts.

Controlling the program during implementation will involve monitoring and adjusting according to plans. The intended results of staff development are usually rather a long range proposition. The administrator must be sure that everything is going according to plan and take corrective action if necessary. Regular meetings to discuss practical problems and practice new skills will increase the possibility of successful goal achievement. Evaluations will give the administrator

information valuable for improving the continuing program.

## CHAPTER III

### PRESENTATION OF THE DATA

#### Introduction

Personal interviews were conducted with the superintendent, a selected board member, a principal, and a central office administrator in each of the six school districts. The board members were selected from those having served in those positions long enough to have a good understanding of district in-service programs. Central office administrators were selected that had the major district responsibility for the study based upon their experience and understanding of the district in-service efforts.

Appendix A presents the questions that were asked in the interviews with each participant. Those interviewed were encouraged to elaborate, express their opinions, and produce any artifacts that would clarify the program in the program in their district.

Chapter III begins with an overview of the DuPage County, Illinois school setting, then presents the data that were collected. A brief description of each district is provided. This is followed by the data collected in each of the six administrative functions selected for the study.

#### General Overview of DuPage County

DuPage County, Illinois is directly adjacent to the western boundary of Cook County. The city of Chicago is part of Cook County

and provides a focal point for the business, culture, and other activities for several counties surrounding it. DuPage County is a suburban area of Chicago, with a population of more than 650,000 people.

There are a total of 45 school districts within DuPage County. Elementary districts number 32, high school districts 7, and unit school districts 6. A summary of total district staff and enrollment figures are shown in Appendix B of this study. Legislative changes made it financially attractive for elementary and high school districts to merge into unit school districts in 1970. By 1975 the current six unit school districts had been formed as approved by referendum. A summary of the enrollment and staff members of the unit districts are shown in Appendix C.

The schools of DuPage County generally reflect a population which values education highly. Districts in the county are among those paying the highest salaries in the state; their physical facilities and equipment are usually excellent; and participation in the schools by the community is typically at a high level.

#### DISTRICT I

District I serves a community of about 8,500 residents. The community is experiencing significant growth in population, school enrollment and property valuation due to planned developments for single and multiple family housing. Increased industrial and commercial property have contributed to the growth. Located about 20 miles west of Chicago, the community is served by a commuter train line and nearby tollways.



The district was created by referendum in 1972, by combining a small elementary district with the high school students from that same area. There are three K-5 elementary schools, one 6-8 junior high school, and one senior high school in District I. The junior and senior high schools have been newly built since formation of the unit district. The first high school graduating class was in 1978. Currently the district enrollment is about 2,000 students.

Certified staff in District I number over 100 teachers and administrators. There are more than 60 persons employed as teacher aides, clerical personnel, custodians, and cafeteria staff. Each elementary school has a principal while the junior and senior high schools employ a principal and an associate principal.

District I had an educational budget of approximately \$6,000,000 in 1979-80. Dramatic reductions totaling about \$600,000 were included in recent efforts to balance the budget.

#### Anticipating for Staff Development - District I

There have been no attempts to conduct a formal needs assessment with respect to in-service or staff development in District I. Informal assessments of need are possible due to the small number of staff. Principals are very close to their small staffs and incorporate their insights into discussions with other administrators when considering in-service plans.

Creation of the new district in 1972 has generated many in-service topics. Much of the in-service at the secondary level has focused upon programming for the new junior and senior high schools.

Development of a continuous progress, individualized program, with some team teaching, occupied the junior high staff. An important feature of the high school is a program where every student is involved as a "family member" with 14 others and a faculty member who serves as the family unit leader. This four year sequence of topics is provided to the same family group as they go through high school together. The program combines ideas from a school district in the state of Oregon and the Lloyd J. Trump Model Schools Project.

There have been no study committees, visits to districts to view in-service programs, or consultants hired to assist in examining staff development options. District I administrators have determined what in-service is necessary, based upon their judgement. A small budget of about \$2,000 is provided to pay stipends to speakers or workshop leaders if necessary.

#### Programming for Staff Development - District I

No written goals and objectives are in existence for the in-service program. A yearly topic is selected to provide some general focus. The topic for the 1980-81 school year deals with the basic skills of instruction. There are no long range plans for staff development.

Alternative means of accomplishing in-service targets are not sought in District I. The activities generally involve personnel from within the district sharing an area of their skills or knowledge with others.

New knowledge of skills that teachers acquired as a result of

in-service programs or curriculum training workshops are not systematically monitored in classrooms. Principals do commit a large portion of their time to classroom observation, but the observations are not linked to professional development activities.

An in-service program evaluation plan is not in existence in any formal sense. Activities for in-service and institute days are decided by a committee of teachers and administrators as required by school code. A curriculum advisory council, chaired by a principal, meets on a regular basis. Some in-service activities in specific curriculum topic areas are planned by the curriculum group.

#### Organizing for Staff Development - District I

The assistant superintendent for instruction is responsible for district wide in-service programming. He reports directly to the superintendent and no professional staff report to him. Job descriptions for the superintendent and building principals also reflect some expectations for the in-service of the administrators or teachers that report to those positions.

Principals are expected to see to it that most in-service needs are met, according to the assistant superintendent. The principal interviewed said that any staff development that was done at the junior high school would be due to his efforts.

There are no on-going commitments with experts or consultants in any curriculum area or staff development. One time visits by outside experts has occurred in "gifted education" and "English as a second language".

The district has recently approved for two of its own teachers to provide in-service courses in the teaching of reading and mathematics. Both instructors are experienced in teaching graduate classes in these areas. There is no charge to participants and the district provides the textbooks required. Teachers who successfully complete these district workshops will be granted two hours of professional growth credit on the salary schedule. District administrators are very pleased that the board of education approved these courses. The most common professional growth activity in the district is graduate level coursework that teachers take at nearby colleges and universities.

#### Executing the Staff Development Program - District I

Program implementation in this district typically entails arranging for one shot, topical programs at the district level. One example of incremental implication would be the in-service activities provided for the staff to implement a student minimum competencies program. A local research cooperative developed an instrument for use in their member districts. High school team leaders participated in in-service workshops and they were expected to provide training to their team members to implement the program.

Curriculum changes sometimes require some active participation by teachers involved in learning to use new materials. The administrators interviewed all agreed that nearly all in-service activities required passive rather than participative attendance. Once a year the district provides a half day smorgasbord type in-service program, where teachers can choose from a number of possible mini course activities. Building

level meetings are held on most other in-service days. In nearly every instance personnel, from District I are developing plans and materials, and leading in-service activities. The concept of planned collegial opportunities is not utilized.

#### Coordinating the Staff Development Program - District I

Staff development in District I is not linked to any major district effort. There is a five year cycle for curriculum area review. As curriculum changes are readied for implementation, in-service regarding the new materials is provided for the affected teachers.

Meetings to discuss in-service topics for the year are held as required by the school code. The assistant superintendent says the in-service programs are discussed with the group of teachers and administrators because the law says they must do it that way. The district administration is most comfortable with making the decisions about what topics are presented at in-service meetings and who will present them. They feel that management needs to control as much of this area as possible.

There are no regular communications to the staff or board of education regarding in-service activities.

#### Controlling the Staff Development Program - District I

In this district, there are no meetings scheduled to allow individuals an opportunity to discuss ideas or problems regarding implementation of new learning.

A questionnaire is distributed to teachers that attend in-service meetings which allows them to express how well they liked the presentation. The assistant superintendent said the questionnaire was not particularly effective or helpful. No program evaluation for district in-service is attempted, or possible, due to a lack of planned program.

#### Superintendent's View of Staff Development - District I

The superintendent of District I said that the most comprehensive in-service project for the district was implementing the life experiences studies in the high school. He visited several high schools around the United States while developing building and program plans. A guidance approach was adopted for the district which involves classroom meetings in elementary classes, home room activities at the junior high level, and a required life experience curriculum for high school students.

High school staff members are assigned 15 students to be involved in a family type situation for the entire four years. Each teacher must hear a report from every department at the beginning of the year. This information is used in guiding their family members as the school year progresses. The program requires students to use language skills in mini courses that integrate and cross many subjects and disciplines of the school. State requirements for consumer education, career education, and environmental education are also satisfied by this program. The superintendent

indicated that he considers the time staff spends in these communication sessions to be an excellent in-service activity.

He does not believe that formal needs assessments are useful or wise. District administrators maintain control of in-service planning according to this superintendent. It is also his opinion that boards of education should not become involved in which in-service activities are planned. He said "in-service is a job for educators, not a board committee."

A theme for in-service is decided upon by his administration to provide focus for the year. This year the "basic skills of teaching" is the theme. He stated that "the principles of learning don't change", so he wants the staff to learn to use them more effectively. He allowed each principal to select two teachers to attend a series of workshops in the "principles of learning" conducted by the Illinois Center for Educational Improvement. These teachers were obligated only to report back to the building staff about their experiences. Three of the District I principals attended similar workshops earlier in the year.

The superintendent said it is his desire to see teachers maximize on task behavior of students. He believes 90 percent of the students should be on task 90 percent of the time. He cited the changing patterns of activity in classrooms as critical to successful learning and that teachers must be aware of the attention spans of the learners. A specific staff development program that would

be required to promote these ideas in the district was not in existence.

Assistant Superintendent for Instruction's View of Staff Development -  
District I

The assistant superintendent has been in District I for his entire career. Experiences as an elementary teacher, elementary principal, and junior high principal preceded his present position. Much of his effort in the past seven years has been overseeing construction of new buildings and programs at the secondary level.

He stated that the District I administrative philosophy regarding in-service is to "decide what you want to do and then do it. Don't ask the board of education or the teachers what they want." Evaluations and questionnaires probably will not be helpful and they "may get people over-involved."

According to the assistant superintendent there are no in-service program goals or objectives. He stated that "the superintendent does not encourage or want long range plans." Further, he stated it is their management strategy to not involve the board of education in this area because, "the board knows only what they are told."

The advantages of having a small district staff were emphasized by the assistant superintendent. Staff members typically know everyone else in the district, which promotes a positive attitude. This smallness has enabled the district to plan for well articulated kindergarten through twelfth grade programs. They have taken in-service field trips where the entire high school faculty can go in the same bus to another site.



He cited the importance of the life experiences program existing in the high school and how critical the elementary and junior high programs are as preparation for it.

The Curriculum Advisory Council is a responsibility delegated to a principal by the assistant superintendent for instruction. He rarely attends meetings of this group and trusts them to make the right decision.

#### Principal's View of Staff Development - District I

The junior high school principal interviewed said that "most of the in-service leadership is up to building principals" in District I. One of his methods for providing in-service is bi-monthly meetings with the teachers focusing upon some area of instruction. Usually a teacher, or someone else on the school staff, will make a presentation to the others. He also considered a situation where four teachers exchanged responsibilities with an equal number from a neighboring junior high, to have been a positive in-service experience.

Evaluations of teachers are written by principals twice each year. Frequent observations are necessary in order to complete these formal evaluations. This principal estimates that thirty to thirty-five percent of his time is spent on some aspect of evaluation. When asked if he had received any special training that would be helpful in monitoring new skills or knowledge of teachers, he said he did not. He said that the evaluation instrument was helpful in guiding his observations of teachers.

Board Member's View of Staff Development - District I

The individual interviewed from the District I board of education has been a member since his first election 12 years ago. In those years he could not recall a needs assessment that would affect in-service training. Administrators review the needs of the district and devise in-service to meet the needs as they perceive them. There are no funds budgeted for in-service that the board member could recall.

Policy statements relative to staff development exist and are part of the policy manual, but the board member did not recall the nature of them. He was not aware of any attempts to evaluate the in-service program. He said, "if the superintendent feels the need for board involvement, he will ask for it. We leave program details to the superintendent."

Responsibility for in-service is assigned to the assistant superintendent. Because of budget constraints consultants are used as little as possible, according to the board member. District I staff members are sometimes compensated for teaching courses to staff members after school. The board has supported these courses by providing the incentive of two salary schedule credits to teachers that successfully complete them.

The board receives an annual report from the assistant superintendent regarding in-service for the past school year. A list of the topics, with teacher reactions to the presentations, are contained in the report. In-service meetings are provided to improve the quality of education in the district, but are not linked to any specific effort, observed the board member.

Table 1  
 Summary of Criteria  
 DISTRICT I

	Present	Partially Present	Not Present
<u>Anticipating</u>			
Formal needs assessment			X
Specific conditions affecting need	X		
Study committee			X
Consultants or experts involved			X
Visits to programs/options explored			X
Pilots or trials			X
Budgeted resources			X
<u>Programming</u>			
Written goals and objectives			X
Examined alternatives means			X
Long range plans			X
Focus upon daily activities	X		
Monitoring plans			X
Evaluation plans			X
Plans developed by those affected			X
<u>Organizing</u>			
Responsibilities in job descriptions	X		
Structure to facilitate program supervision			X
Specific person responsible	X		
District personnel as trainers		X	
Board actions supporting	X		
<u>Executing (operating)</u>			
Gradual, incremental steps			X
Directions to administrators			X
Active participation			X
Choices available	X		
Local materials developed	X		
Collequial opportunities			X
<u>Coordinating</u>			
Linked to general effort			X
Teamwork			X
Regular meetings of leaders			X
Communications to staff			X
Communications to board			X

Table 1 (continued)

	Present	Partially	Present	Not	Present
<u>Controlling</u>					
Meetings to discuss problems and share				x	
Adjustments due to monitoring				x	
Program evaluation				x	
Revision based upon evaluation				x	

## DISTRICT II

District II is located 20 miles west of Chicago in a small, suburban setting. There are approximately 12,000 people residing within the five square miles of district boundary. The character of the community is largely single family residential, with the addition of a few attractively planned unit developments. It is very desirable for commuters, being serviced by a rail line and located next to a tollway. There is a parochial elementary and a secondary school, as well as a private college.

The district enrollment is slightly less than 2,000 students. Three elementary buildings provide for about 800 students. Enrollments at junior and senior high schools are 470 and 670 respectively. Teachers and administrators in the district number 123, and nearly half of these have advanced degrees. A one to sixteen average teacher to student ratio is currently in existence. The district offers a full and enriched K-12 program including special education, federal programs, vocational and technical education, and hot lunches in every school.

In the fall of 1980 the superintendent that participated in this study announced his retirement, effective in the summer of 1981. The new superintendent has not been appointed by the school board when the data were being collected.

Anticipating for Staff Development - District II

A dramatic situation which caused great tension between the district's teachers and management has created a new approach to in-service for professional staff. Three years ago a negotiated agreement with

the teacher's association resulted in a loosely worded reduction in force clause. The board of education directed district administrators to rate teachers individually in rank order using a paired comparison technique. Rankings did not consistently compare with past evaluations done routinely by building administrators. Arbitration over the issue was eventually won by the teachers' association. Following the controversy, the superintendent was interested in finding some ways to focus the attention of staff on something positive. An in-service/institute committee was utilized as one means of addressing that condition.

The superintendent selected twelve teachers to serve on the in-service committee, from among the most displeased and vocal of the staff. Four representatives from the elementary, junior high, and senior high levels comprise the committee, along with the superintendent. A consultant from the Illinois Center for Educational Improvement assisted them in developing a group process for meeting and decision making. Each staff member completed a questionnaire developed by this committee to assess the needs and desires for future in-service meetings. Feedback from the survey and informal suggestions have been used to develop the topics for institute and in-service programs this year. The consultant assisted the committee in examining alternatives and options.

A relatively modest sum of \$2,000 was budgeted to provide consultant and speaker fees for the current year. The committee meetings have usually taken place during school hours which caused an estimated expenditure of about \$2,000 and the cost of some catered lunches.

### Programming for Staff Development - District II

Some general district level in-service goals were developed for the 1980-81 school year. There are no specific objectives or directly related activities to support the goals. Each administrator was directed by the superintendent to develop some objectives for in-service for their particular area or building. No district theme or common thrust is apparent at this time. Activities selected for district wide meetings and individual school in-service are generally one-time programs featuring a speaker on a specific topic. A recent institute meeting was organized as a smorgasbord with teachers attending several short sessions on topics such as the difficult child, listening skills, and micro computers.

Each teacher is systematically requested to fill out an evaluation form to express how well they liked each individual session. Because there is no identifiable program for staff development or in-service, a program evaluation is not possible. The superintendent reports twice a year to the board of education on progress made on all general district goals.

Teachers are generally provided with some information at in-service programs, but, they are not expected to implement the concepts. Principals monitor teachers as part of the routine personnel evaluation process, rather than for growth in areas as a result of in-service or staff development.

### Organizing for Staff Development - District II

The assistant superintendent has the major responsibility for

in-service requirements is a curriculum advisory council for which the assistant superintendent is responsible. Recent direct involvement of the superintendent in the area of teacher in-service was to add prestige to that committee.

Each administrator is expected to organize in-service programs for individuals reporting to them. Building administrators provide for their teachers, the business manager for non-certified staff, and the superintendent and assistant superintendent for administrative personnel. The administrators discuss their plans with the superintendent and report the results to him as part of their evaluation.

Outside consultants have occasionally been contracted to provide administrative workshops on topics such as teacher evaluation or time management. Teacher in-service has recently featured district staff as well as speakers from other districts.

The school board has not taken any direct action to promote staff development or in-service. It is the opinion of the superintendent that they would be receptive to increased expenditures if they were asked to support a more comprehensive program than now exists. The board has traditionally encouraged administrative in-service.

#### Executing the Staff Development Program - District II

There is no total, on-going staff development program. The district is providing only one-shot type meetings that do not require implementation. Administrators are expected to provide in-service to their subordinates, but, they are also usually of the one-shot variety.

Teachers are expected to attend institute and in-service day



programs as part of their contractual obligation. Some committees meet on company time during the school year, but, most curriculum development work is done during summer vacation. Teachers receive a daily stipend for time spent on curriculum development during summer vacation periods.

Active participation by those attending in-service programs is not intentionally sought by district planners. There is occasionally a topic which requires participation, but, no major effort is made to bring these learners to the application stage. The smorgasbord approach to in-service programs gives teachers an opportunity to choose where they want to spend their time. Materials for these sessions are developed by the presenters. Colloquial opportunities are not characteristic of the district's in-service process.

#### Coordinating the Staff Development Program - District II

The current in-service program of District II is not linked to a general district effort. Sometimes a curriculum area will require some training so staff will be able to use new materials. The in-service committee met once a month in the 1979-80 school year and about every other month in the 1980-81 school year for planning and coordination. A staff newsletter is published regularly which provides communications to the staff on plans, or the results of feedback on past in-service sessions. The superintendent reports to the board regarding the accomplishment of the general goals twice each year.

#### Controlling the Staff Development Program - District II

Problems and ideas for improved in-service are the responsibility

of the teachers' committee. They review the feedback on the evaluation teachers fill out after each session. There has been no evaluation of the total in-service effort or goals set for the future.

### The Superintendent's View of Staff Development - District II

In-service programs have been used successfully by the District II superintendent to improve morale since a contract dispute a few years ago. He selected several of the more vocal and negative teachers to serve on an in-service committee, with him as chairperson. The committee was given a lot of authority, attention by the superintendent, and publicity to the staff. Decisions and recommendations by this group were faithfully implemented. Special privileges not available to other teacher groups were allowed for the committee, such as released time for meetings, assistance of a consultant, and catered lunches. The good relationships and high credibility that developed was a major factor in improved morale among teachers.

Most of the criteria cited in the literature as recommended for good in-service programs does not exist in this district, yet, positive effects of in-service activity are obvious. The superintendent readily acknowledges the lack of an integrated, comprehensive effort, but, admits his major goal was improved morale rather than improved teacher skills.

He indicated some disappointment in the district's administrators to show interest in their own professional growth. A few years ago he provided them an opportunity to travel to Iowa to take part in a university program conducted by a well respected consultant. The

administrators responded negatively and the trip was cancelled. He did say that the board of education would increase expenditures for in-service if requested, particularly for the district's administrators.

### Principal's View of Staff Development - District II

The principal interviewed from District II has been seeking advice and leadership on staff development on his own, from workshops, other districts and contacts in higher education. He was generally aware of the decisions and plans that had been developed in the district, but, did not have any input to them.

Some of the weaknesses identified in the interview with this principal were:

1. lack of resources for a good program,
2. lack of written program,
3. lack of an evaluation system,
4. one-shot programs, rather than part of a broad conceptual framework,
5. lack of follow-up monitoring to insure implementation of new knowledge.

He was positive when discussing some aspects of the district's in-service activities:

1. positive feelings that have developed among teachers,
2. teachers are given some choices of which programs they will attend; and
3. feedback questionnaires are distributed at in-service meetings.

This principal has a strong will to assist the teaching staff. He would like the leadership and support necessary to develop a more meaningful program in the school and the district.

Assistant Superintendent's View of Staff Development - District II

"In-service is not a priority item in our district, I'm afraid," stated the assistant superintendent of District II. The job description for his position identifies this area as a major district responsibility, but the superintendent has taken it over for the past two years. He is uncomfortable with having a responsibility that is controlled by someone else, especially because he feels that the wrong approach has been taken. He was not included as a member of the in-service planning committee organized and chaired by the superintendent.

District II has developed a management by objectives system which involves the board in setting some major district objectives. The assistant superintendent said that the board has had a major objective to improve in-service programs for staff. They directed the superintendent to take the leadership of accomplishing that goal. A list of in-service topics were developed by the in-service committee.

There are few resources available to the assistant superintendent to carry out in-service responsibilities. A modest sum of about \$2,000 has been allocated for the entire district. He stated that he must try to find consultants that will work for free in most cases.

The District II in-service activities have no planned system of monitoring or program evaluation. There is "no way to hold anyone accountable: for application of in-service learning. Principals are only required to attend in-service activities and are not expected to take an active role in developing or leading them.

He said, "in-service is like a limb on a tree. If the limb were cut off, the tree would not even notice." No effort has been made to

link in-service to other district efforts. Examples of topics for in-service meetings are teacher rights and responsibilities, stress management, and personal communications. This assistant superintendent does not believe that in-service on topics of those types is going to improve education.

#### Board Member's View of Staff Development - District II

Teachers were requested to respond to a questionnaire that would provide input for in-service topics. The board member from District II recalls the questionnaire as part of the plan to repair the relationship between the teachers, board, and administration. Several grievances resulting from tough contract negotiations left those groups with bad feelings. In-service meetings were seen as a way to involve the teachers in something positive.

The board member was incorrect in stating that the committee established to plan for in-service was made up of teachers and led by the assistant superintendent. In reality the committee leader was the superintendent. The assistant superintendent was not allowed to be part of the group.

When asked if he recalled funds being budgeted for in-service, he replied, "definitely, yes! The board has never said no to in-service requests because of money." That statement confirms the opinion of the superintendent that the Board would probably allocate more funds for in-service if they were asked.

In-service goals are set by the board only with respect to the number of meetings expected for the coming school year. The board

member said, "no, definitely not. That's left to chance only," when asked if monitoring of new learning takes place. He indicated that evaluation of in-service is done only by teachers giving feedback about meetings on a form distributed by the assistant superintendent. The assistant superintendent makes a report to the board at each meeting which occasionally communicates how well the staff received the various in-service meetings.

This District II board member has served on the board for nine years. He has been on a standing committee of the board for policy and program for several years. One of the goals of that committee is that the district will "develop and execute in-service programs as designed by the assistant superintendent."

There is no attempt to integrate in-service with other facets of the district, according to the board member. The programs usually are "of the one-shot, inspirational variety." He feels that teachers are motivated to learn at these meetings because of their involvement in generating the topics being presented.

### DISTRICT III

District III is a relatively large unit school district which includes ten kindergarten through fifth grade schools with a combined enrollment in excess of 5,250. The student population at the four, six through eighth grade junior highs is over 3,000 and more than 4,000 at the two senior high schools. In recent years the community and school district have experienced tremendous growth. Student increases have now leveled off to about 2% this year. The district

Table 2

Summary of Criteria  
DISTRICT II

	Present	Partially Present	Not Present
<u>Anticipating</u>			
Formal needs assessment	x		
Specific conditions affecting need	x		
Study committee	x		
Consultants or experts involved	x		
Visits to programs/options explored			x
Pilots or trials			x
Budgeted resources	x		
<u>Programming</u>			
Written goals and objectives		x	
Examined alternatives means			x
Long range plans			x
Focus upon daily activities	x		
Monitoring plans			x
Evaluation plans			x
Plans developed by those affected	x		
<u>Organizing</u>			
Responsibilities in job descriptions	x		
Structure to facilitate program supervision			x
Specific person responsible			x
District personnel as trainers		x	
Board actions supporting			x
<u>Executing (operating)</u>			
Gradual, incremental steps			x
Directions to administrators	x		
Active participation			x
Choices available	x		
Local materials developed	x		
Collequial opportunities			x
<u>Coordinating</u>			
Linked to general effort			x
Teamwork			x
Regular meetings of leaders			x
Communications to staff	x		
Communications to board	x		

Table 2 (continued)

	Present	Partially	Present	Not	Present
<u>Controlling</u>					
Meetings to discuss problems and share	x				
Adjustments due to monitoring					x
Program evaluation					x
Revision based upon evaluation					x



covers approximately 32 square miles and extends slightly into Will County on the southern boundary.

Expenditures per student will average approximately \$2,200 for the 1980-1981 school year. The greatest share of that amount goes toward salaries for nearly 700 certified teachers. The average teacher will earn a gross salary of about \$19,000, have a masters degree or above, and eleven years of experience.

The community lies 25 miles west of the Chicago loop, with easy access by tollway and commuter train. There are major scientific research facilities and other businesses which help provide a strong revenue base for the school district.

#### Anticipating for Staff Development - District III

In the early 1970's the Illinois Office of Education required school districts to develop a program plan. District III set goals dealing with staff development at that time. A formal needs assessment was conducted to assess the requirements of the professional staff. As a result of goal commitments the district hired a consultant to work with a group of teachers and administrators in developing a teacher evaluation plan.

The current superintendent of schools was first contracted in 1970 and has provided leadership in staff development. Staff improvement was an important factor to the board of education when the new superintendent was hired. Goals for evaluation and staff development were included in the program plan as he began to implement steps for staff improvement.

There has been no formal effort to have staff persons visit districts with successful programs that might be supplanted in District III. Some options were explored during the year of work with the consultant who devised the evaluation plan.

Relatively large amounts have been budgeted for staff development. The budget reflects that about 1% of the education fund is used for this purpose, an amount in excess of \$200,000. In addition, funds of about \$27,000 are devoted to special education in-service and the superintendent has \$6,000 in discretionary funds at his disposal for administrative growth.

#### Programming for Staff Development - District III

General goals are in existence for staff development in District III, but, there is no written plan to be used as a basis for evaluation and on-going planning. A theme approach has been utilized to provide focus for a year or two, then another theme is selected. For example, in 1975 the "Plan for Excellence" featured development of criterion referenced testing and in 1978 the learning theory into practice approach to teaching as espoused by Madeline Hunter.

Many in-service efforts are built around curriculum committees. When curricular programs call for teacher training the committees will explore various ways of providing it.

There is no systematic monitoring of skills acquired as a result of staff development or in-service work. Principals are responsible to evaluate staff and set goals for growth. The personnel evaluation process is not tied directly to staff development goals as in a program

evaluation process. Some suggestions for future in-service comes as a result of comparative analysis of student standardized tests.

Individual in-service meetings are followed by participants filling out a questionnaire regarding their feelings about the effectiveness and usefulness of the program.

The committee for planning in-service and staff development is made up of several central office administrators. These administrators meet regularly with the superintendent and consider plans for the future. There is a teacher institute planning committee as mandated by statute, but, it appears this group has little responsibility or authority.

#### Organizing for Staff Development - District III

District III has had a Director of Staff Development, for the past six years, who reports to the assistant superintendent for curriculum. This individual is in a staff position and coordinates the in-service activities of the various committees, administration, and other groups. Principals and other administrators are expected, by job description, to be facilitators of staff development. Goals for growth are set regularly as part of the evaluation system. The director of personnel is responsible for providing in-service regarding the evaluation system so that teachers and administrators are aware of how it is to be applied.

It is common for this district to contract with consultants where necessary to fulfill their needs. In the past several years they have had outside experts in areas such as personnel evaluation,

criterion referenced testing, and a clinical writing project. District staff is often used to in-service others once they possess the expertise required to teach.

The board of education has been very supportive of staff development as evidenced by approving sizeable budget amounts to that area. They have also acted to provide for some program evaluation through criterion referenced testing and comparative analysis of test scores. It is understood that the areas where improvements are indicated will be addressed through a staff development or in-service process.

#### Executing the Staff Development Program - District III

In the original program plans a total of 52 goals relating to staff development were set. All but two of the original goals have been accomplished. The district has reached most of their targets through gradual implementation of plans. Although a fully developed program for staff development was not produced, the district was able to accomplish a great deal because they had some goals to provide focus and direction.

Teachers are required to attend most in-service meetings as part of their contractual obligations. The superintendent has directed administrators to participate in in-service programs. District administrators are expected to attend a one week administrative in-service program each summer. Released time is often available to teachers involved in professional growth activities.

Most institute and in-service day programs feature teacher choices. Recently teachers were able to select two meetings of about 25 offerings.

Active participation and application may sometimes occur, but, it is not necessarily sought by planners. Principals' meetings each month feature a different principal teaching in an area of interest or strength that will provide a growth experience to others in the group. Collegial groups are not systematically included in the professional growth activities.

#### Coordinating the Staff Development Program - District III

A yearly theme is selected to provide a focus for district growth and improvement activities. The superintendent's cabinet meets every week and staff development topics are often discussed. There is some evidence of teamwork and problem solving by the administrators responsible for staff development. All of the activities are coordinated by the director of staff development.

The director of staff development provides regular written communications to the staff and board of education regarding various aspects of district efforts.

#### Controlling the Staff Development Program - District III

Curriculum committees and regular administrative meeting agendas sometimes reflect items regarding in-service or staff development. At these times the professionals involved have an opportunity to discuss problems and share ideas about the implementation of various in-service activities. Classroom monitoring of skills learned in staff development is not provided in a significantly systematic way, so little specific feedback is provided to teachers as they implement new information.

Standardized test results of students are routinely analyzed and provide information about areas where in-service needs should be adjusted. No formal evaluation of the professional development program has been attempted to provide objective evidence of the degree of success experienced as a result of the program. Revisions and future planning are based upon the judgements of district administrators, rather than objective data.

#### Superintendent's View of Staff Development - District III

The superintendent of District III stated that the district's staff development program was above average and has been accomplishing the major goals set forth in the program plan. He identified the teacher and administrative evaluation processes as being a positive result of the program. Other areas of strength cited by the superintendent have been growth in administrative classroom observation and feedback skills, and the development of criterion referenced tests for math and language arts.

Many of the criteria described in the literature which are used to indicate a good staff development program are present in the district. The superintendent accurately identified the areas of formal planning and evaluation as needing improvement.

It should be noted that the superintendent is comparing his district's program to those of other districts in the area. Based upon those comparisons the district does a commendable job in providing in-service for the staff. If comparisons are made only against guidelines for successful, on-going, comprehensive programs the district

does not fare as well.

A critical factor in the success of staff development is the support given by the superintendent. This superintendent gives the program a lot of support and attention. The high level of resources devoted to in-service testifies to the commitment of the top leadership in the program.

#### Staff Development Director's View of Staff Development - District III

According to the District III staff development director a survey of the teaching staff in May of 1980 generated a list of program topics for the current school year. Teachers responded to what they perceived to be staff development needs on a personal professional level, as well as the building level and district level. The top twelve needs were used to provide a focus and topics for the 1980-1981 school year.

She meets regularly with the in-service committee composed of teachers, support staff, and administration as required by school code. This group convenes at least once until the winter vacation and for the last two months of the school year. They assist in identifying and clarifying needs, as well as planning staff development activities. There is also an administrative committee to address their in-service needs. The administrators group is composed of representatives of all levels of administration and assist in developing programs to meet individual and district needs.

There have been three individuals in the position of staff development director in the past six years. It has been "hard to get the momentum going, due to the frequent turnover in the position,"

according to the director. Her responsibilities include development of a yearly theme, development of district level programs, and assistance to anyone requiring resources in the area. Among those who call upon her for assistance are principals, and coordinators in the areas of language arts, mathematics, special education, and reading.

An effort is being made to provide for active participation by those involved in learning new skills. Each administrators' workshop contains a participation component to allow some application of new learning. Teacher workshops sometimes feature application and the trend is toward active participation whenever possible.

The director indicated that no formal total district effort was present that shows the relationship of staff development to other activities. She indicated, however, that a strong relationship does informally exist linking it to personnel evaluation, personnel selection, and instructional improvement.

She provides a great deal of communications to staff members in the form of memos, advertisements of activities, pre-announcements, and evaluative reports of feedback on previous meetings. The superintendent and board of education receives an annual report from the director describing each activity and the results of participant feedback. A more thorough program evaluation will be a goal for next year. She feels the greatest need is to re-assess and develop a new theme for the coming year.

The best thing about this year was "involving teachers, using their expertise and individualizing around needs," according to the director.



### Principal's View of Staff Development - District III

The principal interviewed in District III has been in that position for four years. For the past two years he has served as a member of the District III in-service committee. As a member of the committee he participated in developing an in-service needs survey of staff members. That survey resulted in a list of topics that have been presented by district staff personnel. The list of topics included: outdoor education, classroom management, lesson planning, audio-visual materials, motivation in reading, energy conservation, and elementary computer programming. They were not able to develop a total staff development program. He was not aware of any district goals or long range plans for staff development. Last year the science-of-teaching activities developed by Madeline Hunter at the University of California, Los Angeles, provided the main focus for District III staff development.

The only evaluations of in-service programs were feedback opinionaires of teachers' reactions to various presentations. There were no systems developed to monitor the implementation of new learning at the classroom or administrative sites. Principals were required to set a goal regarding implementation by their staff of the Hunter activities, but the associate superintendent depended upon the principal to simply report on accomplishment of the goal.

There is a willingness on the part of the administration and board to approve funds for special projects which involve development of curriculum and staff at the building level. He was able to hire a consultant to work with the building staff to develop communications

and methodology in mainstreaming for special education.

This principal is disappointed in the district staff development planning because it is disjointed and not linked to a general district effort. He stated that the one-shot type presentations "lack effectiveness and impact." In his opinion, district staff development programs, "don't model good teaching and management techniques."

#### Board Member's View of Staff Development - District III

The District III Board is in the process of doing a community assessment, according to the board member. It will be the first since the early 1970's. This assessment, developed by the Illinois School Board Association, should "give them some clues as to which areas are of most concern," she said. Little information of any use in planning staff development programs will be generated by this study, but they will know some things about how the community perceives the schools.

When asked how much is planned in the budget to finance staff development, she responded, "about \$5,000." As the interview progressed she realized that figure was too low, but had no idea of the amount.

This board member was not aware of any goals or long range plans that have been developed relative to staff development. She felt that those are administrative functions and the board is supportive of the idea of professional growth.

She had a good understanding of the administrative responsibilities for staff development and stated that "ultimately it is the responsibility of the superintendent." The negotiated agreement was mentioned as having a component for professional growth in that college

credits can count on the salary schedule. Travel, publishing books, and several other activities were cited as professional growth activities.

Several board actions were remembered by this board member, relative to in-service. One institute day this year required board approval because the administration was requesting that teachers receive stipends for teaching. Another decision involved approval of a recommendation to develop criterion referenced tests in language arts and mathematics. Consultants were hired to assist in developing test items and associated in-service. These two curricular areas were of particular concern to board members a few years ago, because of a lack of uniformity throughout the district. The board expected schools to allow children to progress in these areas as rapidly as possible, but some schools did not allow continuous progress.

The board member was not aware of any effort to link staff development with a more general effort or to monitor and evaluate the program. She indicated that no communications have been given the board regarding the programs, other than to invite them to attend various meetings.

#### DISTRICT IV

District IV was formed in the early 1970's with the consolidation of three small districts in Will and DuPage Counties. The board, administration, and staff were combined to form the new district. There are currently four elementary schools housing kindergarten through fifth grades, and one school with all the sixth graders in

Table 3  
 Summary of Criteria  
 DISTRICT III

	Present	Partially Present	Not Present
<u>Anticipating</u>			
Formal needs assessment	x		
Specific conditions affecting need	x		
Study committee			x
Consultants or experts involved	x		
Visits to programs/options explored			x
Pilots or trials			x
Budgeted resources	x		
<u>Programming</u>			
Written goals and objectives	x		
Examined alternatives means			x
Long range plans	x		
Focus upon daily activities	x		
Monitoring plans			x
Evaluation plans			x
Plans developed by those affected	x		
<u>Organizing</u>			
Responsibilities in job descriptions	x		
Structure to facilitate program supervision			x
Specific person responsible	x		
District personnel as trainers			x
Board actions supporting	x		
<u>Executing (operating)</u>			
Gradual, incremental steps	x		
Directions to administrators	x		
Active participation			x
Choices available	x		
Local materials developed	x		
Collequial opportunities			x
<u>Coordinating</u>			
Linked to general effort			x
Teamwork			x
Regular meetings of leaders	x		
Communications to staff	x		
Communications to board		x	

Table 3 (continued)

	Present	Partially	Present	Not	Present
<u>Controlling</u>					
Meetings to discuss problems and share				x	
Adjustments due to monitoring				x	
Program evaluation				x	
Revision based upon evaluation				x	

the district. A new junior high is scheduled to open in 1981 to provide for all the district's sixth, seventh, and eighth graders. The total enrollment of the district is approximately 2,400 students and the professional staff numbers.

It is a geographically large district encompassing 46 square miles and is located about 35 miles west of Chicago. Unlike most school districts in the area this one continues to experience growth. There are more than forty subdivisions within district boundaries with many more projected over the next few years and saturation will not occur in the predictable future. Some of the major factors contributing to this growth are a major shopping center, two important commuter rail lines, excellent accessibility by highway, and the presence of many large investors and land developers. School enrollment in the district is expected to triple in the next decade. Projections indicate the need for an additional high school, junior high school, and two elementary schools in the next 10 years.

#### Anticipating for Staff Development - District IV

The board of education of District IV hired a new superintendent and made it clear to him they wanted to focus upon improving student achievement. As a result of attending National Academy of School Executive conference, the superintendent was interested in the similar professional development programs operating in school districts in Los Alamos, California and Newport News, Virginia. Both programs centered around the instructional process with an emphasis upon personnel evaluation and claimed to have positively affected student

achievement.

Prior to committing resources to the development of a staff development program, the two model programs were visited by District IV representatives. Two teachers and two principals were dispatched to California and Virginia to make an assessment of the programs and report to the district professional staff. In 1976 a consultant from Newport News spent a week with all the district administrators and eleven teacher representatives. The consultant provided instruction in learning theory, lesson planning and a clinical supervision approach to evaluation of teaching. This information on the learning process was to become the basis of the staff development program.

No formal needs assessments were done to provide specific information to the administration regarding professional growth. Decisions to adopt this staff development approach were based upon the professional judgement of the superintendent and staff that the techniques involved would improve student achievement. The district did not form any specific committees to make recommendations relative to alternative approaches the district might take to staff development.

Several thousand dollars were expended during the initial steps of the program. These funds were largely spent to send the representatives to visit existing programs, hire a consultant for a week, and pay substitute teachers expenses for those involved in the week of training. Since that time no specific amount has been budgeted to provide for the program.

### Programming for Staff Development - District IV

One of the essential components of a successful staff development program, according to the literature, is the existence of written goals, objectives, activities and some means of evaluating them. A written declaration of intent drives the entire implementation process.

A general weakness in District IV is the lack of a written program. There is a rather loose understanding of the intended outcomes. The superintendent recognizes the importance of this weakness and stated the need to develop and publish such a document for the staff.

The principal interviewed revealed that some of the staff involved in the visits to the programs in California and Virginia are concerned that the present activities are not what they saw being implemented.

Reading and language arts committees have done extensive curriculum development in the past two years. The interpretation of these content area projects with the instructional process training has not been formalized. Evaluation of the entire effort is not possible due to the lack of established program goals and objectives.

Teachers are observed as they apply new instructional skills and provided with feedback based upon that observation. These observations occur in the teachers classroom a few days following participation in a workshop. This monitoring is first done by a district administrator skilled in the process and later by the building principal for evaluation purposes.



### Organizing for Staff Development - District IV

One of the elementary principals has been directed, by the superintendent, to provide the leadership and instruction in the instructional process techniques. This individual reports to the district director of education for this area of responsibility. The director has overall responsibility for staff development and delegates this aspect to the principal. Both of these individuals formally report to the superintendent of schools. Job descriptions do not reflect responsibilities in staff development or in-service except in the case of the director of education. There are no other direct organizational provisions which support in-service efforts in the district. The commitment and dedication of the principal in charge of providing staff development provides an area of strength. There are no teachers involved in in-servicing other district personnel.

Consultants have contributed the content for staff development in the areas of lesson planning, educational and learning theory, clinical supervision and in the specific content area of reading. In-service in reading has been delivered to the staff by a consultant with a long term commitment with the district. The instructional process consultant has made two visits of a week each to the district, spaced one year apart.

The board of education has taken no action relative to professional development. They are generally aware of the endeavors from reports by the superintendent and staff. Some of the members are new to the board and need information on the program according to the superintendent.

## Executing the Staff Development Program - District IV

It is well established in the literature that major staff development programs should be implemented gradually. District IV has been sensitive to this concept. A relatively small group of staff initially experienced the training in lesson planning and learning theory as a condition of employment. Training sessions on various topics are planned periodically to provide opportunities to staff members who volunteer for them.

Teachers participate actively in staff development sessions and some follow-up monitoring activities routinely take place in the days after the workshops. The individuals interviewed reported generally positive feelings on the part of staff toward the program.

Motivation for participation in specific aspects of the program varies from new teachers who must attend due to contractual agreements, to administrators who are expected by the superintendent to have skills in instruction, and others that volunteer out of an intrinsic desire to improve.

Virtually all the materials and techniques for delivering the instruction have been developed locally, by the district. Most authors in staff development cite this as a condition that will enhance success.

Instructional process workshops involve participants actively and there is opportunity for teachers to share ideas. On-going collegial arrangements are not a primary feature of District IV's staff development activities after the workshops have ended.

### Coordinating the Staff Development Program - District IV

The major thrust behind staff development is personnel evaluation. There is no strong link to any general district effort, as often recommended in the literature. Rather, their activities stand apart from other initiatives such as curriculum development and program evaluation.

Teamwork and group planning does not characterize the District IV program. Almost total responsibility for the coordination, planning, and training has been placed upon one individual. Recently, the high school principal has begun to provide some training to his staff with the assistance of the principal delegated to provide the district program. Regular administrative meetings occasionally have agenda items relating to scheduling, or other organizational concerns relative to staff development. There are no regular meetings for instruction of administrators or others ready for further growth and practice. A staff newsletter has been developed to announce workshops and provide information about other developments in instructional theory and practice.

### Controlling the Staff Development Program - District IV

A review of the literature revealed the need for regular meetings where individuals involved in a program can share problems and ideas regarding implementation. This is not being done in District IV. As mentioned earlier, there is no formal written program to implement. A well defined program would allow for discussions about the degree to which the program objectives are being met and how to make

adjustments due to monitoring and evaluation processes. Improvement to the staff development initiative is difficult or impossible without a defined program.

#### Superintendent's View of Staff Development - District IV

District IV has been involved in providing a staff development program for several years primarily due to the initiative of the superintendent. He has had staff visit programs, brought in consultants, directed someone to implement a program, and has seen to it that a generally positive view of professional growth exists.

The superintendent has accurately diagnosed the major weakness in the staff development activities to be a lack of a formalized, written approach. There are no written goals or objectives, only a general unwritten target of focusing upon instruction. Job descriptions and administrative organization charts do not reflect the responsibilities of administrators actually performing in-service duties.

He has seen a great improvement in the evaluation reports submitted by supervisors and principals. These individuals are now more able to observe instruction and provide specified meaningful feedback to teachers. One of the most positive aspects cited by this superintendent was that each new teacher must attend staff development workshops in instructional lessons and application of learning theories before beginning in the classroom. Informal feedback indicates to him that teachers are very pleased with the district's on-going program and are intrinsically motivated to participate.

This district incorporates many of the criteria sought in effective staff development in the areas of anticipating and executing programs. The most serious deficit identified by the superintendent was the lack of a written program.

#### Principal's View of Staff Development - District IV

The high school principal interviewed in District IV was very positive about the staff development activities that are planned for the school. He was working with the principal designated by the superintendent to teach and disseminate the information to others in the district. There have been some complaints from the participants that the information is too oriented toward elementary teachers. The focus of the district program is on the teaching process and application of learning theory. High school teachers are more content oriented and less willing to focus upon process.

Concerns identified by the principal centered around the lack of a written program, inability to evaluate the effectiveness of the activities, and the need to link the process to curriculum efforts. On the positive side, he is pleased to be involved in a leadership role in increasing the skills of the teachers. The teachers have been quite receptive to learning these skills and applying them in the classroom. Building administrators are actively involved in monitoring the implementation of new learning and providing meaningful, specific feedback to the teachers. He stated that due to the staff development activities the evaluation process is on an objective basis and fun for the supervisor and teacher.

Director of Education's View of Staff Development - District IV

The director of education has general district responsibility for staff development. Another individual that held that position until his arrival three years ago has maintained an important continuing role for staff development. This person is now a principal, but functions as the training expert in the instructional process area. Regular in-service and institute days are planned by the director, as are the in-service activities associated with curriculum implementation. The director has little knowledge about the status of the District IV staff development program being taught by the principal. For example, he thought one of the other principals was assisting in the training process, but he was not sure. He did not know if staff development was mentioned in his job description.

District IV administrative structure was of concern to the director. He stated that the superintendent has put all the principals and central office administrators on the same level. The results of this organization are that everyone has a staff relationship to the others and they all report to the superintendent. There is no authority for this director over district programs until the superintendent directs.

Certain curriculum topics are considered each year on a five year cycle. When a new program is about to be implemented some in-service is provided just prior to the first day of school. The director said that there is no plan to monitor the degree or quality of implementation of programs after their initial implementation.

Board Member's View of Staff Development - District IV

The Board of Education Personnel Committee has rap sessions with teachers several times a year. Teachers can express their ideas and concerns on any topic at these meetings. This board member of three years felt that these meetings were a form of informal needs assessment. Good rapport exists between the teachers and administrators, she knew, because of comments made at these meetings.

She was able to describe the general thrust of the District IV program for staff development in the science-of-teaching. The voluntary nature of this program was mentioned by her and the fact that two-thirds of the staff have participated. Development of a common language understood by the entire professional staff was cited as the most important aspect of staff development by this board member. She was aware that a relatively small amount of funds are provided for staff development and that most of the instruction is done by one of the elementary principals.

The board knows there is a staff development program, but the execution of it is up to the administration. A consultant hired to report on personnel evaluation recently informed the board that their district does more than most in the area of staff development.

Teachers are motivated to participate in in-service activities because they desire to improve as professionals, according to this board member. She said they accept the evidence presented that the methods developed by Madeline Hunter and others are proven to be useful and effective. Each year participation has increased in the workshops, which indicated to this person that the staff is very positive about

the program.

No linkage to a more general program of development was known to the board member. She did not know if any evaluation efforts have been carried out by the administration. Monitoring of learned skills is done as a function of observations for evaluation, according to this person.

Her feelings about in-service were summed up when she said, "it's like the old saying, 'you can lead a horse to water, but you can't make him drink.' Staff development should be to teachers as some salt would be to that horse. It should make them thirst to learn more."

#### DISTRICT V

This well established community is located approximately 15 miles west of the Chicago loop. There are many very expensive residences near the center of the community and some single family homes in the expensive ranges at the outer edges. Some apartments and planned unit developments exist, but are not characteristic of the area. Conveniently located to the city of Chicago, it is only a short train ride or drive from there. A private college, many fine parks, and a thriving business district are part of the many advantages in this community.

District V was formed in 1975 by uniting two elementary districts with one large high school from a high school district. The newly formed unit district now serves basically one suburban community. Enrollment has declined from a high of about 11,000 students in 1975



Table 4  
 Summary of Criteria  
 DISTRICT IV

	Present	Partially Present	Not Present
<u>Anticipating</u>			
Formal needs assessment			X
Specific conditions affecting need	X		
Study committee			X
Consultants or experts involved	X		
Visits to programs/options explored	X		
Pilots or trials	X		
Budgeted resources			X
<u>Programming</u>			
Written goals and objectives			X
Examined alternatives means			X
Long range plans			X
Focus upon daily activities	X		
Monitoring plans	X		
Evaluation plans			X
Plans developed by those affected			X
<u>Organizing</u>			
Responsibilities in job descriptions			X
Structure of facilitate program supervision			X
Specific person responsible	X		
District personnel as trainers	X		
Board actions supporting			X
<u>Executing (operating)</u>			
Gradual, incremental steps	X		
Directions to administrators			X
Active participation	X		
Choices available	X		
Local materials developed	X		
Collequial opportunities		X	
<u>Coordinating</u>			
Linked to general effort			X
Teamwork			X
Regular meetings of leaders			X
Communications to staff	X		
Communications to board		X	

Table 4 (continued)

	Present	Partially	Present	Not	Present
<u>Controlling</u>					
Meetings to discuss problems and share				x	
Adjustments due to monitoring				x	
Program evaluation				x	
Revision based upon evaluation				x	

to a current level of slightly less than 8,000. Five schools have been closed in reaction to the declining enrollment and more will close in the future as projected enrollment declines continue. There are currently ten kindergarten through fifth grade schools, two junior high schools with sixth through eighth grades, and one high school.

Reduction in force has left the district with a very senior teaching staff. The salary schedule for teachers is one of the highest in the area and the average salary is very high due to a majority of teachers being at the maximum levels.

#### Anticipating for Staff Development - District V

When the new unit school district was formed there was a need for a personnel evaluation system, because each of the districts had one of their own. Various options were studied before the development of a new evaluation process. A consultant from a university in Iowa, and another from Kalamazoo, Michigan provided expertise to the staff. The main thrust of the process that was developed was the improvement of instruction rather than a method to reduce the staff by teacher dismissals. Committees of all segments of the staff were requested to give input into the proposals for professional growth.

One of the elementary districts involved in the new unit district had a director of staff development. That position continued in the new district and had a major influence on the implementation of the program for professional staff development.

Less revenue is now available for professional growth activities than the districts were spending prior to consolidation. The director

of curriculum estimates that about \$60,000 plus some substitute expenses are now allocated for staff development.

#### Programming for Staff Development - District V

A list of general goals, developed in 1976, are in existence for the district's professional development program. These goals have never been revised and no specific learning objectives have been agreed upon to address the general statements.

In the past several years the major emphasis of the district's in-service activity has switched from the district level to the building level. Principals meet each year with individual staff members and fill out a professional growth activities worksheet, as part of the evaluation process. Each activity is to be related to areas in six different categories: classroom management, skill development, communications, research and development, instructional strategies, and evaluation.

The curriculum director receives a copy of each staff member's proposed growth activities. He sorts through the information and develops some district wide programs to accommodate those where large enough groups with a common need exists. A number of different program modes have been established providing a wide variety of possible resources to staff members. District courses, workshops and self-improvement activities are made available. College credit for graduate classes is an option where the board pays \$35.00 an hour toward tuition. Other possibilities include classroom and field observation, curriculum task forces, and mini-leaves.

The district has no specific competencies that are expected or desired of all professional staff. Such a wide variety of activities has made plans for monitoring specific classroom behaviors and a general program evaluation very difficult. There are no plans for monitoring and assessment of the program's success.

#### Organizing for Staff Development - District V

District level responsibility for the program has been assigned to the director of curriculum, since the departure of the director of staff development several years ago. He functions in a staff relationship and reports directly to the superintendent. Principals call upon this individual for resources and means of providing activities for their staff. Expectations for in-service are mentioned in the job descriptions of each administrator in a line position.

As needs are indicated by the written professional growth activities the director of curriculum arranges district workshops. Consultants are often hired to provide instruction to these specific groups. When it is apparent that large numbers of staff will need training in an area a consultant will work intensively with a group selected to train others in District V.

The board of education has adopted a list of educational goals and has shown a willingness to provide resources to achieve them. Earlier this year the board authorized a high school economics core course and approved funds for the in-service necessary to implement it. The director of curriculum said that the board recently increased the budget for staff development as requested. Board members often attend

in-service meetings and request information about the success of programs.

#### Executing the Staff Development Program - District V

Gradual implementation of the staff development and personnel evaluation system has taken place in District V. According to the superintendent the plan was developed and implemented over a two year period.

The superintendent has been directive to administrators regarding the program. He requires administrators to set at least three objectives each year regarding professional growth of their staff. They are also required to attend a workshop for several days each August for their own professional growth. Teaching staff members are given much less direction and many options.

Motivation for participation in staff development activities is largely extrinsic for administrators. Expectations are placed upon principals as part of their job to promote and implement professional growth activities. The superintendent said that the principals are people with a great deal of professional pride and they compare themselves with others regarding their successes. Administrator evaluations focus heavily in this area and salary considerations are linked to evaluation results. Teachers are given such flexibility in fulfilling their in-service responsibilities it is highly likely that they are intrinsically motivated to participate. In this school system schools can design their own staff development program to focus upon needs they have identified. Individual teachers set goals and administrators

assist them in finding alternative means of achieving them.

There is no purposeful attempt to arrange for collegial groups to practice new skills or provide support and feedback. A teacher center, operated and controlled by teacher volunteers is funded by the district. Many materials are developed at this center.

#### Coordinating the Staff Development Program - District V

Staff development activities are always linked to curriculum development projects according to the superintendent and curriculum director. The orientation is toward content areas and techniques to deliver instruction in that area or topic. There has not been a great deal of interest in staff development in the process of teaching, learning theory, and clinical supervision.

No particular emphasis is placed on teamwork in the delivery of in-service programs. Curriculum committees makes decisions about what in-service is needed or desired, but district teacher teams are not utilized.

Each building has a staff development representative that meets occasionally with the curriculum director to give input as to district needs. There is a bulletin board in each building where staff development news is posted on a regular basis by the building representative. The curriculum director makes a monthly presentation to the board of education where staff development topics are often included.

#### Controlling the Staff Development Program - District V

The curriculum director meets occasionally with the staff development building representatives. These meetings are held primarily for

the teaching staff to provide ideas for workshops and other options. Implementation of programs is left to the individual giving that workshop, discussion, or class.

There is no planned approach to implement the new learning with monitoring and specific feedback. Principals observe teachers as a part of their evaluation and have an awareness of the goals the teacher is working toward that year. Principals are not trained along with teachers so they are unable to provide specific, meaningful feedback, or model proper implementation. The wide variety of options make control very difficult or impossible.

No program evaluation was planned to determine the degree of success in meeting goals and objectives. Questionnaires are routinely provided to teachers attending in-service meetings to determine how well liked that particular presentation.

#### Superintendent's View of Staff Development - District V

The superintendent is satisfied with the District's approach to staff development. He had a thorough understanding of the details of the program and gives it considerable support. He spends a lot of time in the schools and personally visits each teacher's classroom twice each year.

Next year the superintendent is interested in beginning a new thrust in professional growth. He wants to bring some recognized authorities in various areas of work with the staff. It is important to the district to make new decisions based on where they see education heading in the future. This anticipatory step will include the



instructional staff, administration, board, and perhaps even the community. Once the direction is determined, the curriculum director will be directed to follow up and coordinate development of the program.

Expansion of the responsibility for staff development to principals and teachers is viewed as a strength in this district. The superintendent strongly supports each building having options to tailor in-service to their particular needs. He also said he does not want four central office administrators calling all the shots regarding in-service plans.

Students in District V consistently score a year to a year and a half above national norms on standardized tests. There is no great pressure upon the administration and board to improve upon current educational results.

#### Curriculum Director's View of Staff Development - District V

Since the departure of the director of staff development, the responsibilities for that area have been assumed by the curriculum director. It is not possible for him to spend the majority of his time working with professional growth activities unless they are directly linked to curriculum projects.

Professional growth activities agreed upon by principals and teachers are sent to the director. He must read each one, group them, and find ways to respond with in-service resources. A card file of activities is also maintained and correlated to individual staff goals. He systematically sends notes regarding specific activities, workshops and courses to teachers where activities and goals match.

The director expressed that he may no longer attempt to manage this system because it was too time consuming.

Most in-service is generated through individual concerns, not by the district. This individualized approach is seen as a good thing by the director. A possible inconsistency exists when discussing the need for more common educational programs in the various buildings. He commented that the three junior high schools are undergoing a North Central Association evaluation study. It was his feeling that the study will reveal great differences in programs and he would like to see a more unified curriculum. This could lead to less individual in-service options in the future.

The director sees little value in a program evaluation because there are too many variables. He did not believe that such a study would be valid or useful.

#### Principal's View of Staff Development - District V

The principal interviewed from District V was very positive about the professional growth program. He stated that the purpose of the program was to improve and help teachers. The least senior teacher on his staff has been in the building for nine years. The principal serves as a mirror for the teacher so they can be maneuvered into seeing their own needs, according to this principal.

Each teacher is observed four or five times a year by this elementary principal. Conferences usually follow observations and professional growth activities are reviewed. Every five weeks he meets with the entire staff and discusses the progress toward building goals.

This principal views the process as a good one and feels that the teachers are generally supportive.

Teachers are given a rating form to evaluate the principal each year. There is a list of criteria and each teacher assigns a percentage type rating to each. The principal interviewed had many concerns about this process because it is ultimately as reference material for his evaluation and salary recommendation. He said that the two highest and lowest scores should be disregarded for an honest appraisal. Concern about the difficult teacher giving low ratings in order to punish him was indicated.

Not enough money is allocated to professional growth, according to the principal. He feels that the basic premise of the program is good, but, more attention needs to be paid to funding options that are really meaningful.

#### Board Member's View of Staff Development - District V

The board member interviewed from District V was elected three years ago after ten years of being active in the district. She recalled that when the unit district was formed in 1975 there was "an overall effort made to coordinate the high school and elementary programs." A heated debate took place over the issue that the elementary schools did not prepare the students properly for high school. She said that a citizens committee was formed where curriculum is discussed, with the administration providing input or reacting to questions. This citizens committee has made recommendations which have influenced decisions in curriculum and in-service.

Funds are budgeted by the board for staff development activities, but she does not feel it is enough. It often depends upon what curriculum projects are being presented.

She knows that a booklet exists which contains the goals and procedures for staff development. The board member is also aware that "sometimes building staff can choose" in-service activities. When the district has specific goals, then in-service to fulfill them is done at the district level.

Monitoring of learned skills was done as part of the District V involvement in the Chicago Writing Project, according to the board member. She indicated that the board members are interested in having monitoring occur and is confident that it is happening in other areas as well. She also was unaware of any attempt at evaluating the staff development program.

She indicated that there is an administrative structure that outlines expectations for staff development at all levels of the district. All of the central office administrators are expected to spend part of their time in the schools.

Board actions are often made which are supportive of staff development. She said that the board is always supportive and concerned when new programs are to be implemented. "When we are asking teachers to do things differently we cannot expect them to do them without in-service training," she commented.

A report on staff development showed that teachers were free to choose from many interesting things. Some of the topics were focused upon personal growth areas, such as self image. Teachers are asked to

provide ideas for in-service activities. These are reasons cited by the board member for teachers motivated to participate in staff development in District V.

District V is attempting to get involved with the science of teaching activities developed at the University of California at Los Angeles, according to the board member. They are doing this program slowly and with volunteer administrators and teachers.

This board member feels that teachers are really involved in planning, implementing, and criticizing the in-service program. She said, "they know they are listened to and respected for their opinions."

#### DISTRICT VI

District VI lies 25 miles straight west of the Chicago loop. The district boundaries include one major large suburb and portions of several other communities. Some industrial and research facilities are included in the district, but, the vast majority of the area is made up of residential property. Several large apartment complexes exist on the Northern side of the district and the remainder is composed mainly of very expensive single family residences or planned unit developments. The community is served by a passenger rail line and is easily accessible by automobile. A private liberal arts college, with a major emphasis upon religion is located in the community. This is also the site for headquarters of national and international protestant religious groups and publishers.

Enrollment in the district has gone from a high of nearly 12,000 students in the early 70's to the current 10,400. Two elementary and

Table 5  
 Summary of Criteria  
 DISTRICT V

	Present	Partially Present	Not Present
<u>Anticipating</u>			
Formal needs assessment			x
Specific conditions affecting need	x		
Study committee	x		
Consultants or experts involved	x		
Visits to programs/options explored			x
Pilots or trials			x
Budgeted resources	x		
<u>Programming</u>			
Written goals and objectives	x		
Examined alternatives means	x		
Long range plans			x
Focus upon daily activities	x		
Monitoring plans			x
Evaluation plans			x
Plans developed by those affected	x		
<u>Organizing</u>			
Responsibilities in job descriptions	x		
Structure to facilitate program supervision	x		
Specific person responsible	x		
District personnel as trainers	x		
Board actions supporting	x		
<u>Executing (operating)</u>			
Gradual, incremental steps	x		
Directions to administrators	x		
Active participation			x
Choices available	x		
Local materials developed	x		
Collequial opportunities			x
<u>Coordinating</u>			
Linked to general effort	x		
Teamwork			x
Regular meetings of leaders			x
Communications to staff	x		
Communications to board	x		

Table 5 (continued)

	Present	Partially	Present	Not	Present
<u>Controlling</u>					
Meetings to discuss problems and shared					x
Adjustments due to monitoring					x
Program evaluation					x
Revision based upon evaluation					x

one junior high school were closed in 1979. There are currently thirteen elementary, three junior high, and three senior high schools. Two recent attempts to pass a referendum have failed and there is pressure to close several additional schools to reduce costs. A financial crisis has caused the reduction or elimination of several special and extracurricular programs.

There are more than 600 professional staff in the district, including 41 administrators. A teacher's strike in September of 1980 lasted only two days, but, has caused a rather militant attitude to develop during the past several months.

#### Anticipating for Staff Development - District VI

A superintendent search was conducted in 1977 and a new superintendent was employed early in 1978. It was the desire of the board to hire someone that would focus upon the instructional program. The district was formed in 1972 by combining a high school and an elementary district. There was a need to develop a K-12 program.

The new superintendent and the staff began working on a model for evaluating and developing programs. A program development model was presented to the board and staff as the new school year began. In the search for information and skills in the area of program evaluation, the assistant superintendent learned some basic information about staff development. It became apparent that if new curriculum was going to be implemented, extensive in-service would be needed to provide the staff with skills and information.

Several months of investigation and trials led to a staff



development program with the teaching process as the foundation. A superintendent and four principals from a district in California were hired as consultants to provide instruction to the administration and selected teachers in District VI. Prior to make a final commitment about the program the superintendent from California was brought to the district to assess the need and develop a training rationale and outline. Three administrators were sent to California to assess the success of that program. In May, 1979, the consultants provided a three day pilot to give representatives of District VI staff a hands-on experience with the program. A decision to embark on a comprehensive staff program was made in 1979. A substantial amount of the funds used to conduct the assessment and pilot programs were from the Illinois Center for Educational Improvement, which is supported by Title IV funds. In the 1979-1980 school year that source provided \$25,000 of the \$75,000 expended on the program.

#### Programming for Staff Development - District VI

Program objectives have been written, assessed and changed several times since Spring, 1979. Both long and short range goals were agreed upon from the beginning. One of the weaknesses in the programming areas was that the goals were focused upon delivering the program that was to be imported from California. It would have been more desirable to have designed learning goals for the staff participants and then explored a variety of alternative means for achieving them. As it turned out, the learning activities greatly influenced the goals and objectives.

The program activities centered around a model for lesson planning, observation, and clinical supervision. Other activities included learning to apply established learning theories to the regular, daily teaching process. Teachers participating in the program were expected to apply the new learning by teaching a lesson during the workshop, while others observed them and gave feedback. Expectations for monitoring the application of the new skills at each building were placed on the principal and other district administrators.

Another weakness in the programming areas was the lack of a well defined evaluation of the goals and objectives. Informal assessments were possible because some written expectations existed.

Program development involved representatives from the administrative and teacher groups. As this small planning group developed plans the staff at large would be made aware and their input was sought. The planning group involved about eighteen professionals, with approximately one-half of them being teachers and one-half administrators.

#### Organizing for Staff Development - District VI

The assistant superintendent for instruction has district responsibility for staff development. He reports directly to the superintendent and the principals report to him for staff development. Responsibilities for in-service of staff are delineated in the job descriptions of the superintendent, assistant superintendent, and principals. The statements tend to be very general and no formal means of evaluating the success of these administrators involvement have been devised. The assistant superintendent does carefully

observe and supervise the implementation of the program in each school, by regular on-site visits. Each visit is culminated in a conference with the principal.

Extensive consultation was arranged with the team from California, resulting in three to five days of training at eight different times in the 1979-1980 school year. One of the goals was that a cadre' of district teachers and administrators would be trained to deliver the program in the future. That goal was accomplished and this group is now providing the staff development training to district staff.

Several school board actions demonstrated support for the program by the approval of funds to pay for substitute teachers, materials, lunches, and consultant expenses. Some board members participated in workshops along with staff members.

#### Executing the Staff Development Program - District VI

Implementation of the program has been incremental and gradual, following several phases:

1. Assessment and planning,
2. Visitation to California,
3. Pilot program,
4. Administrators and teacher volunteers participated - taught by outside consultants,
5. Teacher volunteers trained by district cadre'
6. Principals providing training in each building assisted by the cadre'.

Participation by teachers is voluntary, but, administrators were directed to participate by the superintendent. Teachers are

intrinsically motivated to learn these new skills, because they are convinced they will be able to apply them immediately. There is an interest in being informed and not being left behind. The district provides the option of either having a substitute covering classes during the week so the teacher could participate on the weekend, or paying the teacher the substitute rate. Administrators are given compensatory time if they are required to participate on a weekend or vacation period.

Active participation is required of each person attending the workshop. The district has adopted the philosophy that unless learning is applied it will not be used and soon forgotten. To provide application the workshop groups are limited to about twenty participants and four trainers. Each person teaches a lesson, observes several lessons, receives feedback and provides feedback to others. All materials for the workshops are developed by the local district trainers.

Collegial groups of teachers at each school have been established to promote continued dialogue and growth. Administrative collegial groups provide principals with an opportunity to share ideas and extend their skills.

#### Coordinating the Staff Development Program - District VI

District VI has adopted a developmental process which integrates program development, program evaluation, and staff development. Curriculum topic committees are formed to study an area of the program, outline the most ideal program, develop a new program, monitor program implementation, and plan the evaluation of the results. Program

evaluation provides information during the formative stages of implementation and summative results of how well the planned program met the original objectives. Staff development is important to the success of all phases of the program development and implementation. The administration feels that excellent program plans can be developed, but, the success of any program eventually comes down to the ability of individuals who must teach it. Teachers need to possess skills in both the content area to be taught and the process of instruction itself. District VI is attempting to systematically in-service the staff in both process and content areas.

A staff development team has been established to provide training in the application of learning theory, lesson planning, and other areas of the instructional process. The fifteen teachers and administrators on this cadre' work in teams of three or four to plan and deliver training workshops. Meetings of the cadre' are held as needed to make plans, share ideas, or practice. Normally the cadre' and district administrators meet twice a month to extend their skills and knowledge.

A staff newsletter is published about once a month where news and information about staff development and other programs are featured. Principals are often utilized to provide communications to individual building staffs. The board of education has received both written and oral reports regarding staff development. Funding for the program was approved by the board after they had been given considerable in-service by the administration. They were aware of the program from the beginning and have consistently provided support for it.

## Controlling the Staff Development Program - District VI

Meetings of principals, administrators and cadre' members are normally held every two weeks. Participants are given an opportunity to share ideas and discuss problems at those meetings.

Monitoring of the program has been the responsibility of each principal for their building staff. Central office administrators, particularly the assistant superintendent for instruction, monitor the behavior of principals. A major adjustment has been made in the delivery of instruction to staff members. During the first year all training was done by consultants or cadre' teams. Observation of principals revealed a high level of commitment and skill, which has led to a decision to have the principal take the major responsibility to train their staff. Principals may call upon cadre' teams or other resources to develop a staff development program for that school. The district still provides some opportunities for teachers to extend their skills, but those workshops are looked upon as only optional for staff to receive training.

Formal staff development program evaluation has not taken place in District VI. Training goals and objectives were determined, but no evaluation process was agreed upon during program development. Administrators and teachers have informally assessed the program to be successful in making them more effective. Lack of an objective evaluation of goals and objectives is one of the greatest weaknesses in the District VI program plan.

## Superintendent's View of Staff Development - District VI

The District VI superintendent was employed in March of 1978 as part of an administrative restructuring which replaced the four top administrators in the district. The board of education wanted to improve the quality of education by providing a unified kindergarten through twelfth grade program. Staff development became important as he began to implement a plan for curriculum development and program evaluation.

District VI staff development has centered around the teaching process itself. He commented that, "We are indebted to the work of Dr. Madeline Hunter and Dr. John Goodlad at the University of California, Los Angeles." District VI became aware of their work when the assistant superintendent attended a meeting which featured a superintendent of schools that had worked with Dr. Hunter for several years. A trial program with that superintendent and four of his principals as consultants and two District VI principals that attended a two week course at the University of California, Los Angeles "convinced the district that this was an important part of our future plans," stated the superintendent. He went on to say, "from the beginning the plan was to have district personnel trained in the substance and processes of staff development as prepared by the California educators." At this time at least 450 of the 600 professional staff have completed at least a two day workshop and 260 or more have been involved with advanced topics, according to the superintendent.

He said that the total costs to District VI in the first year

were about \$45,000 and less the second year. A grant from the Illinois Center for Educational Improvement supplied an additional \$25,000 the first year. The greatest costs were the consultants from California and release time for teacher participants. Consultant fees are now much less significant because the District VI cadre' is available to provide the instruction.

The superintendent explained that the very important first phase of the staff development program is the common understanding of what constitutes effective instruction. "The great value is that there is now a shared vocabulary by teachers and administrators and the mutually helping relationship between principal and teacher has become a reality," he said.

He explained that the staff development program is one-third of a larger triad of development which links curriculum development and program evaluation. The curriculum development model provides an opportunity for District VI teachers and administrators to develop an ideal program in an area. Staff development is to insure that the program is taught effectively. Program evaluation is necessary "to objectively study the implementation and results of those activities."

#### Curriculum Director's View of Staff Development - District VI

The District VI curriculum director has been in that position for four years. He believes that the board of education influenced the beginnings of the current staff development program when they sought a superintendent in 1977. They were looking for an individual that would implement an instructional improvement model in the district.



The new superintendent developed a curriculum improvement process that was first implemented in 1978. Staff development evolved from the investigation of ways to implement and evaluate new programs, according to the director.

He cited the fact that some side benefits have come from the developmental process: 1. staff members working together on a kindergarten through twelfth grade basis, 2. a calling to professionalism where staff believed they were part of a leader district, and 3. the focus upon growth and development.

The structure and processes incorporated in the science-of-teaching activities developed at the University of California at Los Angeles worked well with the curriculum development model. A focus upon teaching to an objective has become an integral part of the curriculum process, he observed.

This school year has seen the progress slow considerably due to a teachers' strike, two defeated referendums, and some much publicized financial problems. He said that about 140 teachers were dismissed due to financial uncertainty and although most of them have been re-hired it damaged staff morale. When the teachers became uncertain about implementation of plans they were developing they were developing they did not work as hard on them.

The entire development process has been submitted to the Illinois State Office of Education for exemplary status. If the State Board of Education grants the exemplary status it will bring considerable acclaim to District VI. The director said that District VI staff development program has already had a great impact upon the proposed

student assessment policy for the State of Illinois. A bill is being prepared in response to the minimum competency testing program now proposed for implementation by school districts. District VI staff development and curriculum development models provided much of the basis for these possible changes, according to the director.

#### Principal's View of Staff Development - District VI

An informal assessment affecting staff development took place about three years ago, according to the principal interviewed from District VI. The major purpose of this survey was to identify priorities for curriculum development in the district.

Several conditions were existing which made staff development programs of interest. These conditions included a complete change of top administration, a staff whose average age was increasing dramatically, and school closings which caused many changes in responsibilities among staff.

One of the major thrusts for District VI staff development has been the science-of-teaching activities developed by Dr. Madeline Hunter. The principal recalled a pilot or trial program involving several administrators and teachers. As the program got underway, he said, volunteers from each building were trained in those techniques.

Goals and objectives are in existence at both the district level and building level according to this principal. He was not aware of alternative means being investigated to address the goals, but rather goals written regarding delivery of the specific science-of-teaching program.

Principals are held responsible by the assistant superintendent to monitor teachers as they implement newly learned skills. It is common for the assistant superintendent to observe the same lesson as the principal, observe his conference with the teacher, and hold a conference with the principal. This clinical supervision process "is excellent for professional growth of administrators and teachers alike," he commented. The program was developed with the assistance from the consultants from Southern California.

An important resource available to the principal is the cadre' of district staff members trained to provide workshops for teachers. The principal indicated that their training methods are very precise and the workshops are excellent. They sometimes work with a particular building staff, but most often provide workshops for volunteers from many buildings.

Cadre' members and administrators were trained before attempting to train any teachers. He said, "The administrators had no choice in their involvement." They were all expected to participate.

He is very pleased with the staff development activities in District VI because it is voluntary for teachers; requires active application of skills, and provides many collegial opportunities. The fact that staff development is complementary to the curriculum development and program evaluation process of the district is an additional strength, cited by the principal. He says the program gave him the "tools necessary to teach teachers and assess instruction."

The political and financial problems experienced recently by District VI were mentioned as harmful to progress in staff development.

He looks forward to a new program, built upon the progress already made with the staff.

#### Board Member's View of Staff Development - District VI

The board member from District VI has been on the board of education for more than six years. She was involved in the search for a new superintendent and said the board was seeking a "strong educational leader." The curriculum development and staff development programs now being implemented are due to the new superintendent's initiative. "The board welcomed his plans, because they were in areas that needed attention," she declared.

She cited the lack of revenue in District VI as being harmful to the staff development program. A group of citizens have become active in opposing the program, but, "they would probably support it if the district did not have money problems."

This board member felt that the major weakness of the program was the practice of having teachers and administrators out of their classrooms and offices during school hours. "We need to find ways to provide staff development that does not take staff members out of the buildings, except at a base minimum," she said. One alternative she mentioned was to use summer vacation periods, but, "the board must be willing to pay teachers to do it."

The board member had often visited and observed the workshop featuring the science-of-teaching activities. She is a former teacher and was convinced of the value of a "focus on skills of teaching lessons clearly." Teaching staff members to structure the teaching

and learning process is important, according to her.

She feels that District VI should close one of the three high schools and convert the high school curriculum from a quarter system to a semester system. When the schools are being re-organized it will be a "good time to re-structure the demands upon teachers and students." It is during the re-organization that she would like to see a new staff development program implemented. A compulsory approach would be preferable to the current voluntary one, she said.

Table 6  
 Summary of Criteria  
 DISTRICT VI

	Present	Partially Present	Not Present
<u>Anticipating</u>			
Formal needs assessment			x
Specific conditions affecting need	x		
Study committee	x		
Consultants or experts involved	x		
Visits to programs/options explored	x		
Pilots or trials	x		
Budgeted resources	x		
<u>Programming</u>			
Written goals and objectives	x		
Examined alternatives means			x
Long range plans	x		
Focus upon daily activities	x		
Monitoring plans	x		
Evaluation plans	x		
Plans developed by those affected			x
<u>Organizing</u>			
Responsibilities in job descriptions	x		
Structure to facilitate program supervision	x		
Specific person responsible	x		
District personnel as trainers	x		
Board actions supporting	x		
<u>Executing (operating)</u>			
Gradual, incremental steps	x		
Directions to administrators	x		
Active participation	x		
Choices available	x		
Local materials developed	x		
Collequial opportunities	x		
<u>Coordinating</u>			
Linked to general effort	x		
Teamwork	x		
Regular meetings of leaders	x		
Communications to staff	x		
Communications to board	x		

Table 6 (continued)

	Present	Partially Present	Not Present
<u>Controlling</u>			
Meetings to discuss problems and share	x		
Adjustments due to monitoring	x		
Program evaluation			x
Revision based upon evaluation			x

## CHAPTER IV

### COMPARATIVE ANALYSIS AND IMPLICATIONS

#### Introduction

Chapter IV contains an analysis of the data which were presented in the previous chapter. The districts are compared to the criteria in each of the administrative functions. Each district is analyzed relative to the presence of the features suggested by the criteria. The chapter is organized by analyzing each of the six administrative functions one at a time with all six school districts included.

The strengths and weaknesses of each district will be discussed as each administrative function is analyzed. Comparisons of district programs to one another are made. Analytical comments will be interspersed throughout each subsection and presented in such a way that interpretative comments will be evident.

Tendencies and pitfalls of staff development and in-service plans of these districts are discussed in the final section of Chapter IV.

A review of literature has suggested the importance of administrative planning. The professional growth activities of a school organization constitutes one of the most important areas of administrative concern and should receive adequate planning attention. This planning cannot be done properly without some method of establishing what is needed and the establishing of some goals. If plans are made



to achieve certain results, then the desired outcomes must be known to those developing the plan. The anticipating function of administration provides focus and programming for a general plan.

Administrators need to consider assignment of responsibilities, how the program plan will actually be carried out, and some ways of linking the staff development activities to the total program. Organizing, executing, and coordinating functions by the administration make staff development plans work. If a district has a program plan, efforts should be made to ensure that it is implemented. The controlling function provides a plan to monitor people as they perform their role and to evaluate the extent to which the original goals have been met. Improvements or changes can be based on the evaluative results.

The analysis of staff development program plans of these six districts considers these main ideas as basic for assurance of success.

#### ANTICIPATING FOR STAFF DEVELOPMENT

Only Districts II and III generated any formal needs assessments relative to in-service. In both bases the results of surveys were utilized to provide information which was perceived by the professional staff as most meaningful for their in-service. Districts I, IV, V and VI did not make a formal survey of their staff, but relied on informal means and the judgements of their administrators to anticipate need. In Districts IV and VI the administration was convinced of the value of the science-of-teaching program, developed at U.C.L.A. by Madeline Hunter and others. The U.C.L.A. program was based upon research; and

those superintendents made the decision that their staff needed this training.

It may have been more beneficial, according to the literature on staff development, if the teachers and principals rather than the superintendent, had selected this approach.

District V had a built-in need, caused by the recent formation of a unit district. The necessity of developing a common personnel evaluation process provided an opportunity to explore in-service ideas. The District I administrators believe they know their teaching staff very well and do not want to be tied down by what a survey might reveal. A needs assessment may conflict with their desires for staff in-service.

None of the districts saw the importance of establishing what was needed in terms of eventually developing comprehensive staff development program plans. In no case did the administrator or board member indicate that the assessing of needs was an important step in developing their district plans. It is possible that they did not perceive in-service as an important facet of their school district program or they did not view it as an educational program for adult learners.

By studying instructional practices, staffing, curriculum supervision, and other practices that exist, a staff will begin to get some ideas about staff development needs in the district. District I leaders decided that a needs assessment would cause too much conflict and unhappiness with the status quo.

Specific conditions affected current in-service activity in all six districts. The plans of District I and V appear to have been

greatly influenced by the formation of new unit school districts. Changes of superintendents and labor unrest were important conditions in the other districts in the study. The interviews reveal that the administrators in Districts III, IV, V, and VI encouraged the growth of staff development as a way to improve teacher effectiveness. If staff development had been given a higher priority when those conditions occurred and if a master plan had been developed, these districts may have been able to take greater advantage of the specific conditions. Conditions that often create opportunities which make changes easier to implement.

Conditions can create situations with which the staff may identify and focus upon for in-service. Teachers and administrators are likely to be motivated to participate in activities which will assist them in daily performance of their duties.

The superintendent in District II simply used in-service as a ploy to improve staff morale. He selected a group of the most militant, vocal teachers for an in-service committee. Members of the committee were given extra attention, special privileges and the power to decide how the in-service would be conducted. Learning new skills by teachers participating in workshops was of little importance compared to getting them to forget about arbitration problems.

In Districts III, IV, and VI the impetus for staff development began several years ago with the employment of new superintendents. The boards of education were interested in improving staff, student achievement, and curriculum in their districts and sought superintendents who would pursue those areas. It is not surprising that board

members interviewed in those districts were pleased with the staff development activities resulting from their decisions.

Three districts, II, V, and VI reported that study committees were established to assist in determining needs and investigating options. In Districts II and V the committees functioned in a way that allowed them to consider various options. The committee of teachers and administrators in District VI were participants in a three day pilot program on the science-of-teaching and were asked for their reactions to that specific program. None of the districts established the type of committee recommended in the literature to examine the needs, investigate options to meet the needs, provide trial projects, and make recommendations.

The literature of staff development indicates a need for collaborative planning by teachers and administrators. Teachers and principals will be most affected by changes due to staff development. None of the districts in the study provided an opportunity for teachers and administrators to explore professional development together in an atmosphere of encouragement that was free of preconceived notions. The most successful programs are those which have maximum meaning and usefulness to those who will be expected to implement what is eventually planned. In Districts II, V, and VI study committees were established, but teacher input was minimal or nonexistent and their opportunity to explore a wide range of possibilities was inhibited.

Superintendents of these districts were shown to have a profound impact on the eventual in-service plans. It is important that superintendents recognize that their opinions greatly influence the direction

of those involved in planning. Staff development programs in all the districts in the study closely resemble the original desires of the superintendent. Leadership style of the situation may make a directive approach the most desirable, but the superintendent needs to consider that a loss of objective collaborative planning may result. Long-range support for a staff development program will be influenced by strong guidance from the superintendent.

A top priority in getting a staff ready for in-service is to make sure that the climate is one which will encourage improved practice and change. It is important that staff members identify their beliefs about how to improve, and that this be coupled with specific programs and practices to translate those beliefs into reality. None of these school districts approached staff development readiness by raising the level of commitment in this way.

Districts IV and VI sent representatives to districts in Virginia and California involved in staff development programs featuring training in the process. Both also held pilot programs in their districts. These districts observed and ultimately adopted programs similar to what they had experienced. None of the districts in the study looked at a wide variety of options to fulfill their in-service needs. If more options had been explored, the resulting programs may have been different. In Districts I, II, III, and V there was no attempt to see how other districts provided in-service and no trial programs were conducted. The data show that in-service in these districts is largely a matter of providing information on a one-time basis rather than an on-going educational training program. There was no way for the staff

in these districts to select a program or practice without some study to find out what was in existence.

No staff development budgets exist in Districts I and IV. District IV has spent significant sums of money sending staff members to Virginia and California, hiring consultants from out of state, providing substitute teachers, and purchasing materials. Expenditures were taken from existing budget categories. It is common among the districts to take money from existing accounts and pay for staff development expenses. District VI consolidated all expenses for staff development into one budget category, including consultants, substitutes, materials, travel, and meeting refreshments. The budget category has become so large that it has become a political issue in the district and community. The community cannot understand why fully trained teachers must receive expensive in-service in a time of budget reduction. The resources of funds need to be protected from political considerations. It appears best to simply build some staff development expenses into a number of appropriate budget areas to avoid having these expenses become noticeably large. That technique has worked well in the other districts in this study.

From the summary of the data presented in Table 7 it appears that District I did nothing to plan for future staff development needs. Lack of anticipating staff development has made it nearly impossible for the other major functions to be performed properly by the administration. As a result the district provides almost no meaningful staff development. District VI, on the other hand, made a conscious decision to devise a plan for staff development. The other five selected

administrative functions are developed in Chapter IV. That analysis will provide evidence that, due to the early preparation in anticipating for staff development, District VI was able to implement a more comprehensive program than any of the other districts.

Table 7 illustrates that only District IV and VI visited other operating programs or conducted trial programs. These districts had identified programs that they thought might be useful and meaningful for their district staff. Identification of models already in existence can be very helpful to the districts that desire a staff development program. Both of these districts have had the advantage of adopting an existing program rather than creating something entirely new.

Budgeted resources exist in four of the districts according to Table 7. These facts require further explanation. Districts III, V, and VI have budgeted significant sums of money for staff development. These three districts are the largest and have far greater resources to allocate to any particular area of the total program. In Districts I, II and IV relatively small budget items may appear inordinately large and subject to criticism. District II did budget a small amount, but, only enough to operate their study committee. In the final analysis, the three larger districts with more resources budgeted, have provided more staff development activities and have more similarities to programs the literature described as successful.

#### PROGRAMMING FOR STAFF DEVELOPMENT

Goals and objectives declare what the intended results of program activities will be. As indicated in Table 8 those individuals interviewed

Table 7

District Summary of Anticipating Criteria

Criteria	I	II	III	IV	V	VI
Formal Needs Assessment	no	yes	yes	no	no	no
Specific Conditions Affecting Need	yes	yes	yes	yes	yes	yes
Study Committee	no	yes	no	no	yes	yes
Consultants/Experts Involved	no	yes	yes	yes	yes	yes
Visits to Programs/Options Explored	no	no	no	yes	no	yes
Pilot or Trial Program	no	no	no	yes	no	yes
Budgeted Resources	no	yes	yes	no	yes	yes



in Districts III, V, and VI claimed that a list of staff development goals and objectives are in existence. The District III goals are very general and are not broken down into performance objectives. In District V the goals were stated in the early 70's when the professional growth program was developed; they have never been revised or translated into specific district objectives. District VI is the only one which has specific objectives for the science-of-teaching program. The District VI objectives state what the expectations of the program are for the year. Ironically, there are no general goals in District VI to give meaning to the objectives. District II did have some general goal statements for their in-service program for last year.

It is apparent from the documents available that little importance has been placed upon the development of general staff development goals and specific objectives designed to accomplish those expectations. Without a clear idea of intended results the development of a program is difficult, or impossible. Lack of clear direction is especially evident in those districts without any goals or objectives, making evaluation of these programs difficult.

The only district to examine alternative means of achieving staff development goals is District V. The district sets individual objectives with teachers each year and provides a number of resources and optional means of providing the necessary instruction. Adult learners have varied individual needs and learning styles which may be addressed best by providing choices similar to District V. In the other five districts the administration decided upon a particular speaker, workshop, or program rather than investigating a number of ways to accomplish

a particular in-service objective.

Long range planning for staff development has not been attempted in Districts I, II, IV, and V. In District III goals were made in the early seventies that addressed staff development. Although District III goals were not translated into a written long-range plan, they did provide a focus for activities in the area. It is likely that attention to these long-range goals accounts for the fact the District III has the largest budget, a staff development director, and generally a more coordinated approach than the other districts. District VI has objectives for a three year period for the science-of-teaching program only. This is the second year for the program and the objectives have been revised and updated. The greatest weakness in the long-range plans of District VI is the exclusion of areas beyond the process oriented science-of-teaching, such as curriculum content areas.

All of the districts are attempting to focus upon daily activities for the participants. The staff members will be most interested in activities that have the greatest meaning and use to them as teachers or administrators. It is likely, however, that the districts are not actually addressing the needs of all staff members. No objective information regarding needs is available in any of these districts that would indicate the extent of how well in-service programs match the interests and daily activities of staff members.

Table 8 shows that Districts IV and VI monitor personnel that have participated in workshops involved in the science-of-teaching program. After teachers have been exposed to new information and skills in a workshop setting, an administrator observes their classroom

application and provides specific feedback. In District VI there are also monitoring plans made as teachers implement new curricular programs.

Monitoring by classroom observation makes teachers accountable for what has been learned. In Districts I, II, III, and V there is no attempt made to follow-up what has been learned in in-service workshops. Teachers may accept or reject the information provided in in-service programs. No systematic method of feedback is available to teachers who attempt to apply the new ideas. It appears that administrators are not skilled in observation of instruction in new processes or content. School districts have difficulty locating funds to hire skilled observers to monitor classroom activities. In-service learning appears to be low on the spending priority list.

There are no program evaluation plans in any of the districts in this study as indicated in Table 8. One of the reasons for the lack of program evaluation planning is the absence of clear goals and objectives. It is not possible to evaluate the results of a program unless objectives exist and the means of achieving them has been determined. It is not possible to know if staff development efforts are effective in accomplishing what is expected of the program without proper evaluation. Attempts to improve in-service programs lack objective data to assist in the decision making.

Table 8 indicates that representatives of the teachers and administrators are included in-service planning in Districts II, III, V, and VI. The Illinois School Code requires a committee of teachers and administrators be established to recommend institute programs in

each district. None of the mandated committees are expected to fully develop a comprehensive in-service plan. They tend to be convened to accommodate the state mandate and provide minimum input on such items as possible speakers, dates for meetings and the like. The exception may be District III where the staff development director meets with the committee several times a year for planning purposes.

Districts II, V, and VI have established other groups to assist in planning staff development. In District II the hand-picked group of teachers has met with the superintendent on a regular basis and their plans are implemented. The professional growth activities of District V are largely devised by administrators, particularly the individual principals and the curriculum director. A cadre' of district trainers in the science-of-teaching gave input for decisions regarding that program in District VI.

The statutory requirement for a committee on institute planning apparently does not usually permit enough flexibility to satisfy direct administrators. The committee is dominated by teachers and other non-administrative personnel, as determined by school code, which could limit administrative prerogatives. Unless the participants can feel some ownership in the plans that are developed, districts may find difficulty in implementing an in-service program that will require behavior changes by staff members.

Districts III, V, and VI have included a majority of the criterion for programming for staff development, as indicated in Table 8. These are the three largest districts in the study, with about 8,000 or more students. Districts I, II, and IV have about 2,000 or less students.

It is possible that the additional flexibility of greater human and other resources are helpful in the programming process.

The three larger districts also include more of the criterion for anticipating, as indicated in Table 7. More attention to the anticipating function may assist in the programming function. Table 7 reveals that District I has done the least in anticipating for staff development and District VI addressed the most criteria. Districts I and VI are once again shown to be at opposite ends of the spectrum when the programming function is analyzed. This data provides further evidence of the importance of anticipating for staff development.

Learning is heavily dependent upon how meaningful that experience is for the learner. If the adult educator perceives the information or skills of a staff development workshop has personal value the information or skill will be acquired. Self-motivation is required for learning and acting upon the new information. Responsibility for learning lies with the participant. Successful staff development programs must help teachers develop the flexibility to view the content as relevant. Role playing and simulations are valuable means for allowing adults to share knowledge and apply new learning to prior experiences. There is little evidence in the data to indicate that any of the districts studied made an effort to consider the motivation of these adult learners in anticipating or planning for in-service.

None of the districts had a written program plan which established the content, input, processes and products of in-service. Even in those districts where some goals and objectives were written the remainder of the plan was not available. The administrative planning function

Table 8

District Summary of Programming Criteria

Criteria	I	II	III	IV	V	VI
Written goals and objectives	no	partial	yes	no	yes	yes
Alternative Means Examined	no	no	no	no	yes	no
Long Range Plans	no	no	yes	no	no	yes
Focus upon Daily Activities	yes	yes	yes	yes	yes	yes
Monitoring Plans	no	no	no	yes	no	yes
Evaluation Plans	no	no	no	no	no	no
Plans developed by those Affected	no	yes	yes	no	yes	yes

was weak and inhibited the success of staff development activities in each of the districts.

Programming in staff development does not appear to have been approached as an educational program for adult learners. It is probable that educational programs for the students in these districts often had well defined goals, learning objectives, stated means of achieving the objectives, methods to monitor progress, and evaluation plans. Although Table 8 shows that each district in the study had several of these program features in some form, none had an educational program for staff development.

#### ORGANIZING FOR STAFF DEVELOPMENT

Table 9 summarizes the districts in the sample relative to the criteria for organizing staff development programs. One of the key ingredients to successful implementation is to have clearly defined roles. District IV was the only one that had no mention of in-service or staff development responsibilities in any job descriptions, according to administrators. None of the administrators interviewed in District IV were able to locate a copy of the job descriptions to be certain of contents. The other districts had statements establishing responsibilities for in-service in each job description.

The superintendent's attitude is without question an important factor for improved in-service. The positive attitude toward staff development by superintendents in Districts III, IV, V, and VI lead to better programs than exist in Districts I and II where the superintendent has attached little importance to that area. The board member

in District III seemed to sum up the situation when she said, "ultimately it is the responsibility of the superintendent."

The structure of the staff development program and the organization of administrative functions are complementary in Districts V and VI. In District V the individualized approach to staff development leaves the greatest responsibility to the teacher and principal. The District V curriculum director pieces together individual needs to form district plans for the year. In District VI principals are expected to observe classroom behavior of teachers and hold conferences for as much as half of their time. The assistant superintendent routinely joins the principal in classroom observations, then observes the conference with the teacher and finally holds a conference with the principal regarding their conferencing skills. Table 9 shows that Districts I, II, III, and IV reported no particular structural features that would enhance the supervision of information gained through staff development activities. Because no one is supervising in those four districts there will probably be considerably less use of in-service learning.

All of the districts, except District II, in the study reported that one individual had primary responsibility for in-service. The difference in District II was that the assistant superintendent was identified by job description to have that assignment, but the superintendent took the leadership in this area. The assistant superintendent in District II was left out of the planning process entirely. Assistant superintendents in Districts I and VI were responsible for overall in-service programming, as were the curriculum directors in



Districts IV and V, and the staff development director in District III. The title of those given primary responsibility does not seem to have a great bearing on the importance attached to the area. The superintendent's emphasis on the area would more likely make a difference. Table 9 indicates that five of the districts utilize district personnel as trainers. Careful analysis is necessary to fully understand what this means in each district.

District VI has made extensive use of a cadre' of highly skilled trainers in delivering science-of-teaching instruction. These teachers and administrators are grouped into teams when instruction is needed. They are trained in content and methods of conducting workshops. District IV has relied on one of the administrators to teach the science-of-teaching curriculum to the staff. In the past few months he has enlisted two others to assist him. Both Districts IV and VI follow-up workshop instruction by classroom observation and feedback. District V routinely selects one district personnel to be highly trained in the special curriculum areas to be implemented. The District V trained specialist then teaches others in the district. Districts I and II sometimes involve members of their staff in making short in-service presentations. These presentations are generally a one-time situation where a teacher explains special technique or materials to others in the district. In districts where personnel are trained to instruct others in specific areas, the need for continued use of consultants is diminished. The professional stature of employees is enhanced when they can be identified as having special expertise.

Administrators in Districts I, III, V, and VI were able to

recall board actions they considered to be supportive of staff development activities. Typical of these actions were approval of budgets with expenditures in that area, or hiring speakers and consultants. None of the six districts has a board policy or resolution which communicates board support or assigns expectations for staff development.

The absence of written program plans for staff development hampers the district's ability to organize effectively. A written plan would include decisions regarding means to accomplish specific objectives and identify those responsible. General responsibilities for in-service have been delegated in these districts. Successful in-service programs require the efforts of many people carrying out their designated tasks. The districts have not created the framework necessary to interrelate the positions and functions required in a staff development program. Lack of written plans makes organizing to satisfy objectives impossible.

Table 9 shows that Districts V and VI are clearly the best organized to provide staff development programs. These two districts have also been shown to follow most of the criteria in anticipating and programming for such programs. It is interesting to note that District III has not organized as completely as the other two large districts. The staff development director in District III may not have the power necessary to influence the organization. The assistant superintendent in District VI and director of education in District V appear to have influence in addition to the strong support of the superintendent.

Table 9

District Summary of Organizing Criteria

Criteria	I	II	III	IV	V	VI
Responsibilities in Job Descriptions	yes	yes	yes	no	yes	yes
Administrative Structure Facilitates Supervision	no	no	no	no	yes	yes
Specific Person Responsible	yes	no	yes	yes	yes	yes
District Personnel as Trainers	partial	partial	no	yes	yes	yes
Supportive Board Actions	yes	no	yes	no	yes	yes

## EXECUTING STAFF DEVELOPMENT

As indicated in Table 10, implementation of on-going staff development activities has been done gradually and incrementally in Districts III, IV, V, and VI. In all of those districts, administrators received some training before the entire teaching staff was trained, as a routine practice.

District IV and VI introduced the science-of-teaching program to administrators first, then some highly motivated teachers, volunteers, and finally trained others who volunteered. Both districts have kept the program on a voluntary basis and have found that about three-fourths of the teachers have been willing to be trained. Reluctant teachers have not been forced to participate. Staff development activities in Districts III and IV have been introduced with planned steps whenever basic changes in behavior are required, as with their personnel evaluation programs. District I and II provide only one-shot type in-service that does not require implementation in the classroom. Staff development is a "change" process which requires planned implementation. Districts III, IV, V, and VI have recognized the importance of gradual execution of plans focusing upon improving the competence of teachers and administrators. Resistance of staff can often be overcome by gradual implementation.

Administrators in Districts I and IV claimed that no directives regarding in-service activities had been issued, as reflected in Table 10. The curriculum director in District IV indicated, however, that the administrators knew that the superintendent expected their active participation. The principal interviewed in District I was eager to

fulfill the role of leading in-service activities at his building, but, had not been given any direction or training to fulfill such a role. Clear expectations of these administrators by their superiors would enhance their effectiveness. The principal and curriculum director were attempting to provide the kind of leadership provided by the superintendent without knowing exactly what was expected of them. It is possible the superintendent did not know what to expect of them in this role.

Superintendents in Districts II, III, V, and VI have explained administrative expectations both in writing and verbally. The superintendents, themselves, and many of the other administrators interviewed, discussed the importance of clear direction to administrators. When each individual administrator and teacher in the district knows what is expected from them by their superiors they are more likely to attempt to fulfill those expectations.

Table 10 shows that only Districts IV and VI are now systematically providing active participation in their workshops. The staff development director in District III cited active participation as something they will be trying to incorporate more in future. Individuals attending workshops in Districts IV and VI are given instruction in some aspect of the teaching process or a technique and then are required to apply the new learning in some way. Active participation allows staff development leaders to observe the application of new learning and provide feedback to participants. Teachers who actively participate at a workshop have greater possession of new learning than those who are passive, according to the literature. Workshops are more likely to be

effective in changing behavior when participants apply the information. Workshop leaders should be expected to plan for application of new information by all participants. Teachers are more likely to incorporate new learning if they have done it successfully in a workshop.

All of the districts provide some type of choices regarding in-service participation. In Districts IV and VI, one of the basic choices was whether to volunteer for the science-of-teaching program or not. In all districts in the study there are in-service days scheduled each year which provide a wide variety of program topics from which staff members may make a selection. Feedback from those attending workshops indicate that teachers in all six districts like the concept of having some choice about how they spend their in-service time.

District V was providing the widest variety of choices for in-service. The teachers agreed upon individual objectives with their principal. Options available to teachers include general district-wide workshops, college courses and workshops designed to meet needs of specific groups and attendance at conferences outside the district. The professional growth activities in this district are financed by the district and allow the staff maximum flexibility.

Table 10 indicates that materials used in in-service workshops have been developed locally in all six of the districts. In Districts III, IV, V, and VI consultants have been used rather extensively at various times. Consultants in those districts have designed their materials to meet the needs of the individual district and situation. The use of pre-packaged staff development materials has not been

considered as an acceptable practice in the districts.

Only District VI has established collegial groups as part of its staff development program. The assistant superintendent has assigned administrators to groups for practice in observing classroom instruction and conducting conferences. Several times yearly District VI administrators meet in collegial groups to practice their clinical supervision skills, give feedback to one another, and share ideas. Many of the District VI principals have formed collegial groups within the teaching faculties of their schools for similar practice and feedback. Peers are willing to discuss things which they are unwilling to discuss with their superiors. One of the problems in District VI is that these collegial opportunities are not available to most teachers, because principals in some schools have not yet organized the groups.

Most of the criteria for successful staff development programs assumes the existence of a well defined comprehensive program. Lack of clarity as a written program in the districts studied makes these criteria difficult to apply. It is difficult to operate a program which is unidentifiable. Although some of the characteristics of good practice in executing a program exist in all of the districts, their efforts often lack effectiveness because there is no written program. District III, V, VI have written goals and objectives and some basic plans. Even those districts are missing many components desired in a program plan.

District VI is clearly fulfilling most of the criteria for executing a successful staff development program. District I, on the other hand, is fulfilling only two of the six executing criteria. The

Table 10

District Summary of Executing Criteria

Criteria	I	II	III	IV	V	VI
Gradual, incremental steps	no	no	yes	yes	yes	yes
Directives to Administrators	no	yes	yes	no	yes	yes
Active Participation	no	no	no	yes	no	yes
Choices Available to Participants	yes	yes	yes	yes	yes	yes
Local Materials Developed	yes	yes	yes	yes	yes	yes
Collegial Opportunities	no	no	no	no	no	yes



level of execution directly reflects the attitudes of the superintendent toward staff development in each of these districts. A staff development program needs the encouragement and active interest of the superintendent. District VI has a program to execute and District I does not.

#### COORDINATING OF STAFF DEVELOPMENT

The literature suggests that in-service activities should be linked to some larger general effort in the district. These activities need to have a purpose that will provide maximum meaning and motivation. It is possible to provide programs that will interest or entertain most of the educators attending without making a recognizable difference in their behavior. Table 11 provides a summary of how the districts in the study coordinate their staff development activities.

Districts V and VI are the only ones in the study to attempt relating staff development to other instructional improvement activities. In District V the entire personnel evaluation process provides direction for professional growth. District level goals are coordinated with those of each school and individual staff members. Great care and attention is given to developing improvement activities that will move the organization toward the desired targets. The principals and the curriculum director are the critical positions in coordinating the programs. The superintendent and board in District V have been sensitive to the process and provide support as required to reach goals they have established.

Staff development in District VI is designed to support curriculum

development activities and respond to the results of program evaluation. Although much of the staff development program deals with the teaching process only, the larger purpose is to more effectively teach the objectives provided in the curriculum. Staff development in content areas is affected by the entire development and evaluation process. The assistant superintendent, curriculum director, evaluation research director, and building principals are involved in coordinating the implementation of these improvement efforts.

Although District V and VI are providing more coordination of effort than the other districts at least one significant concern must be acknowledged. The lack of a complete written program, identifying which administrator will be assigned to particular objectives and activities, causes problems in the coordination of activities. Unless each administrator has a clear understanding of what is expected of them and how their responsibility relates to the larger effort to improve instruction, resistance to coordination may be encountered. The curriculum directors of both districts complained of difficulty in providing a unified district approach to programs, which is only possible with adequate coordination of effort.

District I, II, III, and IV did not appear to view staff development as a part of a larger developmental process. These districts tend to see in-service as an activity in and of, itself. Staff development activities should be coordinated with a larger purpose so that participants can easily see the value in what is being presented to them.

The summary in Table 11 shows that only two districts utilize teamwork in presenting in-service activities. Some efforts at teamwork

have made District III in-service workshops more effective. Last year District II teacher teams were established to make presentations to other teachers in their district. The administration considers these peer presentations as a successful way on conducting in-service programs and intend to continue using the technique. Team planning improved the quality of the presentations and resulted in positive reviews from attending staff members. Although individual teachers must plan together and coordinate a one-time presentation there is no evidence of administrative coordination of efforts relative to in-service. The principal and assistant superintendent were especially concerned with a lack of coordination in District II. District VI does extensive teaming from a cadre' trained to provide workshops to adult learners. The cadre' is experienced in the process of presenting successful workshops and provides a resource to anyone in the district planning in-service activities. A team of professionals working toward a common learning objective is usually more effective than one individual working alone.

Table 11 shows that half of the districts in the study have regular meetings of in-service leaders. District II and VI made additional coordination of activities possible by holding meetings of staff development workshop leaders. District III also has meetings of workshop leaders, although they do not ordinarily operate in teams. These coordination meetings in the three districts lessen the possibility of working at cross purposes, and increase the likelihood of directing activities toward common goals. In Districts III and VI the details of the workshops are coordinated, such as time schedules, equipment

needs, and materials required. Coordination of details does not require the level of commitment or planning as does the coordination of functions and activities leading to the accomplishment of established goals and objectives.

Communications regarding in-service activities have taken different forms in Districts III, IV, V, and VI. The staff development director in District III routinely sends out notices of upcoming events, sign-up sheets, advertisements, descriptions, and follow-up comments about programs that have taken place. She is careful to answer every request for information. This district is providing staff with the greatest amount of information of any in the study. District IV staff members receive a newsletter a few times a year from the principal involved in teaching the science-of-teaching program. He includes notices of future meetings, interesting antidotes, summaries of articles, and reports about past activities. In District V the curriculum director communicates mostly on an individual basis. He writes notes and sends notices to individual staff members that have established professional growth objectives in particular areas of interest. This individualized approach has been very effective and well received by the staff. District VI communicates mainly through the building principals. Information regarding programs is made available to principals who pass it along to their staff. The superintendent also publishes a staff newsletter about twice per month which often contains information regarding staff development and curriculum development programs.

Individualized communications regarding staff development programs is the most effective. Whether it is passed through a central office

administrator or a principal, the important factor is that interested teachers are encouraged to participate. These programs often need to be called to the attention of teachers and explained. None of the individuals interviewed mentioned the opportunity for providing motivation to in-service participants as one of the purposes of communications. The districts in the study may be missing an opportunity to increase staff readiness to participate through communications.

Board members in Districts I and II are intentionally not receiving information about in-service activities. The administrators in District I stated that in-service is not an area which should concern the board. It is important to note that neither District I or II are requesting significant amounts of money for these activities. If increased funds were necessary to carry out administrative plans the board would probably require more information.

In Districts III and IV board members receive limited information about the staff development program. The superintendent presents a yearly report to the board on progress toward district goals, including some mention of staff development. The staff development director of District III sends information to the board when she feels it is of interest. More information should be given to the board according to the District IV superintendent. He said that the board received reports several years ago when they began the science-of-teaching program, but lately there have been no reports. The board member interviewed in District IV was not disturbed about a lack of information.

District V administrators have discussed staff development in some detail with the board. The board has set goals, some of which are

to be accomplished with staff development activities. As new programs have been added by the board in-service funds have been requested to implement them. In District VI the school board has been given many reports, talked directly to the consultants and some members have attended workshops as active participants. Board members in District VI are involved enough in program activities to have defended funds for it during recent budget reductions.

It appears that districts which are requesting board approval for significant funds need to provide more information. If board members feel ownership of the program they will more likely appropriate resources to it. Board members in most of these districts do not appear to be receiving enough information regarding staff development to maintain a strong commitment. It is important for the superintendent to provide in-service to the board on the concept of staff development to help members understand and provide the resources necessary to support the district program.

Table 11 illustrates the dramatic variance between District VI and District I. District VI has put a great deal of effort into implementing a meaningful staff development program and District I has made a conscious decision to not provide such a program. The other four districts are attempting to provide well coordinated activities and would benefit from including more of the components shown in the literature to be good practice.

#### CONTROLLING OF STAFF DEVELOPMENT

Controlling a staff development program occurs when program

Table 11

District Summary of Coordinating Criteria

Criteria	I	II	III	IV	V	VI
Linked to General Effort	no	no	no	no	yes	yes
Teamwork	no	yes	no	no	no	yes
Regular Meetings of Leaders	no	yes	yes	no	no	yes
Communications to Staff	no	no	yes	yes	yes	yes
Communications to Board	no	no	partial	partial	yes	yes

activities are monitored and evaluated. Monitoring is done to ensure that the planned program is actually implemented so goals will be reached. Evaluation of the program is a test of the results to determine the extent of goal achievement. Table 12 illustrates that controlling activities have been almost entirely ignored in the six districts' in-service programs.

District VI has held meetings where the program itself could be discussed. These meetings involved the principals and other administrators. They served the dual purpose of allowing new learning or practice in clinical supervision skills and discussion of problems or concerns involved in implementation of the staff development program. The assistant superintendent organized and lead the meetings, held every two weeks. These meetings have the side effects of improving morale and serving as a model for principals to hold similar meetings at the building level. The meetings helped the administration monitor and adjust the program.

District II held regular meetings of the superintendent's study group. The main purpose of these meeting was to plan future staff in-service meetings, but some time was spent discussing the past experiences. Although District II goals were very general and many features of a staff development program missing, the meetings improved the quality of future in-service activities.

Districts I, III, IV, and V did not have meetings to discuss progress toward goals. In Districts I and V no goals exist to discuss, but in Districts III and V goals and rather elaborate activities are in place. Districts III and V could enhance the possibility of having



successful staff development programs by having meetings to provide control.

Monitoring in District VI was done by principals observing teachers as they applied new teaching skills in the classroom. Observation of principals as they applied new teaching and conferencing skills was done by the assistant superintendent and other central office administrators. Administrative collegial groups, of three to five administrators, were also helpful in monitoring the program. Monitoring in District VI was considered a critical component of the learning process for both the teachers and administrators. The District VI monitoring process is commendable and could serve as a model to other districts.

No monitoring of skills learned in in-service programs was planned or attempted in Districts I, II, III, IV, and V. Lack of attention to the application of in-service learning can be interpreted by staff members to mean that those activities do not matter. It is not surprising when teachers seem to lack motivation at in-service meetings when they are confident no one will ever check for classroom application.

Program evaluation was not planned for, or attempted, in any of the districts in this study. No objective data were sought to find out if the desired outcome were achieved. Staff improvement should be expected when there are activities taking place to make it possible. Financial resources and human resources are allocated to this area, but no effort is made to see if it is all worthwhile. Programs planned to educate children in these districts are likely to include some

Table 12

District Summary of Controlling Criteria

Criteria	I	II	III	IV	V	VI
Meetings to Discuss Problems and Share	no	yes	no	no	no	yes
Adjustments Due to Monitoring	no	no	no	no	no	yes
Program Evaluation	no	no	no	no	no	no
Revision Based Upon Evaluation	no	no	no	no	no	no

program evaluation scheme, yet the educational program for professional staff does not include this important feature.

The controlling function of administration has been generally ignored by the districts studied. The lack of a written staff development program has made monitoring and evaluating impossible. Administrators in District I and V actually expressed the view that evaluation of in-service was not necessary or desired.

If staff development is ever to be taken seriously in these districts the attitude toward the controlling function must change. There will need to be written programs developed; monitoring must occur to insure implementation by teachers and administrators, and program evaluation will be necessary to study the results.

#### SUMMARY OF ANALYSIS

The professional development of educators should not end when the individual graduates from college and begins to work. School districts have different desires and needs which translate into goals to be accomplished by the professional staff. In-service training needs to be considered necessary for the district to get what it wants.

Staff development planning appears to have received a relatively low priority in the six districts involved in this study. Each district has these activities going on, but plans are either skimpy or non-existent.

District leaders do not generally approach staff development as an educational program for adults. Any educational program should have several characteristics: 1. program goals, 2. learning objectives that

will accomplish goals, 3. means or activities identified to achieve the objectives, 4. methods for monitoring the program, and 5. evaluation plans. There are many in-service activities taking place in each of these districts, but no plans have been developed or implemented that would ensure a significant difference in teacher behavior.

There is a tendency to provide one-shot type in-service programs that are not necessarily tied to any particular thrust. Staff development should support, enhance, and improve district programs, yet in many cases, they tend to be isolated activities that are not part of a larger plan. Comprehensive, on-going programs for staff development need to be designed to meet individual district needs.

Several of the districts have begun to educate the staff in the science-of-teaching. Knowledge and skill in the science-of-teaching will establish a common language and application in basic process areas such as lesson planning and learning theory. These research based skills are worthy of the resources allocated to staff development in this area.

Analysis of Tables 7 through 12 reveals that most of the criteria for successful staff development program planning has been addressed by District VI. That district has clearly attempted to provide a comprehensive, on-going program. District VI is especially strong in the anticipating, organizing, executing, and coordinating functions. The greatest improvement that could be made in District VI is the development of a program evaluation design and the eventual evaluation to assess the results. Objective data would be of assistance for program improvement.

District V has also done a good job of addressing the criteria. Organizing for professional growth is a particularly strong area in District V. The responsibilities are very clearly defined for all personnel in the district. A long range staff development plan with ways to monitor and evaluate the program is important for on-going professional growth activities. District V could adapt most of the program features that now exist to create an improved staff development program.

District III is devoting more resources to staff development than any of the other districts, yet only about half of the criteria for successful program plans exist. The district is doing more than most to provide in-service to the staff, but lacks a written program. This district could accomplish much more with the financial and human resources available.

Districts I, II, and IV are much smaller districts than Districts III, V, and VI. These small districts have fulfilled less than half of the criteria for successful programs. The lack of financial resources, human resources, and expertise have hampered meaningful staff development program plans. These districts should consider looking toward state or regional sources for expert assistance in developing a plan. Small districts may have some advantages in providing a plan to meet the needs of a less diverse nature and less complex organizations.

All of the districts need to consider setting some educational priorities for the total staff, rather than a totally eclectic approach. District VI may have been more successful because of its focus upon the teaching process itself, with the program topics featuring

application of some of the principles of learning. This narrower focus can allow a district to do well in the activities which are provided, and build future program improvements upon successes.

## CHAPTER V

### CONCLUSIONS AND RECOMMENDATIONS

#### Introduction

The major purpose of this study was to analyze the development of program plans for staff development in six unit school districts. Some common administrative functions were isolated to provide a method of comparing and analyzing the extent of planning in existence. The literature of staff development provided guidelines for administrative action and decision-making within each function. Data from the districts were analyzed using those guidelines.

This chapter focuses upon conclusions reached as a result of the study and provide some recommendations to educators considering ways to improve school districts through staff development.

#### Conclusions

Several conclusions to this study should be noted. They are based solely on the evidence found and used in the study and do not necessarily reflect the opinions of any particular individual. The conclusions reflect only the data gathered and reported.

1. The extent and quality of staff development programs varied widely among the districts involved in this study.
2. A lack of comprehensive, on-going staff development planning was evident.
3. Staff development programs are not viewed as educational

programs for professional adult learners.

4. Superintendents are the most influential individuals in the districts for promoting in-service and staff development activities.

5. Program monitoring and evaluation plans are lacking.

6. Board members are not well informed about staff development unless extraordinary funds are requested.

7. Each district recognizes that in-service is useful and is providing some activities for the staff.

Variance of the extent and quality of district programs is greatly affected by four factors: district size, specific conditions creating a need, attitude of the superintendent, and the board's desire for change. The amount of resources available for staff development varies to a great extent by district size. In larger districts administrators have greater discretion in financing professional growth programs. Each district cited some special condition which affected their current in-service program including teacher militancy, formation of a new district, and change of superintendents. Some superintendents are actively promoting change and improvement programs; activities in those districts are more extensive. School boards that are pressing for improvements create conditions which promote staff development activities.

Districts in the study were to be lacking a comprehensive plan for staff development. Some districts had many of the features of a plan, but lack a total, well developed plan. Such a plan should be developed around needs that have been assessed through a method which is valid and credible. Alternative means of addressing the needs should be explored prior to settling upon the one most appropriate.



None of the districts in the study did all of these things in anticipation of developing a program.

Although a few districts had some program goals, they had not developed learning objectives or other objectives for program focus. All of the districts focused existing activities upon daily activities. Most of the districts had no method of monitoring new learning as it was applied in classrooms and none had a program evaluation plan. Comprehensive, on-going plans would include time lines, curriculum outlines, and learning sequences.

Staff development plans in the districts generally are not looked upon as educational programs for adults. Adult teachers learn the same way as the students they teach. Interviews revealed that in most cases these activities were not planned to include motivational techniques, demonstrations, and an opportunity to practice new learning under the guidance of an expert teacher.

Districts having the most extensive staff development activities had superintendents that demonstrated an active interest. In several cases the superintendents had additional motivation because they understood that the school board expected change in staff behavior. Administrators in subordinate positions were found to be anxious to engage in activities the superintendent appears to desire. When the expectations of the superintendent were clearly understood, then subordinate administrators in the study were most effective in implementing a program. Superintendents must realize the importance of their actions and statements. Principals and district level administrators are likely to try to provide whatever they perceive is wanted by the most

powerful person in the district, the superintendent.

The lack of program monitoring and evaluation is not surprising, given the fact that well defined programs were not in existence in these districts. A few of the districts provide some classroom observation of skills learned in workshops for the science-of-teaching. Even in those districts there is almost no attempt to monitor the attempted incorporation of other in-service information. Teachers and administrators appear to have no obligation to implement most of the things learned as a result of in-service programs.

In no case was a staff development program evaluation planned or conducted in these districts. The resources devoted to these activities should warrant some attempt to find out if they make a difference. In some districts there are general goals regarding staff development, but no effort is made to objectively assess the degree of success in reaching them. Program improvements are highly dependent upon evaluative information which was not available to the districts.

Board members interviewed in this study generally lacked a clear understanding of staff development as it affected their district. They recognize the importance of improvement activities for staff members but have little information about how it is being done. None of the districts had policies that expressed board expectations which would aid administrators in developing programs and provide a basis for funding requests.

Every administrator and board member in the study acknowledged that in-service or staff development is needed in their district or school. It appears that in-service has not been given a high priority

in view of the small amount of attention given to planning a successful program.

### Recommendations

1. The needs and purposes of staff development must be determined.

A successful staff development program is possible if the people involved can understand why it is important and necessary. With initial support from teachers, administrators, and school board members the chance of success will be greatly enhanced. The superintendent plays a very important role in seeing to it that this foundation is established. Individuals subordinated to the superintendent may need to educate the superintendent as to the importance of staff development. A board policy or position on staff development will provide a basis for future budgetary considerations by the school board.

2. Examination of alternatives available in meeting the establishing needs is necessary to raise the awareness and increase understanding of planners. A committee, appointed by the superintendent should investigate successful programs and review the literature of staff development. The committee would ideally consist of highly credible members of the teachers and administrators. Staff members affected by the future program can be given information about alternatives as they are explored by the group. Visits to programs and trial workshops are important to consider as alternatives are examined. The philosophy and general direction for the staff development program would be the expected outcome of this committee.

3. A written program plan for staff development should be

established. A plan based upon the needs, board position, philosophy, and direction is necessary. Such a plan would include the staff development program goals, objectives, means of achieving the objectives, resources required, monitoring plans, and program evaluation plans. The plan should be viewed as an educational program for adult learners. Application of new learning under supervision of the workshop leadership, should be considered during development of the plan. Staff development plans should include linkage to curriculum development and the results of program evaluation. Many smaller-scale staff development projects will ultimately be necessary in content areas or process areas. Delegation of responsibilities needs to be clearly defined.

4. Pilot programs ought to precede full implementation of the staff development program. As with any other educational program it is usually best to try it out before general implementation takes place. This will allow planners to observe and evaluate, so that improvements or refinements can be made. If the results of a pilot program are successful enough for more general implementation, the publication of those results will aid in establishing credibility with the staff.

5. Implementation of the staff development program should be a carefully planned process. Change in schools is difficult to attain and needs careful consideration. Incremental, step-by-step implementation has many advantages over attempting to train everyone at once. Staff members who receive instruction should be monitored by someone already possessing those skills so meaningful feedback is provided. Leaders involved in monitoring need an opportunity to discuss problems and share ideas in the implementation process. Major changes should

not be made without going back to the program planning process. Training of leadership personnel needs to precede that of the rest of the staff. Those who must observe and assist others need to be comfortable with their skills first. Voluntary programs will ease implementation problems in the beginning when getting established is most important.

6. Program evaluation of the objectives should be conducted as planned. An assessment of how successful the program has been in reaching the established targets is needed. The evaluation should be conducted as planned, after enough time has passed so results can reasonably be expected. Evaluation results need to be reported objectively to those in decision-making positions. Recommended improvements in the staff development program are possible with an objective assessment. The program improvement process can be most effective with monitoring and evaluative data available.

#### Recommendations for Further Study

1. Determine the significance of the superintendent's role in staff development program success. The evidence gathered in this study seems to indicate that the overwhelming responsibility for staff development success rests with the superintendent's position. Active participation by the superintendent appears to be one of the most important factors in promoting these activities to the staff. The effect of a change of superintendent could dramatically affect plans already underway in a school district.

2. Determine the most common content areas included in staff development programs. As districts begin to plan a program it is

important to have an awareness of what other districts view as important areas for training. The differences between groups such as teachers of different levels, administrators, new teachers, experienced teachers, and content-area specialties could be considered in the study.

3. Determine effective means of evaluating staff development programs. The ultimate effect of in-service or staff development should be in improved learning by children. There may be too many variables to establish that particular training by a teacher has enhanced a child's learning, but if it is possible the results would be of great significance for use to educators. It is possible to measure behavioral changes and growth in those involved in a staff development program. Standardized tests are often used to provide information about other school programs. Some evaluative programs and techniques may have been developed which are most effective in evaluating staff development programs.

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## APPENDIX A

## Questionnaire used in each interview:

## Anticipating for Staff Development

1. Has your district conducted a formal needs assessment with respect to in-service or staff development? If yes, were experts or consultants involved?
2. Has the district provided for informal needs assessment such as suggestion boxes or discussion, on the topic of staff development?
3. Is your in-service or staff development program developed around any specific conditions affecting the district? Is yes, what are those conditions?
4. Have any committees been formed to study district needs and solutions? If yes, what is the composition of the group/s?
5. Have teachers and/or administrators had the opportunity to visit successful programs or work with consultants to examine various options available? If yes, what was done?
6. Has the district conducted small scale programs, pilots, or trial programs?
7. Are funds budgeted to provide for staff development? What accounts are affected? What amounts have been budgeted?

## Programming for Staff Development

1. Are there written goals and objectives for the professional development program? Are there long and short range plans?
2. Has the district explored alternative means of achieving goals before selecting the existing program? If yes, what were those alternatives?
3. What are the specific activities selected to achieve the goals?
4. What plans were developed to monitor the staff as they use the new skills or knowledge acquired from the program?
5. Is there a plan for evaluation to assess the degree of success in achieving the program goals and objectives?
6. Who was involved in developing the program?

### Organizing for Staff Development

1. Who is the specific person responsible for in-service or staff development in the district? To whom does this person report and who reports to them?
2. Are responsibilities for staff development or in-service delineated in any administrative job description? If yes, which positions and what are the various responsibilities?
3. How does the administrative structure facilitate supervision of the program?
4. What commitments were made to experts and/or consultants?
5. How are district personnel involved as teachers or trainers?
6. What board of education actions have been taken that are supportive of the program?

### Executing or Operating the Staff Development Program

1. Has the program been implemented in gradual, incremental steps, or all at one time?
2. What directions have been given to administrators regarding what is expected of them regarding staff development? Who gave the directives?
3. What motivates a teacher to participate in the program?
4. How are participants given an opportunity to participate actively?
5. What choices are available to teachers and administrators regarding their participation?
6. Have materials for the program been developed locally?
7. What collegial opportunities are provided to participants?

### Coordinating the Staff Development Program

1. How is the staff development or in-service program linked to a general district effort?
2. In what way is teamwork a part of the program implementation?
3. How often are meetings held with leaders of the program? What is the purpose of these meetings?

4. What communications regarding the program have been provided to the staff? To the board?

#### Controlling the Staff Development Program

1. Are meetings held where individuals can discuss problems and share ideas regarding the implementation of the program?
2. What kinds of adjustments to the program have been made due to on-going monitoring?
3. Has the planned evaluation of the program been implemented?
4. Have the results of a program evaluation been utilized to revise the program? If yes, in what ways?

#### Related Data

1. District enrollment
2. Number of full time faculty
3. Number and grade level of schools
4. Number and type of administrative positions
5. Teacher organization affiliation
6. General financial condition of the district

## APPENDIX B

The following figures reflect totals for the school districts of DuPage County, Illinois.

	<u>Districts</u>	<u>Total Staff</u>	<u>Enrollment</u>	<u>Buildings</u>
Elementary	32	3,441.5	53,097	209
High School	7	1,767	28,482	23
Unit	6	2,229.1	36,862	---
Total	<u>45</u>	<u>7,437.6</u>	<u>118,441</u>	<u>232</u>

## APPENDIX C

The following districts, located in DuPage County, Illinois, participated in the study.

<u>Unit District</u>	<u>Name</u>	<u>Elementary Teachers</u>	<u>H.S. Teachers</u>	<u>Total Staff</u>	<u>Enrollment Total</u>
200	Wheaton	302	196	636	10,310
201	Westmont	81	51	132	1,918
202	Lisle	79	43	122	1,932
203	Naperville	488	234	722	12,438
204	Indian Prairie	103	47.6	150.6	2,287
205	Elmhurst	297.5	169	466.5	7,977



APPROVAL SHEET

The dissertation submitted by Richard B. Olson has been read and approved by the following committee:

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The final copies have been examined by the director of the dissertation and the signature which appears below verifies the fact that the necessary changes have been incorporated and that the dissertation is now given final approval by the Committee with reference to content and form.

The dissertation is therefore accepted in partial fulfillment of the requirements for the degree of Doctor of Education.

January 7, 1982  
Date

M. P. Heller  
Director's Signature