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THE EFFECTS OF PARTICIPATIVE MANAGEMENT ON
TEACHER SATISFACTION DURING PERIODS OF
ORGANIZATIONAL DECLINE

by

Robert Michael O'Brien

A Dissertation
Submitted to the
Faculty of The Graduate College
in partial fulfillment of the
requirements for the
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Western Michigan University
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June 1988

THE EFFECTS OF PARTICIPATIVE MANAGEMENT ON
TEACHER SATISFACTION DURING PERIODS OF
ORGANIZATIONAL DECLINE

Robert Michael O'Brien, D.P.A.

Western Michigan University, 1988

Public school teachers and administrators are increasingly challenged to demonstrate effectiveness in the face of organizational decline. A management system proposed by researchers in organizational development to promote worker effectiveness is participatory management. This study investigated the effects of participatory management as they related to teacher satisfaction and productivity during organizational decline. Two local school districts that used a participatory management system, identified as Quality of Work Life (QWL) districts, were studied. Two similar local school districts that did not use a participatory management system were also studied. The results of the analysis indicate that there were no significant differences between teacher satisfaction or productivity in the participatory and nonparticipatory districts. Interpretation of these results are presented and their impact is discussed.

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during periods of organizational decline**

O'Brien, Robert Michael, D.P.A.

Western Michigan University, 1988

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DEDICATION

To my wife, Brenda, who nurtured me by her love, faith and commitment, and to my children, Robert David O'Brien who by his support, patience and understanding taught me that wisdom is a hallmark of childhood, and Daniel Patrick O'Brien who with his free spirit, candor and inquisitiveness strengthened my spirit to continue through this process.

I also dedicate this to my parents, Robert and Helen O'Brien, my sister Janet, and my brothers David and Barry. My inspiration and desire to continue and complete this goal were strengthened by the love, friendship, and beauty of our communication and bond.

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Robert Michael O'Brien

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CHAPTER I

THE PROBLEM

This study is concerned with teacher satisfaction under conditions of school district decline. It will examine the use by selected school districts of participatory decision making during periods of retrenchment (decline) and its effect on satisfaction levels of teachers. The essay will utilize Frederick Herzberg's (1986) work on employee satisfaction-dissatisfaction and test his theory under conditions of decline. It will also draw on Abraham Maslow's (1943) theories on human motivation.

My experience has provided an eclectic set of resources to draw on which supports the importance of this study. As a teacher and administrator for the past sixteen years, I have worked in a variety of administrative settings and management systems. The most desirable of these circumstances combined stability with a decision-making process emphasizing employee-employer collaboration and participatory decision making. Participatory decision making here means a formal system of worker and management-shared decision making separate and distinct from the collective bargaining process. Quality of Work Life, Employee Circles, and Quality Circles are common names used by organizations and schools for these purposes.

History of the Problem

Over the past fifteen years, educators in the state of Michigan have witnessed a major decline in the school age population. As recently as the 1971-72 school year, student enrollment data identified 2,141,761 enrollees in grades K-12. Projections done by Hecker-Ignotovitch (1981) from Michigan State University indicated that by the 1984-85 school year, the Michigan Public K-12 pupil enrollment would be 1,605,586. From 1971-72 to 1984-85, this would constitute a decline of 25.03% in the K-12 student population in the State of Michigan.

In the November 1986 Michigan Education Annual Report(Runkel 1986), Runkel reported that there has been an average of 2% per year erosion in the K-12 student population since the 1971-72 school year. The current unofficial state enrollment count shows 1,678,363 students enrolled as of September 1986. This constitutes a 24% decline in the K-12 student population since the 1971-72 school year.

One condition resulting from the decline in student enrollment is a reduction in the number of teaching staff needed to educate the student population. Such reduction in staff may be accomplished by layoff (pink-slipping), by attrition (the absence of filling a position with a newly hired employee when an existing employee retires or leaves the teaching profession), or by termination.

When reductions in staff occur, it is often necessary to fill that vacant position by the transfer of an employee from one job assignment to another job assignment. Reductions may also result in the termination of positions and subsequent job loss for employees. Such reductions and terminations result in uncertainty which impacts on the remaining employees' level of job satisfaction.

An issue equally crucial to the educational scene is a possible teacher shortage. When student enrollment was on the decline, fewer of our nation's college students prepared for teaching assignments, since the prospect of locating a job in their field of preparation was significantly lowered. Uncertainty of a sufficiently large future candidate pool has added to the anxiety of both teachers and administrators during cycles of decline and growth.

With the current Michigan student enrollment 24% lower than the 1971-72 school year, predictions are being made that the decreases may in fact be "bottoming-out." Phillip E. Runkel, former Superintendent of Public Instruction for the State of Michigan in 1986 said that, "the total school enrollment in the state is leveling off" (p. 3). His comments were predicated on data demonstrating only a .001% decrease in the K-12 population since the 1985-86 school year (Michigan Department of Education, 1981).

In the same vein, Hecker and Ignatovich (1981) predicted

that there would be a gradual increase in the school age population until the 1990s, with accelerated growth during the 1990s on a nationwide basis.

Demand projections through 1990 were also compiled by the National Center for Educational Statistics (NCES) in 1983. These predictions included a projected need for 294,000 additional teachers to be employed between 1986 and 1990 in the United States. It should be noted that this national trend does not always apply to regional circumstances.

When one looks at the changing educational scene, whether it be through declining or increasing enrollments and teacher shortages, dealing with change becomes paramount. The reassignment or reduction of employees can be a difficult period for an organization.

Decline and Stress

Decline in school organizations is a stress inducer. Anderson and Watson (1982), in their review of specific situations or movements which show conditions that create stress, found that teacher transfer and reduction in force can create severe anxiety. In dealing with worker stress, the authors state, "administrators must make sure their actions are clearly understood by teachers and make any transition as smooth and untraumatic as possible" (p. 68).

In a 1980 stress and burnout report of the Worcester,

Massachusetts Public Schools (Collins & Masley, 1980), stress factors consistently rated highest by the personnel were involuntary transfer, reduction in force, discipline, and salary.

After extensive research with four school systems, Johnson (1982) concluded:

- (1) domino sequences of seniority-determined transfers, where permitted, can seriously disrupt instruction,
- (2) many school-people believe that frequent transfers determined by seniority rules rather than choice reduce teachers' allegiance to their schools and principals. Informal working relationships that have developed over time among teachers and principals are precarious and can be disrupted by frequent teacher reassignments. (p. 250)

Studies in Portland, Oregon (Catteron, 1979) and in Tacoma, Washington (Mazer & Griffin, 1980), were completed to identify stressful events in teachers' lives. The events most often associated with stress in the teaching profession were the decline strategies of involuntary transfer and reductions in force.

Mager, Myers, Maresca, Rupp, and Armstrong (1986) conducted a year long study which sought to record and describe commonly experienced effects of making transitions. Their goal was to develop patterns that put into perspective the experiences of individuals as they lived through a transitional school year. Results of their study pointed to three major themes: a period of adaption, stress points, and sources of support. The stress points clearly verbalized by the 24 study participants included:

- (a) events of reassignment--how the change was initiated, how it was made public, rationales behind the changes, and reactions of

colleagues and administrators to these events; (b) the ability of teachers to control and direct the events that affected them nearly all of the participating teachers reported that they were making voluntary changes and that doing so contributed to a sense of professional well-being; and (c) the need to be successful at work—success came from student achievement, managing the various tasks of teaching, or a more generalized sense of achievement. The results of this study do suggest that making a change in the professional assignment has a more substantial effect on teachers and the work of teaching than is generally recognized.

As Goodlad (1984) so succinctly states in A Place Called School, "when teachers find themselves restrained and inhibited by problems of the workplace that appear to them not to be within their control, it is reasonable to expect frustration and dissatisfaction to set in" (p. 180).

While the previously mentioned studies have been done to identify factors creating stress for today's educators, there is a paucity in the literature with reference to stress and the effects of organizational decline.

Need for the Study

A study of the effects of participation on worker satisfaction during periods of decline has particular significance for educational administrators, since they involve themselves in

the long and short-range planning for public school systems.

The U.S. economy, depending on differing economic points of view, is going through decline, transformation, or deindustrialization. Dolbeare (1984) writes in Democracy at Risk, "As always, informed observers differ about how to characterize what is happening to the American economy" (p. 111). There is consensus, however, on the scope and depth of the problem which may be summarized in the words of two leading experts. Dolbeare discusses the work of two economists, Leonard Silk and Robert Reich to explain this phenomenon further. Dolbeare discusses Leonard Silk's work by stating, "The World economic system is suffering the most acute stress it has known in a half century" (p. 8). He goes on to ask if it can be saved without abandoning our democratic institutions. Dolbeare discusses Robert Reich's work by stating, "since the 1960s, the U.S. economy has been slowly unraveling. Once past this consensus, characterization of our economy depends on one's perspective" (1984, p. 57). Organizations, both in the public and private sectors, are a reflection of these same diverse characterizations. Michigan's school systems have seen small pockets of growth but overall, the demographics of enrollment and the financial support of local and state revenues over the past decade have generally resulted in retrenchment in many of our state's school systems.

Similar conclusions about our national economy are drawn by Cetron (1985) in his book, The Future of American Business.

Cetron succinctly states, "The whole education system of the United States will have to be revamped" (p. 151). He goes on to explain that the transformation of schooling will be a painful process of change. "The change, however, is necessary to accommodate the needs of our changing industrial and service sector economy" (p. 151). He outlines a "change" and not just a "decline" of our economy. According to Cetron (1985), "the most significant change is the dislocation of the American worker as we become more involved in the service sector entrepreneurship of our industrial base" (p. 153). He goes on to say, "Schools will have to quit creating only industrial serfs for the country's factories" (p. 151). The readjustment of priorities and instructional strategies will add, even more, to the stress teachers already experience due to decline.

Over the past decade, many school administrators in Michigan have been embroiled in school closings, staff reductions, and fluctuating enrollment issues, along with the possibility of a teacher shortage. These same administrators are typically involved in the process of transfer or layoff of educational staff.

Reductions or transfers of teaching positions, as will be shown, are major changes in the working environment. The transferred personnel may be unfamiliar with recent developments in their new curriculum area; they may be moved to a different school building; they may have a new principal; they may have an

entirely new peer group with which to interact; or if laid off, they may be unprepared for job loss. Those teachers who are and will be providing direct services to our nation's youth are themselves often under stress.

Adjustment to change may be handled in a nonchalant fashion by some dislocated persons, and in an unsettling manner by others. The more the possible effects and reasons for decline and change are understood, the more effectively those difficulties may be dealt with by school boards, school administration, teacher organizations, universities, and by the teachers themselves. This study proposes to investigate a process of decision making which may alleviate the pressures of decline and change management. Using participatory decision making during stressful periods may provide the worker with feelings of greater control. The effect, if proven, should help to maintain appropriate levels of worker satisfaction during the dislocation process.

Definition of Terms

Dislocation is a stressful event affecting the lives of many of our teachers. In an effort to address this problem, this study will examine those factors related to the effects of participative decision making on teachers going through periods of organizational decline. The general purpose of this research will be to study the effects of participation of teachers in decision making as it relates to overall job satisfaction. The specific

questions to be addressed are:

1. Will teachers in school districts facing decline which use formal participatory decision making processes perceive more or less satisfaction during this period?

2. Will teachers in school districts facing decline which do not use formal participatory decision making processes perceive more or less satisfaction during this period?

3. Will teachers in school districts facing decline which use formal participatory decision making processes be more productive as evidenced by higher achievement test scores of their students; lower grievance rates; lower levels of absenteeism; and contributing more volunteer hours than teachers in nonparticipatory districts?

The following are definitions of commonly used terms in this study:

Decline: Loss of enrollment, revenue, or teaching positions.

Formal Participation: A system such as Quality of Work Life (QWL) or Quality Circles (QC), which is separate from the collective bargaining process.

Volunteerism: Levels of teacher before or after school commitments without pay.

Absenteeism: The number of days the teacher was not in attendance during the regularly scheduled work year.

Job Satisfaction: The attitudes and feelings a teacher has about his or her job as measured by the Minnesota Satisfaction Questionnaire.

Grievances: Formally written teacher complaints about working conditions submitted to central office administration for resolution.

Stress of Dislocation: Job change pressure due to transfer of position, permanent termination of employment or layoff.

Limitations of the Study

1. The problem of satisfaction of employees facing decline is national in breadth. However, this study is limited to teachers facing decline in four Michigan school districts.

2. The population for the study was drawn from a southeastern Michigan county and may not be representative of other areas of the state.

3. The procedure for coding respondent surveys and district identities, for purposes of preserving anonymity, precluded direct follow-up with individual survey respondents on their particular situations.

CHAPTER II

REVIEW OF THE LITERATURE

Simply stated, job satisfaction is the way an employee feels about his or her job. It is a generalized attitude toward the job based on a composite of different aspects of the job. As Albanese and Van Fleet (1983) have written,

From the individual's perspective, job satisfaction is one of many possible outcomes of job behavior. It is valued, to some extent, for itself and for its influence on other beliefs and attitudes, as well as on motivation and behavior. From the organization's perspective, employees' job satisfaction is of interest primarily because of its possible influence on such work outcomes as absenteeism, turnover, grievances, accident rates, health, training readiness and productivity (p. 243).

In the following selected review of the literature, attention will be focused on: (a) Job satisfaction of certified teaching personnel, (b) Stress and dislocation, (c) Absenteeism, (d) Grievances, and (e) Participation of teachers in decision making.

Job Satisfaction of Certified Teachers

According to a National Education Association (NEA) nationwide survey (Gartner, 1982), teachers today have more education and experience than they did five years ago, but they consider themselves underpaid and are less sure that they would

choose teaching as a profession if they had the chance to choose again. More than one-third of the teachers surveyed said that they "probably" or "certainly" would not choose the teaching profession again, up from 19.6% in 1976. These figures are even more dramatic when the 1981 figures are compared with those of 20 years ago. Then only about 11% said that they "certainly" or "probably" would not choose the teaching profession again. According to Suzanne Gartner, author of the report, "this means teachers are quite dissatisfied with a number of things: salaries, stress, the lack of positive reinforcement they receive from parents and administrators, their self-concept" (p. 579).

Cruickshank (1981) and his colleagues have been studying the problems of teachers for the past 20 years. In their research they asked teachers to identify their problems. They based their inquiry on the assumption that a problem exists only in the eyes of the beholder. Across their studies, the problems teachers reported were relatively stable and fell into five broad areas of concern representing unfilled goals: (1) affiliation, (2) control, (3) parent relationships, (4) student success, and (5) time.

Cruickshank (1981) summarizes affiliation of teachers to be: "(1) a need to establish and maintain good relationships with others in the school, both staff and students, (2) a want for cooperation and support from other teachers and administrators, and (3) a want to have confidence and respect for their

colleagues" (p. 403). He concludes that

teachers are relatively gregarious, and an inability to achieve this goal can make them feel lonely, unnoticed, unworthy, alienated, or even rejected. Teachers whose affiliation needs are frequently unmet tend to report dissatisfaction with teaching (p. 403).

Although there are hundreds of job characteristics to be considered by an employee, certain clusters of job characteristics tend to be evaluated together in the same way. The clusters most often found in statistical analyses of attitude questionnaires include: pay, working conditions, supervision, coworkers, job content, job security, and promotion opportunity. In effect, an employee can be assumed to have an attitude toward each of these components of the job as well as an attitude about the job as a whole (Wexley & Yukl, 1984).

Over the past three decades, several thousand studies have been conducted on job attitudes and their relationship to job satisfaction. At the present time, there is no one widely accepted theory of job satisfaction. However, an attempt was made to identify those factors relating to teacher job satisfaction in a study conducted by Plant (1966) with 2,041 teachers in New York state. He found that teacher job satisfaction increased with age, job satisfaction was highest for teachers working with students kindergarten to sixth grade, and teachers at the top of the pay scale were more satisfied than teachers at the bottom of the pay scale. Plant also found that those teachers with the highest expressed satisfaction preferred to remain in their present

position, building, and system.

Using the control variables of teacher's age, gender, marital status, length of service, salary, family income, school size, absences due to personal and family illness and perception of available resource, Kriess (1983) conducted a study of 900 urban high school teachers in a major city school district in the northeastern United States to explore the relationship between perceived security, affiliation, self-esteem, autonomy, and self actualization and the degree of job satisfaction. Stepwise regression was used to examine further the relationship between the demographic variables and job satisfaction. This procedure measured the strength of association and the predictive value of the ten demographics and job satisfaction. The author found that perception of availability of resources and length of service contributed independently to and served as mild predictors of job satisfaction.

In general, Kriess (1983) found that

In order to increase job satisfaction among teachers, school districts must offer teachers opportunities to seek fulfillment of whatever needs they, as individuals, look to the job to fulfill. For teachers who seek security through teaching, school districts can offer adequate financial compensation and the reassurance of job security. For teachers who seek affiliation through teaching, school districts can offer helpful supervision and the time and flexibility to work closely with other adults. For teachers who seek self-esteem through teaching, school districts can provide recognition of effort and performance. For teachers who seek autonomy through teaching, districts can provide chances to share in decision making and to direct the work of other adults. For teachers who seek self-actualization through teaching, school districts can offer routes to fuller personal and professional development. Overall, districts

must recognize the individuality of teacher needs and must encourage teachers to clarify their needs and to pursue fulfillment of them through the many avenues available in their teaching jobs. (p. 37)

Staines and Quinn (1979) completed a study using a national sample of workers. This sample was drawn from a variety of professional and nonprofessional work groups. From this study, Staines and Quinn determined that teachers are significantly less satisfied with the quality of their work lives, more apt to fear losing their jobs and more likely to experience problems with their jobs more often than other United States workers in a nationwide sample. In addition, Staines and Quinn found the general level of job satisfaction reported by 200 randomly chosen teachers (K-12) in southwestern Michigan to be significantly lower than that reported by either the national sample as a whole or by college-educated workers in the national sample. Further, Cooke, Kornbluh, and Abramis (1982) found that

the teachers in their sample had significant problems with the content of their work. They reported significantly more often that it was difficult to get duties and assignments changed than did workers in the national sample. This may be because teachers are forced to accept inappropriate job assignments to avoid being laid off. Teachers in this predicament find it difficult to obtain reassignments to more appropriate duties. (p. 637)

As the literature documents, teachers express concerns regarding affiliation with their adult peers and job security. Teachers who have formed meaningful relationships with building staff and immediate supervisors are often placed in stressful

situations when faced with the prospect of a transfer or loss of a teaching position. Not only will this transferee be teaching in an unfamiliar location, with unfamiliar peers and a new immediate supervisor, but she or he may also be teaching subject matter that he or she has not been accustomed to teaching for a long period of time. The person facing job loss will experience even more difficulty. Reports of lost self-esteem and confidence among laid off workers are not uncommon in the literature. These concerns bring into focus the perceptions expressed by teachers regarding the need for order in the dislocation process.

The Stress of Dislocation

When asked to identify circumstances creating stress among its teachers, the Chicago Teachers' Union conducted a study in 1978. Their results indicated the major stress factors among Chicago teachers were: (a) involuntary transfer, (b) managing disruptive children, (c) notice of unsatisfactory performance, (d) threats of personal injury, and (e) overcrowded classrooms (Morsink, 1982).

Transfer, be it voluntary or involuntary, is a stressful event in an educator's professional life, and a major byproduct of decline. Even when compared to layoff, it can be the most stressful event of a teacher's career. This conclusion is supported by the following surveys and studies:

1. Anderson and Watson (1982) reviewed and studied specific situations which show conditions create stress for and between administrators and teachers. Their study dealt with stress factors including accountability, student violence, evaluation, outside pressure groups, and teacher transfer. When isolating the teacher transfer factor, they concluded that severe stress and anxiety may be created, and that administrators must make sure their actions are clearly understood by teachers and make any transition as smooth and untraumatic as possible (p. 11).

2. Stress factors consistently rated as highest in a 1980 stress/burnout report of the Worcester, Massachusetts public school's personnel were involuntary transfer, reduction in force, discipline, and salary (Collins and Masley, 1980, p. 61).

3. Of 49 potential sources of stress, Saville (1981) found that 3,500 surveyed teachers isolated the following eight sources as being the most important: overcrowded classrooms, threat of lawsuit, student violence, paper work, disagreement with principal, involuntary transfer, discipline, and loss of personal time (p. 41).

4. The Chicago, Illinois study was adapted for use in Portland, Oregon (Catteron, 1979) and in Tacoma, Washington (Mazer and Griffin, 1980). As in the Chicago study, the event perceived as being the most stressful in the teaching profession was involuntary transfer or layoff (p. 15).

5. Mager, Myers, Meresca, Rupp, and Armstrong (1986) point

to three major themes evident when a change in professional assignment occurs: a period of adaptation, stress points, and sources of support. Together, these themes say much about what it is to be a teacher in transition.

(1) A period of adaptation - this may begin as early as the time a teacher is informed of impending transfer and may continue through and well past the transitional school year.

(2) Stress points - these include events of reassignment, ability of teachers of control and direct the events that affect them, and the need to be successful at work.

(3) Sources of support - these include sources both inside the school environment and outside the school environment.

This study cited events of reassignment and setting directions as stress points for teachers in transition. It also developed the theme of the uses of support. Shared decision making was supported as a transition process to higher levels of teacher satisfaction. Without question, they concluded that making a change in assignment must figure in the dimensions of teacher satisfaction (p. 353).

6. Additional reinforcement comes from an unpublished research report of Oliver (1984). In applying his results from "Teacher Lateral Mobility," he found that at the present time there is no organized effort on the part of management to help

teachers prepare for lateral job mobility. Indeed, this lack of support for teachers in the midst of environmental changes contributes to stress experienced by the teacher personnel (p.111).

7. Hannay and Chism (1985) report reactions of transferees ranged from anger, fear, or shock to anticipation, resignation, or pleasure when they were informed of their impending transfer. Their research was conducted in an eight school district in the Canadian province of Ontario. Both teachers and principals were involved in the reassignment. A sharing of decision making was cited as a stress reducer by the teachers surveyed (p. 414).

Teacher transfer and termination then, as reported in the literature, are primary stress factors in educators' lives. It thus becomes imperative for educators to become more cognizant of both the causes for the perceived stress, modifiers of the stress, and potential outcomes of the perceived stress.

Potter (1982) in her "Reassigned Teacher's Project" symposium states some potential causes of stress for the reassigned teacher:

1. Lack of knowledge and skills to perform effectively

When teachers assume a new position, they may feel helpless since they may not possess the same level of knowledge and skills concerning students and curriculum which they had in previous assignments.

2. Lack of feedback

Teachers generally find it hard to feel effective since there is no formalized way of identifying their success.

Teaching success is less identifiable than in other professions. The teacher's self concept is also particularly vulnerable at the time of reassignment.

3. Lack of resources

Reassigned teachers may be frustrated because they may not know what materials should be used and may not have a personal file of resources to take with them when reassigned. Teachers generally have acquired personal materials that assist them in performing the teaching function. Again, reassigned teachers may feel helpless because they recognize the necessity of these additional materials and the overwhelming task of assembling them for their reassignment. In addition, they may find the new district unable to supply them with the additionally needed materials.

4. Lack of professional power

Professionals are relatively autonomous in their work. However, reassigned teachers find themselves in the uncomfortable position of realizing that they have no choice about the teaching assignment. Although they are considered professionals, it is clear that they have no power to control their teaching careers.

5. Adjustment overload

Reassigned teachers are expected to learn on-the-job while teaching students. At times this can be overwhelming and annoying to reassigned teachers since they have no control over their workload.

6. Role ambiguity

The teacher's role is generally ambiguous and ever expanding. Due to this ambiguity, it is especially hard for the reassigned teacher to identify the essential and less essential areas at the new grade level. Reassigned teachers are often given confusing messages concerning their responsibilities (pp. 28-29).

She further reports that as stress increases for the reassigned teacher, job dissatisfaction may also increase due to the following:

1. Dedicated and idealistic attitude--teachers with overly high expectations for themselves and their situations.
2. Professional mystique--the public's expectation regarding the teacher's professional behavior places an added burden.
3. Acceptance and liked--while establishing new relationships, reassigned teachers may not feel recognized as competent people.
4. Failure to achieve personal gratification through work--these teachers may be unsure whether they can achieve personal gratification in their new position.
5. Role conflict--the expectations of a new administrator may conflict with those of the reassigned teacher or a past administrator.
6. Over-stimulation--the teacher may be pulled in many directions when preparing for the new assignment.
7. Organizational focus on students--while schools place their major focus on students, the teacher's personal needs may be overlooked.
8. Isolation--during the teaching day, opportunity may be limited to ask questions or share experience and the reassigned teachers may not want to open themselves to other teachers who are equally occupied.
9. Students--these teachers may be encountering students with greatly different needs than their previous assignment.
10. Lack of nonteaching time--lack of time away from students and student-related problems for planning, paperwork, and their own learning process.
11. New situation--the environment in which the teaching takes place may include a new room assignment, a new building and a new peer group, where these teachers are initially outsiders.
12. Lack of rewards--those teachers wanting to move into positions of a supervisory or administrative nature may be thwarted due to declining enrollments.

13. Changing attitudes toward teachers--the teaching profession's high esteem appears to be declining, along with enrollments.
14. Conspiracy of silence about a problem--these teachers are reluctant to ask others for assistance since they do not want to appear to be unable to deal with teaching issues (pp. 28, 29, 30).

After an intensive study of four school systems, Johnson (1982) reports that

Many school people believe that frequent transfers, determined by seniority rules rather than choice, reduce teachers' allegiance to their school and principals. Informal, interdependent working relationships that have developed over time among teachers and principals are precarious and can be disrupted by frequent teacher reassignments (p. 260).

As Potter (1982) reports, some of the signs of stress may be confusing and misleading. Symptoms of stress may take a variety of forms:

1. An increased use of sick time as a result of stress-related illness.
2. A cynical and negative attitude.
3. A tendency to isolate one's self from other teachers in the work setting. A preference to be left alone.
4. Less time spent in direct student contact and relying on guest speakers and movies.
5. A tendency to be depressed or aggressive.
6. A stance of omnipotence, "Super Teacher."
7. A feeling of reality shock, "I never thought teaching would be like this."
8. Inability to empathize, "I don't want to have to care anymore."

9. An attempt to feel good about HOW MUCH I do, "I went through 10 text books." Emphasis on time and tasks and not on accomplishments.
10. Less intense classes and fewer discussions.
11. Becoming more rigid in teaching habits.
12. Inability to deal with conflicting expectations of administrators, students, and self.
13. Difficulty to socialize outside of the work environment.
14. "Giving up trying" because of lack of influence (p. 31).

Literature regarding teacher transfer is painfully thin, especially on the subject of the effects of transfer on the teacher. Equally lacking are follow-up studies on teacher attitudes on layoff or termination. Teacher mobility studies, which account for most of the literature, are concerned with teacher-initiated moves. Few studies on transfer or layoff as a reason for teacher mobility are in existence.

Absenteeism

When stress is perceived by an educational staff, absenteeism from the work place may be evidenced.

Porter and Steers (1973) analyzed various factors in the work situation, as they related to withdrawal behavior (e.g., turnover and absenteeism). They conducted a review that (a) comprehensively covered research on the topic; (b) represented the research findings in a systematic fashion to the organizational and working environment; and (c) attempted to provide a basic conceptual

framework for viewing the findings.

Porter and Steers (1973) found that

in general, very strong evidence has been found in support of the contention that overall job satisfaction represents an important force in the individual's participation decision. In addition, based on preliminary evidence, such satisfaction also appears to have a significant impact on absenteeism. (p. 167)

The review by Porter and Steers (1973) includes research done with clerical workers, industrial workers, construction workers, scientists, engineers, foresters, insurance salesmen, miners, ward attendants, nurses, technical personnel, blue collar workers, and physical therapists. While the populations studied do not include educators, the diversity is great enough that one might infer similar results for teaching professionals.

Porter and Steers (1973) postulate:

1. With the prevalence of accumulated company sick leave, an employee can miss some work without salary loss.
2. Absenteeism is more likely to be a spontaneous and relatively easy decision, while the act of terminating employment can be assumed to be more carefully considered in most cases.
3. Absenteeism may allow for temporary avoidance of an unrewarding situation without the loss of the benefits of employment. (p. 167)

Locke (1969) in his book, Nature and Causes of Job Satisfaction, indicated that virtually all major reviews of the literature have found consistent significant relationships between job dissatisfaction and absenteeism and turnover (Brayfield &

Crockett, 1955; Herzberg, 1957; Muchinsky, 1977; Schuch, 1967; Vroom, 1964). More recent studies have supported these earlier findings (Atchinson & Lefferts 1972; Krout 1970; Taylor & Weiss 1972; Waters & Roach 1971, 1973).

Although it is not well documented the effects of teacher absenteeism on the school district are typically adverse in nature. Absenteeism disrupts normal operations, causes delays, increases expenses for sick pay, and necessitates the employment of extra personnel to substitute for employees who don't show up for work (Wexley & Yukl, 1984). When educational personnel are absent from their work assignment, the educational process in the classroom is altered. The introduction of a substitute teacher for a day, a week, or longer forces an adjustment period by the students. If a teacher is absent periodically, this could mean that a variety of substitutes are placed in the teacher's classroom. Due to the differing teaching styles of professional staff personnel, continued disruption to the students' educational process may result from teacher absenteeism. Needless to say, this may have a potentially deleterious effect on learning taking place in the classroom.

Grievances Filed by Certified Teaching Personnel

Complaints and grievances are by definition a response to perceived dissatisfaction with some aspect of the work situation

(Locke 1969).

Job attitudes affect organizational effectiveness to the extent that they influence turnover, absenteeism, strikes, grievances, sabotage, and theft.

The frustration that accompanies job dissatisfaction can lead to aggressive behavior rather than withdrawal. Aggression may take the form of sabotage, deliberate errors, and militant union activities, such as wildcat strikes, slowdowns, and excessive filing of grievances. Aggression may also be displaced to other parties, such as coworkers or an employee's family. Thus, there may be a lot of bickering and fighting among employees when they are frightened (Wexley & Yukl, 1984).

In a review of 12 different arbitration cases regarding teacher dislocation and transfer in Michigan over a 10 year period from 1973-83, it was found that the issues most typically grieved by the educational personnel were:

1. Potential violation of seniority clauses in teacher contracts.
2. Potential violation of the rights of the Board of Education to make assignments and transfer teachers.
3. Decisions made by Boards of Education based on district scheduling needs (layoff policy and procedure).
4. Potential violations of teacher contract language dealing with filling of vacancies created by layoffs without posting position vacancies.

5. Potential violation of teacher contracts relative to timely notice of impending transfer.

A total of nine arbitration cases were denied. Two of the cases were, in part, denied and, in part, granted. In the one remaining case, the grievance was granted (Michigan Education Association, 1973-83). Information for the 1984 and 1985 school years was unavailable to this investigator.

As we have seen from the literature regarding teacher job satisfaction, stress and dislocation, absenteeism and teacher grievances, it is the educator who is identifying the difficulties inherent in decline. It is this educator to whom we must listen and with whom we must effectively deal.

Teacher Participation in Decision Making

Motivation helps to explain the human needs for affiliation and control. Affiliation with others and control over one's life circumstance help explain the importance of participation in decision making. The need to identify with a group, have control over one's destiny and feel important also relate to motivation.

Various theories of human motivation contribute to our understanding of people and their behavior. Hedonism, or one's actions and behaviors related to one's avoidance of pain and the subsequent pursuit of pleasure, is one of many early motivational theories. A hedonistic response to life's every situation has been reported as the strongest form of human motivation by various

historians and philosophers. Such noted academics as Adam Smith and John Stuart Mill furthered the argument that all behavior was basically hedonistic (George, 1972). Other more complicated views of human motivation have generally gained wider acceptance. William James, the father of American psychology, Sigmund Freud, and later Clark Hull, all noted psychologists, view human behavior as complex interactions much too complicated to be explained by a simple pain versus pleasure principle (Luthans, 1985). A more accepted explanation is offered by Berelson and Steiner (1964) in the book, Human Behavior. Berelson and Steiner state, "A motive is an inner state that energizes, activates, or moves (hence motivation), and that directs or channels behavior toward a goal" (p. 181). Berelson and Steiner summarize the major theories of instinct and hedonism as much too simplistic when so much is currently known of the various processes of human behavior and motivation. Although learned behavior can be induced by a pleasure and pain principle, it too cannot explain all human behavior. Both principles are important in an historical analysis of motivation. However, their role in the modern study of motivation is relatively minor (White, 1959).

Much of the discussion on human motivation as it relates to work and productivity from an historical perspective has centered on the writings of Taylor. Taylor (1911) looked at work and productivity through the eyes of a scientist. Taylor believed that men and women in work consciously choose the course that is

most profitable financially. Taylor reasoned that if the energetic person who is naturally a hard worker finds that he/she earns no more than the lazy person who does as little as possible, he or she will soon lose interest in producing as much as possible (Taylor, 1911). Taylor introduced the world to piecework compensation and salary scales based on production quotients. Taylor's work focused solely on money as the motivator of people in work. The problem, of course, with Taylor's explanation of motivation is that it excludes all other motivating phenomenon such as working conditions, achievement, recognition, and worker involvement in decisions about work. However, as can be determined by a simple review of many organizations today, Taylor's ideals die hard. Many organizations, in both the public and private sector, rely on compensation for work done as one of only a few incentives for their workers.

Abraham Maslow (1943) was one of the first theorists on human motivation to look at human need and satisfaction as a way of determining human motivation. Maslow created the Need Hierarchy so often referred to in the literature today to explain and analyze the phenomenon of what he called a progressive need level of satisfaction (Maslow, 1943).

Maslow (1943) believed that once a given level of need became satisfied, it no longer served to motivate; the next higher or --progressive--level needed to be activated in order to motivate the individual. Maslow contended there are five basic human

needs--sequential in nature with the most basic needs at the bottom of a stepladder formation and the most complex at the top. Until each level is relatively satisfied, a person will not strive to meet the next level of need, according to Maslow. Maslow's theory contributes to the understanding one must have to fully grasp the scope and impact of this study. Maslow excelled in explaining the phenomenon of ever increasing needs and how they relate to human motivation and satisfaction. A refutation of Taylorism is intrinsic in Maslow's theory.

Maslow's need structure was as follows: (1) One's physiological wellbeing must be intact; (2) health and wellbeing, when satisfied, motivates one to seek out and satisfy safety needs such as protection from harm; and once satisfied at this level, the individual moves up the hierarchy to the need for: (3) love, and (4) self-esteem and finally, (5) self-actualization. The last two are most relevant to this study since it is at these levels that one may be motivated by activities such as participation in decision making to achieve personal satisfaction from one's work. Although Maslow's theory, and his examination of the Needs Hierarchy, is a complex theory of human motivation, Maslow did not intend that his Needs Hierarchy be directly applied to work motivation. In fact, he did not delve into motivating humans in organizations until about 20 years after he originally proposed his theory (Maslow, 1965). Much of Maslow's work was applied to organizations and work motivation by experts in the field of

organizational development. One of these experts was Fredrick Herzberg.

Review of Frederick Herzberg's Studies

Herzberg extended the work of Maslow and developed a specific content theory of work motivation. Herzberg used Maslow's theory to conduct initial studies on human motivation in work. Herzberg's classic initial study looked at 200 accountants and engineers and their level of satisfaction while employed by firms in and around Pittsburgh, Pennsylvania (Herzberg, Mausner & Snyderman, 1959). Herzberg's findings in studies such as this initial effort are relevant to my proposed research. The findings of his initial study also typify the results of many of his subsequent studies.

A brief review of this representative research may prove helpful to the reader.

The professional subjects in this first study were given the following directions by an interviewer: Think of a time when you felt exceptionally good or exceptionally bad about your job, either your present job or any other job you have had. They were also asked to tell what happened during such experiences. When Herzberg et al. (1959) tabulated their findings, they concluded that job satisfiers, those items which people indicated brought them satisfaction with their work, are related to job content. Job dissatisfiers were found to be related to people's job

context, such as physical working conditions and wages. Herzberg et al. labeled content satisfiers as motivators and context satisfiers as hygiene factors. Once a person's hygiene factors such as rate of pay and safety were satisfied, motivators, such as recognition and involvement of people, were the primary sources producing self-actualized and satisfied people. Hygiene factors such as pay or physical working conditions were found only to keep people from being dissatisfied on the job. Herzberg's et al. findings, however, help to explain Taylor's (1911) commitment to economic motivation. Taylor's incentives could very well keep a working environment orderly even if it were not particularly productive. In other words, with enough pay to employees you may prevent a revolt. However one would not, according to Herzberg et al., obtain the highest production or satisfaction from people if pay or other hygiene satisfiers were the only incentives offered (Herzberg et al., 1959).

Herzberg's et al. (1959) theory is closely related to Maslow's (1943) hierarchy. For the purpose of this study, this union is significant. From Herzberg's et al. research, a union of the satisfaction level of workers and their job content becomes clear. The existence of a self-actualization process (Maslow) such as participation in decision making is considered by Herzberg et al., to be a satisfier of the worker (Herzberg et al., 1959).

Herzberg et al. called their theory the "Two-Factor Theory." In Herzberg's et al. theory, the connection between hygiene

factors and motivators is all important. Herzberg et al. believed that once hygiene factors were secured, and people avoid dissatisfaction, people would then seek satisfaction. Motivators or job content factors become significant, since it is motivators that provide their job satisfaction (Herzberg et al., 1959). Favorable company policies which promoted achievement and recognition of the worker were shown by Herzberg's studies to provide the most favorable of working conditions for employee satisfaction and subsequent increases in productivity (Herzberg et al., 1959).

Hundreds of studies show Herzberg's et al. (1959) postulates have sound footing in theory and application. Herzberg's et al. theories have been applied and replication studies completed in several educational settings. However, what has not been done, and I assert needs to be done, are studies comparing the use and non-use of strategies recommended by Herzberg et al. and Maslow, with school organizations during periods of decline. Studies which were completed using the Maslow and Herzberg et al. concepts of satisfaction process seldom, if ever, were conducted during periods of decline (Cameron, 1983; Sackney, 1983; Shambier, 1981; and Wholebren, 1984). The impact of Herzberg's et al. job satisfiers, such as participation in decision making and productivity gains, are reported by these authors to be significant. The implication of Herzberg's et al. results from these studies is that self-actualized employees who receive

recognition through participation in decision making are more satisfied and possibly more productive in their jobs. What's not clear is whether the research results will prevail during periods of organizational decline.

Maslow and Herzberg et al. have not written the last chapter on organizational development. Herzberg's et al. Two Factor Theory has been characterized as oversimplified by noted organizational theorist Victor Vroom (1964). Vroom (1964) has argued that the two factor conclusion is only one of many that could be interpreted from Herzberg's et al. research findings:

One could argue that the relative frequency with which job content or job contextual features will be mentioned as sources of satisfaction and dissatisfaction is dependent on the nature of the content and context of the work roles of the respondents. (p. 118)

Vroom (1964) contends it may be what you do, when you do it, and how you perform your job that determines job satisfaction. However, even Vroom admits that since the original Pittsburgh study, Herzberg et al., who has conducted studies on an international scale in both the public and private sector, needs to be taken seriously. Herzberg et al. has received support from those who have analyzed their existing evidence from a wide variety of studies (Alderfer, 1972; Luthans, 1984; Silvers, 1982; & Vroom, 1964).

Applications of Herzberg's Theories to the Field of Education

As previously indicated in Herzberg's et al. (1959) Two Factor Theory, the satisfaction of hygiene factors such as pay rates only helps to avoid dissatisfaction. As an example, according to Herzberg (and others), the level of reasonable pay for work performed will not, in itself, create a satisfied employee. A review of Herzberg's writings suggest that it is only with the satisfaction of motivators that we find satisfaction in our work (Herzberg et al., 1959). Replication of the Herzberg theory has been done in several educational organizations.

Educational researcher Paula F. Silvers published Synthesis of Research in Teacher Motivation which is an extensive review of Herzberg's work with educational organizations (cited in Silvers, 1982). Silvers cited studies such as one by Schmidt (1976), an educational researcher, that found that high school administrators in Illinois associated job factors, i.e., motivators, with good events and hygiene factors with less satisfying events as predicted in Herzberg's theory. According to Silvers, in Schmidt's (1976) study, hygiene factors were discussed in terms of avoiding dissatisfaction, but not in terms of gaining satisfaction from work. In another study by an educational researcher, and reviewed by Silvers, Sergiovanni (1966) surveyed 150 California teachers and found that motivators and hygienics differentiated essentially as predicted, except that work itself and advancement

were not mentioned by the teachers in his sample as primary motivators. Sergiovanni concluded that only at a "higher level of need fulfillment did he hear workers saying they were satisfied" (quoted in Silvers, 1982 p. 553).

When Herzberg's et al. (1959) theory has been tested by techniques other than an interview for example, rating scales or checklists, the findings have been mixed. However, in a study of 36 varied educational organizations by educational researchers Oldham and Hackman (1981), and reviewed by Silvers (1982), shared decision making performed at work was found to be closely related to employees' motivation and satisfaction.

A conservative conclusion is drawn by Silvers in this review of teacher satisfaction research using Herzberg's et al. (1959) theory. She found that the aspects of work intrinsic to the tasks themselves are significantly related to individuals' attitudes and their levels of motivation (Silvers, 1982). Silvers reviewed twenty different studies using the Herzberg theory. She found strength in the consistent replication of results:

An educational leader can ascertain from this body of research that the sense of achievement, recognition, challenge, responsibility, advancement, and growth possibilities teachers experience at work can be significantly impacted by management strategies which Herzberg has discussed. (p. 555)

Additional substantiation of the Herzberg et al. (1959) research was reported by Vroom in his book, Work and Motivation (1964). Although Vroom has differences with the Herzberg style, he does

not debate the substance of the findings. Vroom's Expectancy Model suggested that motivation factors are likely to be more highly attractive or unattractive than hygiene factors, and thus will have more impact on an individual's motivation to perform. In addition, motivation factors are the outcomes, according to Vroom, more closely associated with one's own effort. Therefore, they are likely to be closely aligned with individual expectancies on a day-to-day basis. Vroom implies that if one feels or anticipates a sense of worthiness because of the work task, he or she will be more motivated to achieve at higher levels.

From the various reviews of the research, including the one compiled by Silvers (1982), one can reasonably conclude that a significant linkage between Herzberg and Vroom exists. Silvers indicates that both major theories of worker satisfaction seem most appropriate in explaining teacher motivation. She writes

The synthesis of the two frameworks seem most appropriate. Based on past experiences, individuals make subjective estimates of their abilities (expectancies) and the attainment of indirect outcomes (motivation and hygiene) which thus affect their motivation to perform future actions. (p. 554)

Herzberg's theory, in linkage with or separately from previous studies, has been used extensively to study educational organizations. The uniqueness of the Herzberg (1959) approach has been its prediction of those direct and indirect motivators of employee satisfaction.

Within the scope of what has been discussed, I believe, a similar basis on how teachers receive satisfaction can be found within the motivation theory of Maslow (1943) and the studies by Herzberg (1959) on worker satisfaction. Maslow's research on human motivation points to recognition and self-actualization as human stimulators of satisfaction. Herzberg's studies recognize that dignity experienced in the process of shared decision making increases human satisfaction. Vroom's (1964) work, although it relies less on a specific hierarchy leading to satisfaction than Maslow's or Herzberg's theories, does substantiate the fulfillment of higher level needs as leading to overall human satisfaction.

In dealing with the uncertainty stemming from economic decline, organizations may benefit when they consider Maslow's, Herzberg's and Vroom's contentions about human motivation and subsequent satisfaction. This is not to say lower order needs for compensation and security can be ignored. In fact, many models of management exist where the certainty of job and pay are all that is recognized as necessary. These models are referred to in the literature as rational decision making models. Rational models contend that motivation to produce need only be demanded. There are even studies which show rational management is preferred by employees, especially during periods of crisis (Kaiser, 1981; Stone, Mowday, & Porter, 1977). This stands to reason since less, not more, decision making is a common desire of people in situations such as a prison riot. I believe, however, that in the

realm of contextual uncertainty brought on by organizations in decline, a formally organized participation process may provide the orderly process of decision making and certainty of structure desired by anxious people. Studies in a wide variety of circumstances seem to confirm this assertion.

In an article from the Faculty Attitudes of Alienation Related to Specific Professional and Environmental Characteristics in Higher Education: Collective Bargaining as a Consequence of These Attitudes and Characteristics (1982), Carnahan reviewed whether professional recognition and working conditions were related to alienation. Four hundred and one mailed questionnaires were sent to faculty members of a Pittsburgh area university. One hundred eighty-seven usable surveys were returned. Faculty alienation was measured by five indices (powerlessness, isolation, meaninglessness, normlessness and self-estrangement). The findings indicated that the most alienated faculty members were more likely to favor collective bargaining as a means of resolving conflicts than their less alienated colleagues. Carnahan concluded that faculty members showing more confusion (normlessness) over institutional procedures such as decision making processes were more likely to view collective bargaining as a means of clarifying this confusion. The formal collective bargaining approach was thought by those surveyed to be a way to force the introduction of participation.

The profile of the alienated teacher was discussed in a study

done by Knopp (1982). The behavioral implications of teachers' career alienation, defined as feelings of disappointment with career and professional development, were explored with a sample of 1,869 elementary and secondary school teachers in Ontario, Canada. The findings indicated that job-related variables attributed the most significant portion of variance in career alienation. Of sixteen situational job variables, eight contributed 32% of the variance (participation in decision making ranked first); of the eight job outcomes variables, four accounted for 45% of the variance (job satisfaction, satisfaction with supervision, powerlessness, and identification with the school or school board).

It was suggested by Knoop, based on his findings, that school administrators can help reverse career alienation by revising leadership strategies and by redesigning teachers' jobs. Job enrichment or involvement in higher level activities were suggested strategies.

Further evidence for revising the leadership strategies of schools using unilateral or strict hierarchial decision making processes comes from an article written by Harold Cox and James R. Wood (1980). The authors' review of decision making processes and the relationship to teachers' need for independence is particularly relevant. The authors state: "alienation among teachers has increased as their demands for greater professional autonomy have increased. Conflicts arise when principals reject

the teachers' need for inclusion in decisions as well as independence" (p. 6). They also found that the professional teacher's rejection of bureaucratic organizational techniques results from professional training which emphasizes group thinking and a social conscience which aspires to higher ideals (Cox & Wood, 1982). An emphasis on the hierarchial decision making of school management is seen as clashing with the current cultural ideals of teachers in America. Those ideals most specifically mentioned by the teachers surveyed were increased need for recognition and involvement in decision making.

In a study on the organizational context and teaching, titled Alienation in an Educational Context: The American Teacher in the Seventies, Mogart (1974), expands on the previous studies. His conclusions are as follows

The public school system is a subsystem of the corporate infrastructure of American society and has few functions: socialization, selection, stabilization and surplus absorption. Because a bureaucratic structure develops a self-perpetuating institutional ethos, teachers become objects that are fitted into a school program to serve delineated purposes (p. 21).

Mogart (1974) reviewed a teacher's plight in the way many previous studies have reviewed employees in organizations. People become objects. In a Weberian sense, first, the bureaucracy funnels orders to the workers (teachers). Then, an expectation of efficient production occurs. However, as workers' ideals of a common good develop, they also develop higher order need

expectations. A sense of powerlessness may develop if their ability to self actualize through greater involvement or participation in the process of work is stymied by management.

Mogart (1974) and other researchers feel this attitude of bureaucratic context and ethos is not only stifling, alienating, and demeaning to teachers, but diminishes the teacher's level of compassion and vitality as a professional. The effect on the performance of teachers on the job when compassion and vitality are reduced is well known. Mogart recommends the alteration of the bureaucratic hierarchial context and structure in schools so teachers and administrators can avoid the debilitating effect of occupational sterility.

The relationship of formal and informal networks and their influence on alienation was examined in more detail by Forsyth and Hoy (1978). The authors examined power and friendship networks in a variety of academic organizations to see what effects selected dimensions of interaction have on the work and alienation of educators. Their findings suggest that interaction with friends and respected coworkers is more important to professional educators than contacts with those in authority.

However, in a report on "Motivating Teachers for Excellence," Ellis (1984) discusses how teachers are motivated to achieve in terms of organizational context. He concludes that teachers are primarily motivated by intrinsic rewards such as self-respect, and a sense of accomplishment. Administrators, according to Ellis,

can, therefore, boost morale and motivate teachers to excel by developing formal participatory governance systems and supportive evaluation. There are few contradictions in this research review. Rather, there seems to be a consensus that collaboration is a form of effective management. Supportive networks of colleagues and friends help to alleviate alienation.

It is also clear from much of the research on participation, including Ellis' discussion, that formalized participation and collaborative effort are needed to overcome the effects of worker alienation. Approaching participation through collective bargaining may be an approach that limits the individual's need for participation in favor of the group. Quality of Work Life programs are seen by this researcher as a way to formalize individual participation. In essence, a person's feeling of alienation, whether it is based on feelings of powerlessness, futility or loss of identity can be overcome by the formal and informal networks of democratic process as put forth by an organization. In addition, when combined, the formal group approach of collective bargaining and the individual approach of Quality of Work Life may be more potent than when either one or the other is missing.

Most of the literature on organic models of management using participation indicates increased levels of satisfaction among those surveyed. From the review of literature to date, it appears that most organizations use a participatory management system

during periods of growth but often return to rational decision making during decline. Various explanations are offered. Leviton and Johnson (1983) discussed Quality of Work Life participation programs as short-term marriages of convenience barely able to withstand growth cycles let alone periods of decline. Leviton and Johnson's point of view characterized most of what I have reviewed about participatory models of decision making. Exceptions are found, however, especially in innovative private sector companies (Naisbett, 1982; Peters & Waterman 1984). Organizations in Sweden and Japan also continue a tradition somewhat alien to the United States in their support of worker democracy during periods of growth and decline (Barbash, 1981; Blumberg, 1968; Demming, 1982; Foy & Gordon, 1979; French, Israel & Aus, 1960; Tannebaum, 1974; Witte, 1980). The concept of organic participatory management, it is fair to say, is still new in the best of times and practically nonexistent in the worst of times in the United States.

The stress under which teachers are being placed is formidable and not without side effects. As Miller (1984) suggests

teachers need help to deal with rapid changes that are occurring and to cope with the reassignments due to the changing enrollments which are taking place. If education is to be a true profession, organizations which employ teachers must take a more active role in helping teachers learn needed new skills. A profession sets standards and takes responsibility for the competence of its members. An organization must do the same. If educators want more control, they must be able and responsible professionals--and their organizations must help them to be so. (p. 10)

I believe given the proper analysis, school organizations will join the teaching profession in improving the lot of their employees. The simple truth is often the most profound. From this literature review, it is hard to escape the conclusion that teachers, like most other people, prefer to be asked and not just told what to do.

CHAPTER III

METHODOLOGY

Major Research Questions

The purpose of this research was to study the effects of teacher participation in decision making during periods of decline. Job satisfaction and productivity measures were taken to measure the effect participation had on teachers. To answer this general question, five major research questions were posed:

1. Is there a statistically significant difference between the perceived job satisfaction of teachers in declining school districts that employ a Quality of Work Life program (QWL) and school districts that do not employ a QWL program?

2. Is there a statistically significant difference between the number of grievances filed by teachers in QWL and non-QWL districts in decline?

3. Is there a statistically significant difference between the average number of days absent by teachers in QWL and non-QWL districts in decline?

4. Is there a statistically significant difference between the average number of volunteer hours by teachers in QWL and non-QWL districts in decline?

5. Is there a statistically significant difference between the average Michigan Educational Assessment Test scores in reading and math for grades four, seven, and ten in QWL and non-QWL districts in decline?

Subjects

The subjects for this research were selected from local school districts in Michigan within the Genesee Intermediate School District. The Intermediate and local school districts comprise urban, suburban, and rural populations. These local school districts were felt to be representative of the greater general student population for the State of Michigan.

The school districts were selected for their similarities in socioeconomic characteristics. In addition, similarities in each district's working conditions, such as salary levels of employees, funding, and levels of decline were matched (see Tables 1 and 2). Finally, each district was selected on the basis of the presence or absence of a Quality of Work Life (QWL) like program. Two districts were selected that had a QWL program and two that did not have a QWL program.

The subjects were surveyed during the 1987-88 school year. Data to support the school districts' organizational decline were analyzed for the school years 1979-80 through 1986-87.

The eight years previously mentioned were selected as most fairly representing a critical period of change in the school

district environments. These years encompassed an era of school closings, declining enrollment, and teacher layoffs, as well as the possible beginning of a teacher shortage. It was felt that during this eight year range, many teacher transfers and dislocations would have been initiated to accommodate the changing enrollment patterns being realized in our K-12 public schools.

In a phone survey conducted in May, 1987, it was determined that four of 21 similarly matched districts had been through at least a five year period of decline and either possessed or did not possess a QWL type of organization.

As stated, it was determined that the 1987-88 school year would be a good year to complete the study since the majority of teachers to be surveyed would have experienced the uncertainty of decline in each district. Without the experience of working under conditions of decline, the factors necessary for the analysis would have been incomplete.

Selection and Description of Selected School Districts

Prior to the selection of districts for this study, the researcher investigated each school district's socioeconomic and demographic makeup. School administrators from each of the four school districts were asked to complete a Background Information Questionnaire. (see Appendix A). The questionnaire consisted of ten questions. An on site formal interview process was used to complete the questionnaire.

The school districts were selected on the basis of their socioeconomic and operational similarities. The demographic data are presented in Tables 1, 2, and 3.

Table 1

Economic and Operational Similarities
of School Districts Selected for the
Study 1985-86

School District	Per Pupil Expenditure	Average Teacher Salary	Teaching Positions	Student Population	Pupil/Teacher Ratio	Average Household Income
A (QWL)	\$2864	\$34,508	218	5598	25:1	\$30,490
B (QWL)	\$3120	\$31,383	143	3532	25:1	\$27,136
C (N-QWL)	\$4227	\$34,948	258	5430	21:1	\$27,851
D (N-QWL)	\$2870	\$33,312	205	4739	23:1	\$27,419

*Source: Michigan State Board of Education (1985-86 a, b)
Michigan Form B, Bulletins 1014, 1011.
State reporting forms for relevant comparative
statistics of Michigan School Districts.

As can be seen from Table 1, while there are some differences in the economic conditions of each district, the differences are minor. A noted exception is school district C's higher pupil allowance. The amount of dollars behind each student or per pupil expenditure, is a significant determiner of program offerings. It

should be noted, however, that this district is a non-QWL district. Teachers' salary and class size are still quite similar with other selected districts. Less impacting but relevant socioeconomic factors are the number of teaching positions and the student population. The community socioeconomic makeup for each district as represented by the Average Household Income figures are all quite similar.

Table 2
Evidence of Decline in the Selected
School Districts, 1983-1988

	A	B	C	D
Percent Enrollment Decline	5.0	7.0	8.5	6.0
Percent R.I.F.	33.0	7.0	3.0	5.0
Teacher Transfers	55.0	25.0	150.0	10.0
Percentage Loss of Revenue	10.0	10.0	10.0	10.0
Building Closings	2.0	2.0	4.0	0.0
Non-Replaced Personnel	Yes	Yes	Yes	No
Retirement Incentives	Yes	Yes	Yes	Yes
Millage Failures	No	No	No	Yes

- 1- Loss of state revenue due to decline in enrollment made up by local tax increases.
- 2- Two buildings to be closed at the end of the 1987-88 school year.
- 3- Each district asked for and received a millage increase between 1983-84 and 1987-88.

Table 2 provides evidence of the decline in the selected school districts. Although the areas of decline are not all similar,

they do reflect an overall general decline in each district studied.

Table 3
Selected School Districts Demographic Makeup

District	Number of Schools	Consolidated District	Square Miles	City, Suburban, Rural Makeup
A	6	No	36	City, Suburban
B	6	Yes	10	Suburban
C	8	Yes	15	City, Suburban
D	8	Yes	80	City, Rural

As can be seen in Table 3, each of the districts has a similar demographic profile. Only one is not a consolidated school district. The other school districts are consolidated districts. Each of the districts has a city, suburban and rural makeup.

School District A utilized a Quality of Work Life (QWL) program as part of its management system. The district serviced approximately 5600 students in four elementary buildings, one middle and one high school building during 1987-88. The student population was primarily caucasian with a five percent minority element. School District A received accreditation through the North Central review process. The district provided a full

compliment of extra-curricular opportunities. Support services in vocational and special education were also available to students. The community had a distinct suburban makeup with small pockets of urban and rural enclaves. The district was one of two in the study which had a town center. The average household income for the latest year reported, 1985-86, was \$30,500 (Taxation and Economic Policy Office, Michigan Department of Treasury, 1987).

School District B also utilized a Quality of Work Life (QWL) program as part of its management system. School District B serviced approximately 3532 students, most of which were caucasian. The district's students were serviced in four elementary schools, one middle and one high school. The district had less than a five percent minority enrollment. School District B received North Central accreditation for high schools. A full continuum of support programming such as special education and vocational education was available to students. The school district also operated a full preschool and day care program. The community serviced by District B was a suburban urban district with a small rural population. No town center exists for District B. The average household income for 1985-86 was \$27,136 (Michigan Department of Treasury, Taxation and Economic Policy Office, 1987).

School District C did not utilize a Quality of Work Life program as part of its management system. Distinct lines of authority were well established with advisory committees built

into the organization, both at the central office level and at the building level. There was, however, as stated, no overall interactive system of decision making typical of QWL organizations. School District C was similar to the socioeconomic and demographic data of the other districts in the study (Tables 1 and 2). School District C served approximately 5430 students during 1987-88 in seven elementary buildings, one middle school and one high school. The district provided extra-curricular and support programs for students. School District C received North Central accreditation for its high school. The community had a distinct urban-suburban makeup. A small rural component was contained in the district's boundaries. There had been rapid commercial and housing development in this area in the past three years. Of the four districts in the study, District C registered the least community identity. There were several suburban, urban, and a few rural areas combined into one geographically large school district. The average household income reported for 1985-86 was \$27,851 (Michigan Department of Treasury, Taxation and Economic Policy Office, 1987).

School District D did not employ a QWL program as part of its management system. It was reported to the researcher by the administration that management had proposed the implementation of QWL during 1982-83. The proposal was reportedly rejected by the bargaining unit of teachers. The usual building level advisory committees existed in School District D and there was a

willingness of the central office management to receive input on decision making. However, there was no intraorganization program for shared decision making in School District D. School District D serviced approximately 4739 students in six elementary buildings, one middle and one high school building during 1987-88. The district was accredited by the North Central Association of High Schools. The community of School District D had a town center with a large rural area. The school district's residents were reported to be primarily blue collar factory workers by district officials. The schools in the district were geographically farther apart than any in the other districts being studied. District D, like districts B and C was a consolidated district, meaning several small districts were enjoined to make up one large district. The average household income reported for 1985-86 was \$27,419 (Michigan Department of Treasury, Taxation and Economic Policy Office, 1987).

Instrumentation and Dependent Variables

A number of options to determine job satisfaction, including personal interviews, telephone interviews, and group interviews, were considered and ultimately rejected, primarily on grounds of practicality or confidentiality. Ultimately the survey questionnaire method was selected.

Research question number one required that teachers report their perceived level of job satisfaction. Two well-accepted job

satisfaction scales using fixed response questions are: The Job Descriptive Index (Smith, Kendall and Hulin, 1969) and the Minnesota Satisfaction Questionnaire (cited in Weiss, Davis, England and Lofquist, 1967). Both of these job satisfaction scales can yield a measure of general job satisfaction. Both the Job Descriptive Index and the Minnesota Satisfaction Questionnaire have been used with a variety of employee samples, and both have norms provided for employees according to occupational groupings. The scale chosen for implementation in this study, however, was the Minnesota Satisfaction Questionnaire (Appendix B).

The concept behind the development of the Minnesota Satisfaction Questionnaire (MSQ), as reported by Betz, Weiss, Davis, England, and Lofquist (1966), was found most closely to parallel the condition of the relocated teachers.

Permission to acquire and use the Minnesota Satisfaction Questionnaire was granted by the Vocational Psychology Department of the University of Minnesota (September 1987).

Research questions numbers two, three, and four required only that frequency counts of absences, grievances and volunteer time respectively be compiled; therefore, no instrumentation was necessary. Research question number five required the review and tabulation of composite academic scores for each district. Composite scores of all students tested for the 1987-88 school year in grades four, seven and ten were compiled by the researcher.

Procedures for Data Collection

Permission to survey the teachers in each district was sought through a telephone communication with Assistant Superintendents for Personnel and Instruction and the local Education Association Presidents at the local school districts. These Assistant Superintendents and Association presidents were also asked to endorse the study. Each agreed and indicated, in writing, to the teachers their support of the research. (See Appendix C).

The Minnesota Satisfaction Questionnaire was distributed by the researcher to all teachers in each school district. The distribution of the surveys was completed during a building by building visit by the researcher. The surveys were placed in each teacher's mailbox within the individual buildings of each school district. A return by U.S. Mail was requested. The survey had a cover letter explaining the study and a stamped, self-addressed envelope attached.

The short form of the Minnesota Satisfaction Questionnaire (Weiss, Davis, England & Lofquist, 1967) was used to measure the degree of general job satisfaction held by the respondents. The questionnaire included 20 questions in three general categories, which culminate in a general satisfaction score.

The teacher surveys were coded to preserve the anonymity of all participants. The anonymity of the district was also protected by the interview approach selected. The analysis

procedure for all data was approved by The Office of Statistic Information and Research Bureau at Western Michigan University. (See Appendix D).

The total population of teachers in each school district was surveyed. A phone call to each district's personnel officer was made to collect the roster of teachers by building in each district. All information gained was held in the strictest of confidence to protect the respondents' identities.

Summary

As reported in Chapter II, the research conducted in the field of job satisfaction has been primarily focused in business and industry. References to such efforts in the field of education are found far less frequently.

The literature examination did not reveal research conducted in regard to dislocated teachers, job satisfaction, absences from the work place, or grievances filed by those whose job may be disrupted due to organizational decline. Some research was available regarding participative and nonparticipative levels of teacher satisfaction, but there were few examples of empirical studies.

The design of this study allowed for analysis of variables often associated with job satisfaction. The added dimension of comparing the teachers' job satisfaction perceptions with

participative and nonparticipative work environments during periods of decline appears to make this study unique. The productivity of teachers is discussed in terms of grievances filed, absenteeism, volunteer time, and student test score attainment.

This chapter has introduced the major research questions utilized in this inquiry. The subjects were identified, instrumentation described, and the procedures for data collection were presented. Chapter IV will contain the findings of the study.

CHAPTER IV

RESULTS AND FINDINGS

Chapter IV begins with a report on the response to the Minnesota Satisfaction Survey. The results of the hypothesis testing are then offered. In the concluding portion, data are reported on school officials' responses to additional questions regarding each district's management system.

Survey Response

The survey population was drawn from teachers in four southeastern Michigan school districts in the Fall of 1987. Two school districts involved in the survey used a Quality of Work Life participatory management system. The other two school districts used a more traditional management system.

Table 4
Survey Response Rates by Individual Districts
Involved in the Study

School District	Surveys Sent	Surveys Received	Percent Returned
A	291	163	56%
B	158	131	83%
C	287	151	52%
D	230	136	59%

As indicated in Table 4, an excellent survey response rate was accomplished for this study. Each of the four school districts was in a period of decline. Decline, for the purpose of the study, was defined as any combination of loss of personnel, loss of resources, or loss of pupil population within a five year period prior to the study.

Responses were received from 62.5% of the total teacher survey population. Five hundred and eighty-one of the 966 in the survey population returned completed Minnesota Satisfaction Surveys.

Productivity Measures

Productivity measures were taken from each school district's performance in the following three areas:

1. The number of grievances and average days of absenteeism filed by teachers before and after the QWL programs were implemented (1979-1987) in selected school districts.
2. The average number of volunteer hours given by teachers prior to the survey year.
3. The average scores by students on the Michigan Educational Assessment Test (1987) in grades four, seven and ten in reading and math in the fall of 1987.

The following four tables present productivity data from this investigation.

Table 5

QWL and Non-QWL School District Comparisons
of Actual Number of Grievances Filed From the
School Year Prior to QWL Implementation,
1979-80 and in 1986-87

Year	QWL Districts		Non-QWL Districts	
	A	B	C	D
1979-80	9	-	5	6
1980-81	7(QWL Imp)	-	4	5
1981-82	14	-	6	5
1982-83	19	6	4	3
1983-84	12	6 (QWL Imp)	5	3
1984-85	7	5	3	3
1985-86	11	5	2	3
1986-87	14	4	2	3

A variety of grievance rates existed in the four districts selected for study. Grievances filed beyond a building level to central office for intervention were those counted for this study and, therefore, included in Table 5. In discussions with local district administrators, the grievance process was recognized as a problem-resolution process. The QWL districts tended to give encouragement to resolve the grievance in whatever form such conflict resolution might take. Efforts were reported by QWL districts to encourage grievance resolution within or outside the

formal grievance procedure. In non-QWL districts, such as District C, officials looked to resolve the issue at the building level. District C officials emphasized that the building administrator was a troubleshooter and problem solver. In District D, it was reported that the Board of Education discouraged grievances at all costs. A teacher intermediary was used to resolve grievances with the building principal. The significance of the non-QWL districts handling of grievances as compared to QWL district procedures is as follows: One hypothesis of this study was that QWL districts would have less grievances than non-QWL districts. However, when each district's operation was analyzed by the researcher, it was found that the QWL districts encouraged problem solving both through QWL committee meetings and through the grievance procedure. Both non-QWL districts emphasized the discouragement of grievance filing through the use of staff and administration intermediaries.

Table 6 displays information on the average number of days of teacher absenteeism in the four districts.

Table 6

QWL and Non-QWL District Comparisons of Average
Numbers of Days Absent by Teachers from the
School Year Prior to QWL Implementation,
1979-80 and 1986-87

Year	QWL Districts		Non-QWL Districts	
	A	B	C	D
1879-80	6.26	.	9.1	6.3
1980-81	5.97(QWL Imp)	.	8.4	7.5
1981-82	6.23	.	6.3	7.6
1982-83	6.23	5.75	8.5	5.25
1983-84	5.76	5.55(QWL Imp)	8.3	5.5
1984-85	7.4	5.25	7.55	5.0
1985-86	7.4	5.0	7.35	5.1
1986-87	5.5	4.54	7.35	5.0

Overall, there had been a general decline in teacher absenteeism in each of the four selected school districts. School officials reported the use of incentives such as compensation for unused sick time and a workforce more responsible and less susceptible to chronic infections as the basis for the improvement.

Table 7 displays the number of volunteer hours per teacher for the 1986-87 school year.

Table 7

The Average Number of Hours of Volunteer
Time per Teacher in Each of the Four
Selected School Districts for the
School Year, 1986-87

Year	QWL Districts Average Hours of Volunteer Time		Non-QWL Districts Average Hours of Volunteer Time	
	A	B	C	D
1986-87	4.0	8.0	0	2.1

Volunteer hours are defined as those hours related to the improvement of school district instruction. They are described in greater detail in the District Background Information Survey

District C reported 0 volunteer hours, since all instructional and curriculum work by teachers was compensated by contractual agreement. From the review of operations of each district which I conducted, an explanation for this occurrence is found.

District C, unlike the other three districts in the study, has approached the teacher workforce in terms of professional compensation in a unique way. District officials cited several reports on educational excellence as stating, professional recognition for effort needs to be financially compensated. Officials in District C reported that by collective bargaining agreements, all curriculum work is of a professional nature,

therefore, financial compensation was appropriate. The result of compensating all volunteer time had little effect on the QWL and non-QWL districts' comparisons of volunteer time. However, it is interesting to note, that District C which financially compensated volunteer time, also had the highest percentage of teacher satisfaction of the four districts in this study.

Table 8 displays the percent of correct responses by all students in grades four, seven, and ten in the Michigan Educational Assessment Test (MEAP).

Table 8

Percentage of Questions Answered Correctly on the Michigan
Educational Assessment Test, Grades Four, Seven
and Ten for the School Year
1987-88

School	Grade Four		Grade Seven		Grade Ten	
	Math	Reading	Math	Reading	Math	Reading
A	91.5	94.2	94.8	91.1	89.3	81.6
B	95.1	98.5	94.2	80.2	86.9	74.5
C	81.4	83.2	80.1	59.5	83.2	76.7
D	83.3	83.6	67.2	85.7	72.6	88.2

The MEAP test was used by Michigan schools to test the basic skills of their students in reading and mathematics. The testing is required each year for all fourth, seventh and tenth grade students in Michigan public schools by the Michigan State Board of

Education.

The test is primarily designed to test the basic skill level of students in local school districts. However, state-wide comparisons are often made between school districts on the basis of their scores and how they rank on a regional and state-wide basis. The MEAP test scores are used to report the stature of Michigan school districts in teaching the basic skills of reading and mathematics. District to district comparisons are often used as a ranking system for excellence. Media attention to the results are a routine occurrence. Educators interviewed for this study without exception pointed to their MEAP score results as a way of expressing their satisfaction or dissatisfaction with their district's instructional operation.

The Michigan Department of Education discourages the use of MEAP test score results as a means of evaluating local school district's levels of educational capabilities. Factors such as socioeconomic indicators and the cultural makeup of communities are presented as significant variables in the levels of student attainment on the MEAP tests. However, it was pointed out to this researcher by the district officials interviewed for this study that the practice of using MEAP comparisons is different than state officials philosophies.

Each of the four districts pointed to their standing in the county as a way of measuring their overall performance in educating the children of their district. Each district official

interviewed indicated to me that the productivity of each teacher did contribute to the rise or fall in their overall district scores. Each official also indicated that it was with the productivity of each teacher that they were most concerned about. Teacher satisfaction increases were indicated by district officials as desirable to the overall instruction of children.

Results of Hypotheses Testing

This study focused on the job satisfaction of teachers in QWL and non-QWL school districts in decline in the Fall of 1987. For purposes of analysis, the sample population was grouped as follows:

Group 1 contained teachers who were in a QWL district in 1987.

Group 2 contained teachers who were in a non-QWL district in 1987.

The t-test of mean differences was used to determine if significant differences existed between the mean scores of the two groups for each of the variables analyzed. An alpha level of .05 for two-tailed tests was used as the significance level. In addition, the standard deviations of the sample scores around the means were analyzed using an analysis of variance (ANOVA).

An alpha level of .20 was selected for the F test score significance level. The F test was used to determine whether or not the variances (standard deviations) were equal. Degrees of

freedom for the t-tests were dependent on whether the variances were found to be equal or unequal. When the variances were equal, two degrees of freedom were used to conduct the t-tests. When the variances were unequal, one degree of freedom was used. An exception was the comparison of volunteer hours. District C compensated teachers for volunteer time. Therefore, the comparison of means for volunteer hours was computed for Districts A, B, and D only. Even though the variances were equal, one degree of freedom was used in this analysis.

The general attitude prevailing in the literature regarding teacher uncertainty is that anxiety and stress may be evidenced by those teachers who may be transferred, terminated or in some way distressed by the condition of decline. This stress and anxiety may develop into dissatisfaction in the work place. Further, a body of research exists which points out that by involvement in decision making, teachers are more satisfied and thus more productive. It was speculated that during periods of organizational decline, this phenomenon would continue.

Research question one is restated here as the first hypothesis in the null form.

Hypothesis 1: There is no significant difference in perceived job satisfaction between teachers in QWL and non-QWL school districts in decline.

The findings of the test of hypothesis 1 are presented in Table 9.

Table 9
t-Test of Means of QWL and Non-QWL Teachers'
Perceived Job Satisfaction

Source	Degree of Freedom	Means	t-Score	Critical Value for Significance at the .05 Level
Non-QWL	2	72.766	-.8554	4.303
QWL	2	75.7425	*	*

The results indicate there were no significant differences in perceived job satisfaction between teachers in the QWL and non QWL school districts. On the basis of the analysis, the null hypothesis stipulated in Hypothesis 1 was accepted.

One indicator of both job satisfaction and teacher productivity is grievances filed by teachers. It was speculated that teachers would be more satisfied in QWL type districts and, therefore, file fewer grievances.

The second research question is restated here as the second null hypothesis.

Hypothesis 2: There is no significant difference in levels of grievances filed by teachers after the implementation of a QWL program in the selected school districts.

A significance test was conducted on the grievance data prior to the implementation of QWL as well as after to ensure that there were no differences before the implementation of QWL programs. If

there had been a significant difference in means prior to the implementation of QWL, then the t-test on the means after the QWL program would not have provided useful data regarding the effects of the QWL. Any observed differences, since they also existed prior to the implementation of the QWL, could then be attributed to other unidentified factors. The base school year prior to QWL implementation in District A was 1979-80. The base school year prior to QWL implementation in District B was 1982-83. The findings of the test of Hypothesis 2 are presented in Tables 10 and 11.

Table 10

t-Test of Means of Teachers Grievances Filed Before
the Implementation of QWL Programs

Source	Degree of Freedom	Means	t-Score	Critical Value for Significance at the .05 Level
Non-QWL Districts	2.0	.7071	-1.2649	4.303
QWL Districts	2.0	2.1213	*	*

The results indicated that there were no significant differences in the number of grievances filed in the four districts by teachers prior to the implementation of the QWL programs. Therefore, it was appropriate to compare grievances after the program was implemented to determine whether the QWL affected

grievance rates.

Table 11

t-Test of Means of Teacher Grievances Filed After
the Implementation of QWL Programs

Source	Degree of Freedom	Means	t-Score	Critical Value for Significance at the .05 Value
Non-QWL Districts	1.0	.7071	-1.2935	12.706
QWL Districts	1.0	7.0710	*	*

The results, however, indicated there were no significant differences in the number of grievances filed by teachers after the implementation of the QWL programs. Therefore, the null hypothesis stipulated in Hypothesis 2 was accepted.

Another indicator of possible job satisfaction and productivity is that of absenteeism from the work place. With that indicator in mind, it was speculated that the more satisfied a teacher was in his or her position, the fewer times the teacher would be absent. Before and after QWL implementation t-Tests were completed for absenteeism. As in the case of the grievance rates, absenteeism was analyzed prior to QWL implementation. The base year prior to implementation for District A was 1979-80. The base year prior to QWL implementation in District B was 1982-83. The rationale for conducting this analysis is the same for absenteeism

as for grievances.

The third basic research question is restated here as the third null hypothesis.

Hypothesis 3: There is no significant difference between the number of days of teacher absences after the implementation of a QWL program in the QWL and non-QWL districts.

The findings of the tests of hypothesis 3 are presented in Tables 12 and 13.

Table 12

t-Test of Means of the Rate of Absenteeism Before
the Implementation of QWL Programs

Source	Degree of Freedom	Means	t-Score	Critical Value for Significance at the .05 Level
Non-QWL Districts	2.0	7.70	1.1911	4.303
QWL Districts	2.0	6.005	*	*

The results indicated that there were no significant differences between the rates of absenteeism before the implementation of QWL programs.

Table 13

t-Test of Means of the Rate of Absenteeism After the
Implementation of QWL Programs

Source	Degree of Freedom	Means	t-Score	Critical Value for Significance at the .05 Level
Non-QWL Districts	2.0	6.175	.91	4.303
QWL Districts	2.0	5.020	*	*

The results indicated there were no significant differences between the rates of absenteeism after the implementation of QWL programs. Absenteeism in each of the four districts studied was not indicated, by each of the district officials interviewed, as a significant problem. Locke (1969) and Porter and Steers (1973) report that attendance at work is an indicator of job satisfaction. As reported, district officials indicated that the level of absenteeism in each district was relatively stable. The officials interviewed indicated that a combination of middle aged workers who were past susceptibility periods of chronic childhood infections and the use of buyouts or financial compensation for unused sick time helped to keep absenteeism at a minimum level. This explanation was provided by both QWL and non-QWL district officials.

Volunteer time for the purpose of this study was also used as

an indicator of teacher satisfaction and productivity. It was speculated that the more satisfied the teacher the more the teacher would volunteer his or her time for instruction and curriculum work. Records for volunteer time were available only for the year prior to this study. Therefore, pre-QWL analysis was not possible. District C compensated teachers for volunteer time. Therefore, only Districts A, B, and D were included in the analysis.

The fourth basic research question is restated here as the fourth hypothesis in the null form.

Hypothesis 4: There is no significant difference in the number of hours of volunteer time given by teachers in QWL and non-QWL school districts.

The findings of the test for hypothesis 4 are presented in Table 14.

Table 14

t-Test of Means of the Average Hours of Volunteer
Time Given by Teachers During the 1986-87
School Year

Source	Degree of Freedom	Means	t-Score	Critical Value for Significance at the .05 level
Non-QWL Districts	1.0	2.1	-1.1258	12.706
QWL Districts	1.0	6.0	*	*

The results indicated there were no significant differences in the average hours of volunteer time per teacher in the selected QWL and non-QWL school districts. Therefore, hypothesis 4 was accepted. As previously reported volunteer time was compensated for in District C. Each of the other three districts reported that volunteer time, although not expected, was encouraged as part of a professional obligation. None of the four district officials interviewed reported any difficulty in getting teachers or administrators to volunteer their time or expertise in terms of furthering the goals of the organization. Each of the district officials reported they were proud of the professional approach teachers took in performing their volunteer assignments in the development of curriculum. District officials did report, however, that they believed getting voluntary professional commitment during decline periods was more difficult.

The Michigan Educational Assessment Program (MEAP) Tests (1987) are often used to compare the quality of instruction as well as student achievement in Michigan school districts. For this study it was speculated that the MEAP scores could be used as a partial indicator of teacher productivity in the selected school districts.

The fifth basic research question is restated here as the fifth null hypothesis.

Hypothesis 5: There is no significant difference between average MEAP test scores in reading and math for grades four,

seven and ten in QWL and non-QWL school districts.

The findings of the tests of hypothesis 5 are presented in Tables 15, 16, 17, 18, 19, and 20.

Table 15

t-Test of Means of the Average Reading Scores on the
MEAP for Grade Four Between QWL and Non-QWL
School Districts, 1987

Source	Degree of Freedom	Means	t-Score	Critical Value for Significance at the .05 Level
Non-QWL Districts	2.0	82.35	-5.38	4.303*
QWL Districts	2.0	93.30	*	*

*Significance at the Alpha .05 level, two tailed.

The results indicated that for fourth grade reading, there were significant differences at the alpha .05 level in the level of reading achievement between QWL and non-QWL districts. The QWL districts show a higher level of reading attainment at the fourth grade level than the non-QWL districts. Therefore, at the fourth grade level for reading, Hypothesis 5 was rejected.

Table 16

t-Test of Means of the Average Mathematics
Scores on the MEAP for Grade Four Between
QWL and Non-QWL School Districts, 1987

Source	Degrees of Freedom	Means	t-Scores	Critical Value for Significance at the .05 Level
Non-QWL Districts	1.0	83.4	-5.9974	12.706
QWL Districts	1.0	96.35	*	*

The results indicated there were no significant differences in the average attainment scores for fourth grade mathematics by students in QWL and non-QWL school districts. Therefore, Hypothesis 5 was accepted.

Table 17

t-Test of Means of the Average Reading Scores on
the MEAP for Grade Seven Between QWL and Non-QWL
School Districts, 1987

Source	Degree of Freedom	Means	t-Score	Critical Value for Significance at the .05 Level
Non-QWL Districts	1.0	73.650	-3.2291	12.706
QWL Districts	1.0	94.5	*	*

The results indicated there were no significant differences in the average attainment scores for seventh grade reading by students in QWL and non-QWL school districts. Therefore, Hypothesis 5 was accepted.

Table 18

t-Test of Means of the Average Mathematics
Scores on the MEAP for Grade Seven Between
QWL and Non-QWL School Districts, 1987

Source	Degrees of Freedom	Means	t-Score	Critical Value for Significance at the .05 Level
Non-QWL Districts	2.0	72.60	-0.9198	4.303
QWL Districts	2.0	85.65	*	*

The results indicated there were no significant differences in the average attainment score for seventh grade mathematics by students in QWL and non-QWL school districts. Therefore, Hypothesis 5 was accepted.

Table 19

t-Test of Means of the Average Reading Scores on the
MEAP for Grade Ten Between QWL and Non-QWL
School Districts, 1987

Source	Degrees of Freedom	Means	t-Score	Critical Value for Significance at the .05 Level
Non-QWL Districts	2.0	77.90	-1.8770	4.303
QWL Districts	2.0	88.10	*	*

The results indicate there are no significant differences in the average attainment scores for tenth grade reading by students in QWL and non-QWL school districts. Therefore, Hypothesis 5 was accepted.

Table 20

t-Test of Means of the Average Mathematics
Scores on the MEAP for Grade Ten Between
QWL and Non-QWL School Districts, 1987

Source	Degrees of Freedom	Means	t-Score	Critical Value for Significance at the .05 Level
Non-QWL Districts	2.0	82.45	.6511	4.303
QWL Districts	2.0	78.05	*	*

The results of this last test of Hypothesis 5 indicate there were no significant differences in the average attainment scores for tenth grade math by students in QWL and non-QWL school districts. Therefore, Hypothesis 5 was accepted.

All tests for Hypothesis 5, with the noted exception of the fourth grade reading, accepted Hypothesis 5. The test for differences for fourth grade reading indicated a difference between QWL and non QWL fourth grade reading scores did exist at the alpha .05 level of significance.

Results of Additional Data Analysis and Administrative Interviews

A mean score for teacher's level of general satisfaction was computed for each group of teachers in the survey. The mean score by school district was used as a raw score to compute each district's percentile ranking. Nationally normed percentile ranking tables are provided for teachers who were surveyed with the Minnesota Satisfaction Questionnaire. The percentile rankings are presented in Table 21.

Table 21

Percentile Rankings of Selected School Districts'
Levels of Teacher Satisfaction as Determined
by Mean Scores on the Minnesota
Satisfaction Questionnaire, 1987

District	Percentile Rank
A	14.9
B	12.0
C	40.5
D	10.8

Table 21 demonstrates some rather low to slightly below average percentile scores for the groups surveyed. Betz, Weiss, Davis, England, and Lofquest (1966), the authors of the Minnesota Satisfaction Survey indicate,

that a percentile of 75 or higher is ordinarily taken to represent a high degree of satisfaction; a percentile of 25 or lower would represent a low level of satisfaction; and, scores in the middle range of percentiles (26 to 74) would indicate average satisfaction. A score of 50 for the group is the minimum necessary for a group to be considered satisfied. (p.5)

The percentile rankings, although indicative of each group's general level of satisfaction at the time of the survey, must be approached with caution for two reasons. First, the nationally normed data of the MSQ used to establish percentile comparisons for teachers is based on a relatively small sample (n=191). Second, the teachers surveyed for the normed percentiles were

teachers of grades kindergarten through sixth grade. It is suggested in the research that this group of teachers, kindergarten through sixth grade, may be the most highly satisfied of all teachers (Plant, 1966). However, even with these qualifications, the four surveyed groups of teachers reported generally low levels of overall job satisfaction. Only one school district's teachers, District C, was in the moderate level of job satisfaction. Districts A, B, and D's teachers reported relatively low levels of general job satisfaction.

Findings

In summary, five hypotheses were developed to investigate the effect a Quality of Work Life management system has on teacher satisfaction during periods of school district decline. Operational and productivity data for each district were secured for the years 1979 to 1987. Teachers in each of the four school districts were surveyed on their general level of job satisfaction in the fall of 1987. Findings from tests of the hypotheses are listed for examination:

1. There was no significant difference in perceived job satisfaction between teachers in QWL and non-QWL school districts in decline.
2. There was no significant difference in levels of grievances filed by teachers either before or after the implementation of a QWL program in the QWL and the non-QWL school

districts.

3. There was no significant difference between the number of days of teacher absences either before or after the implementation of a QWL program in the selected school districts.

4. There was no significant difference in the number of hours of volunteer time given by teachers in two QWL school districts and one non-QWL district.

5. With one exception, there were no significant differences between average MEAP test scores in reading and math for grades four, seven and ten in QWL and non-QWL school districts. There was a significant difference in fourth grade reading test results. The QWL districts achieved a higher fourth grade test score profile than the non-QWL districts.

Additional data analysis indicated that each of the QWL and non-QWL overall percentile rankings was lower than the average percentiles of the nationally normed group of teachers.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

The organization of Chapter V is presented as follows: summary, discussion, conclusions, and recommendations. The summary contains comments regarding the problem, methodology, and analysis of the findings. The discussion section integrates the implications of the analysis with previous research. The third section states conclusions. The final section offers recommendations to a variety of audiences dealing with teachers.

Summary

One effect of decline in student enrollment over the past decade is a reduction in the number of teachers and programs necessary to educate the school-age population. With these reductions has come the stress of possible dislocation of teachers. These dislocations have caused a great deal of stress within the teaching ranks. Equally critical as a consideration of a potential teacher shortage. This possibility has come to be of great importance as the long-term student enrollment decline has begun to taper off.

Teacher dislocations and shortages have created situations where the teaching staff were transferred into relatively

unfamiliar positions or circumstances. These dislocations have created multiple levels of uncertainty and anxiety for teachers in declining organizations.

An often cited management strategy reported to deal effectively with the stress of uncertainty is participatory management. At a minimum, participatory management philosophically promotes the engagement of employees in the decision-making process of an organization. It has been reported in literally hundreds of studies that the increased participation of employees in decision making diminishes their uncertainty and increases their job satisfaction.

This study sought to examine several factors associated with effective participation in school organizations during periods of decline. These factors were: (a) perceived job satisfaction, (b) absences from the work place, (c) grievances filed, (d) volunteer time, and (e) test score production of students.

During the fall of 1987, teachers located in each of four school districts were surveyed using the Minnesota Satisfaction Scale (Betz et al., 1966). Two of the districts used a participatory management system called Quality of Work Life (QWL), and the other two districts did not use a participatory management system. Supervisors of the target population located in the central Michigan county of Genesee were surveyed on a District Background Information Survey. The demographic data collected from this survey provided information on the decline and

production levels in each district. Insight into each district's type of management system was also gained from this survey and from follow-up interviews with district officials.

Hypothesis number one speculated on differences between teacher satisfaction levels in QWL and non-QWL districts. The teachers were surveyed using the Minnesota Satisfaction Scale Questionnaire.

Differences between QWL and non-QWL levels of grievance, absenteeism, and volunteer commitment were anticipated in hypotheses two, three and four. These hypotheses utilized information gleaned from the District Background Information Survey.

Differences between the student achievement scores on the Michigan Educational Assessment Program (MEAP) test (1987) for grades four, seven, and ten were predicted in hypothesis five. Information was accumulated from the published findings of each school district's test scores for 1987.

Additional questions examined the texture and culture of each district. Personal interviews with district, union, and administrative officials were conducted in order to gain their perceptions of the impacts of the districts' management strategies and of organizational decline in general. The demographic data regarding district similarities and levels of decline were analyzed using various local and state school aid, financial, and Michigan Department of Treasury reports (1984-1987).

The t-test of mean differences was used to analyze data pertaining to the first hypothesis. The hypothesis speculated that significant differences between QWL teachers and non-QWL teacher satisfaction levels during periods of decline did exist. The t-test of mean differences was also used to analyze data pertaining to hypotheses two through five. These hypotheses speculated on production levels of teachers from QWL and non-QWL districts. For the purpose of this study production and satisfaction levels were measured by comparing levels of absenteeism, number of grievances filed, hours of volunteer time expended, and student test scores.

The findings reported in the District Background Information Survey indicated that the four districts were similar in their expenditures and revenue profiles. The level and length of decline was similar for each district, as was the socioeconomic makeup of the communities in which the districts were located.

When tested, all five of the hypotheses were accepted in the null form. Four were accepted, indicating no significant difference between satisfaction levels, number of grievances, average absenteeism, and hours of volunteer time. The fifth null hypothesis was accepted with one exception. There were no significant differences between levels of mathematics for three grade levels (four, seven, and ten). For grades seven and ten, reading scores were also not significantly different. At grade four, there was a significant difference in reading attainment.

Students in the QWL districts did somewhat better in reading than students in non-QWL districts.

Discussion

One of the effects of teacher dislocation, transfer, or layoff most often cited is that of stress. Anderson and Watson (1982); Catteron (1979); Collins and Masley (1980); Mager, Myers, Maresca, Rupp and Armstrong (1986); Mazer and Griffin (1980); Morsink (1982); Potter (1982); and Saville (1981) report results of research supporting the effect that stress plays in the dislocated or transferred teachers' professional lives. Several authors Morsink (1982); Potter (1982); and Saville (1981), speak to the view that administrative communication and support for the teacher in transition is critical to teacher satisfaction. However, Oliver (1984) found that generally there is little or no organized effort on the part of management to enhance teachers' job mobility.

The effect of participatory management on job satisfaction has been well documented. Herzberg, Mausner, and Snyderman (1959), and Maslow (1943), renowned researchers on personal and worker satisfaction, report results of research supporting the effect participation has on overcoming worker dissatisfaction. Alderfer (1972); Luthans (1985); Silvers (1982); and Vroom (1964), all report on extensive research findings in support of Maslow's theories and Herzberg's organizational development research.

Specific research in education has been done regarding

participatory management and teacher satisfaction. Carnahan (1982); Cox and Wood (1980); Forsythe and Hoy (1978); Knopp (1982); Miller (1984); and Mogart (1974) all report research supporting participatory management as a practice which increases teacher satisfaction and reduces career alienation.

Since decline promotes stress and uncertainty, one might speculate that teachers who have access to a participatory system of management may be more satisfied than those teachers who do not. However, the data in this study did not support this speculation. When the two groups of teachers were evaluated, there were no significant differences in the satisfaction levels between teachers who were in QWL, participatory districts and those who were not. Rather, they support the findings of Cooke, Kornbluh and Abramis (1982) and Staines and Quinn (1979) that teachers are significantly less satisfied with the quality of their work lives, more apt to fear losing their jobs, and more likely to experience problems in the workplace than are other American workers in a nation-wide sample. These relevant findings, however, did not use QWL or non-QWL as variables. In an era of decline, these studies may be even more prophetic than previously realized. A number of individuals did study participative systems and management during uncertain times. These studies report conclusions which seem to support the findings of this study. Cameron (1983); Sackney (1983); and Wholebren (1984) each studied teachers under stress. Their

findings concluded that less, not more, participatory decision making was desired by teachers in stressful situations. Wholebren concluded from his studies of teachers under stress in rural, urban, and suburban settings that, "a number of key issues facing elementary, secondary and post secondary administrators during retrenchment may benefit from a strict top-down hierarchial decision making model" (p. 44). The emphasis of Wholebren's paper and research findings was on the use of a strict top-down decision making process to manage situational crisis. Efficient closure in solving problems and efficient decision making rather than participation were recommended strategies for combating teacher alienation during crisis periods, according to Wholebren (p. 49).

One of the factors noted by Porter and Steers (1973) as being indicative of job satisfaction is attendance at work. Virtually all major reviews of the literature substantiated a significant relationship between job satisfaction and absenteeism (Locke, 1969).

While no significant difference was demonstrated between the research groups in reference to absenteeism, it would be an interesting topic for future research to investigate what effects the local educational management system had on each employee's use of a predetermined number of sick days and personal business days. In the current study, teacher absenteeism appeared to decrease across years for all districts. Knowing precisely why the teacher utilizes allotted days of absence would enlighten management on

the effect of work conditions and teacher absenteeism. District officials in each of the districts studied did not report absenteeism as a significant problem. Each district used a sick pay buyout for unused sick time. This buyout, per district officials, alleviated much of the absenteeism in their district due to frivolous reasons. However, officials expressed a desire to find out what, if any, management practices could lessen the stress levels of their workforce. Each district official reported that they were aware that some teacher absences were due to job frustration. The officials interviewed expressed interest in learning about ways to alleviate this problem. From their speculation on buyouts, it may be that absenteeism rates are more related to new management policies than to satisfaction. Such an investigation would lead to a clearer understanding of the sources of diminished absenteeism from the job. Currently, only frequency count comparisons are taken.

One unexpected finding of this research indicated that QWL District A had the highest number of grievances filed in each of the eight years of comparison. The district with the lowest general satisfaction level was non-QWL District D. District D also had the fewest number of grievances filed. While unexpected, these outcomes are not totally unexplainable. I speculate that the non-QWL teachers may have felt that their situation was unchangeable and that filing a grievance would accomplish nothing. On the other hand, the high rate of grievance filing in the QWL

district may be a reflection of the respondents' feelings that issues could be resolved. District A teachers may also believe that grievances would not result in reprisals. The assumption in this research was that the QWL process would supplant, at least in part, the need for active arbitration through the grievance process. This hypothesis was not confirmed.

In my follow-up examination in regards to grievances with district officials, it was determined that in the QWL districts problem resolution through any means available was encouraged. Little tampering with existing vehicles for problem resolution was evidenced. The non-QWL districts, on the other hand, actively intervened with the grievant to avoid any accelerated process. District C empowered their principals to resolve building or district issues with the grievant. District D released a teacher troubleshooter for part of each day to intervene with a building principal and the grievant prior to the filing of a formal grievance. The non-QWL practice employed seemed to counter any gains a QWL process may have made in controlling grievances by employees.

When volunteerism was considered as a measure of production, once again no significant difference was found to exist between QWL and non-QWL districts. From the district background survey reports by school officials, however, a difference can be ascertained. In the QWL districts, the amount of preschool year summer setup work by teachers was observed as exceptional. In the

non-QWL districts, school officials found little to report about preschool year summer setup by teachers in their schools. The balance of difference was attained by teachers in non-QWL districts' attendance at after school activities, according to non-QWL district officials.

Measures of student performance on standardized tests were also a basis for comparison between the two groups of teachers. Again, no significant differences were reported between the groups. A significant level of difference was reported on one subtest. Fourth grade reading scores of students in QWL districts were significantly different from those of students in non-QWL districts. QWL district scores, although not significantly different from non-QWL districts, did range higher in some subtest levels. The district with the least satisfied teachers also had the lowest overall test scores.

What can one make of these findings? It can be objectively substantiated that all four of these districts were socioeconomically and organizationally similar. In addition, each district had gone through a relatively similar duration and intensity of decline. The unique difference, and the focus of this study, is in the type of management systems used by the several districts. One can argue that scientifically describing a school district as totally participative or nonparticipative is a difficult task. In absolute terms, I agree that such a task is impossible. In terms of organizational environment, however, two

of the districts in this study clearly reflected teacher democracy, and two did not with reference to organizational decision making. The answer to why the findings of the study do not support significant differences is difficult given Maslow's theories and Herzberg's research. A body of literature exists which documents that significant differences in levels of worker satisfaction and production may exist between participative and nonparticipative organizations.

Explaining why my findings do not support Maslow and Herzberg is not, I believe, a refutation of their work. In a curious way, the findings are rather a comment on the conditions of teaching and the current status of American schooling.

Teachers and teaching in general have been under professional fire for a number of years. One only needs to read today's newspaper. Two best selling books of 1987 were Allan Bloom's The Closing of the American Mind and E. D. Hirsch's Cultural Literacy: What Every American Needs to Know. Both books, as well as an influential report by the National Endowment for the Humanities, were essential evaluations, not to say indictments, of modern American education (Cheney, 1987).

The relevance of these writings is illustrated by a 1987 survey funded by the National Endowment for the Humanities conducted for the National Assessment of Educational Progress (Cheney, 1987). It revealed that more than two-thirds of the nation's seventeen-year-olds were unable to locate the Civil War

within the correct half-century. More than two-thirds could not identify the Magna Carta or the Reformation. Large majorities were completely unfamiliar with the writers of the classics of Western civilization: Dante, Chaucer, Dostoevski, Hawthorne, and Melville, for example. When given multiple choice opportunities, the high school students frequently identified the Alamo as an epic poem attributed to Homer, Socrates as an American Indian Chief, and the Great Gatsby as a magician (Cheney, 1987).

According to Allan Bloom (1987)

Lacking an undertaking of the past and a vision of the future, young Americans live in an impoverished present. They have no body of fact, tradition, and symbol to give meaning to the current events of their lives. They cannot interpret textbook reading assignments, magazine articles, and television news reports because they have no relevant background information in their memory banks. Robbed of the knowledge of the order of nature and man's place in it, today's students cannot have the self-knowledge that has always been the basis for humane learning. At stake are the souls of the nation and the propositions of democracy. (p. 411)

Bloom strongly hints that the American teacher and schooling in America is in jeopardy. However, he does not recognize what I believe is a major contributing malady to these problems.

Society is also currently superimposing its cultural maladies on the American schoolhouse. The problems of crime, drug abuse, and disease are all finding their way to the schoolhouse door. In addition, the level of demand for excellence being made on the profession of teaching has increased, often by teacher insistence,

while not infrequently, the level of resources to pursue the tasks have decreased. Recent cycles of growth notwithstanding, resource commitments for education have not kept pace with the demands for remediation. This study will not attempt to explain the impact of all these variables. Furthermore, its findings, although relevant, are open to a limited scope of finite interpretation. What can be conservatively interpreted from the results of this study, however, is that teachers facing decline who have access to participatory management report significant levels of dissatisfaction with their work life. Further, their reported level of satisfaction is not significantly different from teachers in environments with no participatory management. These findings represent a distinct counterpoint to the previous research of Maslow, Herzberg, and others. One can argue that research on managing employee uncertainty previously done already confirmed my findings. I do not argue with that. However, I do believe that teachers and teaching are capable of much more than is currently occurring in the American schoolhouse. I believe other explanations for our current dilemma must be explored.

I believe that an explanation of these dilemma lies within the individual teacher and, in general, within the profession of teaching. Societal forces beyond the control of teaching may be overwhelming educational institutions more completely than has been previously suspected.

The average age of teacher respondents in this study was 44

years. The average length of service was 18 years. Dr. Judy Arin Krupp, a researcher known for her work in staff development with mature teachers has studied and accumulated impressive findings based on thousands of teacher surveys. Her work on teacher satisfaction is well respected. Krupp (1986) has stated that "as the older teacher encounters change and uncertainty, a natural tendency to become reclusive will occur" (p. 106). She observes further that the reclusiveness will result in more stress, anxiety and malaise by teachers. Krupp recommends decentralizing educational organizations into the smallest groups possible and providing mentors for life transitions, described by Krupp as "a nurturing influence on one's work life" (p. 113). Finally, management is called upon by Krupp to emphasize individual and small group leadership specifically for teachers.

I believe Krupp has identified a significant flaw in the participative practices of most school district management systems I have studied. Each of the participatory districts in this study, as well as the nonparticipatory districts, reported very little activity in addressing the nurturance needs of individual teachers. Yet, district officials reported teachers as "interested" in being involved in decision making. Further, the participatory districts in this study had no specific teacher-only QWL process. A specific teacher only participation process was indicated by Krupp as essential in meeting the needs of mature teachers. The participation process used by Districts A and B in

this study was integrated to include all employees. Not only were the participatory processes of the QWL districts fully integrated with other employee groups, but they were also primarily oriented toward large groups. Both of these practices may do little to motivate or satisfy mature teachers under stress. A teacher only system in small group settings may be more desirable. The non-QWL districts provided even less of a nurturing influence on teachers. Their teacher levels of satisfaction as previously noted were even less than the QWL districts' teachers.

One must consider counteracting the forces of these organizational impediments in solving the dilemma of the dissatisfied teacher. Individual teachers are being called upon to overcome the anomie of society. They feel the weight of problem solving without clearly understanding what the problems are. Taking into account Dr. Krupp's research on mature teachers, I believe a partial explanation of the findings of this study lies within the individual teacher's psychology. What had been hypothesized for this study was that regardless of the stage of teachers' careers, QWL programs would provide teachers with increased opportunities for self actualization and job satisfaction during decline. According to the theories and studies by Maslow (1943) and Herzberg et al. (1959), these can be considered reasonable hypotheses. What was not considered was the possible depth of anomie transitional teachers are feeling. What needs even further consideration, I believe, is whether teachers

themselves have invested enough in changing their life circumstance. The latter needs exploration.

I believe Maslow (1943) never meant that satisfaction of ones need for self-actualization could come solely from external sources. Maslow's hierarchy leading to the attainment of self-actualization relied on the individual's appreciation of the serendipities of a holistic life. No organization in and of itself can accomplish this purpose for the individual human being. The teachers involved in this study were by and large at a mature stage in their life's work. In regards to decline they may not be able to contend with the anomie surrounding them. The results of such a condition can simply overwhelm people already under personal stress. Under these circumstances, a management system however sensitive to a worker's individual needs, can at best keep one from being mildly dissatisfied. Only, the individuals' self investment in improving life's conditions, it seems, can overcome this type and level of dissatisfaction.

It is important to understand the bridge between Maslow's (1943) hierarchy and Herzberg's et al. (1959) management system. The individual must be amenable and willing to overcome whatever life circumstance is causing him or her distress. Without the individual understanding and committing oneself to quality of life improvement, the personal dynamics involved in overcoming distress by a management system cannot be accomplished. This bridge of desire of self improvement to opportunity cannot be taken lightly.

Care was taken in this study to select districts where the hygiene conditions of employment were reasonably satisfied. Each district provided above average compensation. Working facilities and conditions were well above average, e.g., class size, supplies and materials, and support programs, were well controlled.

As this study indicates the motivational process of participation did not create any significant difference in satisfaction or production levels of teachers regardless of hygiene satisfaction. According to the studies by Herzberg, a significant difference should have been found. The results may tempt one to devalue the participatory management approach to educational leadership. While this position could be supported and justified by the data, I believe this would be a mistake.

Underneath all the data lie some revealing suggestions about what must be done to manage our schools better. What may have occurred in the districts studied was that the implementation of QWL was not sufficiently directed or established towards the populations most amenable to a participatory management system. Further, the linkage of personal responsibility to improve one's life circumstance was not emphasized by any of the districts studied. In light of the results of this study it is important that school managers be aware of the various climates and conditions of their organizational environment prior to a selection of one management system over another. In searching for the answer to why Herzberg's management approach did not work in

this instance, one must consider this linkage of personal improvement and management system opportunity. A complex but revealing view of how to match environmental circumstances with management systems has been further developed by Dr. Ralph Stodgill (1974) of Ohio State University.

Much of the literature reviewed for this current study revealed little criticism of participatory management regardless of the environment in which it was practiced. I believe it is safe to say that, in general, when working with teachers, worker democracy is strongly preferred to authoritarian practices. It can also be stated that several bodies of well respected research, including Herzberg's, exist to show empirically that democratic management practices are far superior to authoritarian ones in terms of worker satisfaction. What is not so clearly evident, however, is that worker satisfaction with democratic decision making is also a product of the nature, size, and composition of the work group (Stodgill, 1974). Stodgill, in a review of the major studies on worker democracy and participatory decision making over the past 60 years, concludes:

1. Satisfaction within a democratic leadership process tends to be highest in small (less than ten) interaction oriented groups. Members are better satisfied with autocratic leadership in large task oriented groups. (p. 370)

2. Theory Y types of follower behavior are no more cohesive or productive than follower behavior under the more restrictive

Theory X systems. (p. 375)

3. Employee satisfaction tends to be higher under an employee oriented style of leadership....this pattern of behavior, however, does not necessarily increase group productivity. (p. 381)

These three conclusions are arrived at by Stodgill after he compiled the results of approximately 250 studies on management systems including participatory decision making over the past 60 years. The analysis of these findings by Stodgill seems to confirm a body of literature which indicates that participatory management in and of itself will not guarantee increased levels of worker satisfaction under all circumstances. At a minimum, Stodgill (1974) suggests that managers in their selection of a management system must consider:

1. The size of the work group involved.
2. The goals of the management system—to increase satisfaction; to increase cohesiveness; to increase production; or to increase any number of the above in combination.
3. Whether total worker empowerment is possible. Managers must decide if they can tolerate total worker empowerment or not.
4. What the organizational climate, culture and texture is at the time of implementation of a management system. (p. 388)

I believe Stodgill (1974) is correct in his analysis. However, I would add to his assessment the need to review the ages and personal motivations to change of the workers who would be

effected by a proposed management system. Stodgill cited studies of participatory management practices which resulted in increased alienation, increased worker quits and lower levels of production when compared to authoritative practices. A variety of explanations for these results are offered by the various authors of the studies reviewed by Stodgill. What seemed most consistent, however, is that selection of a management system must be made on more than just popular opinion. From his 60 year review of research on management systems, I believe Stodgill's recommendations for management call for an integration of a Theory X and Theory Y. The synthesis for simple explanation is what I call Theory XY.

It is a demonstrated characteristic of the Hegelian dialectic that a stated thesis, in this case Theory X, often interacts with its antithesis, in this case Theory Y, to form a new functional synthesis, in this case Theory XY. (see Appendix E for Illustration). Stodgill (1974) writes, "to select one management system over another without regard to group size, drive, or culture can be disastrous" (p. 374). I believe Stodgill's review of the research on management strategies over the past 60 years is particularly relevant to the findings of this study. In his findings on systems such as laissez-faire management, authoritarian management, participative management, and democratic management, Stodgill reveals that under varying circumstances of organizational culture and texture any one of a number of

management systems can decrease or increase satisfaction, cohesiveness, productivity, or group drive (Stodgill, 1974). Further, Stodgill cautions managers to be more analytical about the makeup of the workforce and the expectation the manager has for whatever management system is used.

In regard to participatory management, Stodgill reports that, "not unlike other popular ideas in the research, participative management research, at times, may have been limited to support the popular, but at times, biased view of its overall utility" (p. 363).

Stodgill, as I do, makes an appeal for eclecticism in the selection of a management system. Diversified organizations with expanded missions require diversified management. How is one to know what management practices are appropriate and under what circumstances? I believe that integrating organic and rational management systems may offer the best chance of success for school management in the late 1980s and 1990s. Each management system requires a careful scrutiny of the complex needs of the group of workers effected. What is known from the research is that people and organizations are much too complex to afford managers the luxury of one problem solving system over another. Individual practices, behaviors, and missions will require diverse and eclectic management practices. Several studies reviewed by Stodgill which will assist managers in selecting an appropriate management system are enlightening in this respect. (see Appendix

F).

A review of research findings in this area advances the argument for a diversified and evolutionary management style in educational organizations. The studies analyzed by Stodgill suggest that: (1) group productivity does not vary consistently with directive and participative styles of leader behavior; (2) there is only a slight tendency for satisfaction to be related to participative management systems in groups larger than ten; (3) group cohesiveness tends to be positively related to participative styles of management; and (4) opinion change is more effectively brought about by participative leadership (Stodgill, 1974).

The message that needs to be heard is that the results of extensive analysis do not confirm any simplistic or polarized theory of leadership or management. Rather, research suggests that group and organizational interactional processes must be carefully examined prior to any decision on a management system. A system which may be effective in one situation may not necessarily be effective in another. Within the same organization differing circumstances may require differing management practices. In view of the complexity of individual needs, workers personal commitment to change, organizational restraints, societal demands, and organizational missions, as well as the variety of situations in which each of these factors function, a conditional and multivariate explanation of management strategies is required prior to any implementation. A simplistic and bipolar view of the

management system-leader-follower relationship is dysfunctional.

Finally, the nurturing of the individual teacher cannot be forgotten nor can the individual teachers' investment in personal improvement be overlooked. Prior to the introduction of any management system, group and individual needs and commitments must be assessed and understood. Only through an enlightened view of the personal makeup of a workforce can managers and workers select an appropriate management system. Only then can a management system be expected to further both personal and organizational goals.

Conclusions

Based on the findings of this study, the following conclusions seem warranted:

1. A participatory management system implemented at a school district level did not result in significantly higher levels of satisfaction for teachers than were present in districts that did not implement a participatory management system.

2. Participatory management systems did not lower the levels of absenteeism or grievances by teachers in local school districts.

3. Participatory management systems did not increase the levels of teacher volunteerism or academic test scores on the Michigan Educational Assessment Program (MEAP) test (1987).

Future Research

To increase the reliability of this study, it is suggested that an attempt be made to replicate the comparative analysis of participatory versus nonparticipatory management in school districts reflecting similar circumstances. A study of teachers in a larger number of districts of varying sizes and socioeconomic makeup may increase the reliability of this study's findings.

Further research needs to be conducted on the effective management of educational organizations. Diversified administrative practices need to take into consideration the demographic nature and personal needs of the workforce.

Local boards of education need to develop policies and procedures to be utilized by persons involved with personnel development within their school districts. As a minimum, building principals and immediate supervisors of teachers, as well as specialized staff, need to become more familiar with staff training needs in order to assist educators in making easier adjustments to change.

The boards of education may wish to provide for teacher assistance teams, comprised of teacher peers. Such teams could

serve as teacher mentors for the dislocated, transferred, or disenfranchised teacher within a given organization. Such teacher-led teams could serve to support the teacher and would defuse the potential of alienation and dissatisfaction that many teachers feel because of the forces of change.

Administrative attempts should be made more fully to involve teachers in educational decision making. Autonomous lead teachers or teacher-led committee programs or teacher-managed buildings should be encouraged. Possible examples of pilot studies in school districts should be developed for further study.

The needs of teachers being dispossessed because of organizational decline must be recognized by central office administrators. Programs of outplacement counseling and job search assistance are examples of the kinds of assistance which can be offered.

Of equal concern are the needs of those teachers who are approaching retirement or who are in mid-to-late career stages. Boards of education need to address these teachers' needs with appropriate inservice training relative to retirement benefits, and changing life styles. As the teacher workforce matures, a more active approach in dealing with the needs of mature teachers may increase their satisfaction levels. Boards should also consider professional counseling opportunities for mature teachers in need of personal assistance.

Research could be undertaken by state and national school

board associations to investigate practices used in the management of decline. Model policies could then be developed to assist local school boards and pave the way for the resolution of many problems incurred by teacher dissatisfaction.

Educational associations which represent teachers need to become more involved with the issues affecting teachers in the climate of organizational decline, as well as teachers who are at the reclusive mature stage of their career. With their open access to such teachers, further research with large teacher populations is well within the reach of these educational associations. By looking at such issues as perceived job satisfaction, teacher dislocation, management practices, and the differences between the age of teachers, these associations could greatly add to the current body of knowledge.

Teacher training institutions could become more involved in research concerning the changing needs of the future teachers in their charge. Their input could serve as the backbone for local educational agency development of new policies and procedures.

Finally, and possibly most important of all, it is for the next generation of American educators that research in teacher satisfaction would be most beneficial. These research findings must be utilized when preparing future teachers to take their place in the nation's delivery of educational services.

Appendix A

District Background Information Survey

District Background Information Survey

CONFIDENTIAL

I. OPERATIONAL DATA

- A. The first area of operations to be correlated to teacher satisfaction is whether the school has been involved in aspect of organizational decline, within the past five years. Please comment on the following:

1. Has the enrollment of the school declined in the past 5 years? ☐ Yes ☐ No

Please list student population by 4th Friday for:

1987-88 _____ 1984-85 _____
 1986-87 _____ 1983-84 _____
 1985-86 _____

2. Has the certified teaching staff been reduced in any period over the last 5 years? ☐ Yes ☐ No

Please list certified teacher population for:

1987-88 _____ 1984-85 _____
 1986-87 _____ 1983-84 _____
 1985-86 _____

3. Have any teachers been involved in transfeers of positions in the past 5 years due to enrollment or course demand changes, either voluntary or involuntary? ☐ Yes ☐ No. If yes, how many _____ (Approximate).
4. Has the school received any loss of financial support from local, state or federal sources over the past 5 years? ☐ Yes ☐ No. Approximate percent decline in revenue over the past 5 years. ____%.

5. Can you think of any other factors of organizational decline which have been ongoing in your district in the past 5 years?

.Building Closing ____ Yes ____ No.

.Reduction in Force Due to Nonreplaced Retirements
____ Yes ____ No.

.Retirement Incentives ____ Yes ____ No

.Millage Failures ____ Yes ____ No

II. PRODUCTIVITY DATA

- A. The second set of correlations have to do with productivity information. Correlations between teacher satisfaction and the following will be drawn:

1. What is the number of certified teacher grievances filed during the 1986-87 school year? ____ Grievances.
Does this reflect on average of the past 5 years
____ Yes ____ No.
2. What was the average certified teacher absenteeism for 1986-87? _____. Does this reflect the average of the past 5 years? ____ Yes ____ No. No incentive period.
3. If it can be quantified, what is your numerical appraisal of "volunteer time" (average hours per teacher) per certified employee for the 1986-87 school year? Volunteer time is that time spent before or after school by certified teachers conducting educationally relevant business without additional pay.

____ average hours per teacher, per year of volunteer time for the school.

- B. Productivity of teachers is a slippery variable. The unique approach of this study is to correlate operational (decline) with teacher satisfaction levels and the scores on the Michigan Educational Assessment Test (MEAP). This productivity measure will be examined as it relates to operational incidences and educator satisfaction in the school organization. The following data portrayal is necessary for this comparison.

1. Please provide a copy of the district summary for grades 4, 7 and 10 in the areas of reading and math for the following school years:

	4		7		10	
	<u>Reading</u>	<u>Math</u>	<u>Reading</u>	<u>Math</u>	<u>Reading</u>	<u>Math</u>
1987	_____	_____	_____	_____	_____	_____
1986	_____	_____	_____	_____	_____	_____
1985	_____	_____	_____	_____	_____	_____

An example of District Summary Charts for each grade is attached.

Appendix B

Minnesota Satisfaction Questionnaire

PLEASE NOTE:

Copyrighted materials in this document have not been filmed at the request of the author. They are available for consultation, however, in the author's university library.

These consist of pages:

117-119

127-128

University
Microfilms
International

300 N. ZEEB RD., ANN ARBOR, MI 48106 (313) 761-4700

Appendix C

Survey Introduction Letter

Survey Introduction Letter

Dear Fellow Educator,

A STUDY

Job satisfaction is a primary indicator of teacher excellence. In an effort to identify those variables which enhance teacher job satisfaction, the Michigan Education Association has endorsed studies which investigate this highly important area of educational excellence.

As part of my doctoral dissertation, I am surveying teachers in four Genesee County school districts on their level of job satisfaction. I am also researching individual district decision making procedures. Each district was selected for various similarities and differences. Correlation of style of decision making and teacher job satisfaction is the focus of this research.

ANONYMITY GUARANTEED

All teachers surveyed, including their building assignments and school district, will be kept anonymous. No one except the researcher will have access to the individual surveys. I have received approval from the Western Michigan University Council of Ethics on Human Research to conduct this study.

SPECIFIC PROFESSIONAL ASSISTANCE REQUESTED

Education Association President and the district leadership is encouraging the teachers to cooperate in this research effort. I request that you take the 3-5 minutes it takes to complete the survey, put the completed survey in the enclosed stamped, self-addressed envelope, seal it and deposit it in the U.S. Mail.

The results of the survey and other research findings will be shared with educators in each of the districts surveyed. The task of educating young people in is an awesome responsibility. Your participation in this research will help to further our mutual quest for educational excellence.

Thank you for your participation in this research project.

Sincerely,



Robert O'Brien
Researcher

Appendix D

HSIRB Approval Letter



Western Michigan University
Kalamazoo, Michigan 49008-3899

*Human Subjects
Institutional Review Board*

TO: Robert O'Brien
FROM: Ellen Page-Robin, Chair *EP R*
RE: Research Protocol
DATE: November 18, 1987

This letter will serve as confirmation that your research protocol, "Participation in Decision Making and its Effects on Teacher Satisfaction During Periods of Organizational Decline," has been approved as exempt by the HSIKB.

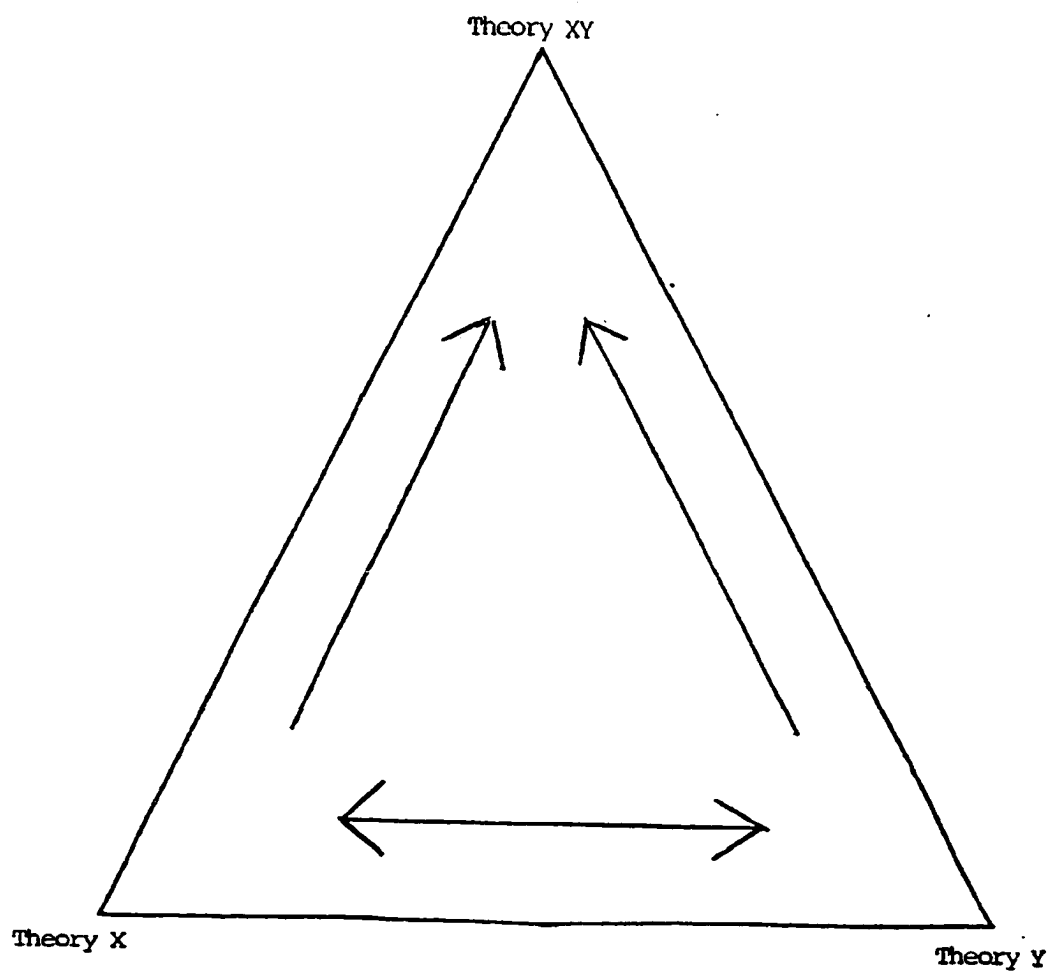
If you have any further questions, please contact me at 383-4917.

Appendix E

Hegelian Dialectic

Hegelian Dialectic

The interaction of Theory X within its Antithesis, Theory Y, to create Theory XY.



Appendix F

A Review of Management Systems and Circumstances for Implementation

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