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**The impact of site-based management on perceived roles of
superintendents, board chairpersons, principals and selected
central office personnel in Tennessee school systems**

Haywood, Narvia Doris Flack, Ed.D.

East Tennessee State University, 1992

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THE IMPACT OF SITE-BASED MANAGEMENT ON PERCEIVED ROLES OF
SUPERINTENDENTS, BOARD CHAIRPERSONS, PRINCIPALS
AND SELECTED CENTRAL OFFICE PERSONNEL
IN TENNESSEE SCHOOL SYSTEMS

A Dissertation
Presented to
the Faculty of
the Department of Educational Leadership and Policy Analysis
East Tennessee State University

In Partial Fulfillment
of the Requirements for the Degree
Doctor of Education

by
Narvia Doris Flack Haywood

December 1992

APPROVAL

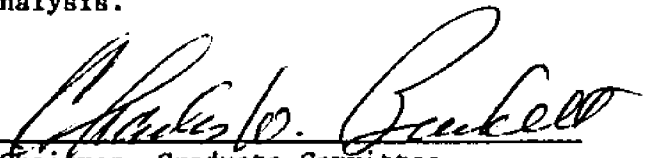
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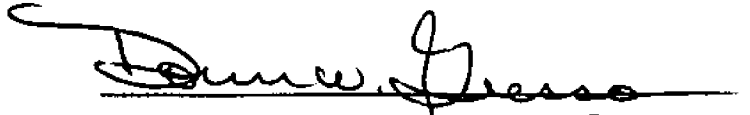
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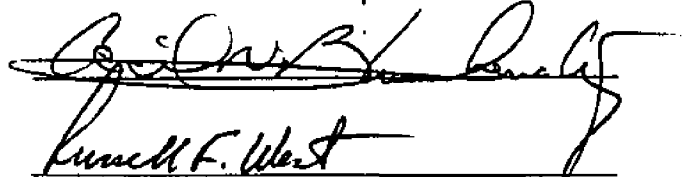
11th day of November, 1992.

The committee read and examined her dissertation, supervised her defense of it in an oral examination, and decided to recommend that her study be submitted to the Graduate Council and the Associate Vice-President for Research and Dean, School of Graduate Studies, in partial fulfillment of the requirements for the degree Doctor of Education in Educational Leadership and Policy Analysis.

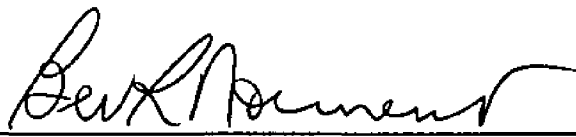


Chairman, Graduate Committee





Signed on behalf of
the Graduate Council



Associate Vice-President for
Research and Dean, School of
Graduate Studies

ABSTRACT

THE IMPACT OF SITE-BASED MANAGEMENT ON PERCEIVED ROLES OF SUPERINTENDENTS, BOARD CHAIRPERSONS, PRINCIPALS AND SELECTED CENTRAL OFFICE PERSONNEL IN TENNESSEE SCHOOL SYSTEMS

by

Narvia Doris Flack Haywood

The introduction of site-based management has had an impact on the operation of school systems in Tennessee; however no one seems to know for certain what that impact was.

Findings from this study revealed that there is a basic understanding of the impact of site-based management as perceived by superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators. Findings also revealed that central office staff and principals, for the most part, perceive that the superintendents and board chairpersons were supportive of site-based management programs.

One hundred and eighty-one educators, including board chairpersons, responded to a fifty-four item questionnaire. This questionnaire focused on the following areas: impact, roles, system-wide policies, personnel, relationships, staff development, morale, position authority, curriculum, policy making, budget and support.

Using the F-test for analysis of variance, it was determined that significant differences in perceptions existed in the area of understanding the impact, sharing decisions at the school site, boards of education relinquishing policy making authority to the school site, and principals and faculties having control of the curriculum. The remaining eight (roles, system-wide policies, personnel, staff development, morale, position authority, budget, support) had no significant differences in the perceptions of the respondents.

Conclusions of the study emphasize that in order for site-based management programs to be successful there must be a dramatic change in the traditional administrative role.

Recommendations were extensive training, retraining, and education be provided so that all school and central office personnel and community members understand and have a sense of ownership of site-based management.

INSTITUTIONAL REVIEW BOARD APPROVAL


This is to certify that the following study has been filed and approved by the Institutional Review Board of East Tennessee State University.

Title of Grant or Project Impact of Site-Based Management on the Perceived Roles of Superintendents, Board Chairpersons, Principals and Selected Central Office Personnel in Tennessee School Systems.

Principal Investigator Narvia Doris Flack Haywood

Department Educational Leadership and Policy Analysis

Date Submitted July 1, 1992

Institutional Review Board, Chairman 
Anthony J. DeLucia
Chairman, IRB

DEDICATION

POINT OF PERSONAL PRIVILEGE

In loving memory of my father, Rev. Marvin Raulins Flack,
and my precious angel, Kelly Celeste Haywood. . . .

To my beloved mother, Eldora Patterson Flack,

I am most grateful for the faith and
support you have always given me. . . .

To my husband, Adolphus Haywood, Jr.

and children:

Sandra, Bob, Teresa,

Valerie, Karen, Jason,

thanks for helping me to reach this goal. . . .

To my precious grandchildren:

Keli, R.J., Keithen, and Jerris,

the doors are open, pass on through to your dreams.

ACKNOWLEDGMENTS

. . . "i got what i wanted, but i lost what i had" . . .

I wish to acknowledge and express my appreciation and gratitude to the following individuals who touched my life during my course of study. First I thank God for being with me and giving me the strength to see it through, for without Him, I am nothing. To my chairman, Dr. Charles Burkett who would not let me quit when things got rough, and the other members of my committee, Dr. Donn Gresso, Dr. Cecil Blankenship, Dr. Ernie Bentley, and Dr. Russell West, thanks for your encouragement and assistance. To the lasting friendships gained in Cohort 1, thanks for your support, especially Jessie and JoAn. A special special word of gratitude also to the following individuals for helping me through this awesome task, each of you have made a difference in my life: Mildred Welch, Reba Bailey, Beth Holt, Dr. Carroll Helm, Earline Bellamy, Rene Seymore, Sharon Barnett, Doris Fulkerson, Melanie Narkowitz, and most assuredly, Martha Littleford.

A sincere acknowledgement of gratitude to the Hawkins County Board of Education and Dr. Jack Campbell for their assistance and support during my course of study.

A very special thanks goes to my family for putting up with me over the past few months. It's finally over, the light at the end of the tunnel wasn't a truck after all!

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Chapter 1

Introduction

The first wave of educational reform called for the restructuring and reforming of the basic functions, operations, and organization of America's public schools. According to Deal,

previous efforts have not made significant, lasting improvements. More promising approaches, reflecting the symbolic side of schools, may be found by reviving the wisdom of the past or, a more formidable task, transforming the basic character of schools.¹

School systems have tried almost everything conceivable to improve public education in America. Millions of dollars have been invested in improvements only to have new skills disappear amidst old routines. Roles appear to have changed; however, decision-making, evaluation, and other structural configurations have drifted back to more traditional arrangements. Attempts have been made to empower teachers and parents; the idea being to give them a stronger voice in determining the focus of instruction. However, coalitions among the disenfranchised, who have no power, do not make much of a difference either. The failure of one strategy quickly requires that another one take its place. If change is seen as a real outcome activity as opposed to just another expense, it makes more sense. According to Meyer and Rowan, "among outsiders, reform efforts may create hope and confidence, but it is hard to justify the cost of reform when wave after wave of reform has left school

¹ Terrence E. Deal, "Reframing Reform," Educational Leadership 47, no. 8 (1990): 6.

systems and classrooms unchanged." To seasoned teachers and administrators, new reforms look suspiciously familiar.²

Guthrie reported that the recent focus on school reforms and the concept of site-based management in particular, has caught the attention of policy makers, practitioners, and researchers. A 1986 report issued by the Carnegie Task Force on Teaching as a Profession suggested local school systems develop opportunities for teachers to have more input in school decisions. The National Governors' Association Task Force in 1987 specifically requested the development of "school-based management" which respects teachers' professional judgment.³

A 1988 report from the National Education Association indicates site-based management programs offer many opportunities for local associations. These reports strongly emphasize the importance of allowing teachers to participate in expanded decision making at the school site. However, site-based management will not guarantee that the same bureaucratic technique for managing teachers will not emerge. According to Caldwell, site-based management was developed in terms of resource-related and budgetary matters, and if it is to be successful it must be increasingly geared toward the creation of management teams of

² J. W. Meyer and B. R. Rowan, "Institutionalized Organizations: Formal Structure as Myth and Ceremony," American Journal of Sociology (1977): 30.

³ James W. Guthrie, "School-Based Management: The Next Needed Educational Reform," Phi Delta Kappan, December 1986: 305-9.

staff members involved in decision making with specific goals to create a professional work environment for teachers.⁴

Without this goal, site-based management may become just another bureaucratic model of control disguised as real reform. Although many schools fit the criteria associated with site-based management, they are still usually managed by one person, the principal. Conley and Bacharach reported "the issue is not simply 'how' to achieve site-based management but how to 'collectively' manage at the school level."⁵

To ensure effective implementation of site-based management, politicians, policy makers, parents, and administrators must be in support of changing the traditional way of running schools. What is thought by teachers, however, is that members of these groups do not have the same perception of site-based management as they do.⁶

To ensure that site-based control equates to school-wide participation, some strategic plans must be made. Cook contended that districts must first develop strategic plans and then develop complimentary school-based plans. By operating this way, systems can

⁴ Brian J. Caldwell, "Educational Reform Through School-Site Management: An International Perspective," paper presented at the annual conference of the American Educational Finance Association, Arlington, VA, March 1987.

⁵ Sharon C. Conley and Samuel B. Bacharach, "From School-Site Management to Participatory School-Site Management," Phi Delta Kappan 71, no. 7 (March 1990): 536.

⁶ Employee Participation Programs: Consideration for the School Site (Washington: National Education Association, 1986), 3.

effectively avoid conflict that emerges from decision-making issues.⁷

Cook also stated that

developing a strategic plan for the district and site-based plans for each school can be mutually supportive. If done appropriately, developing both strategic and site-based plans creates the synergy necessary to transform a local school system.

It is important that strategic plans be developed by districts that outline the parameters in which schools must function. The district serves as the strategic unit in a local school system that shapes the direction of the entire system.⁸

Aronstein stated that rearranging school is similar to learning to drive on the left side of the road when you have been accustomed to driving on the right side. It is difficult to do without a few errors. Likewise, shifting from traditional bureaucratic management to shared decision making is clouded with confusion, conflict and disorientation.⁹ Research reveals that in traditional school systems there is limited teacher involvement in the decision making process, particularly in such areas as curriculum, staff development, budget and personnel. According to Sirotnik and Clark, "the ultimate power to change is, and always has

⁷ William J. Cook, Jr., Bill Cook's Strategic Planning for America's Schools, rev. ed. (Montgomery, AL: Cambridge Management Group, Inc., 1990), 156.

⁸ Cook, 158.

⁹ Lawrence W. Aronstein, Marcia Marlow and Brendan Desilets, "Detours on the Road to Site-Based Management," Educational Leadership, April 1990: 61.

been, in the heads, hands, and hearts of the educators who work in the schools. Decisions must be made where the action is."¹⁰

Etheridge and Hall stated that a central issue important to restructuring with site-based management is whether it will make a difference. Also, the question is posed, "will site-based management have an impact on central office personnel, superintendents, board chairpersons, principals, teachers, parents, and most importantly students?"¹¹ David concluded that recommendations from reform reports have urged local systems to develop some model of site-based management to allow more meaningful participation from those who are directly involved in the day-to-day operation of the schools.¹²

Background Information

Site-based management appeared as a primary technique of restructuring in the second phase of educational reform emerging from the Carnegie and Holmes reports.¹³ Marburger stated that prior to 1900 schools were controlled closely by citizens and thus reflected their values and desires. The method utilized to keep urban schools under the

¹⁰ Kenneth A. Sirotnik and Richard W. Clark, "School-Centered Decision Making and Renewal," Phi Delta Kappan 69, no. 9 (1988): 660.

¹¹ Carla P. Etheridge and Mary L. Hall, The Nature, Role and Effect of Competition, Cooperation in Multiple Site Implementation of Site-Based Decision Making (Memphis: Center for Research in Educational Policy, College of Education, Memphis State University, 1991), 38.

¹² Jane L. David, "Synthesis of Research on School-Based Management," Educational Leadership 46, no. 8 (1989): 45.

¹³ Conley and Bacharach, 539.

control of the people and the community was the ward system.¹⁴ Coletta reported that today's centralized systems came to fruition at the turn of the century in response to political disorder prevalent at the time and the increased number of immigrants. Centralization tried to depoliticize school systems and give power to those who were "qualified" to run them. They were no longer manipulated by political bosses or subject to the influence of the community; they fell under the control of professional educators. Schools adopted the industrial management model and were perceived as factories with top-down management where students were considered as products of assembly lines.¹⁵

According to Hatton, school bureaucracies emerged shielding school administrators from the shifting community needs which left citizens, particularly the underprivileged, helpless to exhibit influence. The progress of students declined, while teachers and other professionals were seen as not being able to do what was needed. Research in the 1960s saw a resurgence of decentralization. In 1970, the federal government mandated that where federal funds are used systems must have advisory councils.¹⁶ Fleming stated that through the work of the councils, parents and members of the community can be kept informed

¹⁴ Carl Marburger, One School At A Time: School Based Management A Process for Change, (Maryland: The National Committee for Citizens in Education, 1988), 3.

¹⁵ A. J. Coletta, Working Together: A Guide to Parent Involvement (Atlanta: Humanics Limited, 1977),

¹⁶ B. R. Hatton, "Community Control in Retrospect," in C. Grant, ed., Community Participation in Education (Boston: Allyn and Bacon, 1979), 2-20.

about, and represented in, the decision making process relating to school policies, programs, and practices affecting their children.¹⁷

Corrigan and Haberman reported that early in 1980 the states maintained control by implementing rules and regulations, and teachers were told how and what to teach. In the late 1980s, calls for reform and restructuring reemerged. The shift was to return control to the people closest to the site--teachers, principals, parents and community.¹⁸

According to Valesky and Hall the concept of site-based management is included in Tennessee's 21st Century Challenge for Education. Throughout Tennessee several pilot sites have been implemented, and several school systems have begun some form of site-based management on their own.¹⁹ "By no later than the first day of the 21st century, school-based management shall be the rule rather than the exception in all school districts of the state" according to the Master Plan for

¹⁷ Douglas S. Fleming, "School Site Councils and Shared Leadership Teams: An Overview of School Restructuring Efforts, TEA-AEL Site-Based Decision-Making Resource Packets (1990); 1.

¹⁸ D. C. Corrigan and M. Haberman, "The Context of Teacher Education" in W. R. Houston, ed., Handbook of Research on Teacher Education (New York: MacMillan, 1990), 205.

¹⁹ Thomas C. Valesky and Mary L. Hall, "School-Based Decision Making in Tennessee Public Schools: A 1991 State-Wide Survey," paper presented at Mid-South Educational Research Association, Lexington, Kentucky, 14 Nov. 1991.

Tennessee.²⁰ Tennessee is passing on to the school districts the decisions to be made for the individual schools.²¹

Statement of the Problem

The introduction of site-based management has had an impact on the operation of school systems in Tennessee; however, no one seems to know for certain what that impact is. Examining the impact of site-based management and the perceptions of educators directly involved in the process can be helpful in determining its effectiveness by those looking for a restructuring alternative.²² Shifting decision-making power from the central office to local school personnel will require changing previous and current perceptions and procedures.²³

The Purpose of the Study

The purpose of this study is to examine the impact of site-based management as perceived by board chairpersons, superintendents, principals, and selected central office personnel in twenty-three designated Tennessee school systems.

²⁰ State Board of Education, Master Plan for Tennessee Schools, Preparing for the Twenty-First Century, (Nashville: State Board of Education, November 1991).

²¹ State Board of Education, Master Plan, 3.

²² Christopher D. Hitch, "A Study of the Roles of Central Office Instructional Supervisors in Restructured Elementary Schools" (dissertation, The University of North Carolina, Chapel Hill, 1990).

²³ Charles Mojkowski, Developing Leaders for Restructuring Schools--New Habits of Mind and Heart: A Report of the National LEADership Network Study Group on Restructuring Schools. U.S. Department of Education Office of Educational Research and Improvement, March 1991.

Research Questions

The following research questions were developed in order to generate responses that were analyzed and transformed into hypotheses and served as a guide for the study:

Question 1: Is there a basic understanding of the impact of site-based management as perceived by superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators in selected school systems in Tennessee?

Question 2: Will the impact of site-based management change the perceived roles of superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators in selected school systems in Tennessee?

Question 3: Is there a clear understanding of system-wide policies as perceived by superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators in selected school systems in Tennessee?

Question 4: Will superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that the authority to hire and dismiss personnel is a central office and board function after the implementation of site-based management?

Question 5: Will superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that sharing decision-making authority at the school site creates a more positive attitude among faculties and creates a sense of ownership within groups under site-based management?

Question 6: Will superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that through staff development activities the overall instructional and learning climate will increase as a result of the implementation of site-based management?

Question 7: Will superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that the impact of site-based management has a positive affect on faculty morale?

Question 8: Will superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that site-based management is a threat to their authority?

Question 9: Do superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that under site-based management principals and faculties have greater decision-making authority and control over curriculum design?

Question 10: Do superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that boards of education will relinquish policy making authority to individual sites under site-based management?

Question 11: Will superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that the board of education will continue to control the budget under site-based management?

Question 12: Do superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators

perceive that, for the most part, the superintendent and board chairperson are supportive of site-based management?

Hypotheses

The research hypotheses were developed in order to test the relationship between superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development supervisors on each of twelve key components of the impact of site-based management. It was determined that each hypothesis would be tested at the .05 level of significance. For statistical analysis the hypotheses were stated in the null.

H1. There will be a significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on their perceived understanding of the impact of site-based management.

H2. There will be a significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on their perceived role under site-based management.

H3. There will be a significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators on their perceived impact of site-based management on system-wide school policies.

H4. There will be a significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on their perceived impact of site-based management on hiring and dismissing of personnel.

H5. There will be a significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether site-based management creates a more positive attitude among faculties and creates a sense of ownership within groups.

H6. There will be a significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether the overall instructional and learning climate increased as a result of site-based management.

H7. There will be a significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators as to whether site-based management had a positive effect on faculty morale.

H8. There will be a significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether site-based management was a threat to their perceived authority as an administrator.

H9. There will be a significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether under site-based management principals and faculties had control of curriculum design.

H10. There will be a significant difference between superintendents, board chairpersons, principals, personnel, budget,

curriculum, and staff development administrators on whether site-based management had an impact on boards of education relinquishing policy-making authority to individual sites.

H11. There will be a significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether boards of education will continue to control the budget under site-based management.

H12. There will be a significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether superintendents and board chairpersons support site-based management.

Significance of the Problem

The Tennessee State Department of Education in its publication, 21st Century Challenge: Statewide Goals and Objectives for Educational Excellence, stated that "the implementation of site-based management in elementary and secondary schools is one of its main goals. This implementation involves not just schools, but the larger school community of parents, community members, and business leaders as well."²⁴

The basic premise underlying this study was to analyze and determine the impact of site-based management on selected school systems in Tennessee, and also, to determine whether the perceived roles of superintendents, board chairpersons, principals, personnel, budget,

²⁴ State Board of Education, Master Plan.

curriculum, and staff development administrators have changed in systems using a site-based management model.

Preparing Tennessee schools for the 21st century was the focus of the Master Plan submitted to Tennessee legislators by the State Board of Education in November, 1990. This legislation contained a proposal calling for the implementation of some form of site-based management. These models allow school boards, superintendents, principals, teachers, parents, and community leaders to fulfill new roles as decision-makers.²⁵

Assumptions

The following assumptions were developed for the purpose of this study:

1. Site-based management will have an impact on school systems in Tennessee.
2. There are systems in Tennessee engaging in some form of site-based management.
3. The survey designed for this study is an appropriate instrument that will generate relevant results.
4. There are variables which can be compared from the results of the survey.
5. The respondents will complete the survey and return it within a designated time period.

²⁵ State Board of Education, Master Plan, 30.

Limitations

The limitations relevant to the study are listed below.

1. This study is limited to the respondent group of board chairpersons, superintendents, selected central office staff, and principals in systems that have implemented site-based management models in Tennessee of which the researcher is aware.
2. The study is limited to the 1991-92 school year.
3. The survey is limited to twenty-three Tennessee school systems that have implemented some form of site-based management models.

Definition of Terms

Accountability

Accountability is the preparation of annual reports on accomplishments against specific yearly performance objectives of a system measured previously by compliance with bureaucratic mandates. It focuses on the bottom line evidence of actual student achievement.²⁶ It also calls for the rethinking of what standards are acceptable and what must be done to ensure standards are met.²⁷

²⁶ John O'Neil, "Piecing Together the Restructuring Puzzle," Educational Leadership 47, no. 7 (1990): 7-8.

²⁷ Charles Mojkowski and Douglas Fleming, School-Site Management: Concepts and Approaches (Providence: Rhode Island Educational Leadership Academy, 1988), 5-6.

Budget Decisions

To plan in detail with some autonomy just how each school determines the expenditure of funds allocated by the district is a budget decision.²⁸

Curriculum Decisions

Curriculum decisions can be defined as those decisions relating to the use of a particular program or special skill, the school being the primary unit where decisions are made. These decisions are instruments by and through which the schools seek to translate educational hopes and aspirations into reality.²⁹

Empowerment

Empowerment is the enabling of stakeholders to practice responsible leadership and authority in decision making, thus altering the leadership roles of central office administrators, superintendents, and school boards.³⁰

Perceptions

A perception is a mental image or an awareness of the elements of one's environment through physical sensation. It is the direct or intuitive cognition implying a capacity for interpreted comprehension.³¹

²⁸ James Lewis, School-Based Budgeting: The James Lewis Special Report, The National Clearinghouse on School-Based Management (1990): 2.

²⁹ Jane L. David and Susan M. Peterson, "Can Schools Reform Themselves? A Study of School-Based Improvement Programs." Mimeographed. Palo Alto, CA: Bay Area Research Group, 1984.

³⁰ Mojkowski and Fleming, 6.

³¹ "Perception," Webster's Seventh New Collegiate Dictionary.

Personnel Administrator

A personnel administrator is one who is directly responsible for recruitment, screening, selection, and recommending employment of applicants for placement of personnel in school systems.³²

Reform

Reform is the widespread and sweeping efforts to improve teaching and learning at every level. Reform also refers to the altering of variables and moving of the basic building blocks creating new schools.³³

Restructuring

The process of organizing new values and beliefs in the school structure, mission, and process to improve performance or productivity. Restructuring must include the "decentralization of authority and decision making to the school site, in order to empower educators to determine the means for accomplishing the goals and to be held accountable for accomplishing them."³⁴

Role

Role is the traditional character assigned, or an assumed duty representative of positions within an organization. Roles equate to expectations that tell in detail behaviors appropriate for a particular position.

³² Marburger, 39-53.

³³ William Moloney, "Restructuring's Fatal Flaw," The Executive Educator 33, no. 12 (1989): 21.

³⁴ Mojkowski, 11.

Site-Based Decision Making

Site-based decision making is a decentralized organizational structure in which the power and decisions formerly made by the superintendent and school board are delegated to teachers, principals, community members and students of the local school. According to Smith and Piele, school-based decision making is an administrative system whereby the primary unit of educational decision making is the local school. Decisions are made by consensus by individuals at the building level.³⁵

Site-based Management

Site-based management is allowing more decisions affecting the individual school to be made by people who are closely involved in the operation of the school. Decisions regarding personnel, budgeting and curriculum are still being made by school boards and central office staff. Site-based management decentralizes many of the key decisions for the school site and does not necessarily require the decisions to be made jointly or by consensus.³⁶

³⁵ S. C. Smith and P. K. Piele, eds. School Leadership, 2nd ed. (University of Oregon: ERIC Clearinghouse on Educational Management, 1989),

³⁶ Kathleen Kubick, School-Based Management, ERIC Clearinghouse on Educational Management (ERIC, EA 33, 1988), 1.

Staff Development

The relinquishing of authority to teachers for them to develop leadership, supervision, and problem-solving skills to determine professional growth is staff development.³⁷

Supervisor

A supervisor is any person who is given responsibility and authority for drawing together and controlling the activities of a group by close contact. In a broader sense, a supervisor may have the authority to evaluate, suspend, engage, transfer, reprimand, or dismiss anyone under his or her control.

"Supervisor" also includes those who coordinate the activities of others by providing instruction on production, overseeing special departments, and by making recommendations to management for a course of action to be taken. Supervision connotes operating closely by actually directing or controlling on the site and dealing with situations as they arise. It is not management which implies control from the central office.³⁸

Overview of the Study

This study is presented in five chapters. Chapter 1 contains the introduction, statement of the problem, purpose of the study, research questions, the significance of the problem, limitations, definitions, and an overview of the study. Chapter 2 contains a brief history,

³⁷ Mojkowski and Fleming.

³⁸ Robert J. Alfonso, Gerald R. Firth and Richard P. Neville, Instructional Supervision, A Behavior System, 2nd ed. (Boston: Allyn And Bacon, 1981), 4.

review of literature, site-based implementation in states other than Tennessee and implementation in Tennessee. Chapter 3 contains a description of the research design, population, and sample. Chapter 4 provides the analysis of the data, the results, and the findings gathered from the data. Chapter 5 contains the summary of the study, conclusions, and recommendations for future research investigation.

Chapter 2

Review of Relevant Literature

Introduction

Chapter 2 contains relevant literature regarding site-based management and is divided into four major components. Section one contains a brief history of site-based management. Section two contains a the review of literature. Section three contains implementation of site-based management models in states other than Tennessee; section four contains implementation of site-based management models in twenty-three of twenty-six systems in Tennessee.

Site-based management is quickly becoming the focus of attention in the new wave of school restructuring. The National Governors' Association, both national teachers' associations, and business leaders all refer to some form of increased school autonomy and participation at all levels.¹ According to David,

topics ranging from school improvement to corporate innovation focus directly on site-based management. Their relevance can be seen when the reason why systems are turning to site-based management are investigated today".²

Brief History of Site-Based Management

Wissler and Ortiz reported that various forms of site-based management, often called decentralization and school-site budgeting, were quite popular during the 1960s and 1970s. These were implemented

¹ Jane L. David, "Synthesis of Research on School-Based Management," Educational Leadership 46, no. 8 (1989): 45.

² David, 45.

to boost political prestige in local communities, to increase the efficiency of administration, or to get around state authority.³ According to Meier, the current interest in school-based management is a response to the belief that our educational system is not working, and that "strong central control actually diminishes teachers' morale and, correspondingly, their level of effort."⁴ According to Lindelow and Heynderickx, what is needed is a new balance between decentralization and centralization, between autonomy and control. By allowing more decisions to be made at the school site, school-based management can correct and make up for the recent special attention now being focused on reform, centralization and control.⁵

School based management is not a new phenomenon. According to Carl Marburger in his study One School at a Time, School Based Management, A Process for Change, "Centralized decision making has not always been common in this country. Local or lay control of schools was indeed a reality prior to 1900."⁶ Systems were carefully guarded by the citizens and mirrored local desires and values. The ward system became the vehicle by which schools were kept under control of the community and the people. The maintenance, ordering of supplies,

³ D. F. Wissler and F. I. Ortiz "The Decentralization Process of School Systems: A Review of Literature," Urban Education 21: 280-294.

⁴ D. Meier, "Success in East Harlem: How One Group of Teachers Built a School That Works," American Educator, Fall 1987: 36-39.

⁵ John Lindelow and James Heynderickx, School-Based Management, Chapter 5, U.S. Department of Education, Office of Educational Research and Improvement (ERIC, 1989).

⁶ Carl L. Marburger, One School at a Time School-Based Management, A Process for Change (Maryland: The National Committee for Citizens in Education, 1988), 3.

buildings, hiring and firing of personnel, and curriculum decisions were the responsibility of each individual school's board of education.⁷

According to Hersey, Blanchard, and Natemayer, as the size of the school systems and the local boards of education increased, management became centralized into a district board of education. Most of these systems have since developed a bureaucracy to "deal" with ongoing problems and to "keep things running smoothly."⁸ Under this type of management, reports Barbara Hansen, a chain of command is established with the superintendent and central office personnel making decisions and subordinate staff expected to carry them out.⁹ Etheridge, Hall, Brown, and Lucas stated that the present-day centralized system emerged at the turn of the century in response to both the political corruption prevalent at the time and the large influx of immigrants.¹⁰ Havighurst reported that research emerged in 1960 illustrating the negative effects of parent-school alienation on student learning, and disclosed that professional and community involvement in educational decision making yielded enhanced educational opportunity. It was also noted that attempts were made to decentralize urban school districts. Additionally, decentralization also lowered the size of the

⁷ Marburger, 3.

⁸ Paul Hersey, Kenneth Blanchard, and Walter Natemayer, Situational Leadership, Perception, and the Impact of Power (LaJolla, CA: Center for Leadership Studies, 1979).

⁹ Barbara J. Hansen, "School Transformation: A Trust Process" (dissertation, International College, Los Angeles, 1988),

¹⁰ Carla P. Etheridge, Mary L. Hall, Neely Brown, and Sam Lucas, Establishing School-Based Decision in Seven Urban Schools in Memphis, Tennessee: The First Year, Center for Research in Educational Policy, College of Education, October 1990: 2.

administrative unit, but did not increase participation in developing educational standards or procedures nor did it give any form of control to the local citizen.¹¹

According to Etheridge, Hall, Brown, and Lucas in 1970, the federal government mandated that where federal funds were used, schools must have advisory councils composed of local citizens. Too often these advisory councils became rubber stamps for administrators and were ineffective.¹² Corrigan and Haberman concluded that in the early 1980s, control centered at the state level as school reforms were implemented. In this setting, teachers were told what and how to teach. As the 1980s ended, decisions about curriculum and instructional practices were removed from local school professionals as well as from the parents and the community. Parents and teachers were at odds, as were teachers and administrators. In the urban schools, achievement continued to be low, this led to a cry for change emphasizing teacher empowerment and complete restructuring of the school organizational management. The result was a return of control to people at the individual school site, those being: principals, teachers, parents and community leaders.¹³ Conley and Bacharach stated that "the idea of school reform and the idea

¹¹ Havinghurst, "Local Community Participation in Educational Policy Making and School Administration" in C. Grant, ed., Community Participation in Educational (Boston: Allyn and Bacon, 1979), 22-44.

¹² Etheridge et al., 4.

¹³ D. C. Corrigan and M. Haberman, "The Context of Teacher Education in W. R. Houston, ed., Handbook of Research on Teacher Education (New York: MacMillan, 1990).

of school site-management has caught the attention of researchers, policy makers, and practitioners."¹⁴

Review of Literature

Etheridge declared that widespread attention can be attributed to reform efforts during the 1980s that emerged from various reports such as the National Commission on Excellence in Education, A Nation at Risk, The Carnegie Forum on Education, and Economy entitled "Nation Prepared: Teachers for the 21st Century." These reports caused considerable stress to be placed on local districts to put into practice some of the programs mentioned. The new reform proposals contained recommendations to develop some model of site-base management to allow more decisions affecting the individual school or site to be made by those who are directly involved in the operation of the school building.¹⁵

Lindelov and Heynderickx stated that schools within each system are relatively autonomous units when utilizing site-based management. Decisions relating to curricula, budget and personnel are made by the site council, composed of the principal, teachers, parents, and in some instances students and members of the community.

The systems' general policies and educational objectives are still promulgated and defined by the school board. According to Lindelov and Heynderickx, "The role of central office, however, is altered from that

¹⁴ Sharon C. Conley and Samuel B. Bacharach, "From School-Site Management to Participatory School-Site Management," Phi Delta Kappan 71, no. 7 (1990): 535.

¹⁵ Etheridge et al., 3.

of 'dictator' of individual schools' actions to that of 'facilitator' of those actions."¹⁶

Mitchell declared that educators are being asked to use skills that they had not been taught in college. Decision making skills had been taught from an autocratic approach, not by sitting down with other people and working as a team in the decision making process. Administrators were frozen in tradition, comfortable with the status quo, and frightened of losing what little power they had attained. Change can be difficult.¹⁷

According to Dent, school administrators, therefore, have turned to the practice of business management in their search for a more flexible and responsive management system to accommodate the dramatic changes necessary for school reform.¹⁸

One model that has shown great promise in utilizing the expertise of workers is school-based management.

School-based management, variously identified by more than ten other titles such as decentralized management, school lump-sum management, shared governance, etc., has been adopted as an approach to school reform. It is characterized as a system of management wherein the school is the primary unit of decision making and authority (Lindelow, 1981). Decisions made in this context have the potential of empowering teachers to establish and implement goals derived from the wisdom of professional experience (Mertens & Yarger, 1988). At the present time, the level of involvement of teachers in the decision-making process varies significantly

¹⁶ Lindelow and Heynderickx, 9.

¹⁷ James E. Mitchell, "Coaxing Staff from Cages: Site-Based Decisions to Fly," The School Administrator, February 1990: 23-24.

¹⁸ Peggy Dent, "Teachers Empowerment Through Participatory Decision Making: The Why's and How's," Teacher as Decision Maker: An AEL School Excellence Workshop (Charleston, WV: Appalachia Educational Laboratory, 1990), pp. 3-5.

among school-based management systems and from one state to another (Boyer, 1988).

Because the form of school-based management is so diverse, no descriptive model is available; however, it is characterized by decentralized decisions in budgeting, curriculum, and hiring. Clune and White (1988) found that decentralized decisions were more easily accomplished in budgeting, hiring, and curriculum respectively, with smaller districts more receptive to decentralization.¹⁹

Etheridge reported that the process of completely reshaping schools is referred to as restructuring. The process involves a systematic change. "The goal of restructuring is long-term, comprehensive change guided by a conception of schools as stimulating work places and learning environments."²⁰ According to Ernest Boyer and John Goodlad, student learning will not significantly improve as long as schools remain structured as they are and curriculum presented as it is. They contended that a complete reshaping of the nature of schools, the conveyance of knowledge, and even the general character of knowledge is needed before major changes in student learning will happen.²¹

A report written by Mojkowski from the National LEADership Network Study Group on Restructuring Schools contended that "restructuring does not mean a license for people in school to do their own thing."²²

¹⁹ Dent, 5.

²⁰ Etheridge et al., 4.

²¹ Ernest Boyer, High School: A Report on Secondary Education in America (New York: Harper Row, 1983). John I. Goodlad, "Improving the Place Called School: Conversation with John Goodlad," Educational Leadership 42, no. 6 (1983): 16.

²² Charles Mojkowski, Developing Leaders for Restructuring Schools--New Habits of Mind and Heart: A Report of the National LEADership Network Study Group on Restructuring Schools, U.S. Department of Education Office of Educational Research and Improvement, March 1991: 15.

Carl Glickman stated that "we must confront our knowledge; then we must operate our schools in different ways, using our knowledge."²³

Glickman further contended that professionals have for too long been teaching and operating schools in ways they privately admit are not in the best interest of students. He attributes this inefficacy to such issues as district policies, state regulations, traditional school structures, mandated curriculum alignment, community pressure, and limited resources. Then, too, we can, by pretending not to know what is known, live with dissonance between our internal values and our behavior.²⁴

Bacharach and Conley stated that in an effective system of school management, administrators must relinquish the notion that coordination requires control from the top down. Teachers and administrators need to mutually agree on goals and objectives that will collectively and separately guide their efforts.²⁵

Mojkowski further contended that because current practice does not lend itself to simple answers and quick fixes, central office roles must change. District staff need to stress empowerment and facilitation and de-emphasize compliance and control. The central office should become a center with people moving from traditional roles of director, controller, and monitor to facilitator and helper.²⁶

²³ Carl Glickman, "Pretending Not to Know What We Know," Educational Leadership 48, no. 8 (1991): 5.

²⁴ Glickman, 4.

²⁵ Samuel B. Bacharach and Sharon C. Conley, "Education Reform: A Managerial Agenda," Phi Delta Kappan, May 1986: 642.

²⁶ Mojkowski, 51.

Although site-based management appears in many forms, knowledge about the process can be gained by paying attention to practitioners' beliefs and by examining the relevant research topics such as organizational change and school improvement.

According to Caldwell and Wood a prerequisite for adjusting to school-based improvement is reorientation and rethinking the way schools are operated. For administrators at the district level, this may involve moving many decisions about improvement out of the central office and into the schools. It also means changes in the roles of personnel in the central office.²⁷

Central Office staff must have a vision. This vision should include strategies to manage site-based improvement and still maintain district goals and objectives. There should be no loss of consistency within the system. The selection of programs and goals for improvement is fairly familiar in each school system. What is not so familiar are the district goals, requirements, options and specific procedures used to develop school based plans. The process of decisions moving more to the schools and how the roles and responsibilities of all clients will change is also not so clear. Maintaining a staff applicant pool, collective bargaining matters, purchasing, food service, maintenance, transportation and other traditional responsibilities will continue under site-based improvement.²⁸

The question is, how will schools access those traditional responsibilities as focus shifts from controlling what goes on in the schools to helping schools solve their problems. Once the central office staff realize that their jobs are not diminished, fears will end and anxieties will lesson.²⁹

Under site-based management, regulations imposed by bureaucracies is replaced by professional responsibility. School autonomy within the

²⁷ Sarah D. Caldwell and Fred H. Wood, "School-Based Involvement-- Are We Ready?" Educational Leadership 46, no. 2 (1988): 50.

²⁸ Caldwell and Wood, 50.

²⁹ Caldwell and Wood, 50.

district is increased in exchange for the staff's assuming responsibility for the results.³⁰ Garms reported that there are two specific accountability systems that often go along with site-based management practices and proposals. An annual school performance report is one, and the other is some form of open enrollment or parent choice. In cases where enrollment is decreased, schools do not produce results.³¹

Authority delegated to all schools in a district differentiates school-based management procedures from school improvement programs. Both approaches, according to David and Peterson "share a site-based, school-wide orientation to improvement and, usually, a method for shared decision making."³² However, the scope of site-based management is much broader. Site-based management represents the way a district changes its operational procedures, and how responsibility and authority are shared between schools and the district. Elmore stated that

it not only changes roles and responsibilities within schools but has implications for how the central office is organized and the size and roles of its staff. On the other hand, school improvement programs usually have no special authority, do not have a special budget, and only a small number of schools are involved.³³

When site-based management is clear in the context of empowering personnel to improve the practice of education through basic change in

³⁰ M. Cohen, "Restructuring the Educational System: Agenda for the 1990s." Washington: National Governors Association.

³¹ William I. Garms, School Finance: The Economics and Policies of Public Education (Englewood Cliffs, N.J.: Prentice-Hall, 1978),

³² Jane L. David and Susan M. Peterson, "Can Schools Improve Themselves? A Study of School-Based Improvement Programs," Palo Alto, CA: Bay Area Research Group, 1984.

³³ Robert F. Elmore, "Early Experiences in Restructuring Schools: Voices from the Field," Washington: National Governors Association.

district management procedures, the applicable research topics will be easily identified. Research topics included are school improvement programs, organizational change, participatory decision making, efforts to stimulate innovation, and effective practices in many areas from staff development to teacher selection. Researchers draw from literature on these topics as well as the limited number of studies of site-based management itself. They describe how shared decision making works in theory and practice, and also the connection between changing management structures and reaching goals. To achieve improvement of goals in schools, David equated site-based management with autonomy and shared decision making.³⁴ Delegating authority from districts to schools is the backbone of school-based management. Without autonomy, little meaning can be placed on shared decision making. Clune and White stated that "analysis of school-based management describes autonomy as decision making authority in three critical areas: budget, staffing, and curriculum."³⁵ However, according to David, in practice these distinctions become cloudy, because the largest part of a school budget is staff. The authority to make decisions is limited by district policy, association contracts, state and federal rules and regulations, as well as historical practice. Under school-based management, funds are received either in a "lump-sum" or in a small portion of the budget that is usually set aside for materials, equipment, supplies, and sometimes other areas such as staff development. Because funds are

³⁴ David, 46.

³⁵ William H. White and Paula A. White, "School-Based Management: Institutional Variation, Implementation, and Issues for Further Research." Madison, Wisconsin: Center for Policy Research in Education.

usually equal to authority, budgetary authority could be viewed as the most important demonstration of granting authority to schools. However, this concept is misleading, because "whether or not school-site budgeting equals autonomy depends on how much freedom from restrictions is allowed."³⁶

A school can be given an amount for a budget for all expenditures, which include staff, yet have no authority to make decisions regarding hiring, class size, tenure, firing, assignments, or rules governing class size, curriculum objectives, and textbooks.³⁷ Usually discretionary funds based on per-pupil allocations are the only funds sent to schools. When the costs of staffing, building repairs, and textbooks are removed, there is only a small amount left for supplies and materials.

Schools receive budgets for staff which are based on the average cost of a teacher, including benefits. Defining positions and selecting personnel to fill them are two very different types of decision making. School staff can choose to spend leftover dollars on other teachers once the number of certificated teachers is determined.³⁸ Filling vacancies because of retirements, increasing enrollment or transfers is the second area of discretion. The principal and teachers select from among screened applicants, usually from a pool. The district hires staff who have been recommended by the principal with advice from the teachers.

³⁶ David, 46-47.

³⁷ David, 47.

³⁸ David, 47.

This procedure is not restricted to districts involved in site-based management. It is a feature of effective selection of teachers.

Teachers are encouraged to develop curriculum and create or select instructional materials under site-based management. This is usually within the framework of goals or core curriculum which is established by the district or state.³⁹ In districts with highly prescribed curriculums, mandatory testing and required textbooks, this cannot occur. According to David, "since students move from school to school, some degree of coordination across schools is required."⁴⁰ Effective lines of communication among schools and between the schools and the districts is characteristic of districts with a history of decentralization. They tend to reflect an ebb and flow regarding control of curriculum. The creation of new ideas and materials is stimulated by the delegation of control of curriculum to the schools.⁴¹

Teachers have neither the desire nor the time to develop or implement curriculum beyond what they usually do in their classrooms. No formal participation is required in school-based management. Some systems establish committees of teachers who play an active role in all areas of the school's operation. School staff, instead of district staff, initiate and lead the efforts under school-based management and other forms of decentralization.⁴²

³⁹ David, 47.

⁴⁰ David, 47.

⁴¹ David, 47.

⁴² David, 47.

The central office staff must be knowledgeable about change and group process if they are to respond to the varying needs of the schools, budget, staffing, and curriculum. They must provide technical assistance to the schools as it is needed.⁴³ Central office staff must share decision-making. This includes involving teachers in determining how the budget is spent, who is hired, and whatever other authority that is delegated to the school.⁴⁴ The central office staff provides a mechanism by which teachers can be involved in certain decisions, including making annual performance reports, and providing a role for parents either as an advisory group or as members of decision-making groups.⁴⁵

"A real shift in management responsibilities from the district to the school requires everyone to change roles, routines, and relationships."⁴⁶ An element of trust must be established on every level if site-based management is to be successful. "While the role of central administrators may change, the need for them will not."⁴⁷

As more information becomes available, fewer levels of management are required; however, more specialists are needed in order to provide

⁴³ "Insights On Educational Policy and Practice," Guidelines for Restructuring the System, Southwest Educational Development Laboratory (SEDL), no. 14 (1989): 3.

⁴⁴ David, 50.

⁴⁵ David, 50.

⁴⁶ David, 51.

⁴⁷ "School-Based Management," American Association of School Administrators, National Association of Elementary School Principals, and National Association of Secondary School Principals, (1988): 9-11.

essential leadership support, information, and assistance to the local schools.⁴⁸

In site-based management, many decisions will continue to be made at the district level including screening applicants for jobs, with the actual selection made at the building with involvement of staff from appropriate levels.⁴⁹

The screening of applicants is a function of the personnel administrator at the district level. This procedure has been implemented in many of the site-based models being utilized in Tennessee and other states. Some models allow the personnel administrator to receive notification of funds available from the school board. The council determines within budget the number of people to be employed in each school. Personnel decisions may be made by the council on vacancies occurring after the council has been formed; however, the council shall not have the authority to recommend dismissals or transfers.⁵⁰

The local superintendent or the personnel administrator provides the principal of the participating school with a list of applicants to fill vacancies after consulting with the school council. Memphis, Tennessee, was one of the first to actively implement a site-based management model. This model required that request for transfers comply with any employer-employee bargained contract. Vacancies were filled by the school council with the recommendation from the superintendent. This council consisted of the principal and six elected members: Two

⁴⁸ "School-Based Management," 9-11.

⁴⁹ "School-Based Management," 11.

⁵⁰ Etheridge et al., 4.

parents of students enrolled in the school, three classroom teachers, and also community residents.

The choice of the council shall be binding on the superintendent who will complete the hiring process.⁵¹ The new system of governance for Kentucky's schools outlines the personnel function of hiring and firing of certified personnel by the local school board after the recommendation from the superintendent. The superintendent provides a list of recommendations to the principal, who must consult with the school council before deciding who to hire.⁵²

Implementation in States Other Than Tennessee

According to White, the shift of decision making authority in school systems is nationwide. Teachers, principals, community leaders and parents are experimenting with a new paradigm for delivering educational services to children. Among other states experiencing reform are: Illinois, Florida, California, Kentucky, Arizona, Colorado, Massachusetts, South Carolina, and Mississippi.⁵³

In the state of Illinois, the legislators enacted The School Reform Act of 1988. School-based budgeting was mandated by the legislature in the Chicago Public Schools beginning with the 1985-86 school year in order to facilitate local accountability. Parents

⁵¹ Etheridge et al., 4.

⁵² Kentucky Education Association, School-Based Decision Making, Kentucky Style, An Overview (Lexington, KY: The Kentucky Education Association, 1990).

⁵³ Paula A. White, Resource Materials on Site-Based Management, Center for Policy Research in Education. A Consortium: Rutgers, Michigan State University, Stanford University, and University of Wisconsin-Madison, September, 1988. CPRE Research Report Series RR-009

control local school councils and have power to hire personnel, including the principal, as well as make recommendations relative to staff development, budget and curriculum.⁵⁴

In an attempt to reform and rebuild after a teacher strike in 1968, the Alachua County school district in Florida started site-based management. The superintendent strongly supported the process; however, when he left the system and his successor did not have the same feeling, the district returned to a more centralized format.⁵⁵

California's entrance into site-based management was initiated partially by state legislation. The Early Childhood Education Act contains sections that include parent involvement and school site councils. The state board of education, Governor Jerry Brown and a consortium of twenty-five superintendents exhibited interest and encouraged the implementation a site-based management model. Attempts to spread the concept to other districts was slow due possibly to mistrust and a lack of commitment between central office administrators and school staff. The restrictions contained in California's education code, the time involved, and limited funds available could be considered as factors that contributed to the limited success of the program.⁵⁶

Legislation in Kentucky mandates that all systems implement site-based management by 1993. Each school board must adopt policies to implement some model of site-based management by January 1, 1991. The plan calls for school councils to be established and made up of three

⁵⁴ White, 15.

⁵⁵ White, 12.

⁵⁶ White, 6.

teachers, two parents and one principal. The council adopts policies to be implemented by the principal in the following areas:

1. Assignment of staff time
2. Assign students to class
3. Curriculum (within local board policy)
4. Schedules school day and week (within local board policy)
5. School space
6. Instructional procedures
7. Extracurricular activities and student eligibility to participate
8. Discipline and classroom management.

The principal holds the key to the success of this model.⁵⁷

In Phoenix, Arizona, the school advisory committee makes recommendations about the curriculum and budget. Decisions relating to the selection of personnel are still the responsibility of the central office.⁵⁸

Boston, Massachusetts, started its program in 1982. Ideas for this program came from the Massachusetts Education Improvement Reform Law and the superintendent in office at that time who was in favor of site-based management. The major tenants of this model are to give schools more say in the area of personnel and budgetary matters.⁵⁹

The third state to promulgate legislation regarding site-based management was South Carolina, in Charleston County in 1982. The model

⁵⁷ White, 5.

⁵⁸ White, 5.

⁵⁹ White, 15.

used by this system is called the vertical model. This model views each school as an individual unit with its own unique needs. Each site is viewed as being different and requiring different resources to meet those needs. Each school team is composed of the principal, teachers, parents, community members, and high school students.⁶⁰

For approximately eighteen years the Jefferson County, Colorado, school system with 120 schools participated in and practiced decentralized management. Decision-making authority relating to curriculum, personnel and budget was at the school site. The principal had the opportunity to play a major role in selecting teachers, designing curricula and in the planning process in collaboration with teachers. Central office staff personnel in Jefferson County noted that "the increased autonomy of the principal's position requires a special kind of person with a particular type of personality, including excellent leadership qualities."⁶¹ The principal must submit an annual school improvement report and is accountable directly to the superintendent. The local advisory committee is composed of non-parent community members, parents and students at the high school level. This committee serves to create meaningful and effective communications between the school and community.⁶²

In the state of Mississippi, shared governance at each school is required. The site council must meet often to discuss pertinent areas relating to the organization of the school. The council is made up of

⁶⁰ White, 22.

⁶¹ White, 12.

⁶² White, 15.

teachers, non-parents, parents, and students at the high school level. Each school controls its own budget according to student enrollment.

Implementation in Tennessee

Harrison reported that Governor Ned McWherter's goals for Tennessee in the 21st century have a section which includes site-based management. Site-based management in any given school system and school at any given time will be defined quite differently. However, in the current form, site-based management and site-based decision making means bringing the responsibility for decisions in budget, staff development, curriculum and personnel as close as possible to the school. Site-based management also defines how school staff can work collaboratively to make decisions that affect their school rather than having central office personnel and/or the principal make all of the decisions. Site-based means creating ownership for those responsible for carrying out decisions by involving them directly in the decision making process and by trusting their abilities and judgments.⁶³

According to Valesky, Smith, and Fitzgerald, the Tennessee State Department of Education began accepting applications from school systems across the state in 1990 who were desirous of being part of a pilot study. As part of this pilot study, participating schools were deregulated and minimum rules and regulations were suspended. The intent was that these schools would provide the driving force and stimulus needed for change. These efforts should assist the Tennessee

⁶³ Cynthia R. Harrison, Joellen P. Killion and James E. Mitchell, "Site-Based Management: The Realities Of Implementation," Educational Leadership 46, no. 8 (May 1989): 55.

Department of Education to meet its objective of having site-based management as the norm by the year 2000.⁶⁴

The Center for Research in Educational Policy, College of Education at Memphis State University, Memphis, Tennessee designed and distributed a site-based questionnaire that was sent to 140 superintendents across the state. The paramount purpose of the survey was to determine the scope of the existing systems involved in some form of site-based management, or school-based decision making. The questionnaire produced the following definition of school-based decision making:

School-Based Decision Making refers to an increased authority at the individual school site. This authority can include all, or some, of the following items: budget decisions, personnel decisions, and curriculum decisions. Some School-Based Decision Making models also include school site councils composed of school staff, parents, and community leaders who aid in governing the school.⁶⁵

Data gathered from the Memphis State survey delineates clearly that there is mounting interest in site-based management in Tennessee schools and communities. Of those superintendents surveyed, seventy-eight of the respondents (70 percent) indicated that their systems were involved in site-based decision making or would implement some form in the near future.

From the results of the survey, there is apparent interest in site-based decision making among superintendents. However, there is an ominous fear that various components within the school system will not

⁶⁴ Thomas C. Valesky, Dennis Smith and John Fitzgerald, School-Based Decision Making In Tennessee Schools, Policy/Practice Brief, Center For Research in Educational Policy, October 1990.

⁶⁵ Valesky, Smith and Fitzgerald, 2.

feel or share that same level of interest. This may cause systems to be reluctant to implement site-based models in their schools. Without support and "buy-in" of fundamental and essential groups, site-based efforts will possibly fail.⁶⁶

What will make the site-based process a success in Tennessee school systems? According to Valesky, Smith and Fitzgerald as in other states, Tennessee must educate those who are involved in the process to the advantages of site-based management. This is essential for generating support for the changes that will occur. Those who are involved (board members, superintendents, selected central office staff, principals, teachers, parents and students) and directly responsible for the implementation of site-based models must have training in the various components of site-based management. Another necessity for successful implementation is the utilization of available research to develop a broad knowledge base of the process. This information should be shared with other systems as they consider their options in regard to site-based participation.⁶⁷

Continued research is paramount as it can provide a basic understanding of the principles of site-based management. The research findings should assist systems in their efforts to implement effective site-based management models in Tennessee school systems.⁶⁸

⁶⁶ Valesky, Smith and Fitzgerald, 2.

⁶⁷ Valesky, Smith and Fitzgerald, 3.

⁶⁸ Valesky, Smith and Fitzgerald, 4.

Chapter 3

Methods and Procedures

Introduction

The methods and procedures outlined in the study are described in this chapter. In order to develop a foundation for the study, a review of literature was conducted at East Tennessee State University, Johnson City, Tennessee; the Appalachian Educational Laboratory, Charleston, West Virginia; the Tennessee Education Association; the Educational Index, current journals in education, Dissertation Abstracts International, and the card catalog were used in the identification of relevant sources to be reviewed. A computer search to access ERIC was also utilized.

The introduction, population sample, instrumentation, and procedures followed are discussed, along with the method of gathering data and a plan for data analysis.

The results of this study will provide data which will allow perceptions to be described statistically.¹

Population

The population of this study consisted of superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators in selected school systems that have implemented some form of site-based management in Tennessee. A list of

¹ Bruce W. Ayers, "Analysis of Faculty and Administrator Perceptions of Faculty Involvement in Decision Making in the University of Kentucky Community College System" (Ed.D. diss., East Tennessee State University, 1986), p. 43.

identified systems involved in site-based management in 1990 was obtained from Center for Research in Educational Policy in the College of Education at Memphis State University in Memphis, Tennessee.²

A list of superintendents, board chairpersons, principals and selected central office staff was obtained from the 1990-91 State Board of Education Directory.³ The information received from the Valesky research indicated that twenty-eight systems have implemented or have expressed interest in some kind of site-based management. Two systems were excluded because they were not participating in the process. For the purpose of this study, and from the information received, only twenty-three systems were studied. Surveys were sent to 23 superintendents, 23 board chairpersons, 119 principals, 59 administrators from the following areas of responsibility: 16 personnel, 21 curriculum, 11 budget, and 11 staff development.⁴

Instrumentation

The survey questionnaire (Appendix A) used in this study was designed to obtain data relevant to the study. The questionnaire contained two sections. The first section gave the purpose of the questionnaire, directions and the position of the respondent. The

² Center for Research in Educational Policy, College of Education, Memphis State University, 1990-91.

³ 1990-1991 Directory of Public Schools, Approved Non-Public Special State Schools (Nashville: State of Tennessee, State Department of Education).

⁴ Thomas C. Valesky and Mary L. Hall, "School-Based Decision Making in Tennessee Public Schools: A 1991 State-Wide Survey," paper presented at Mid-South Educational Research Association, Lexington, Kentucky, 14 Nov. 1991.

second section contained fifty-four perceptual statements about the impact of site-based management. These statements produced a response from the participants which could be measured. The same survey instrument was sent to all participants.

Reliability and Validity

Survey research according to Borg owed much of its development to the field of sociology and was considered as a method of systematic data collection. This method dates back to the time of the ancient Egyptians when they did population counts and crop production surveys for various purposes which included taxation.⁵ Lazarsfeld and Seiber, twentieth century sociologists, linked data collection instruments (questionnaires and interviews) to a logical and statistical procedure for analyzing data of this kind.⁶

Realizing the confidence that researchers including Hyman and Cohen have placed in the survey method,⁷ and the work done by Hemphill, Griffiths and Fredericksen, both reliability and validity of the instrument were adequately established.⁸ However, as a further test, the questionnaire was submitted to a panel of educators in Tennessee who

⁵ Walter R. Borg and Meredith D. Gall, Educational Research: An Introduction, 5th ed. (New York: Longman, 1989), 416.

⁶ Paul P. Lazarsfeld and Sam Seiber, Organizing Educational Research (Englewood Cliffs: Prentice-Hall, 1964).

⁷ S. Alan Cohen and Joan S. Hyman, "How Come So Many Hypotheses in Educational Research Are Supported?" Educational Research 8, no. 11 (1979): 12-16.

⁸ John K. Hemphill, Daniel Griffiths and Norman Fredericksen, Administrative Performance and Personality: A Study of the Principal in a Simulated Elementary School (New York: Teachers College Press, 1962).

are considered as experts in the field of site-based management. These educators were not used in the main study. The panel determined that the survey was valid, reliable and appropriate for this research study.

From the results of the pilot study, the original survey was changed as needed to the form which was used in the research study. The questionnaire asked the participants to rate fifty-four statements on a five-point Likert scale as follows: 5 = strongly agree, 4 = agree, 3 = no perception or don't know, 2 = disagree, and 1 = strongly disagree.

From the fifty-four survey statements, twelve were targeted to be the heart of the study. These were tested and produced statistical information that was analyzed, discussed and reported accordingly. The remaining thirty-two statements on the survey were categorized and assigned to its respective hypothesis. These were statistically analyzed and discussed following each appropriate hypothesis (see Appendix N).

Procedures

The initial step completed in this study was to conduct a review of relevant literature in order to bring about a conceptual background for the study. A manual search included books, periodicals, dissertations, newspaper articles, phone calls, journals, conferences and workshops.

The search was limited to East Tennessee State University, Johnson City, Tennessee; the Appalachian Educational Laboratory/Tennessee Education Association, Nashville, Tennessee; and the Kentucky Education Association, Lexington, Kentucky. Approval to conduct an investigation

was obtained from the Institutional Review Board of East Tennessee State University.

A letter requesting the list of systems that are involved in site-based management models as of 1990 was obtained from The Center for Research in Educational Policy, Memphis State University, Memphis, Tennessee (Appendix B). A list of superintendents, board chairpersons and principals in Tennessee whose systems are involved in site-based management was obtained from the Tennessee Department of Education Directory (Appendix F). A letter was sent to a panel of experts requesting their assistance and participation in the study (Appendix H). A computer search was done utilizing ERIC at the Sherrod Library, East Tennessee State University, and at the Appalachian Educational Laboratory, Charleston, West Virginia, using descriptors such as site-based management, central office administrators, site-based decision making, shared governance, and participatory decision making.

Hypotheses were tested using the F test for analysis of variance. This test answers the question: "Does a significant differences exist anywhere between the number of groups sampled on the variable measured?"³ It also has some stringent assumptions associated with its application in the social science literature. The data met this criteria.

After the population to be used in the study had been selected, the study completed the following schedule:

³ Dean J. Champion, Basic Statistics for Social Research, 2nd ed. (New York: Macmillan, 1981), 191.

1. A cover letter and survey instrument explaining the purpose of the study was sent to the superintendent, board chairperson, principal, personnel and budget administrators, curriculum, and staff development supervisors in the identified systems that have implemented some form of site-based management.

2. In systems that did not have the names of personnel listed in the State Department Directory, descriptive cover letters and instruments were sent to the superintendent to be distributed to the appropriate individual(s) (Appendix J). Accompanying each letter was a self-addressed, stamped envelop for instrument return.

3. The instrument was returned to the researcher by those respondents completing the questionnaire.

4. Each system was given a number for identification purposes. A second reminder to non-respondents was sent after a two-week period from the date due on the instrument. After three weeks of the due date a telephone call to the non-respondent was made.

5. As individuals returned the questionnaire, data were entered into the Statistical Package for Social Science (SPSS/PC+). The researcher used SPSS/PC version 4.0 to conduct a statistical analysis of the data.

Data Collection

Data collection took place four weeks after August 1, 1992. As the questionnaires returned, they were identified and recorded accordingly. Data were entered in the appropriate category and a statistical report was generated using SPSS/PC+. The intended outcome of the data collection was to obtain substantial information from the survey to

reject or fail to reject the hypotheses. Additional information was obtained from a computer generated report that contained frequency distribution tables (questions 1-54), ANOVA by position (questions 1-54).

Data Analysis

The purpose of the study was to determine the impact of site-based management as perceived by superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators in selected school systems in Tennessee.

Data were analyzed using a multiple comparison procedure that arranges the means from the smallest to largest and then calculates a range value for each comparison based on the distance (or number of steps) between two means in the ranking was used. The Tukey-B procedure uses the average of the Tukey HSD and SNK procedure to compute the range values for each step (distance in the ranking).

The following hypotheses stated in the null were tested for significance at the .05 level:

Hypothesis 1

There will be no significant difference between and among superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators on their perception of having a basic understanding of the impact of site-based management.

Hypothesis 2

There will be no significant difference between and among superintendents, board chairpersons, principals, personnel, budget,

curriculum, and staff development administrators on their perceived role under site-based management.

Hypothesis 3

There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on their perception of the impact of site-based management on system-wide school policies.

Hypothesis 4

There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on their perception of the impact of site-based management on hiring and dismissing personnel.

Hypothesis 5

There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether site-based management creates a more positive relationship.

Hypothesis 6

There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether the overall instructional and learning climate increased as a result of site-based management.

Hypothesis 7

There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether site-based management had a positive effect on faculty morale.

Hypothesis 8

There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether site-based management was a threat to their perceived authority as an administrator.

Hypothesis 9

There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether site-based management had an impact on curriculum design.

Hypothesis 10

There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators concerning boards of education relinquishing policy making authority to the school site under site-based management.

Hypothesis 11

There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff

development administrators on whether boards of education will continue to control the budget under site-based management.

Hypothesis 12

There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether superintendents and board chairpersons support the implementation of site-based management.

Data were analyzed using the F test for analysis of variance was used for each hypotheses. In addition, data were arranged into frequency distribution tables and then submitted to the computer for statistical analysis. The degrees of freedom for between groups was determined by the following formula: $(K - 1) + (k - 2)$. Upon completion of the required calculations, Table A-5 of Champion's Basic Statistics for Social Research was entered at the appropriate degrees of freedom point. The .05 level was used to determine if there was a significant difference in the comparative means.

To test significant difference between the means of two or more samples in all hypotheses, the one-way analysis of variance was used. This procedure measured between and within groups. Tables and bar graphs were constructed and where differences existed an asterisk (*) sign was used.

Summary

The chapter outlined the methods and procedures used in the research study. The population, description of superintendents, board

chairpersons, principals, personnel, budget, curriculum, and staff development administrators used in the research was discussed.

Instrumentation was described with reliability and validity established by using a panel of experts in the field of site-based management.

Hypotheses were tested using the F test for analysis of variance. The presentation and analysis of the data has been discussed in the proceeding chapter.

Chapter 4

Presentation of Data and Analysis of Data

Introduction

Data were arranged into frequency distribution tables and analyzed by computer using the SPSS/PC+ for social research. The computer program generated the N for each independent sample, the mean, standard deviation and F value. The degrees of freedom were determined by the following formula: $\text{Sqrt} (1/N(I) + 1/N(J))$ or $(N1 - 1) + (N2 - 1)$. Table A-5 of Champions' Basic Statistics for Social Research was entered at the appropriate degree of freedom point. The .05 level was used to determine if there was a significant difference in the comparative means. A table for each of the twelve hypothesis was presented in this chapter with a narrative discussion of the results following each table. Research questions and findings are presented through the use of bar graphs to illustrate pictorially the percentages of respondents who "Strongly Disagreed," "Disagreed," "Neutral," "Agreed" and "Strongly Agreed" with each of the twelve hypotheses taken from the fifty-four statement questionnaire. The remaining thirty-two statements were analyzed using frequency distributions and percentages but were not graphically illustrated, however, they are listed in the Appendices (Appendix N) with a brief discussion.

The initial 224 administrators surveyed were reduced to 181 as a result of reassignment of personnel, or the system was no longer involved in site-based management. A breakdown of the respondents, the number of surveys sent and returned is as follows: superintendents, 23

sent; 19 returned (82.6 percent); board chairpersons, 23 sent; 18 returned (78.3 percent); principals, 119 sent; 85 returned (71.4 percent); personnel administrators, 16 sent; 16 returned, (100 percent); budget administrators, 11 sent; 11 returned (100 percent); curriculum administrators, 21 sent; 21 returned (100 percent); and staff development administrators, 11 sent; 7 returned (63.6 percent). Individuals who did not respond within a designated time period were sent a second mailing or, in some instances, contacted by phone. This effort brought the final total to 181 (80.8 percent).

Presentation of Data

Hypothesis 1: There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on their perceived understanding of the impact of site-based management.

Analysis of variance was used to determine whether significant differences existed between groups. The results are depicted in Table 1.

As shown in Table 1, the F -value of 3.2777 was statistically significant. The null hypothesis was rejected.

The findings revealed significant differences between superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators in understanding the impact of site-based management. The Tukey-B multiple comparison test indicated that board chairs ($M = 3.7222$) were significantly lower than principals ($M = 4.3412$), superintendents ($M = 4.4211$) and curriculum administrators ($M = 4.4286$).

Table 1

Comparison of Superintendents, Board Chairpersons, Principals,
Personnel, Budget, Curriculum, and Staff Development
Administrators on Understanding of the Impact of
Site-Based Management

Source of variation	D.F.	SS	MS	F-ratio
Between groups	6	9.5440	1.5907	3.2777
Within groups	170	82.5012	.4853	
Total	176	92.0452		

$p < .05$

Hypotheses 2. There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on the impact of site-based management on their perceived role.

Analysis of variance was used to determine whether significant differences existed between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on the impact of site-based management on their perceived role. The results are depicted in Table 2.

As Table 2 indicates the F value of 1.460 was not statistically significant. There were no differences between groups, therefore, the null hypothesis was retained.

Table 2

Comparison of Superintendents, Board Chairpersons, Principals,
Personnel, Budget, Curriculum, and Staff Development
Administrators on Their Role Under
Site-Based Management

Source of variation	D.F.	SS	MS	F-ratio
Between groups	6	9.2052	1.5342	1.4604
Within groups	163	171.2418	1.0506	
Total	169	180.4471		

Hypothesis 3: There will be no significant differences between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on the perceived impact of site-based management on system-wide policies.

Analysis of variance was used to determine whether significant differences existed between groups. The results are depicted in Table 3.

As Table 3 indicates, the F value of 1.3947 was not statistically significant. There were no differences between groups, therefore, the null hypothesis was retained.

Table 3

Comparison of Superintendents, Board Chairpersons, Principals,
Personnel, Budget, Curriculum, and Staff Development
Administrators on the Impact of Site-Based
Management on System-Wide Policies

Source of variation	D.F.	SS	MS	F-ratio
Between groups	6	11.3556	1.8926 1.3570	1.3947
Within groups	164	222.5509		
Total	170	233.9064		

Required to be significant at .05 level = 2.16.

Hypothesis 4: There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on their perceived impact of site-based management on hiring and dismissing of school personnel.

Analysis of variance was used to determine whether significant difference existed between groups. The results are illustrated in Table 4.

As Table 4 indicates the F value of 1.7289 was not statistically significant, therefore, the null hypothesis was retained.

Table 4

Comparison of Superintendents, Board Chairpersons, Principals,
Personnel, Budget, Curriculum, and Staff Development
Administrators on the Impact of Site-Based
Management on Hiring and Dismissing of
School Personnel

Source of variation	D.F.	SS	MS	F-ratio
Between groups	6	12.1261	2.0210	1.7289
Within groups	164	191.7102	1.1690	
Total	170	203.8363		

Hypothesis 5: There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether sharing decision-making authority at the school site creates a more positive attitude and a sense of ownership within groups under site-based management.

Analysis of variance was used to determine whether significant differences existed between groups. The results are depicted in Table 5.

As revealed by Table 5, the F value of 2.9547 was statistically significant. The null hypothesis was rejected. The findings revealed significant differences between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators. The Tukey-B multiple comparison test indicated that board chairpersons ($M = 3.1875$) were significantly lower than principals ($M = 4.0238$), curriculum administrators ($M = 4.0500$), superintendents

(M = 4.1053), budget administrators (M = 4.1818), and staff development administrators (M = 4.2857).

Table 5

Comparison of Superintendents, Board Chairpersons, Principals, Personnel, Budget, Curriculum, and Staff Development Administrators on the Impact of Site-Based Management on Relationships

Source of variation	D.F.	SS	MS	F-ratio
Between groups	6	11.8809	1.9801	2.9547
Within groups	164	109.9086	.6702	
Total	170	121.7895		

$p < .05$

Hypothesis 6: There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether the overall instructional and learning climate increased as a result of site-based management.

Analysis of variance was used to determine whether significant differences existed between groups. The results are depicted in Table 6.

As Table 6 indicates the F value of .7791 was not statistically significant, therefore the null hypothesis was retained.

Table 6

Comparison of Superintendents, Board Chairpersons, Principals,
Personnel, Budget, Curriculum, and Staff Development
Administrators on the Impact of Site-Based
Management on the Instructional and
Learning Climate

Source of variation	D.F.	SS	MS	F-ratio
Between groups	6	4.3207	.7051	.8376
Within groups	164	138.0617	.8418	
Total	170	142.2924		

Required to be significant at .05 level = 2.16.

Hypothesis 7: There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on the impact of site-based management on faculty morale.

Analysis of variance was used to determine whether significant differences existed between groups. The results are illustrated in Table 7.

As shown in Table 7, the F value of 1.2177 was not statistically significant, therefore, null hypothesis 7 failed to be rejected.

Table 7

Comparison of Superintendents, Board Chairpersons, Principals,
Personnel, Budget, Curriculum, and Staff Development
Administrators on the Impact of Site-Based
Management on Faculty Morale

Source of variation	D.F.	SS	MS	F-ratio
Between groups	6	8.0584	1.3431	1.2177
Within groups	166	183.0861	1.1029	
Total	172	191.1445		

Required to be significant at the .05 level = 2.16.

Hypothesis 8: There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether site-based management was a threat to their perceived authority.

Analysis of variance was used to determine whether significant difference existed between groups. The results are depicted in Table 8.

As Table 8 illustrates, the F value of .7791 was not statistically significant. The null hypothesis was retained.

Hypothesis 9: There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether site-based management had an impact on curriculum design.

Analysis of variance was used to determine whether significant differences existed between groups. The results are depicted in Table 9.

Table 8

Comparison of Superintendents, Board Chairpersons, Principals,
Personnel, Budget, Curriculum, and Staff Development
Administrators on Whether the Impact of
Site-Based Management Was a Threat
to Their Perceived Authority

Source of variation	D.F.	SS	MS	F-ratio
Between groups	6	7.4020	1.2337	* .7791
Within groups	165	261.2666	1.5834	
Total	171	268.6686		

Required to be significant at the .05 level = 2.16.

Table 9

Comparison of Superintendents, Board Chairpersons, Principals,
Personnel, Budget, Curriculum, and Staff Development
Administrators on Whether the Impact of Site-Based
Management on Curriculum Design

Source of variation	D.F.	SS	MS	F-ratio
Between groups	6	19.0146	3.1691	4.2606
Within groups	165	122.7296	.7438	
Total	171	141.7442		

Required to be significant at the .05 level = 2.16.

As shown in Table 9 the F value of 4.2606 was statistically significant, therefore, the null hypothesis was rejected. The findings revealed significant differences between superintendents, board

chairpersons, principals, personnel, budget, curriculum, and staff development administrators. The Tukey-B multiple comparison test indicated that board chairpersons ($M = 2.8824$), were significantly lower than curriculum administrators ($M = 3.8500$), principals ($M = 3.9286$), and personnel administrators ($M = 3.7143$).

Hypothesis 10: There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether site-based management had an impact on boards of education relinquishing policy making authority to individual sites.

Analysis of variance was used to determine whether significant differences existed between groups. The results are depicted in Table 10.

Table 10

Comparison of Superintendents, Board Chairpersons, Principals, Personnel, Budget, Curriculum, and Staff Development Administrators on the Impact of Site-Based Management on Relinquishing Policy Making Authority

Source of variation	D.F.	SS	MS	F-ratio
Between groups	6	19.2275	3.2046	2.3507
Within groups	165	224.9353	1.3632	
Total	171	244.1628		

$p < .05$

As shown in Table 10, the F value of 2.3507 was statistically significant. The null hypothesis was rejected. The findings revealed significant differences between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators. The Tukey-B multiple comparison test indicated that personnel administrators ($M = 1.786$) were significantly lower than curriculum administrators ($M = 2.952$).

Hypothesis 11: There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on the impact of site-based management on who has control of the budget.

Analysis of variance was used to determine whether significant differences existed between groups. The results are illustrated in Table 11.

Table 11

Comparison of Superintendents, Board Chairpersons, Principals, Personnel, Budget, Curriculum, and Staff Development Administrators on Whether Boards of Education Will Continue Budget Control as a Result of Site-Based Management

Source of variation	D.F.	SS	MS	F-ratio
Between groups	6	17.4460	2.9077	2.0816
Within groups	164	229.9526	1.3968	
Total	170	246.5263		

Required to be significant at .05 level = 2.16.

As shown in Table 11, the F value of 2.0816 was not statistically significant. The null hypothesis was retained.

Hypothesis 12: There will be no significant difference between superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on the support of site-based management.

Analysis of variance was used to determine whether significant differences existed between groups. The results are depicted in Table 12.

Table 12

Comparison of Superintendents, Board Chairpersons, Principals, Personnel, Budget, Curriculum, and Staff Development Administrators on the Impact of Site-Based Management on the Support of Site-Based Management

Source of variation	D.F.	SS	MS	F-ratio
Between groups	6	6.4391	1.0732	.9772
Within groups	166	182.3124	1.0983	
Total	172	188.7514		

Required to be significant at the .05 level = 2.16.

As Table 12 illustrates, the F value of .9772 was not statistically significant. The null hypothesis was retained.

Research Questions and Graphical
Presentation of Data

Research questions and findings regarding the percentages of respondents who rated their questionnaire statements in terms of "Strongly Disagreed," "Disagreed," "Neutral," "Agreed," and "Strongly Agreed" are depicted in graph presentation. Following are research questions and findings, illustrated by graphs, answering twelve basic questions that represent the focus of the study.

Research Question 1: Is there a basic understanding of the impact of site-based managements perceived by superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators?

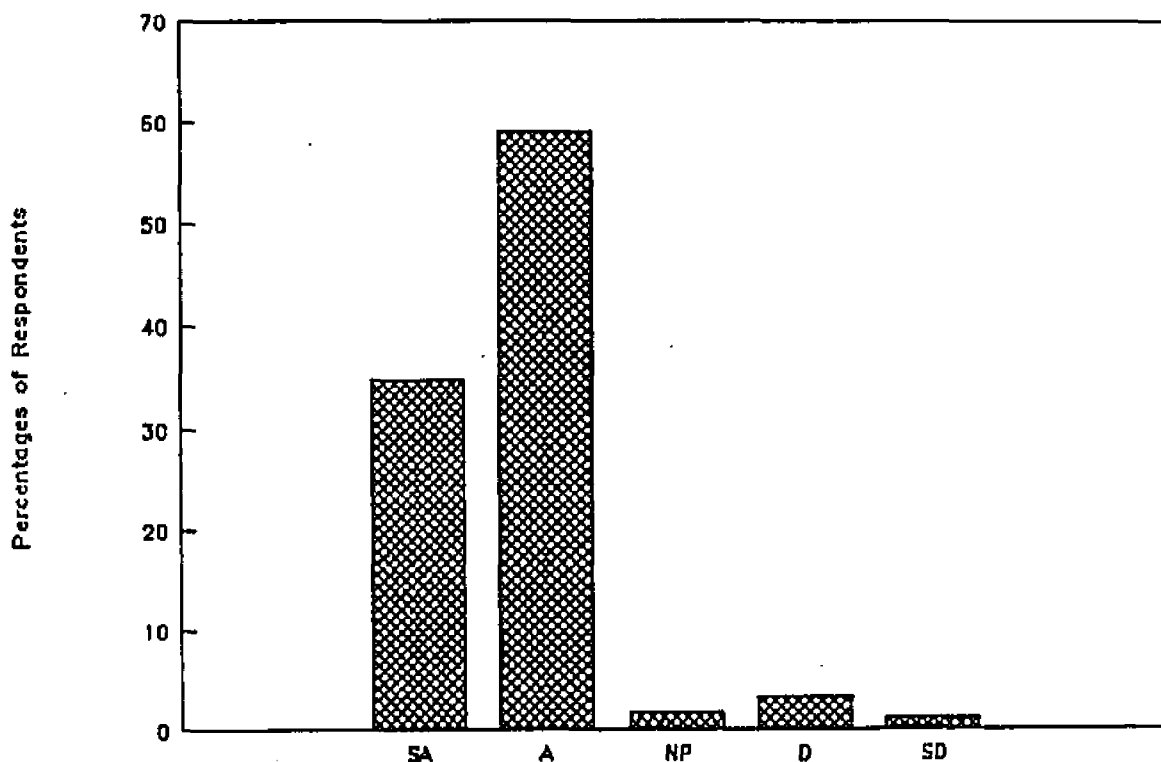


Figure 1

Understanding of the Impact of Site-Based Management

Figure 1 shows that of the total group surveyed, 35.3 percent strongly agree, 60.0 percent agree, 1.2 percent had no perception, 2.4 percent disagree, and 1.2 strongly disagree. Clearly a majority of the respondents perceive that there was a basic understanding of the impact of site-based management on school systems in Tennessee.

Research Question 2: Will the implementation of site-based management change the perceived roles of superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators in selected school systems in Tennessee?

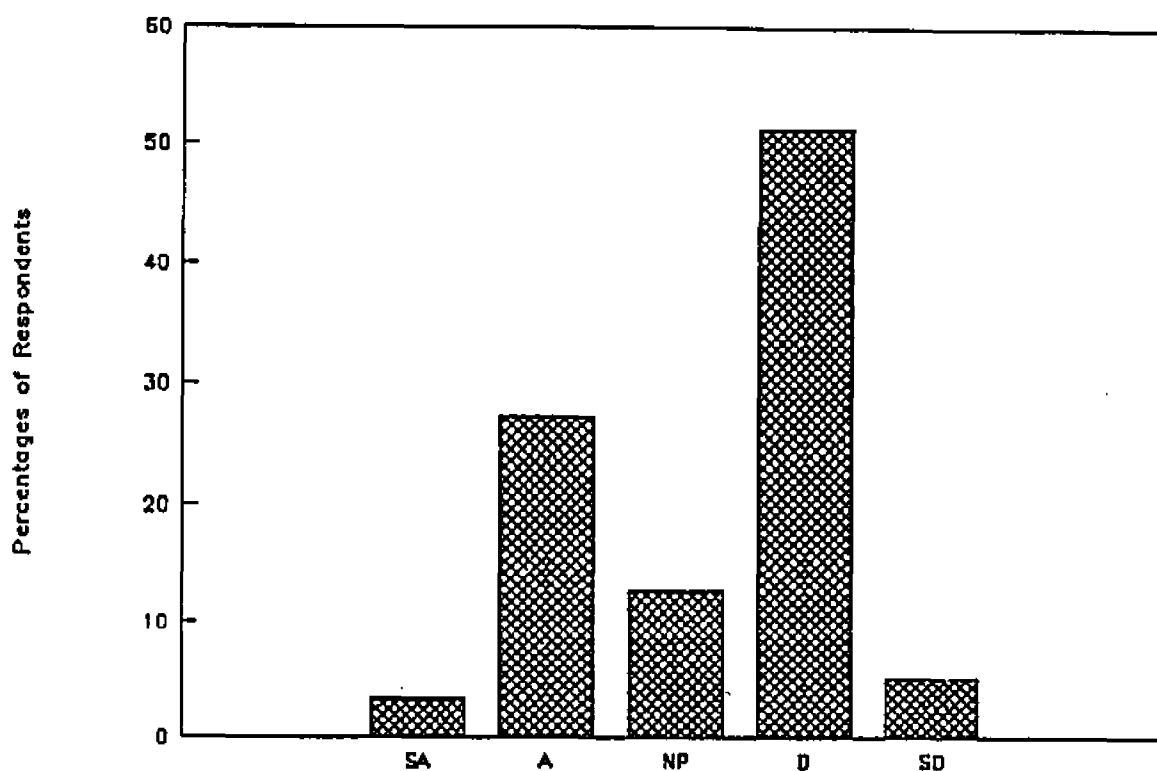


Figure 2

The Impact of Site-Based Management on
Administrators' and Board Chairpersons' Role

Figure 2 illustrates the responses to the statement regarding the impact of site-based management on perceived roles. Of the total group surveyed, 9 or 5.2 percent strongly disagree, 89 or 51.4 percent disagree, 22 or 12.7 percent had no perception, 47 or 27.2 agree, and 6 or 3.3 percent strongly agree. Eight or 3.3 percent did not respond. The majority of respondents perceived that the impact of site-based management did not alter their official role.

Research Question 3: Do superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators have an understanding of system-wide policies regarding site-based management?

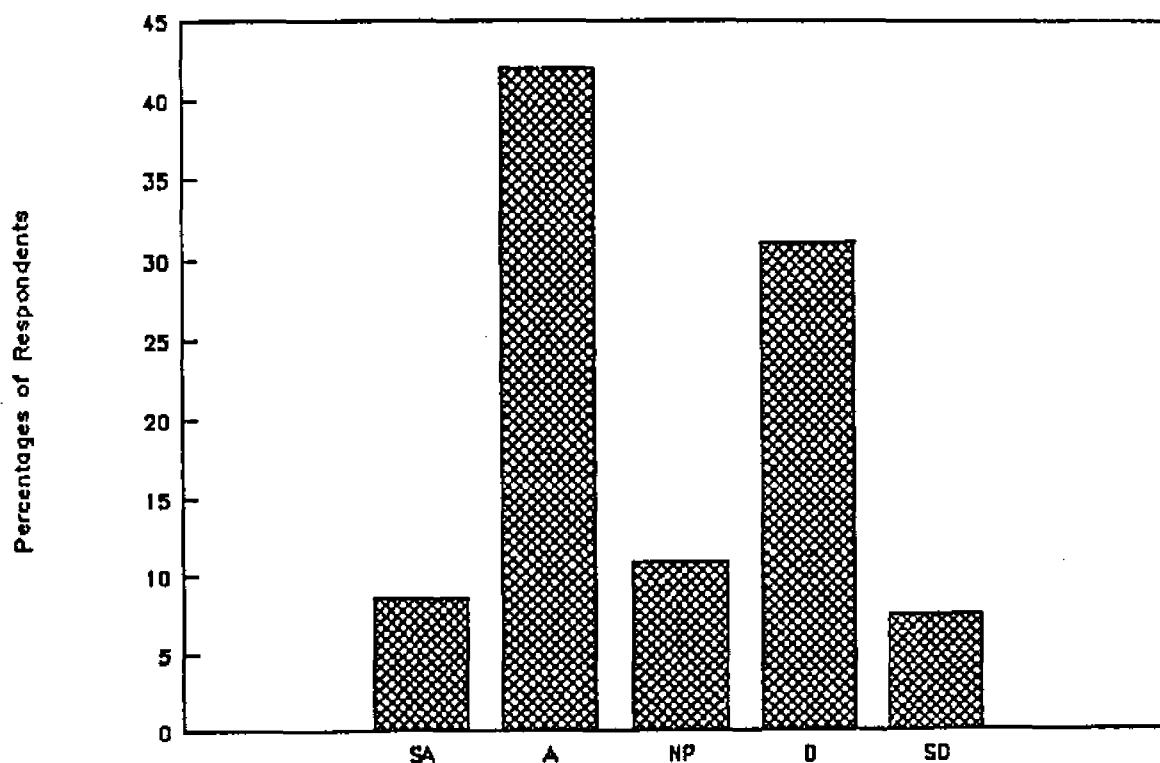


Figure 3

Impact of Site-Based Management on System-Wide Policies

Figure 3 revealed that of the total group surveyed, 13 or 7.5 percent strongly disagree, 54 or 31.0 percent disagree, 19 or 10.9 percent had no perception, 73 or 42.0 percent agree and 15 or 8.6 percent strongly agree that they do not have an understanding of system-wide policies regarding site-based management.

Research Question 4: Will superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that the authority to hire and dismiss personnel is a central office function after the implementation of site-based management?

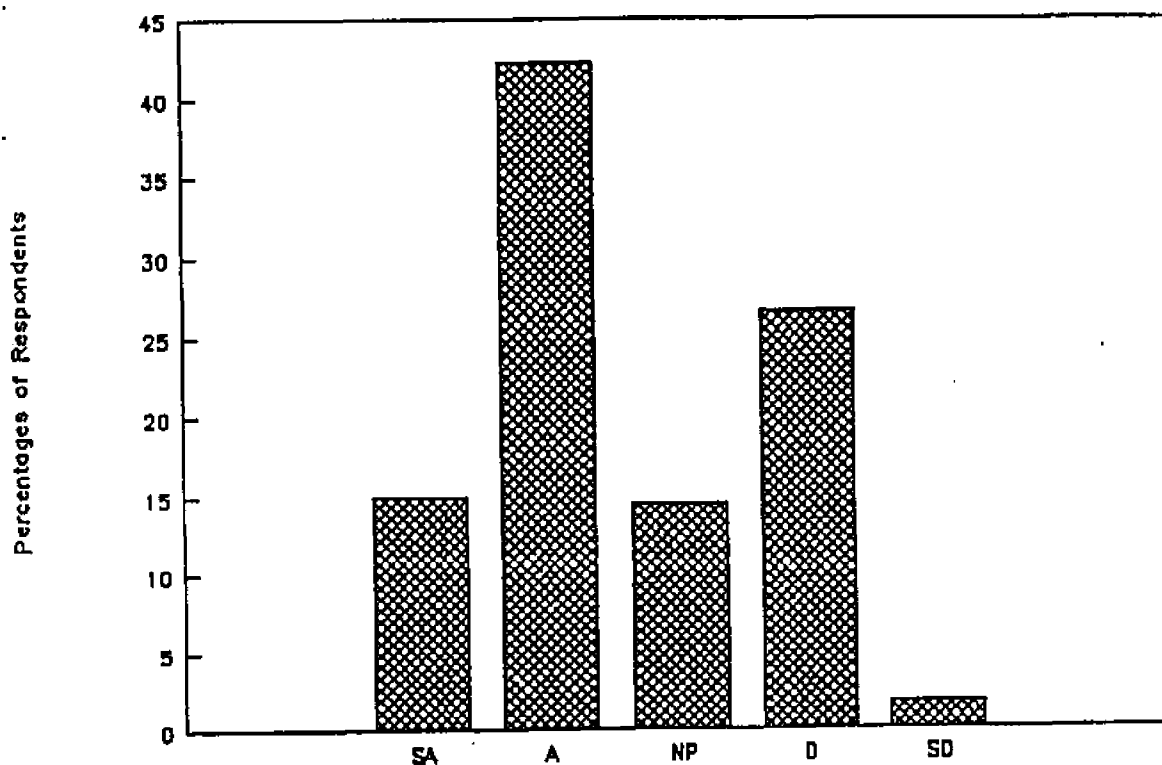


Figure 4

Impact of Site-Based Management on Hiring and Dismissing of School Personnel

Figure 4 illustrates that of the total group surveyed, 13 or 7.5 percent strongly agree, 54 or 31.0 percent disagree, 19 or 10.9 percent had no perception, 73 or 42.0 percent agree and 15 or 8.6 strongly agree that the authority to hire and dismiss personnel remained a central office function.

Research Question 5: Will superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that sharing decision-making authority at the school site creates a more positive attitude among faculties and creates a sense of ownership within groups under site-based management?

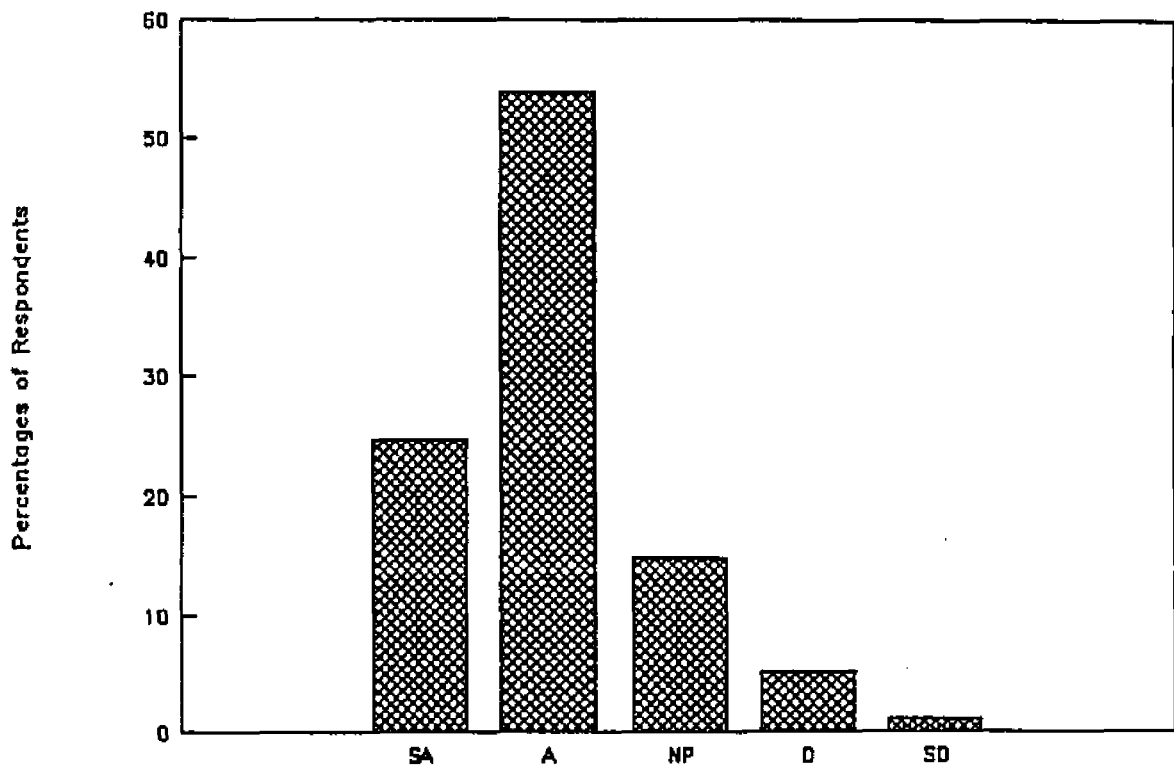


Figure 5

Impact of Site-Based Management on Relationships

Figure 5 reveals that of the total group surveyed, 2 or 1.1 percent strongly agree, 9 or 5.2 percent disagree, 26 or 14.9 percent had no perception, 94 or 54.0 percent agree and 23 or 24.7 strongly agree that shared decision making authority create a positive attitude and a sense of ownership among faculties as a result of the implementation of site-based management.

Research Question 6: Will superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that the overall learning and instructional climate will increase as a result of staff development with the implementation of site-based management?

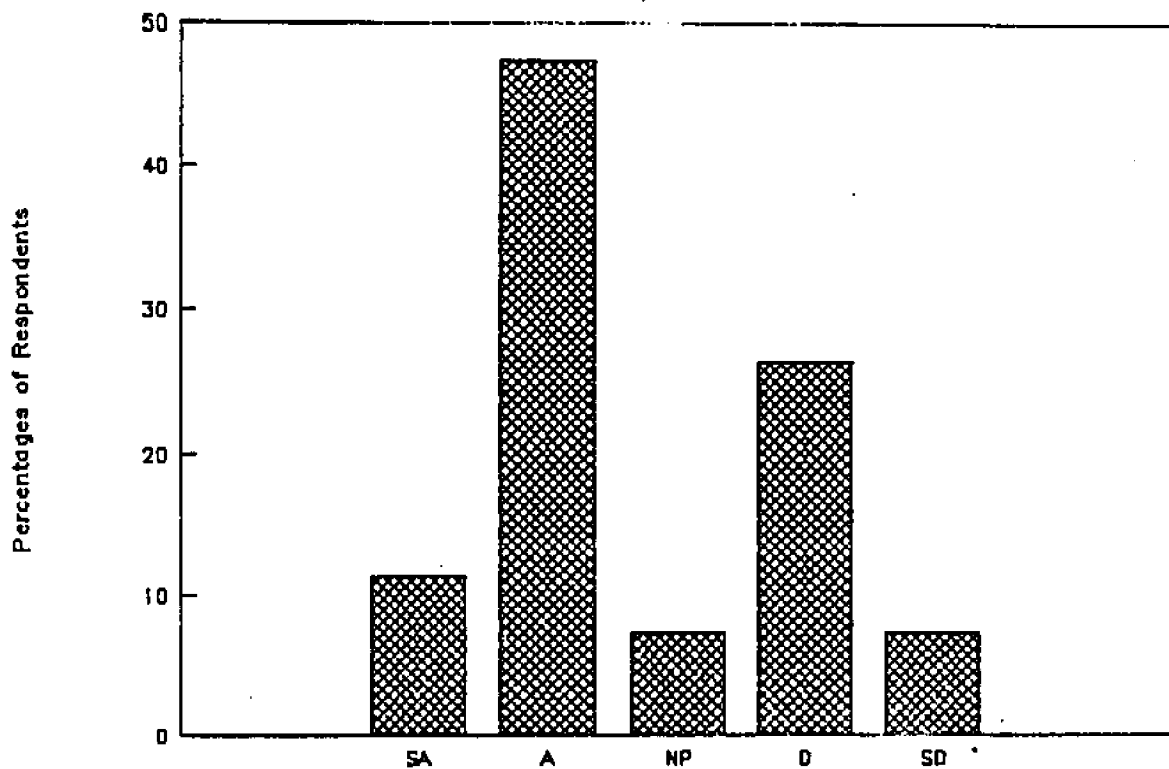


Figure 6

The Impact of Site-Based Management on
Learning and Instructional Climate

Figure 6 revealed that of the total group surveyed, 13 or 7.4 percent strongly disagreed, 46 or 26.3 percent disagreed, 13 or 7.4 percent had no perception, 83 or 47.4 percent agree and 20 or 11.0 percent strongly agreed. The respondents perceived that the overall instructional and learning climate increased as a result of staff development with the implementation of site-based management.

Research Question 7: Will superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that the impact of site-based management has a positive effect on faculty morale?

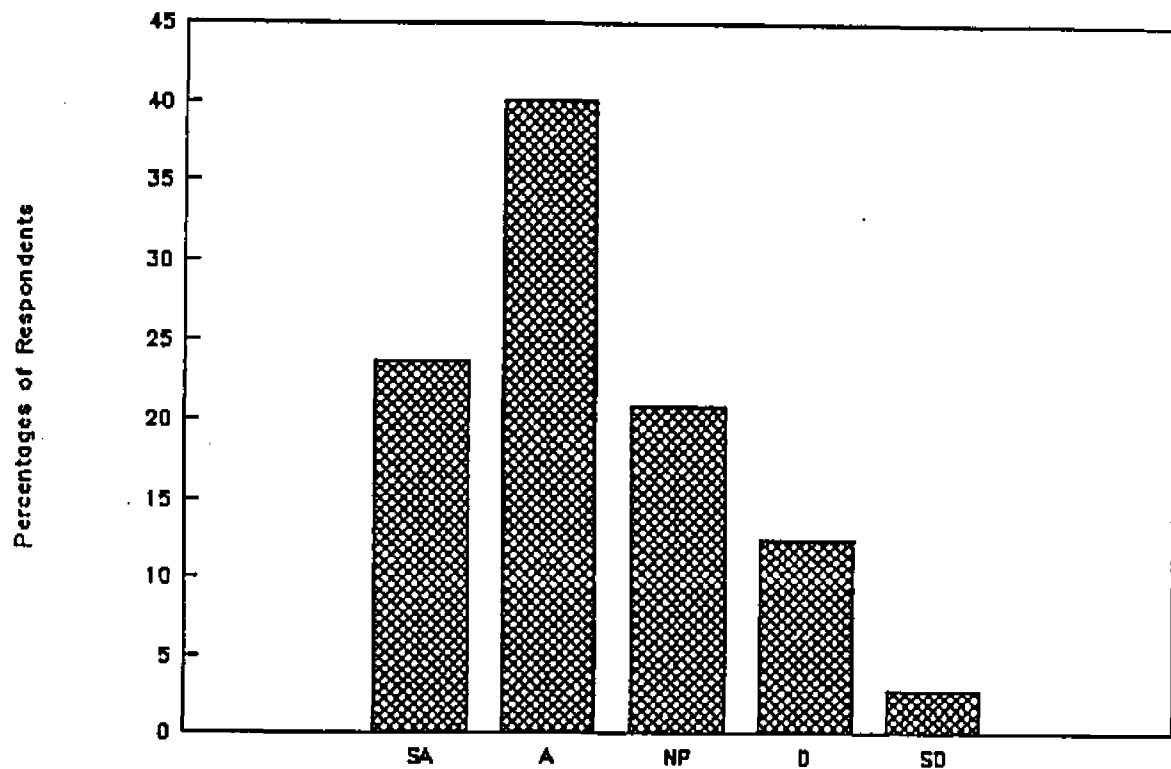


Figure 7.

Impact of Site-Based Management on Faculty Morale

As shown in Figure 7 the total group response was as follows: 5 or 2.8 percent strongly disagree, 22 or 12.4 percent disagree, 37 or 20.9 percent had no perception, 71 or 40.1 percent agree, and 42 or 23.7 percent strongly agree. Administrators agree that the impact of site-based management had a positive effect on faculty morale.

Research Question 8: Will superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that the impact of site-based management was a threat to their authority?

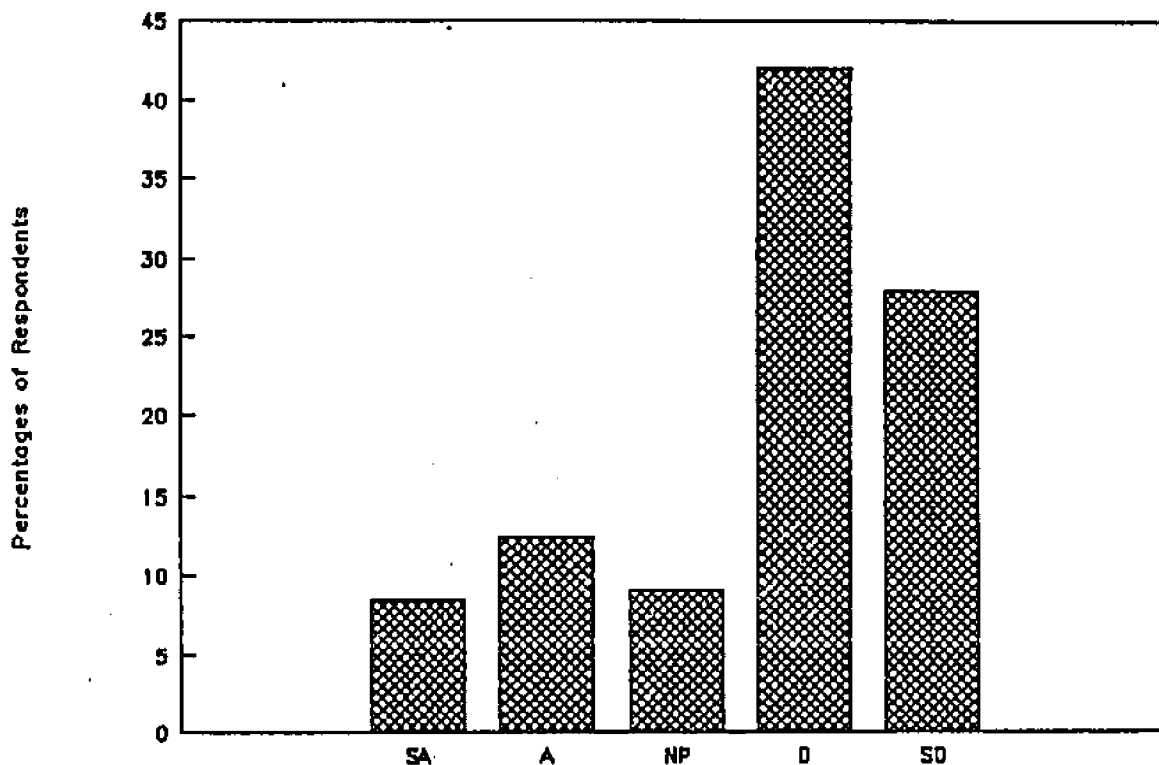


Figure 8

The Impact of Site-Based Management on Position Authority

Figure 8 shows that of the total group surveyed, 49 or 27.8 percent strongly agreed, 74 or 42.0 percent disagreed, 16 or 9.1 percent had no perception, 22 or 12.5 percent agreed and 15 or 8.5 strongly agreed. Data revealed that the majority of the administrators disagreed and the impact of site-based management did not pose a threat to their authority.

Research Question 9: Did superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that under site-based management principals and faculties had greater decision-making authority and control over curriculum?

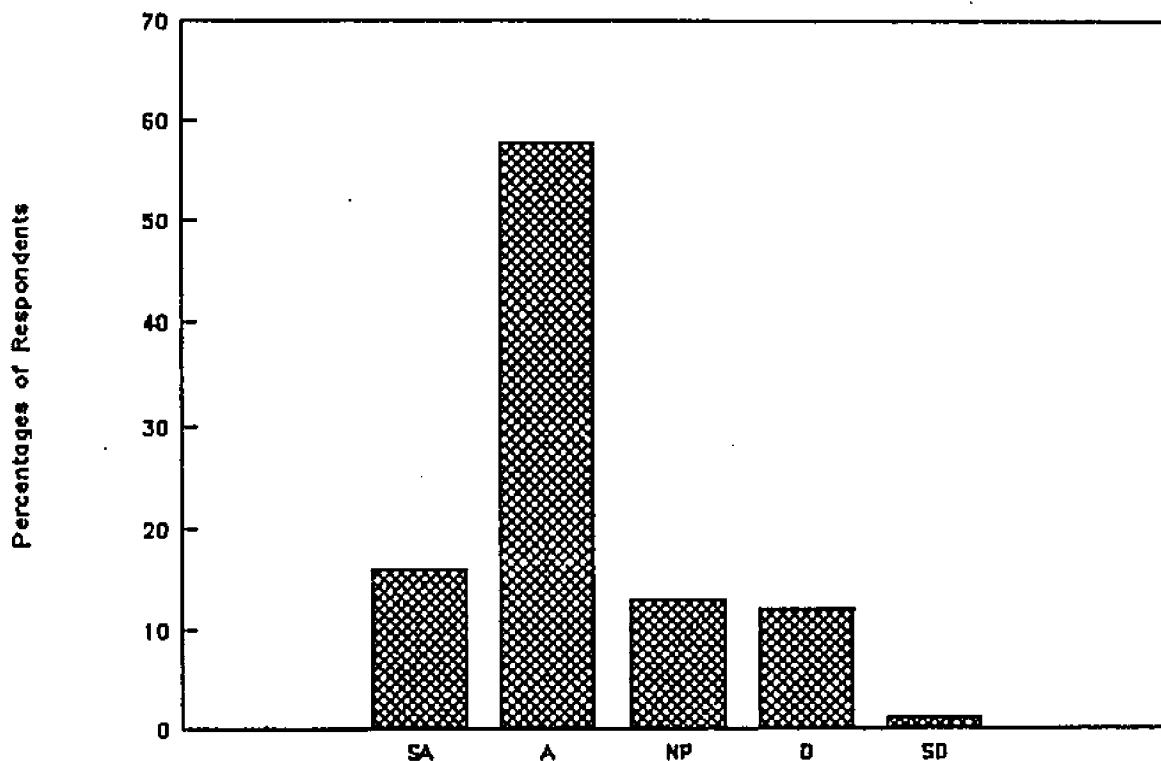


Figure 9

The Impact of Site-Based Management on Principals' and Faculties' Authority and Control of Curriculum

Figure 9 shows that of the total group surveyed, 2 or 1.1 percent strongly agreed, 21 or 12.0 percent disagreed, 23 or 13.1 percent had no perception, 101 or 57.7 percent agreed and 28 or 16.0 strongly agreed that under site-based management, principals and faculties have greater authority and control over curriculum. The majority of the respondents agreed that under site-based management, principals and faculties had greater authority and control over curriculum.

Research Question 10: Did superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that under site-based management boards of education would relinquish policy-making authority to the school site?

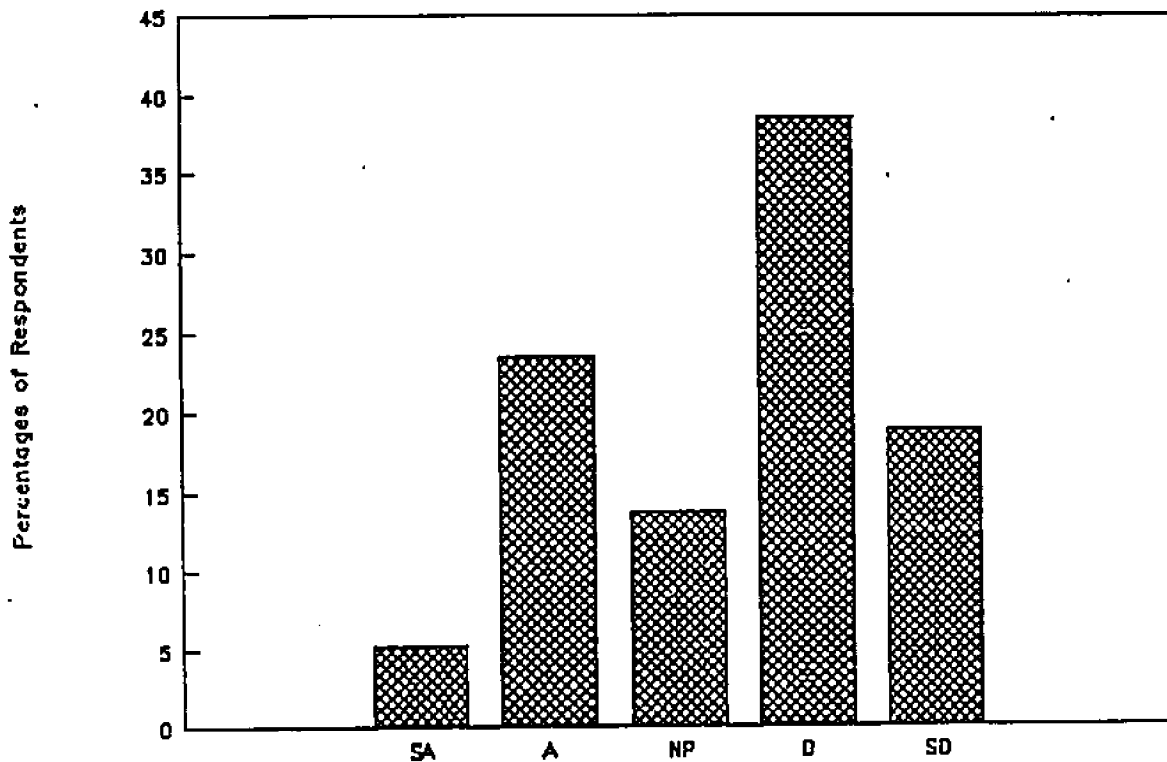


Figure 10

Impact of Site-Based Management on Boards of Education

Figure 10 revealed that of the total group surveyed, 33 or 19.0 percent strongly disagreed, 67 or 38.5 percent disagreed, 24 or 13.8 percent had no perception, 41 or 23.6 percent agreed and 9 or 5.2 percent strongly agreed. The total group response, less than half, disagreed that under site-based management boards of education will relinquish their policy-making authority to the school site.

Research Question 11: Did superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that under site-based management boards of education will continue to control the budget?

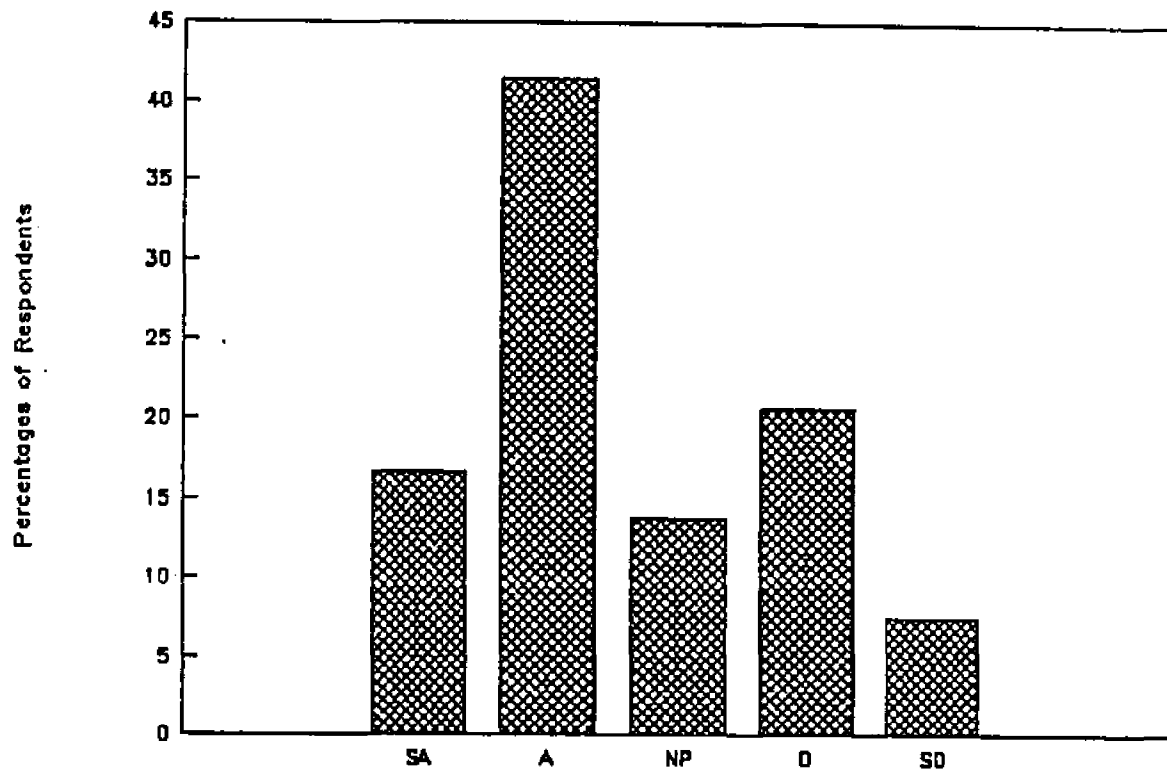


Figure 11

Impact of Site-Based Management on Whether Boards of Education Will Continue Budget Control

Figure 11 illustrates that data from the total group revealed the following: Thirteen or 7.5 percent strongly disagree, 36 or 20.7 percent disagree, 24 or 13.8 percent had no perception, 72 or 41.4 percent agree, and 29 or 16.7 percent strongly agree. Less than 50 percent of the respondents agree that boards of education will continue to control the budget under site-based management.

Research Question 12: Did superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators perceive that under site-based management the superintendent and board chairperson would be supportive of site-based management?

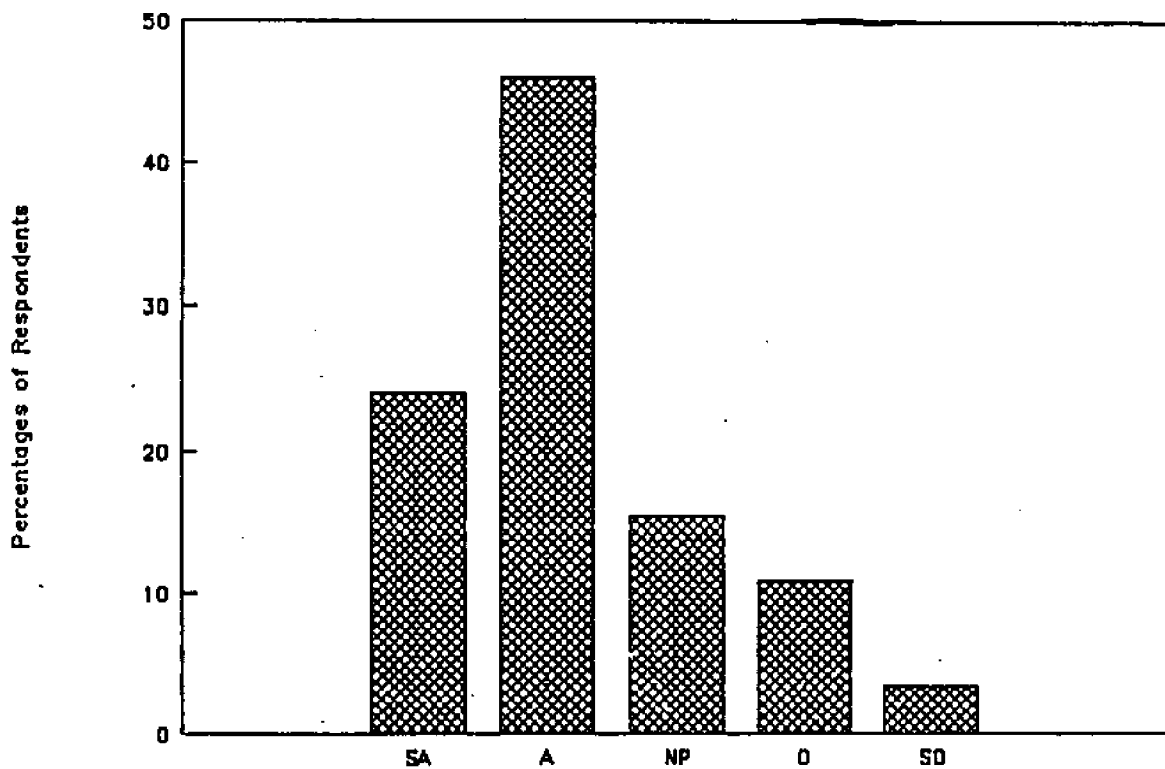


Figure 12

Impact of Site-Based Management on the Support of Site-Based Management

Figure 12 depicts that of the total group surveyed, 6 or 3.4 percent strongly agreed, 19 or 10.9 percent disagreed, 27 or 15.4 percent had no perception, 81 or 46.3 percent agreed and 42 or 24.0 percent strongly agreed. A clear majority of respondents agreed that their superintendent and board chairperson were supportive of site-based management. Of the total group surveyed, 13 or 7.5 percent strongly agreed, 36 or 20.7 percent disagreed, 24 or 13.8 percent had no perception, 72 or 41.4 percent agreed and 29 or 16.7 strongly agreed. Data revealed that the majority of respondents agreed that the superintendent and board chairperson were supportive of site-based management.

Summary

The analysis of data was accomplished by using the F test from analysis of variance for all twelve hypotheses. A statistically significant difference in the comparative means was observed for hypotheses 1, 5, 9, and 10.

Administrators perceived differences in site-based managements' impact regarding four areas. These areas are identified as follows: basic understanding of the impact, creating a more positive relationship within groups, curriculum design, and boards of education relinquishing their policy-making authority to local sites.

The analysis of the data for the hypotheses 2, 3, 4, 6, 7, 8, 11, and 12 found no significant differences. These site-based management areas were the administrator's perceived role, system-wide policies, hiring and dismissing of school personnel, overall instructional and learning climate, authority, control of budget, and support.

Chapter 5

Summary, Conclusions, and Recommendations

Summary

The purpose of the study was to examine the impact of site-based management as perceived by superintendents, board chairpersons, principals, and selected central office personnel in twenty-three designated school systems in Tennessee. Perceptions were examined to ascertain if there were significant differences between the groups involved in the study. The data revealed significant differences existed in four of the twelve areas surveyed.

It was desirable to conduct this investigation because of the increased number of so-called site-based management programs that have been initiated and are currently in operation in school systems around the country. An underlying theme that permeated throughout focused on the following general conceptual questions: (1) Are there differences between superintendents, board chairpersons, principals and selected central office personnel's perceptions of the impact of site-based management? (2) What are the perceived differences and, if any, how does the educational community perceive these differences? From these general questions, twelve specific questions were generated and will be addressed further in this chapter under "Findings."

The study included a fifty-four item data collection instrument which was sent to nineteen superintendents, eighteen board chairpersons, eighty-five principals, sixteen personnel administrators, eleven budget administrators, twenty-one curriculum administrators, and seven staff

development administrators. This resulted in 181, or 80.8 percent, return of respondents. The data that were returned via the questionnaire were subject to computer analysis. The resulting information was reported in a narrative descriptive form accompanied by tables and bar graphs depicting frequencies, percentages, degrees of freedom, and F values. These data, along with their interpretations, were presented in Chapter 4.

A review of literature revealed that there is an increasing body of implementation research. According to that research, the major impact of site-based management is on the roles of all stakeholders. What happens when a school system decides to implement site-based management in one or all of its schools? Superintendents, board members, principals, other central office staff, teachers, parents and community members, and, in some instances, students are drastically affected.¹

Drawing upon findings from recent research and other educational literature, those systems operating under site-based management may have the answer to some of those questions, and those systems that are considering site-based management may very well try to find answers to those questions before attempting implementation. Closely associated with these programs is the increased number of articles written on site-based management in both technical and popular educational publications. It was found that most of the available literature favor the concept of site-based management; however, in some instances the success of many of

¹ Kathleen Cotter, "Topical Synthesis #6, School-Based Management" School Improvement Research Series. Northwest Regional Laboratory, Portland, Oregon, April, 1992.

these programs depend heavily upon the degree to which administrators allow teachers to take calculated risks.

Findings

The findings are summarized by examining the perceived differences between superintendents, board chairpersons, principals, and selected central office personnel regarding the impact of site-based management on twenty-three school systems in Tennessee.

To determine if the expectations of the researcher were correct the data were analyzed using the F test for analysis of variance. It was determined that a significant difference existed between variables in hypotheses 1, 5, 9 and 10 causing the null hypotheses to be rejected. In the remaining hypotheses no significant differences were found between variables causing the researcher to fail to reject the null hypotheses in each instance.

In response to having a basic understanding of the impact of site-based management hypothesis 1, there were significant differences between the mean scores of board chairpersons and superintendents, board chairpersons and principals, and board chairpersons and curriculum administrators. The greatest difference was among board chairpersons and curriculum administrators.

Of the nineteen superintendents surveyed, eleven or 57.9 percent agree while ten or 58.8 percent of the seventeen board chairpersons agree; eight or 42.1 percent of superintendents strongly agree, and only three or 17.6 percent of the board chairpersons strongly agree. Of the seventy-nine principals forty-six or 59.0 percent agree, and thirty-one or 39.7 percent strongly agree, and of the nineteen curriculum

administrators, eleven or 57.9 percent agree, while eight or 42.1 percent strongly agree. It appeared that the percentages of agreement are close enough to concur that all groups had a basic understanding of the impact of site-based management.

There was a significant difference in hypothesis 5 between groups when it came to the perception of sharing decision-making authority at the school site. A mean score of between the group was observed. The differences appeared between board chairpersons and superintendents, board chairpersons and budget administrators, between board chairpersons and curriculum administrators, between board chairpersons and staff development administrators. Board chairpersons and staff development administrators reflect the most significant difference between groups.

Of the nineteen superintendents, (no statistical report was generated for the position of strongly disagree), two or 11.1 percent disagree, two or 11.1 percent had no perception, seven or 38.9 percent agree, and nine or 50.0 percent strongly agree. The majority of respondents agreed that shared decision making creates a positive attitude and a sense of ownership. Of the eighteen board chairpersons, four or 23.5 percent disagree; five or 29.4 percent had no perception; and seven or 41.2 percent agree. Of the eleven budget administrators, two or 18.2 percent disagree; four or 36.4 percent had no perception; and four or 36.4 percent agree. Of the twenty-one curriculum administrators, six or 28.6 percent agree, and fourteen or 66.7 percent strongly agree with the shared decision perception. Of the seven staff development administrators, four or 57.1 percent agree, and two or 28.6 percent strongly agree. The differences generated from the data are not

significant enough to cause concern or make changes. All groups agree that shared decision making authority at the school site creates a sense of ownership among groups.

Under site-based management, principals and faculties have greater decision-making authority and control over curriculum as deduced from the data analysis of hypothesis 9. There was a significant difference between groups. As in the previous hypotheses, the one predominant difference was with board members' perceptions. The differences were between board chairpersons and superintendents, between board chairpersons and principals, and between board chairpersons and curriculum administrators. From a percentage point of view, it was noted that of the total group surveyed, two or 1.1 percent strongly disagree; twenty-one or 12.0 percent disagree; twenty-three or 13.1 percent have no perception; 101 or 57.7 percent agree and twenty-eight or 16.0 percent strongly agree. Those who disagreed and those who have no perception were very close in their perceptions. Of the nineteen superintendents, nine or 47.4 percent disagree, two or 10.5 percent had no perception, while seven or 36.8 percent agree. Of the eighteen board chairpersons, two or 23.5 percent disagree, three or 29.4 percent had no perception, and four or 41.2 percent agree. Of the eighty-five principals, two or 45.2 percent disagree, eleven or 13.1 percent had no perception, twenty-six or 31.0 percent agree with the statement. Of the eleven curriculum administrators, two or 18.2 percent disagree, four or 36.4 percent had no perception, and four or 36.4 percent agree. The group who was perceived to be more knowledgeable about the curriculum knew less about who had the authority to make changes.

Boards of education from data on hypothesis 10 concurred they would not relinquish policy-making authority to individual sites with the implementation of site-based management, although no two groups were significantly different. Of the 181 respondents, thirty-three or 19.0 percent strongly disagree; sixty-seven or 38.5 percent disagree; twenty-four or 13.8 percent have no perception; forty-one or 23.6 percent agree; and nine or 5.2 percent strongly disagree. It appeared that those surveyed do not believe boards of education will give up their policy-making authority to the school site. Board members by law are required to provide direction for the district by establishing goals and policies. However, the implementation of site-based management also requires the ultimate support of the board even though their role does not change as dramatically as that of other stakeholders.

Hypotheses Where No Significant Differences Were Found

The responses concerning the impact of site-based management changing roles was similar among groups. Of the eighty-nine respondents, 51 percent indicated that there was no change in their official role.

Respondents agreed by 42 percent that they do not have a clear understanding of system-wide policies as they relate to site-based management. Thirty-one percent of the respondents disagreed with that statement also.

There were no significant differences between each group as indicated by the data analysis regarding central office's authority to hire and dismiss personnel.

Instructional and the learning climate of systems were not perceived as a significant difference regarding site-based management. Of those surveyed, 46.6 percent agreed that the overall instructional and learning climate increased with the implementation of site-based management.

Concerning the impact of site-based management on staff morale, of those responding 40.1 percent agreed that site-based management had a positive effect on staff morale.

Regarding site-based management's perceived authority by administrators, 42.0 percent did not agree with that statement.

Boards of education will continue to control the budget under site-based management according to administrators. Of those who responded, 42.2 percent agreed with this statement.

The statement that superintendents and board chairpersons are supportive of site-based management was 46.3 percent of the administrators.

Conclusions

Based on the data the following conclusions are drawn:

1. Superintendents, principals, personnel, budget, curriculum and staff development administrators agree that they have a basic understanding of the impact of site-based management in their system; however, there is a significant difference between the degree of that agreement as perceived by board chairpersons, superintendents, principals and curriculum administrators.

2. Superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators disagree that the implementation of site-based management changed their official role.

3. Superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators agree that there is not a clear understanding of system wide policies regarding site-based management.

4. Superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators agree that the authority to hire and dismiss personnel remained a central office and board function after the implementation of site-based management.

5. Superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators strongly agree that sharing decision making authority at the school site creates a more positive attitude among faculties and creates a sense of ownership within groups under site-based management.

6. Superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators agree that the overall instructional and learning climate increased as a result of staff development with the implementation of site-based management.

7. Superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators agree that the impact of site-based management has a positive effect on faculty morale.

8. Superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators disagree that site-based management was a threat to their perceived authority.

9. Superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators disagree that boards of education will relinquish policy-making authority to individual sites with the implementation of site-based management.

10. Superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators agree that under site-based management principals and faculties have greater decision making authority and control over curriculum.

11. Superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators agree that boards of education will control the budget under site-based management.

12. Superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators agree that for the most part the superintendent and board chairperson support site-based management in their school system.

13. Superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators agree that staff morale, a sense of ownership, and a sense of trust depend on several factors, one of which is the principal's attitude.

14. Superintendents, board chairpersons, principals, personnel, budget, curriculum and staff development administrators agree that where decisions are made that have a direct effect on the stakeholders, whether it be curriculum, budget, policy, or personnel decisions, should be representative of those involved.

Implications

Research indicates that increased flexibility and waiving of regulations imposed by existing conditions; whether they be district, school board, state or federal, leaves very little left for school boards and school personnel to manage. As might be expected, changing roles in any measure will not be easy nor painless. The problems indicative to changes in peoples' roles under site-based management are widespread, and so are other difficulties encountered with the implementation and operating of site-based management programs.

Although there were no two groups significantly different at the .05 level, it seems noteworthy to mention that on the matter of boards of education relinquishing policy making authority to individual sites, all respondents disagreed with that statement. Boards of education continue to provide guidance for school districts by establishing policy and goals. In order for site-based management programs to be successful, there must be a dramatic change in the system's traditional administrative role, and policy-making procedures.

Site-based management is characteristic of the current decentralization movement. Highly centralized structures simply do not engender the desired improvements educationally.

Understanding the basic concept of site-based management and understanding the impact of site-based management by the stakeholders will enhance the chances of its success, and will affect decisions made by those involved. One of the major impacts of site-based management is that the roles of all participants are affected, to some degree. The

school board's role does not change as much as other participants; however, its support is essential.

Recommendations

The following recommendations were made as a result of the study:

1. that systems find common denominators that can be identified across the different definitions of site-based management,
2. that extensive retraining and education occur or be provided, so all school and central office personnel understand the new system,
3. that system-wide policies relating to site-based management be thoroughly understood by all stakeholders,
4. that time be provided for school staff to devote to staff development,
5. that systems have some idea of just how much authority will be decentralized before implementation,
6. that authority delegated to the school site staff, and others be decided in advance,
7. that an element of trust and commitment be established prior to, and during implementation,
8. that sufficient support from the school board and superintendent be evident,
9. that data from this study be further analyzed to determine the relationship between the present national education restructuring movement and how it relates to the future national educational restructuring movement that is currently on the political scene, and
10. that a comparative historical study be done on the influence of the industrial model on early school structure, compared with the

influence of the current "quality" movement on the site-based management model.

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APPENDICES

APPENDIX A

SURVEY QUESTIONNAIRE

THE IMPACT OF SITE-BASED MANAGEMENT ON PERCEIVED ROLES OF
SUPERINTENDENTS, BOARD CHAIRPERSONS, PRINCIPALS
AND SELECTED CENTRAL OFFICE PERSONNEL
IN TENNESSEE SCHOOL SYSTEMS

A Dissertation
Presented to
the Faculty of
the Department of Educational Leadership and Policy Analysis
East Tennessee State University

In Partial Fulfillment
of the Requirements for the Degree
Doctor of Education

by
Narvia Doris Flack Haywood

December 1992

THE IMPACT OF SITE-BASED MANAGEMENT ON THE
PERCEIVED ROLES OF SUPERINTENDENTS, BOARD
CHAIRPERSONS, PRINCIPALS AND SELECTED CENTRAL
OFFICE PERSONNEL IN TENNESSEE SCHOOL SYSTEM

The purpose of this study is to examine the impact of site-based management as perceived by board chairpersons, superintendents, principals, and selected central office personnel in 23 school systems in Tennessee.

DIRECTIONS: Circle one of the numbers following each statement in the appropriate column. The survey statements address the areas relating to the impact of site-based management on personnel, curriculum, budget, and staff development. The letters SBM represent Site-Based Management. Please indicate your position in the space provided below.

- Superintendent
- Board Chairperson
- Principal
- Personnel Administrator
- Budget Administrator
- Curriculum Supervisor
- Staff Development Supervisor

SITE-BASED MANAGEMENT SURVEY

DIRECTIONS: Please READ each statement carefully and respond by CIRCLING either Strongly Agree (5), Agree (4), No Perception or Don't Know (3), Disagree (2) or Strongly Disagree (1).

- 5 = Strongly Agree
- 4 = Agree
- 3 = No Perception or Don't Know
- 2 = Disagree
- 1 = Strongly Disagree

1. I have a basic understanding of the impact of SBM.
2. I have a clear understanding of system-wide policies regarding SBM.
3. Adequate orientation and training was provided for all who were involved in the implementation of SBM.
4. The impact of SBM has a positive affect on faculty morale.
5. I perceived site-based management to be a threat to my authority.
6. Policy making decisions will be the responsibility of the individual schools site council under SBM.
7. The support of central office staff for school site councils increased with the implementation of SBM.
8. The overall instructional and learning climate increased as a result of staff development with the implementation of SBM.
9. Control of personnel remains a central office responsibility.

	STRONGLY AGREE	AGREE	NO PERCEPTION	DISAGREE	STRONGLY DISAGREE
1. I have a basic understanding of the impact of SBM.	5	4	3	2	1
2. I have a clear understanding of system-wide policies regarding SBM.	5	4	3	2	1
3. Adequate orientation and training was provided for all who were involved in the implementation of SBM.	5	4	3	2	1
4. The impact of SBM has a positive affect on faculty morale.	5	4	3	2	1
5. I perceived site-based management to be a threat to my authority.	5	4	3	2	1
6. Policy making decisions will be the responsibility of the individual schools site council under SBM.	5	4	3	2	1
7. The support of central office staff for school site councils increased with the implementation of SBM.	5	4	3	2	1
8. The overall instructional and learning climate increased as a result of staff development with the implementation of SBM.	5	4	3	2	1
9. Control of personnel remains a central office responsibility.	5	4	3	2	1

	STRONGLY DISAGREE	DISAGREE	NO OPINION	AGREE	STRONGLY AGREE
10. The authority to redesign the curriculum did not change under SBM.	5	4	3	2	1
11. I understand the basic concepts of SBM.	5	4	3	2	1
12. My formal written job description changed with the implementation of SBM.	5	4	3	2	1
13. Site-base management conflicts with current system-wide policies.	5	4	3	2	1
14. The site council selects teachers from a pool of applicants provided by the central office.	5	4	3	2	1
15. I had adequate input into the implementation of SBM.	5	4	3	2	1
16. The principal's attitude has a direct effect on the morale of school site staff members in SBM.	5	4	3	2	1
17. I felt threatened with the implementation of SBM.	5	4	3	2	1
18. Professional growth in curriculum development and instructional strategies increased with SBM.	5	4	3	2	1
19. There was minimal resistance to new procedures by central office staff with the implementation of SBM.	5	4	3	2	1
20. Under site-based management, budgeting shifts from allocation by formulas to an allocation by objectives.	5	4	3	2	1
21. The personnel administrator assumed the role of facilitator under SBM.	5	4	3	2	1
22. For the most part, I perceived the superintendent and board chairperson supportive of SBM in my school system.	5	4	3	2	1
23. The final decision as to whom will work in a school is left up to the principal.	5	4	3	2	1
24. Understanding the impact of SBM has affected my decisions.	5	4	3	2	1
25. The principal working with the site council should determine the tenure status of teachers.	5	4	3	2	1

	AGREE	NO PERCEPTION	DISAGREE	STRICTLY DISAGREE	
26. Shared decision-making at the school site creates a positive attitude among faculties.	5	4	3	2	1
27. Site-based management will improve the morale and motivation of school employees.	5	4	3	2	1
28. The principal assumed more of the personnel administrator's role under SBM.	5	4	3	2	1
29. Training opportunities through staff development are essential to effective SBM.	5	4	3	2	1
30. The impact of SBM will affect the decisions superintendents and board chairpersons make regarding budget allocations to school sites.	5	4	3	2	1
31. Boards of education will relinquish policy making authority to individual sites with the implementation of SBM.	5	4	3	2	1
32. For the most part, principals are supportive of SBM in my school system.	5	4	3	2	1
33. The board of education will control the budget under SBM.	5	4	3	2	1
34. The authority to hire and dismiss personnel remained a central office and board function after the implementation of SBM.	5	4	3	2	1
35. The school site has the authority to design and focus the curriculum.	5	4	3	2	1
36. Curriculum decisions should be decentralized and be the responsibility of the local school site.	5	4	3	2	1
37. Site-based management changed the official duties listed in my job description.	5	4	3	2	1
38. I do not have a clear understanding of system wide policies regarding SBM.	5	4	3	2	1

52. The superintendent makes the decision as to which teachers will be employed and where they are placed under SBM.

53. Under SBM, the finalization of the school site budget is the responsibility of the central office.

54. Supervisors authority to develop and implement the curriculum is threatened under SBM.

STRONGLY AGREE	AGREE	NO PERCEPTION	DISAGREE	STRONGLY DISAGREE
5	4	3	2	1
5	4	3	2	1
5	4	3	2	1

APPENDIX B

**A LETTER REQUESTING A LIST OF SCHOOLS THAT
ARE INVOLVED IN SITE-BASED MODELS**

November 17, 1991

Dr. Thomas Valesky
Associate Professor
and Interim Chair
Memphis State University
101 Education
Memphis, TN 38152

Dear Dr. Valesky:

In response to our conversation at the last AEL Conference regarding your research, I am requesting your assistance.

I am presently working on a doctoral degree at East Tennessee State University and as I indicated I'm interested in Site-Based Management. I would appreciate receiving your list of school systems in Tennessee that are involved in Site-Based Management or Site-Based Decision Making.

Your attention to this request will be greatly appreciated.

Sincerely,

Narvia Doris Haywood
Doctoral Candidate

APPENDIX C

A LETTER OF RESPONSE FROM MEMPHIS STATE UNIVERSITY



Memphis State
U N I V E R S I T Y

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901/678-2368
FAX 901/678-4778

December 3, 1991

Ms. Doris Haywood
100 Waterson Street
Rogersville, TN 37857

Dear Doris:

In response to your request regarding schools which reported to us that they were involved in School Based Decision Making, enclosed are the lists we compiled from our research. As you can see, after we completed our report two responses came in from schools considering SBDM, bringing that total to 28 instead of 26.

Best wishes on your research. I will be interested in hearing the results of your study. If we can be of further assistance to you, please let us know.

Sincerely,

A handwritten signature in cursive script that reads "Tom Valesky / of".

Thomas C. Valesky, Associate Professor and
Interim Chair

APPENDIX D

FOLLOW-UP LETTER TO DR. THOMAS VALESKY

December 11, 1991

Dr. Thomas Valesky
Associate Professor
and Interim Chair
Memphis State University
101 Education
Memphis, TN 38152

Dear Tom:

Thank you so very much for your assistance in my research. The information that I received this week will be most helpful to the study. I am working very hard to complete my dissertation by August as opposed to May as I had hoped.

Thank you again for your assistance. I will keep you informed as I progress and hope that you will serve on my panel of experts to validate my instrument.

Sincerely,

Narvia Doris Haywood

APPENDIX E

**LISTING OF SCHOOLS IDENTIFIED AS
USING SOME FORM OF SITE-BASED MANAGEMENT**

LISTING OF SCHOOLS IDENTIFIED AS
USING SOME FORM OF SITE-BASED MANAGEMENT

ALAMO

ALCOA CITY

ATHENS

BENTON

BRADLEY

CHEATHAM

CLINTON

COFFEE

CROCKETT

ELIZABETHTON

ETOWAH

HOLLOW-ROCK

JACKSON

KINGSPORT

LOUDON

MARSHALL

MARYVILLE

MEMPHIS

MOORE

RHEA

RICHARD

SEVIER COUNTY

UNICOI

APPENDIX F

**LISTING OF SUPERINTENDENTS AND BOARD CHAIRPERSONS
IN TENNESSEE WHOSE SYSTEMS ARE INVOLVED IN
SITE-BASED MANAGEMENT**

LIST OF SUPERINTENDENTS AND BOARD CHAIRMAN

<u>DISTRICT</u>	<u>SUPERINTENDENTS</u>	<u>BOARD CHAIRMEN</u>
Alamo	Virginia Mohundro	Bobby J. Kail
Alcoa City	Dr. William C. Symons	Harry B. McClurg
Athens	Dr. Robin L. Pierce	Susan B. Buttram
Benton	Dr. Betty Jo Douglas	William McDaniel
Bradley	Jerry Frazier	Ralph Mason
Cheatham	Jere D. Jordan	Michael Stuart
Clinton	Lana Yarbrough	Dr. Phillip A. Wenk
Coffee	Bobby Cummins	Ted Frisby
Crockett	Bill Emerson	Richard Freeman
Elizabeth	David W. Wetzal	Danny D. Smith
Etowah	Dr. Nancy Boardman (acting Superintendent)	Jo Anne Parker
Hollow Rock	Buddy McMackins	Gerald Patterson
Jackson	Buddy McMillin	Levi Steele
Kingsport	Dr. Vaughn Chambers (acting Superintendent)	Thomas D. Shelburne
Loudon	A. Edward Headlee	Freddie E. Walker
Marshall	Fred Shelton	Claude McMillion
Maryville	Dr. Mike Dalton	Dr. W. Kenneth Bell
Memphis	Ray Holt (Ass't Sup't)	James Blackburn
Moore	Wayne Stewart	Billy Martin
Rhea	Jerry Young	Bobby Burton
Richard	Anita Raulston	Betty Sue Kilgore
Sevier	Jack Parton	Richard Montgomery
Unicoi	Ronald Wilcox	Garland Evelyn

APPENDIX G

**LISTING OF SCHOOLS AND PRINCIPALS IN SYSTEMS
IDENTIFIED AS USING SITE-BASED MANAGEMENT**

LIST OF SCHOOLS AND PRINCIPALS

<u>Schools</u>	<u>Principals</u>	<u>District</u>
Alamo Elementary	Joyce Nanney	Northwest
Alcoa Elementary	Dr. Robert Delozier	East Tennessee
Alcoa Middle	Vaughn D. Belcher	East Tennessee
Alcoa High School	Odis C. Abbott, Jr.	East Tennessee
Athens Jr. High	Jerry Howell	Southeast
City Park Elementary	Joseph V. Buchanan	Southeast
Ingleside Elementary	Ben K. Wilson	Southeast
North City Elementary	Luke Sewell	Southeast
Westside Elementary	Ann J. Dodson	Southeast
Benton County Vocational	Luther Wiseman	Northwest
Briarwood Middle	Randall Robertson	Northwest
Camden Elementary	Clyde Duncan	Northwest
Big Sandy	Steve Baker	Northwest
Central High	Bill Kee	Northwest
Holladay Elementary	Robert Bowling	Northwest
Bradley High	Dale Hughes	Southeast
Michigan Avenue Elementary	David Holloway	Southeast
Trewhit Jr. High School	James E. Howard	Southeast
Ashland City Elementary	Millie Jones	South Central
Ashland City Primary	William Sapp	South Central
Central High School	Tom Pardue	South Central
East Cheatham Elementary	David Chester	South Central
Harpeth High School	Gary Hines	South Central
Kingston Springs Elementary	Betty Davidson	South Central

continued:

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Pegram Elementary	Dr. Martha J. Frazer	South Central
Pleasant View Elementary	Mickey Pyce	South Central
Sycamore Middle	Norma Shearon	South Central
West Cheatham Elementary	Elizabeth Ferrell	South Central
Clinton Elementary	Gary Lukat	East Tennessee
North Clinton Elementary	Tommy Giles	East Tennessee
South Clinton Elementary	Tim Stewart	East Tennessee
Manchester Central	Dr. Nelson Johnson	Southeast
Coffee Co. Central High School	Melvin Duke	Southeast
Crockett County High School	Jim Ward	Northwest
Crockett Co. Jr. High School	Pauline Wade	Northwest
Elizabethton High School	Jim Heaton	First Tennessee
T.A. Dugger Jr. High School	Larry White	First Tennessee
West Side	Thomas Little	First Tennessee
East Side	Ronald Taylor	First Tennessee
Harold McCormick Elementary	W. L. Armstrong	First Tennessee
Etowah Elementary	Albert Kuykendall	Southeast
Central Elementary	Robert Cursey	Northwest
Central High School	Cliff Sturdivant	Northwest
Alexander Elementary	Bufford Matlock	Southwest
Andrew Jackson Elementary	C. Michael Powers	Southwest
Highland Park Elementary	David F. Bratcher	Southwest
I.B. Tigrett Jr. High School	George Freeman	Southwest
Jackson Central-Merry	Tom Fann	Southwest
Jackson Jr. High School	Willie Jones	Southwest
Lincoln Elementary	Mavis Johnson	Southwest

continued:

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Parkview Elementary	Charles Mercer	Southwest
Parkway Jr. High School	John Werthing	Southwest
Washington Douglass Elementary	Louvelia McClellan	Southwest
West Jackson Elementary	Maxine Stewart	Southwest
Whitehall Elementary	Phinehas Hagmon	Southwest
Lincoln Elementary	Edmund P. Abbott	First Tennessee
Eaton Elementary	Larry R. Duff	East Tennessee
Loudon High	David Clinton	East Tennessee
Fort Loudon Middle	Phillip Bettis	East Tennessee
Loudon County Tech	Sam R. Davis	East Tennessee
Greenback School	Dr. Helen H. Cole	East Tennessee
North Middle	Joe J. Malloy, Jr.	East Tennessee
Highland Park Elementary	David L. Meers	East Tennessee
Philadelphia	Edward W. Waller, III	East Tennessee
Loudon Elementary	Bob M. Yates	East Tennessee
Steekee Elementary	Jerldine W. Boone	East Tennessee
Marshall County High School	Roy Dukes	South Central
Connley Middle School	Hugh D. Adams	South Central
Westhills Elementary	John D. Pierce	South Central
Marshall Elementary	Barbara Woods	South Central
Forrest School	Dean Delk	South Central
Cornersville School	Danny Hanson	South Central
Maryville High School	David Messer	East Tennessee
Northside High School	Tony Wall	Southwest
Booker T. Washington	Elsie Bailey	Southwest
Humes Jr. High	Margaret B. McKissick	Southwest

continued:

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Vance Jr. High	Dorothy Evans	Southwest
Locke Elementary	Richard Finnie	Southwest
Klondike Elementary	Freddie Payton	Southwest
Georgia Avenue Elementary	Dorothy Walker	Southwest
Moore County High School	Dan Wilkerson	Southwest
Spring City Elementary	James A. Pemberton	Up. Cumberland
Frazier Elementary	Dallas Smith	Up. Cumberland
R. Hardy Memorial	Anita Raulston	Southeast
Alternate Learning Center	Gary Hardin	East Tennessee
Catons Chapel Elementary	Bill Hatcher	East Tennessee
Gatlinburg Pittman High School	Joe Zavona	East Tennessee
Jones Cove Elementary	Mike Bookhart	East Tennessee
Northview Elementary	Marvin Harmon	East Tennessee
New Center Elementary	Nancy Simms	East Tennessee
Pi Beta Phi Elementary	Glen Bogart	East Tennessee
Pigeon Forge Primary	Max Watson	East Tennessee
Pigeon Forge Middle	Jerry Wear	East Tennessee
Pittman Center Elementary	Curtis Henry	East Tennessee
Sevier County High School	Fran Owen Secondary Supervisor	East Tennessee
Sevier County Vocational Center	Norman Ball	East Tennessee
Sevierville Intermediate	John Enloe	East Tennessee
Sevierville Primary	Andrea Roe	East Tennessee
Sevierville Middle	William Love	East Tennessee
Seymour Primary	Bill Smith	East Tennessee
Seymour Middle	Bruce Wilson	East Tennessee
Seymour High School	Larry Conley Huskey	East Tennessee

continued:

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Special Learning Center	Trula Lawson	East Tennessee
Wearwood Elementary	G.W. McIntosh	East Tennessee
Evans Elementary	D. Allen Rogers	First Tennessee
Flag Pond Elementary	Denise Harden	First Tennessee
Love Chapel Elementary	Tommy A. Clouse	First Tennessee
Rock Creek Elementary	Stephen White	First Tennessee
Temple Hill Elementary	James Hatcher	First Tennessee
Unicoi County High School	Ellis Murphy	First Tennessee
Unicoi Elementary	William Nuss	First Tennessee

APPENDIX H

COVER LETTER TO THE PANEL OF EXPERTS

100 West Watterson Street
Rogersville, Tennessee 37857
July 15, 1992

Dear :

Please complete and return the enclosed Site-Based Management Survey. I am a doctoral student at East Tennessee State University, and I need your able assistance in completing my research.

You were selected to complete this survey because you are considered an expert in the area of site-based management. This survey has been designed to examine perceptions of selected individuals involved in site-based management in Tennessee school systems.

After completing the survey, please return it in the enclosed stamped self-addressed envelope by August 15, 1992. Your responses will be kept confidential. Thank you in advance for your prompt reply and the use of your valuable time.

Sincerely,

Narvia Doris Haywood
Director of Personnel
Hawkins County School System

APPENDIX I

LIST OF PANEL OF EXPERTS TO VALIDATE SURVEY INSTRUMENT

PANEL OF EXPERTS

1. Dr. Thomas C. Valesky, Associate Professor
& Interim Chair
Educational Administration & Supervision
101 Education, Memphis State University
Memphis, TN 38152
(901) 682-9861
2. Doug Fleming
P.O. Box 1705
218 Northfield Road
Lunenburg, MA 01462
(508) 582-4217
3. Dr. Jane Hange, Director
Classroom Instruction Program
Appalachia Educational Laboratory
P.O. Box 1348
Charleston, WVA 25325
1-800-624-9120
4. Nancy B. Hodges
Educational Consultant
Office of Professional Development
Tennessee Department of Education
542 Cordell Hull Building
Nashville, TN 37243-0378
5. Levonn H. Hubbard
Associate Executive Director
Tennessee School Board Association
500 13th Avenue North
Nashville, TN 37203-2830
6. V. Gay Landreth, Supervisor
Rhea County Board of Education
Montague Street
Dayton, TN 37321
(615) 775-1901
7. Aphonso Mance, Assistant Executive Secretary, TEA
801 Second Avenue, North
Nashville, TN 37201-1099
1-800-634-7970
8. Bob Evans, Director of Personnel
Johnson City Board of Education
P.O. Box 1517
Johnson City, TN 37605

9. Clayton Armstrong
Chapter I & Budget Director
Hawkins County Board of Education
200 N. Depot Street
Rogersville, TN 37857
(615) 272-7629

10. Jessie Strickland, Secondary Supervisor
Elizabeth City School
804 South Watauga Avenue
Elizabeth, TN 37643.

11. Joe Drinnon
Middle School Supervisor
Hawkins County School System
200 N. Depot Street
Rogersville, TN 37857
(615) 272-7629

APPENDIX J

**LETTER TO SUPERINTENDENTS IN SYSTEMS INVOLVED
IN SITE-BASED MANAGEMENT**

Letter to Superintendents

100 W. Watterson Street
Rogersville, TN 37857
(615) 272-8454 or -9382
July 15, 1992

Dear Superintendent:

This letter represents a request of you to participate in a research study. I am the personnel administrator for the Hawkins County School System and am currently completing the requirements for an Ed.D. degree at East Tennessee State University. Your completion of the enclosed survey, and distribution of the same to the appropriate central office personnel is vital and necessary for the research I am attempting to conduct. The results of my data will be available upon request.

The purpose of this study is to examine the impact of site-based management on the perceptions of key individuals involved in the process. This survey will take only a few minutes of your precious time to complete. By doing so, you will be giving consent to participate in this research project. Your answers will be held in strictest confidence. Your participation is voluntary, and NO NAMES ARE NEEDED.

Enclosed you will find a self-addressed, stamped envelope for your immediate response. Please return by August 15, 1992. Your assistance and participation will be greatly appreciated.

Sincerely,

Narvia Doris Flack Haywood
Personnel Administrator
Hawkins County Schools
ETSU Doctoral Candidate

Enclosure

cc: Dr. Charles W. Burkett
Chairman, Doctoral Program

APPENDIX K

**LETTER TO BOARD CHAIRPERSONS IN SYSTEMS
INVOLVED IN SITE-BASED MANAGEMENT**

Letter to School Board Chairpersons

100 W. Watterson Street
Rogersville, TN 37857
(615) 272-8454 or -9382
July 15, 1992

Dear :

This letter represents a request of you to participate in a research study. As chair of your board of education, your perceptions of the impact of site-based management will be vital and necessary for the research I am attempting to conduct.

Please respond to the enclosed questionnaire as frankly and candidly as possible and return in the self-addressed and stamped envelope by August 15, 1992. Complete confidentiality will be observed with the data received and in no way will you or your district be specifically identified. Your participation in this study is voluntary and the returned questionnaire indicates your consent. This survey will take only a few minutes of your valuable time. Thank you for your participation and assistance.

Sincerely,

Narvia Doris Flack Haywood
Personnel Administrator
Hawkins County Schools
ETSU Doctoral Candidate

Enclosure

cc: Dr. Charles W. Burkett
Chairman, Doctoral Program

APPENDIX L

**LETTER TO PRINCIPALS IN SYSTEMS INVOLVED
IN SITE-BASED MANAGEMENT**

Letter to Principals

100 W. Watterson Street
Rogersville, TN 37857
(615) 272-8454 or -9382
July 15, 1992

Dear _____ :

This letter represents a request of you to participate in a research study. As principal of a school involved in site-based management, your perceptions regarding the impact of site-based management on your role is vital and necessary for this research project.

Please take a few minutes of your valuable time to respond to the enclosed questionnaire as frankly and candidly as possible and return to me by August 15, 1992. Complete confidentiality will be observed with the data received and in no way will you or your school be specifically identified. Your assistance and participation will be greatly appreciated. Please use the self-addressed envelope enclosed for your response.

Sincerely,

Narvia Doris Flack Haywood
Personnel Administrator
Hawkins County Schools
ETSU Doctoral Candidate

Enclosure

cc: Dr. Charles W. Burkett
Chairman, Doctoral Program

APPENDIX M

**LETTERS TO SUPERINTENDENTS OF PERSONNEL,
BUDGET, CURRICULUM AND STAFF DEVELOPMENT**

Letter to Supervisors/Administrators

100 W. Watterson Street
Rogersville, TN 37857
(615) 272-8454 or -9382
July 15, 1992

Dear Participant:

This letter serves as a request of you to participate in a research study. I am the personnel administrator for the Hawkins County School system, and I am currently completing my Ed.D. degree at East Tennessee State University.

Your involvement in site-based management will be of value as I will examine your perceptions of the impact of site-based management on your area of responsibility and your school system.

This survey will take only a few minutes of your valuable time to complete, and by doing so, you will be giving consent to participate. Your answers will be held in strictest confidence. Enclosed you will find a self-addressed envelope for your immediate response. Please return by August 15, 1992. Your assistance and participation will be appreciated.

Sincerely,

Narvia Doris Flack Haywood
Personnel Administrator
Hawkins County Schools
ETSU Doctoral Candidate

Enclosure

cc: Dr. Charles W. Burkett
Chairman, Doctoral Program

APPENDIX N

**STATISTICAL ANALYSIS OF REMAINING
SURVEY QUESTIONS**

STATISTICAL ANALYSIS OF REMAINING
SURVEY QUESTIONS

Hypothesis 1: Comparison of superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on understanding of the impact of site based management.

Item 11 of the total group evaluative questionnaire dealt with the statement of "understanding the basis concepts of site-based management." Of the 181 respondents, 6 or 3.4 percent disagree; 3 or 1.7 percent had no perception; 112 or 63.6 percent agree; 55 or 31.3 percent strongly agree; 5 or 2.8 percent did not respond. There were no statistics for strongly disagree. The majority of those respondents who participate in site-based management "agree" that they understood the basic concepts of site-based management. *Mean 4.227; Median 4.000; Std dev. .645

Item 24 of the total group evaluative questionnaire dealt with the statement of "understanding the impact of site-based management has affected my decisions." Of the 181 respondents, 2 or 1.1 percent strongly disagree; 22 or 12.6 percent disagree; 22 or 12.6 percent no perception; 92 or 52.6 percent agree; 37 or 21.1 percent strongly agree; 6 or 3.3 percent did not respond. The majority of those respondents who participate in site-based management "agree" understanding the impact of site-based management had affected their decisions. *Mean 3.800; Median 4.000; Std dev. .953

Hypothesis 2: Comparison of superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on their role under site-based management.

Item 12 of the total group evaluative questionnaire dealt with the statement of "my formal written job description changed as result of the impact of site-based management." Of the 181 respondents, 12 or 6.9 percent strongly disagree; 77 or 44.0 percent disagree; 34 or 19.4 percent no perception; 40 or 22.9 percent agree; 12 or 6.9 percent strongly agree; 6 or 3.3 percent did not respond. The majority of those respondents who participate in site-based management models "disagree" that their job description changed as the result of site-based management. *Mean 2.789; Median 2.00; Std dev. 1.086.

Item 21 of the total group evaluative questionnaire dealt with the statement of "the personnel administrator assumed the role of facilitator under site-based management." Of the 181 respondents, 7 or 4.1 percent strongly disagree; 15 or 8.8 percent disagree; 67 or 39.2 percent no perception; 56 or 32.7 percent agree; 26 or 15.2 percent strongly agree; 10 or 5.5 percent did not respond. Only a small majority of those respondents who participate in site-based management models had "no perception" of the personnel administrators role. *Mean 3.462; Median 3.000; Std dev. .990

Item 28 of the total group evaluative questionnaire dealt with the statement of "the principal assumed more of the personnel administrator's role as a result of the impact of site-based management." Of the 181 respondents, 3 or 1.7 percent strongly disagree; 25 or 14.3 percent disagree; 28 or 16.0 percent no perception; 82 or 46.9 percent agree; 37 or 21.1 percent strongly agree; 6 or 3.3 percent did not respond. The majority of those respondents who participate in site-based management models "agree" that the principal

had more input regarding personnel as the result of site-based management. *Mean 3.714; Median 4.000; Std dev. 1.011.

Item 37 of the total group evaluative questionnaire dealt with the statement of "site-based management changed the official duties listed in my job description." Of the 181 respondents, 7 or 4.0 percent strongly disagree; 86 or 49.1 percent disagree; 28 or 16.0 percent no perception; 40 or 22.9 percent agree; 14 or 8.0 percent strongly agree; 6 or 3.3 percent did not respond. Slightly less than half of those respondents who participate in site-based management models "disagree" that the duties listed in their job description changed as the result of site-based management. *Mean 2.817; Median 2.000; Std dev. 1.083.

Hypothesis 3: Comparison of superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on the impact of site-based management on system-wide policies.

Item 2 of the total group evaluative questionnaire dealt with the statement of "I have a clear understanding of system-wide policies regarding site-based management." Of the 181 respondents, 10 or 5.5 percent strongly disagree; 42 or 23.2 percent disagree; 22 or 12.2 percent no perception; 73 or 40.3 percent agree; 34 or 18.8 percent strongly agree; all participants responded. The majority of those respondents who participate in site-based management models "agree" their knowledge of system-wide policies related to site-based management was clear. *Mean 3.436; Median 4.000; Std dev. 1.194.

Item 13 of the total group evaluative questionnaire dealt with the statement of "site-based management conflicts with current system-wide

policies." Of the 181 respondents, 5 or 2.9 percent strongly disagree; 52 or 29.7 percent disagree; 19 or 10.9 percent no perception; 84 or 48.0 percent agree; 15 or 8.6 percent strongly agree; 6 or 3.3 percent did not respond. Slightly less than half of those respondents who participate in site-based management models "agree" site-based management conflicts with the current system-wide policies. *Mean 3.297; Median 4.000; Std dev. 1.074.

Hypothesis 4: Comparison of superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on the impact of site-based management on hiring and dismissing of school personnel.

Item 9 of the total group evaluative questionnaire dealt with the statement of "control of personnel remains a central office responsibility." Of the 181 respondents, 13 or 7.4 percent strongly disagree; 46 or 26.3 percent disagree; 13 or 7.4 percent no perception; 83 or 47.4 percent agree; 20 or 11.4 percent strongly agree; 6 or 3.3 percent did not respond. Clearly a majority of those respondents who participate in site-based management models "agree" control of personnel remained a central office responsibility. *Mean 3.297; Median 4.000; Std dev. 1.074.

Item 14 of the total group evaluative questionnaire dealt with the statement of "the site council selects teachers from a pool of applicants provided by the central office." Of the 181 respondents, 13 or 7.4 percent strongly disagree; 65 or 36.9 percent disagree; 41 or 23.3 percent no perception; 40 or 22.7 percent agree; 17 or 9.7 percent strongly agree; 5 or 2.8 percent did not respond. The majority of those

respondents who participate in site-based management models "disagree" the site council select teachers from a central office pool. *Mean 2.903; Median 3.000; Std dev. 1.130.

Item 23 of the total group evaluative questionnaire dealt with the statement of "the final decision as to whom will work in a school is left up to the principal." Of the 181 respondents, 36 or 20.5 percent strongly disagree; 47 or 27.8 percent disagree; 15 or 8.5 percent no perception; 59 or 33.5 percent agree; 17 or 9.7 percent strongly agree; 9 or 2.8 percent did not respond. Less than half of those respondents who participate in site-based management models "agree" the final decision as to who worked in a school was left up to the principal. *Mean 2.841; Median 3.000; Std dev. 1.343.

Item 25 of the total group evaluative questionnaire dealt with the statement of "the principal working with the site council should determine the tenure status of teachers." Of the 181 respondents, 40 or 22.9 percent strongly disagree; 68 or 38.9 percent disagree; 17 or 9.7 percent no perception; 38 or 21.7 percent agree; 12 or 6.9 percent strongly agree; 6 or 3.3 percent did not respond. Less than half of those respondents who participate in site-based management models "disagree" the principal working with the site council determined the tenure status of teachers. *Mean 2.509; Median 2.000; Std dev. 1.250.

Item 39 of the total group evaluative questionnaire dealt with the statement of "the establishment of personnel needs will be a central office function under site-based management." Of the 181 respondents, 21 or 12.1 percent strongly disagree; 70 or 40.2 percent disagree; 29 or 16.7 percent no perception; 46 or 26.4 percent agree; 8 or 4.6 percent

strongly agree; 7 or 3.9 percent did not respond. The majority of those respondents who participate in site-based management models "disagree" that personnel needs being met by the central office will change. *Mean 2.713; Median 2.000; Std dev. 1.122.

Item 52 of the total group evaluative questionnaire dealt with the statement of "the superintendent makes the decision as to which teachers will be employed and where they are placed under site-based management."

Of the 181 respondents, 23 or 13.1 percent strongly disagree; 79 or 45.1 percent disagree; 14 or 8.0 percent no perception; 53 or 30.3 percent agree; 6 or 3.4 percent strongly agree; 6 or 3.3 percent did not respond. Slightly less than half of those respondents who participate in site-based management models "disagree" with the assessment of the superintendents position relating to personnel placement. *Mean 2.657; Median 2.000; Std dev. 1.143.

Hypothesis 5: Comparison of superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on the impact of site-based management on relationships.

Item 15 of the total group evaluative questionnaire dealt with the statement of "I had adequate input into the implementation of site-based management." Of the 181 respondents, 25 or 14.3 percent strongly disagree; 48 or 27.4 percent disagree; 32 or 18.3 percent no perception; 54 or 30.9 percent agree; 16 or 9.1 percent strongly agree; 6 or 3.3 percent did not respond. Data revealed a 3% range between "agree" and "disagree" among the respondents. Only a slightly higher percentage of "agree" separated those respondents who "disagree" that they had

adequate input in the implementation of site-based management. *Mean 2.931; Median 3.000; Std dev. 1.235.

Item 26 of the total group evaluative questionnaire dealt with the statement of "shared decision-making at the school site creates a positive attitude among faculties." Of the 181 respondents, 1 or .6 percent strongly disagree; 10 or 5.7 percent disagree; 11 or 6.3 percent no perception; 98 or 56.0 percent agree; 55 or 31.4 percent strongly agree; 6 or 3.3 percent did not respond. Clearly a majority of respondents who participate in site-based management models "agree" that shared decision-making at the site creates a positive attitude among faculties. *Mean 4.120; Median 4.000; Std dev. .804.

Hypothesis 6: Comparison of superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on the impact of site-based management on the instructional and learning climate.

Item 3 of the total group evaluative questionnaire dealt with the statement of "adequate orientation and training was provided for all who were involved in the implementation of site-based management." Of the 181 respondents, 34 or 19.1 percent strongly disagree; 68 or 38.2 percent disagree; 33 or 18.5 percent no perception; 32 or 18.0 percent agree; 11 or 6.2 percent strongly agree; 3 or 1.7 percent did not respond. Clearly a majority of respondents who participate in site-based management models "disagree" adequate orientation and training was provided for all involved in the implementation of site-based management. *Mean 2.539; Median 2.000; Std dev. 1.170.

Item 29 of the total group evaluative questionnaire dealt with the statement of "training opportunities through staff development are essential to effective site-based management." Of the 181 respondents, no statistics for this position; 4 or 2.3 percent disagree; 6 or 3.4 percent no perception; 71 or 40.8 percent agree; 93 or 53.4 percent strongly agree; 7 or 3.9 percent did not respond. Clearly a majority of respondents who participate in site-based management models strongly "agree" that training opportunities through staff development are essential to the program. *Mean 4.454; Median 5.000; Std dev. .676.

Item 43 of the total group evaluative questionnaire dealt with the statement of "staff development activities will be scheduled during the regular school day under site-based management." Of the 181 respondents, 35 or 20.1 percent strongly disagree; 47 or 27.0 percent disagree; 31 or 17.8 percent no perception; 52 or 29.9 percent agree; 9 or 5.2 percent strongly agree; 7 or 3.9 percent did not respond. Only 29% of respondents who participate in site-based management models "agree" staff development activities were scheduled during the regular school day, and 27% "disagree." *Mean 2.730; Median 3.000; Std dev. 1.231.

Item 46 of the total group evaluative questionnaire dealt with the statement of "decisions relating to staff development are to be made by those who are affected by them." Of the 181 respondents, 3 or 7.1 percent strongly disagree; 18 or 10.4 percent disagree; 24 or 13.9 percent no perception; 87 or 50.3 percent agree; 41 or 23.7 percent strongly agree; 8 or 4.4 percent did not respond. Clearly a majority of respondents who participate in site-based management models "agree" that

decisions relating to staff development are to be made by those who are affected by them. *Mean 3.838; Median 4.000; Std dev. .963.

Item 50 of the total group evaluative questionnaire dealt with the statement of "under site-based management, effective staff development activities increased the chances for schools to become more sensitive and responsive to student needs." Of the 181 respondents, 3 or 1.7 percent strongly disagree; 13 or 7.5 percent disagree; 25 or 14.5 percent no perception; 99 or 57.2 percent agree; 33 or 19.1 percent strongly agree; 8 or 4.4 percent did not respond. Clearly a majority of respondents who participate in site-based management models "agree" that the process increased the chances for schools to become more sensitive and responsive to student needs. *Mean 3.844; Median 4.000; Std dev. .879.

Hypothesis 7: Comparison of superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on the impact of site-based management on faculty morale.

Item 16 of the total group evaluative questionnaire dealt with the statement of "the principals attitude has a direct effect on the morale of school site staff members in site-based management." Of the 181 respondents, 1 or .6 percent strongly disagree; 4 or 2.3 percent disagree; 7 or 4.0 percent no perception; 62 or 35.2 percent agree; 102 or 58.0 percent strongly agree; 5 or 2.8 percent did not respond. Clearly a majority of respondents who participate in site-based management models "strongly agree" the principal's attitude had a direct effect on the morale of school site staff under site-based management. *Mean 4.477; Median 5.000; Std dev. .733.

Item 27 of the total group evaluative questionnaire dealt with the statement of "site-based management will improve the morale and motivation of school employees." Of the 181 respondents, 2 or 1.1 percent strongly disagree; 12 or 6.9 percent disagree; 27 or 15.5 percent no perception; 82 or 47.1 percent agree; 51 or 29.3 percent strongly agree; 7 or 3.9 percent did not respond. A majority of respondents who participate in site-based management models "agree" the program improved the morale and motivation of school employees. *Mean 3.966; Median 4.000; Std dev. .912.

Hypothesis 8: Comparison of superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether the impact of site-based management was a threat to their perceived authority.

Item 17 of the total group evaluative questionnaire dealt with the statement of "I felt threatened by the implementation of site-based management." Of the 181 respondents, 52 or 29.7 percent strongly disagree; 79 or 45.1 percent disagree; 17 or 9.7 percent no perception; 18 or 10.3 percent agree; 9 or 5.1 percent strongly agree; 6 or 3.3 percent did not respond. A little less than half of respondents who participate in site-based management models "disagree" that they felt threatened by the implementation of site-based management. *Mean 2.160; Median 2.000; Std dev. 1.118.

Item 47 of the total group evaluative questionnaire dealt with the statement of "the impact of site-based management will not affect my authority and responsibility to schedule in-service activities in my school." Of the 181 respondents, 27 or 15.6 percent strongly disagree;

62 or 32.8 percent disagree; 42 or 24.3 percent no perception; 39 or 22.5 percent agree; 3 or 1.7 percent strongly agree; 8 or 4.4 percent did not respond. A majority of respondents who participate in site-based management models "disagree" the impact of site-based management did not affect their authority or responsibility. *Mean 2.590; Median 2.000; Std dev. 1.056.

Hypothesis 9: Comparison of superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on the impact of site-based management on curriculum design.

Item 10 of the total group evaluative questionnaire dealt with the statement of "the authority to redesign the curriculum did not change under site-based management." Of the 181 respondents, 5 or 2.9 percent strongly disagree; 66 or 37.7 percent disagree; 34 or 19.4 percent no perception; 59 or 33.7 percent agree; 11 or 6.3 percent strongly agree; 6 or 3.3 percent did not respond. A slight majority of respondents who participate in site-based management models "disagree" the authority to redesign the curriculum did change. *Mean 3.029; Median 3.000; Std dev. 1.042.

Item 18 of the total group evaluative questionnaire dealt with the statement of "professional growth in curriculum development and instructional strategies increased with site-based management." Of the 181 respondents, 8 or 4.6 percent strongly disagree; 22 or 12.6 percent disagree; 63 or 36.0 percent no perception; 69 or 39.4 percent agree; 13 or 7.4 percent strongly agree; 6 or 3.3 percent did not respond. Thirty-six percent of the respondents had "no perception", and 39.4%

"agree" professional growth in curriculum development increased under site-based management. *Mean 3.326; Median 3.000; Std dev. .948.

Item 36 of the total group evaluative questionnaire dealt with the statement of "curriculum decisions should be decentralized and be the responsibility of the local school site." Of the 181 respondents, 5 or 2.9 percent strongly disagree; 28 or 16.0 percent disagree; 21 or 12.0 percent no perception; 79 or 45.1 percent agree; 42 or 24.0 percent strongly agree; 6 or 3.3 percent did not respond. A majority of respondents who participate in site-based management models "agree" curriculum decisions should be the responsibility of the local school site. *Mean 3.714; Median 4.000; Std dev. 1.087.

Hypothesis 10: Comparison of superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on the impact of site-based management on boards of education relinquishing policy making authority to individual sites.

Item 6 of the total group evaluative questionnaire dealt with the statement of "policy making decisions will be the responsibility of individual schools site council under site-based management." Of the 181 respondents, 20 or 11.3 percent strongly disagree; 50 or 28.2 percent disagree; 21 or 11.9 percent no perception; 64 or 32.2 percent agree; 22 or 12.4 percent strongly agree; 4 or 2.2 percent did not respond. A slight majority of respondents who participate in site-based management models "agree" that policy making decisions will be the responsibility of the individual schools site council under site-based management. *Mean 3.102; Median 3.000; Std dev. 1.262.

Hypothesis 11: Comparison of superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on whether boards of education will continue budget control as a result of site-based management.

Item 20 of the total group evaluative questionnaire dealt with the statement of "under site-based management, budgeting shifts from allocation by formulas to allocation by objectives." Of the 181 respondents, 20 or 11.4 percent strongly disagree; 52 or 29.7 percent disagree; 49 or 28.0 percent no perception; 40 or 22.9 percent agree; 14 or 8.0 percent strongly agree; 6 or 3.3 percent did not respond. As shown in the responses, the percentage of those who "disagree", have "no perception", and "agree" are very close. Nevertheless, 29 percent "disagree" with the statement relating to the allocation of funds as a result of the impact of site-based management. *Mean 2.863; Median 3.000; Std dev. 1.136.

Item 30 of the total group evaluative questionnaire dealt with the statement of "the impact of site-based management will affect the decisions superintendents and board chairpersons make regarding budget allocations to school sites." Of the 181 respondents, 63 or 36.4 percent strongly disagree; 76 or 43.9 percent disagree; 17 or 9.8 percent no perception; 12 or 6.9 percent agree; 5 or 2.9 percent strongly agree; 8 or 4.4 percent did not respond. A greater percentage of "disagree" indications were found among those respondents who serve in systems that are operating under some form of site based management. *Mean 1.960; Median 2.000; Std dev. 1.002.

Item 51 of the total group evaluative questionnaire dealt with the statement of "principals should have control over finalizing the school-based budget under site-based management." Of the 181 respondents, 41 or 23.7 percent strongly disagree; 62 or 35.8 percent disagree; 17 or 9.8 percent no perception; 36 or 20.8 percent agree; 17 or 9.8 percent strongly agree; 8 or 4.4 percent did not respond. A greater percentage of "disagree" indicators were found among those participants who serve in systems that are operating under some form of site-based management. *Mean 2.572; Median 2.000; Std dev. 1.317.

Item 53 of the total group evaluative questionnaire dealt with the statement of "under site-based management, the finalization of the school site budget is the responsibility of the central office." Of the 181 respondents, 19 or 10.9 percent strongly disagree; 57 or 32.6 percent disagree; 27 or 15.4 percent no perception; 59 or 33.7 percent agree; 13 or 7.4 percent strongly agree; 6 or 3.3 percent did not respond. It cannot be reported that a majority of the respondents agree with this position. Only 1.1 percent separate those who "disagree" and those who "agree". However, from the response to the two previous related statements, it appeared that the impact of site-based management had no affect on the central offices' control of the budget. *Mean 2.943; Median 3.000; Std dev. 1.183.

Hypothesis 12: Comparison of superintendents, board chairpersons, principals, personnel, budget, curriculum, and staff development administrators on the impact of the support of site-based management on school systems.

Item 7 of the total group evaluative questionnaire dealt with the statement of "the support of central office staff for school site councils increased with the implementation of site-based management." Of the 181 respondents, 7 or 4.0 percent strongly disagree; 46 or 26.0 percent disagree; 41 or 23.2 percent no perception; 67 or 37.9 percent agree; 16 or 9.9 percent strongly agree; 4 or 2.2 percent did not respond. A majority of respondents who participate in site-based management models "agree" that central office staff support of site councils increased with the implementation of site-based management. *Mean 3.220; Median 3.000; Std dev. 1.056.

Item 32 of the total group evaluative questionnaire dealt with the statement of "for the most part, principals are supportive of site-based management in my school system." Of the 181 respondents, 5 or 2.9 percent strongly disagree; 17 or 9.7 percent disagree; 24 or 13.7 percent no perception; 103 or 58.9 percent agree; 26 or 14.9 percent strongly agree; 6 or 3.3 percent did not respond. Clearly a majority of respondents who participate in site-based management models agree that their principals were supportive of site-based management. *Mean 3.731; Median 4.000; Std dev. .930.

VITA

NARVIA DORIS FLACK HAYWOOD

Personal Data: Date of Birth: October 25, 1931
 Place of Birth: Mecklenburg County, North Carolina
 Marital Status: Married

Education: Public Schools, York County, South Carolina, and
 Hawkins County, Tennessee
 Swift Memorial Junior College, Rogersville,
 Tennessee, Associate Degree, 1951
 Johnson C. Smith University, Charlotte, North,
 social science and history, B.A., 1953
 Peabody College, Nashville, Tennessee, Head Start
 Certification 1967
 University of Tennessee, Knoxville Tennessee,
 Graduate Studies, 1981
 East Tennessee State University, Johnson City,
 Tennessee, K-8 Endorsement, 1968
 East Tennessee State University, M.Ed. + 45, 1982
 East Tennessee State University, educational
 administration, Ed.D., December, 1992
 Certification: Elementary, K - 8; Principal,
 K - 12; Supervisor, K - 12; Superintendent;
 Social Science; History

Experience 1966-1968 Head Start Teacher and Center
Teaching: Director
 1968-1969 Kindergarten
 1969-1982 First and Third Grade

Experience in 1982- 1991, Basic Skills Coordinator
Administration: Chapter 2, and Title II Administrator
 Teacher Center Director, Career Ladder and Co-
 Coordinator Extended Contract
 Tennessee Instructional Model (TIM) Trainer
 Teacher and Administrator Evaluation Trainer
 Parent Involvement Coordinator
 Arts In Education Coordinator
 Business and Industry: Partners in Education
 Liaison
 Personnel Director, Hawkins County, 1990-1992
 Director of Community Services, Walters State,
 Community College, Morristown, Tennessee, August,
 1992

Publications: Appalachian Educational Laboratory, (AEL) "Creating a District- Wide Parent Support Program," Volume 9; Number 1, January, 1990

Honors and Awards: ABWA Woman of the Year 1978
Alderswoman Rogersville City Council, 1988 to Present
Vice Chair First District Supervisors Study Council, 1990-91
Tennessee Education Association Board of Directors
Appalachian Educational Laboratory Board of Directors, Secretary
Presenter, "Effective Questioning," ETEA, 1989

Service Organizations: Past President Rogersville Exchange Club
Rogersville Black Heritage Association Chairwoman
First District Congressional Contact Team Member
Basileus of Pi Omega Chapter of Alpha Kappa Alpha Sorority, Inc.
Elder St. Mark Presbyterian Church
Rogersville Heritage Association Board of Directors
Kellog Foundation Community Board of Hawkins County, Secretary
Nolachuckey-Holston Mental Health Center, Inc.,
Local Implementation Committee Member